

THE IMPLICATIONS OF RAILWAY RELOCATION
IN WESTERN CANADIAN CITIES;
SASKATOON, A CASE STUDY.

by

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ABSTRACT

This thesis is a study of railway relocation and subsequent commercial redevelopment in Saskatoon, Saskatchewan. The primary purpose of the study is to test the hypothesis that railway relocation in a western Canadian city could prove beneficial to such a City in terms of community objectives. The City of Saskatoon is utilized as a case study. A secondary purpose, upon validation of the hypothesis, is to attempt the use of Saskatoon's experience as a bench-mark in determining the feasibility of railway relocation in other Saskatchewan cities.

In order to place the City in its proper historical and developmental context, the history of Saskatoon is briefly traced from its origin in 1882 to the present. This review pictures Saskatoon as a dynamic urban center with a relatively bright future. A detailed review of events and negotiations leading up to the joint decision by the City and the C.N.R. to relocate railway facilities from downtown Saskatoon indicates that the primary community objectives involved were consolidation of the downtown area and improvement of access to the downtown area.

These and other objectives are discussed in detail and analyzed in terms of their relevance and where possible, in terms of the magnitude of costs associated with achievement of a particular objective.

The impact of the commercial development proposed for construction in the area vacated by the C.N.R. is demonstrated in terms of its effect on the supply of downtown retail space as opposed to the projected demand. On the basis of certain explicit assumptions, this analysis predicts an excess supply of retail floor space for a period of eight years.

Quantifiable costs and benefits to the City attributable to relocation are compared with the resulting conclusion that, on the basis of current estimates, benefits accruing from relocation will yield a $9\frac{1}{2}\%$ return on the City's investment by 1984. A subjective evaluation of non-quantifiable costs and benefits results in the further conclusion that benefits will again exceed costs. The aggregate conclusion, which validates the hypothesis, is that railway relocation in Saskatoon will prove beneficial to the City in terms of community objectives.

The key factors which led to consideration of railway relocation in Saskatoon and which made the project viable were the dynamic nature of the city; the relative location of railway facilities; demand for retail space, and the location of railway rights-of-way relative to the location of required traffic facilities. These factors are tested against four other cities in Saskatchewan; Regina, Moose Jaw, Prince Albert, and Swift Current. Of the four, only Regina is consistently comparable to Saskatoon, leading to the conclusion that detailed investigation of railway relocation from downtown Regina is warranted. It is further concluded that railway relocation from other Canadian cities might be equally feasible, and certainly worthy of further study.

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INTRODUCTION

Railways have played an important role in the developmental history of western Canadian cities, yet railroad installations, by their very nature, are static. When such static installations are located in the center of a dynamic urban area, conflict is likely to occur. The city of Saskatoon, Saskatchewan, found this conflict to be very real in that the C.N.R. station and yard area, located in the very center of the city, became a severe traffic barrier, impeded expansion of the City's Central Business District (C.B.D.) and displayed a blighting influence on the areas contiguous to the railway's operations.

In order to resolve these conflicts and to gain other secondary advantages, Saskatoon has entered into an agreement with the C.N.R. calling for complete removal of C.N.R. facilities from the city center and redevelopment of the vacated area into a commercial complex intended to be complimentary to, and an extension of, the existing central business district. This agreement is of more than local interest, since it represents the first railway relocation project of this magnitude in Canada, and its success could possibly lead to similar action being taken by other communities experiencing conflicts similar to those found in Saskatoon.

The primary purpose of this study is to test the hypothesis that: RAILWAY RELOCATION IN A CANADIAN CITY COULD PROVE BENEFICIAL TO SUCH A CITY IN TERMS OF COMMUNITY OBJECTIVES. Using Saskatoon as a case study a secondary purpose, assuming validation of the hypothesis, is to attempt the use of Saskatoon's experience as a benchmark in determining the feasibility of railway relocation in other Saskatchewan cities.

The Saskatoon project will first be placed in its proper context vis-a-vis the historical growth of Saskatoon by a brief review of Saskatoon's development from its origin in 1882 to the present.

The City's objectives will be determined by a review of the records of the City's negotiating team, City Council minutes, minutes of other pertinent bodies, and through personal interviews and correspondence with appropriate political and administrative officers of the City. The objectives thus determined will be developed in order to make them completely explicit. An attempt will then be made to quantify the probable impact of redevelopment in terms of the objectives previously determined.

It should be pointed out that while relocation of C.N.R. facilities from the center of Saskatoon has been accomplished, redevelopment of the vacated area has not as yet taken place, so that impact projections are necessarily based on current proposed redevelopment plans. It should be further noted that this study is made in the complete absence of data or comment from the C.N.R. who advised that the " . . . information requested is exclusive to our company's business and therefore is not available."¹

¹Letter from R.A. Park, Project Coordinator, C.N.R., Winnipeg, December 1st, 1967.

CHAPTER 1. SASKATOON IN HISTORY

The history of Saskatchewan, and Saskatoon, has been well documented,¹ and it is not the intention of this chapter to reiterate this history in detail but rather to outline the highlights of the past, particularly those effecting the growth of Saskatoon.

The first permanent settlements in the Saskatchewan area were in the northern parklands, and came about as a result of the extension of the fur trading empire of the Hudsons Bay Company and independant fur traders. These settlements, Cumberland House established by Samual Hearne in 1774, Ile a la Crosse founded by the Frobisher brothers in 1776, and the many others that were established in the parklands and precambrian area in subsequent years, lost much of their importance when the beaver market declined in the early 1800's.

The second major line of settlement followed the construction of the Canadian Pacific Railway across the southern prairies in 1882, and saw the establishment of Regina, Moose Jaw and Swift Current. The present site of Saskatoon was also selected in 1882 by John L. Lake, an official of the Temperance Colonization Company. This Toronto-based company was organized by a group of Methodists seeking a new home "where settlers might protect themselves, their families, and their friends from

¹.One of the better histories of Saskatchewan is J.F.C. Wright's Saskatchewan, The History of a Province, McClelland and Stewart Limited, 1955. Saskatoon's history is best recorded in The Saskatoon Story by B. Peel and E. Knowles, General Printing and Bookbinding Limited, Saskatoon, 1952, and by S.P. Clubb's Saskatoon, The Serenity and The Surge, Midwest Litho Limited, Saskatoon, 1966.

alcoholic abuses".² The first colonists arrived in 1883, driving ox-carts north from the end of steel at Moose Jaw.

The railway reached Saskatoon in 1890. The line, built by the QuAppelle, Long Lake and Saskatchewan Railway and Steamboat Company, connected Regina, Saskatoon and Prince Albert. It was leased by the Canadian Pacific Railway until 1906 when it was taken over by the Canadian Northern Railway.

Initial settlement was on the east bank of the South Saskatchewan River, centered around what is now Broadway Avenue. The first survey, completed in 1883 by F.L. Blake, D. L. S., included 117 blocks laid out on a rectangular grid pattern. Construction of the railway station and yard facilities on the west side of the river (probably because Blake made no provision for these uses in his plan) caused the focal point to move, and later construction was centered around the railway station.

Apart from the railway, there were several factors which aided Saskatoon's growth during these early years. The introduction of early maturing Wheat such as Red Fife added somewhat to the stability of the areas agricultural base, and led in 1885 to the Canadian Government's adoption of an experimental farms program aimed at improving agricultural practices and aiding new settlers to start farming operations.

Another factor having more direct bearing on Saskatoon's growth was the arrival of the Barr Colonists, in 1903. These British colonists, some 1500 in number, camped at Saskatoon for two weeks before starting their overland trek to the Lloydminster region. All of their supplies were purchased in Saskatoon, providing a stimulus to the village's economy.

²S. P. Clubb, "Saskatoon, The Serenity and The Surge", Midwest Litho, Saskatoon, 1966, p. 7.

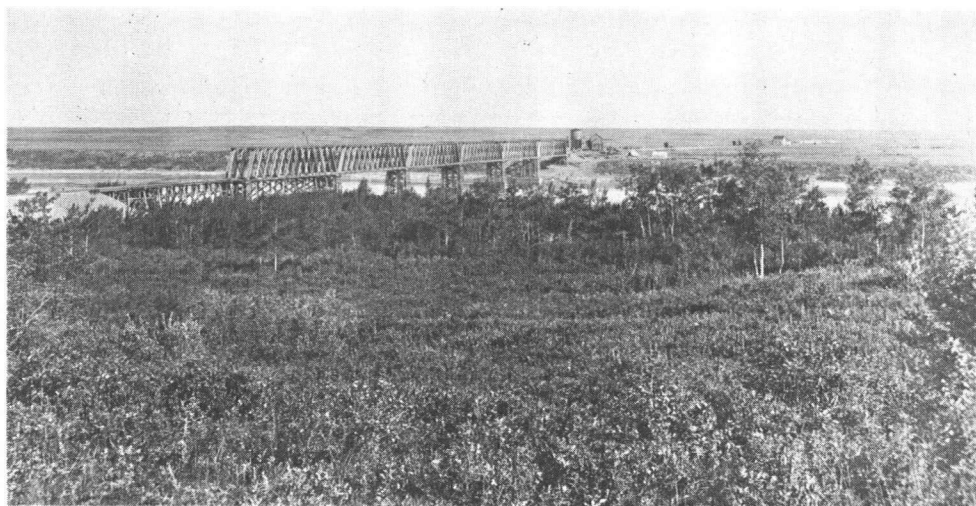


Illustration 1. View of C.P.R. bridge, looking
north, 1890.



Illustration 2. Saskatoon's main business section in 1898. Looking south-east at Twentieth Street and First Avenue.

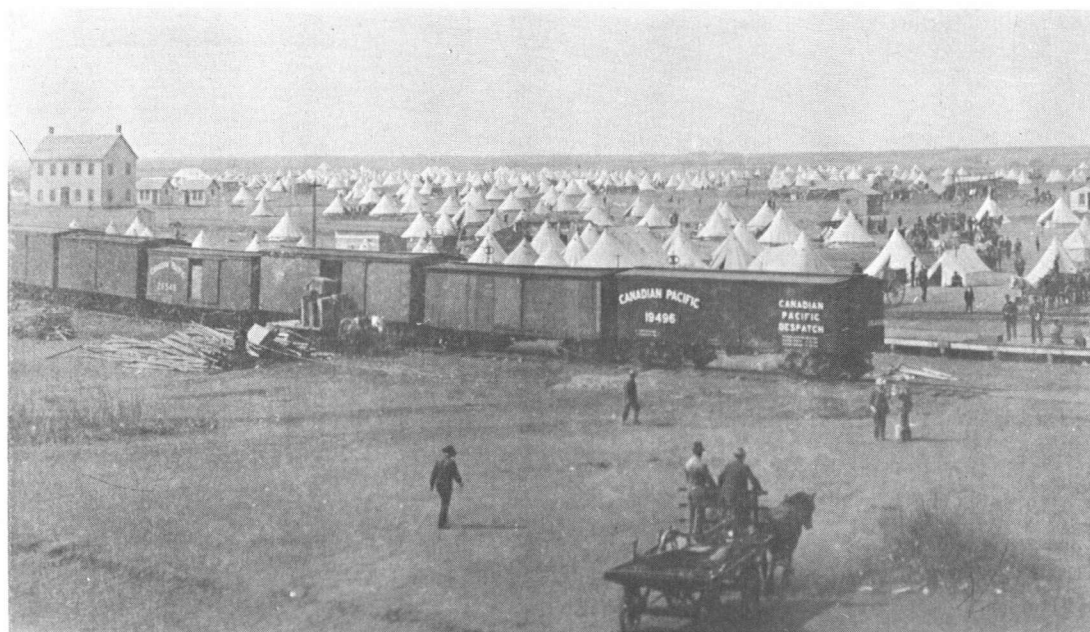


Illustration 3. Barr Colonists camped west of
the station grounds - 1903.

Many of the immigrants decided to settle in the growing Saskatoon, and added much to the community in the way of badly needed skills and trades. In addition, the story of the Barr Colonists brought much publicity for Saskatoon in Eastern Canada and Europe.

A third factor which acted as a stimulus to growth in the Saskatoon area during this period was the formation of the Saskatchewan Valley Land Company in 1902. Using American capital and forceful advertising, this company was instrumental in settling much of the area between Saskatoon and Regina.

On July 1, 1903, Saskatoon was incorporated as a town in order to increase its borrowing power and thereby enable construction of civic improvements. The boundaries of the new town were the west bank of the river, Avenue A and Queen Street. In October of 1903, Nutana was incorporated as a separate village, with boundaries coinciding with the original townsite survey by Blake. Another village, that of Riversdale, was incorporated in January of 1905. It included the area bounded by Avenue A, 22nd. Street, Avenue H, and the river.³

Saskatoon suffered a minor setback in 1905 when its efforts to have the city named as the capital of the newly formed Province of Saskatchewan were to no avail. In 1906, in order to further increase its borrowing power to allow construction of major capital works, the two out-lying villages were amalgamated with the central town and Saskatoon was incorporated as a City.

In 1906, the Canadian Northern acquired the Regina-Prince Albert line previously leased by the Canadian Pacific Company. This cut the

³Refer to Map No. 1.

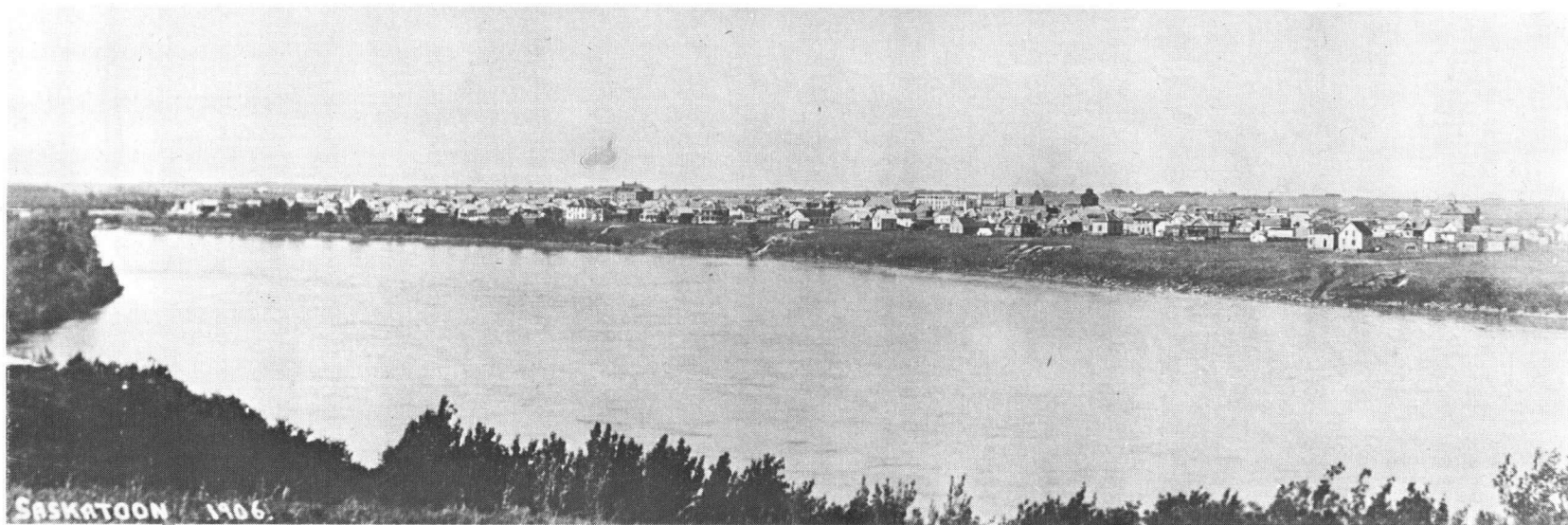


Illustration 4. Saskatoon in 1906.

latter company off from Saskatoon, and resulted in acceleration of construction of the Canadian Pacific line from Yorkton, which reached Saskatoon in 1907.

Meanwhile, the Canadian Government under Sir Wilfred Laurier had arranged for a second transcontinental railway, and the Grand Trunk railway began construction of its western segment at Portage-la-Prairie in 1905. This line was originally intended to cross the South Saskatchewan River near Hanley, some 40 miles south of Saskatoon. Pressure from some of Saskatoon's more influential citizens resulted in the line being deflected north to cross the river at Saskatoon late in 1905. Thus by 1907 Saskatoon was served by three railways and was rapidly acquiring both the reputation and functional capacity of a distribution center.⁴ It was during this period that the name "Hub City" was first applied to Saskatoon.

Railroad construction and improved dry farming techniques led to an accelerated rate of growth, culminating in the great boom of 1910-1912. The following are some of the more significant features of this period. In 1907 the traffic bridge was completed, linking the older Nutana area to the central city. In 1909, Saskatoon was selected as the site for the University of Saskatchewan. This decision served to attract increased civic pride and awareness, and added immeasurably to the cultural life of the community. 1909 also saw the opening of the City Hospital, the first municipal hospital in the west. Saskatoon's first high school, Nutana Collegiate Institute, was completed in 1910. An overhead pedestrian bridge linking Riversdale with the downtown area was built in 1910, with additional links, the 19th and 23rd Street subways being completed during

⁴Refer to Map No. 2.



Illustration 5. The heart of Saskatoon in 1911.
Twenty - First Street looking west to the new
Canadian Northern station.

the years of 1911-13.

In the years between 1910 and 1913, Saskatoon, now boasting a population of over 12,000, witnessed a tremendous increase in real estate and building activity with a corresponding increase in land values. In the peak year of 1912 there were 267 real estate firms operating in the city, assessment exceeded \$39 millions (nearly four times that of 1910) and building permits were issued for construction having a total value of \$7.6 millions. During this period many of the buildings forming the present downtown area were constructed. Also in 1912, the city began operation of a municipal street railway system, and decided to participate in the financing of a new bridge. This new concrete structure was located between 25th Street on the west bank and Clarence Avenue on the east bank, and served to link the University to the west side of the city.

As the glamor of speculation dissipated in the face of darkening war clouds, the actual growth achieved during the boom years became evident.

"By the beginning of 1914 Saskatoon had 47 miles of cement sidewalks, 5 miles of street paving, 15 miles of street, 437 acres of city parks, and 2 daily and 3 weekly newspapers, including the Saskatoon Daily Star. From the educational facilities of one school and one teacher in 1900, the city now boasted 11 modern schools, including St. Paul's separate school, with 116 teachers and an enrolment of 3,440 public school students, 275 separate school, 450 high school and approximately 400 attending the University of Saskatchewan. A Lutheran College and Seminary opened on Eighth Street in 1914. The population of Saskatoon had grown from approximately 5,000 in 1906 to an estimated 20,000 by 1914."⁵

The effect of the war on Saskatoon's growth is best illustrated by the total value of building permits issued in 1915; \$15,000, a record low.

After a brief post-war depression period, the city entered a decade

⁵Ibid., p. 23.

of buoyant economic conditions in the 1920's. In 1921, the formation of the Canadian National Railway from the previous amalgamation of the Grand Trunk and Canadian Northern Railways brought more efficient railway service. Both the Hudson's Bay Company and the T. Eaton Company Limited opened major retail outlets in Saskatoon during this decade. Industrial expansion was highlighted by the construction of the Robin Hood Company's flour mill and the Union Stock Yard. In the period between 1921 and 1931, the population of Saskatoon increased from approximately 26,000 to nearly 44,000, requiring construction of five new public schools, three high schools, and a provincial normal school.

During the drought and depression years of the 1930's, Saskatoon's population did not grow, yet several significant construction projects were completed during this period, many of which were relief projects, but all of which tended to solidify the urban structure. The Broadway Bridge, a four-lane reinforced concrete structure was completed in 1932, providing another essential link between Nutana and the city center. The airport, located north of the city was improved to allow night flying, and airmail service was inaugurated. The Canadian National Railways opened the Bessborough Hotel in 1935, and erected a new terminal in 1939. Also in 1939, a concrete dam was built across the South Saskatchewan River downstream from the city center, in order to raise the water level through the city and facilitate operation of a municipal water intake.

Although most residential and commercial construction was curtailed during the Second World War, some significant industrial expansion did take place during these years. The Intercontinental Pork Packers, now an international organization and one of Saskatoon's largest employers was established during this period, as was the Saskatchewan Wheat Pool's

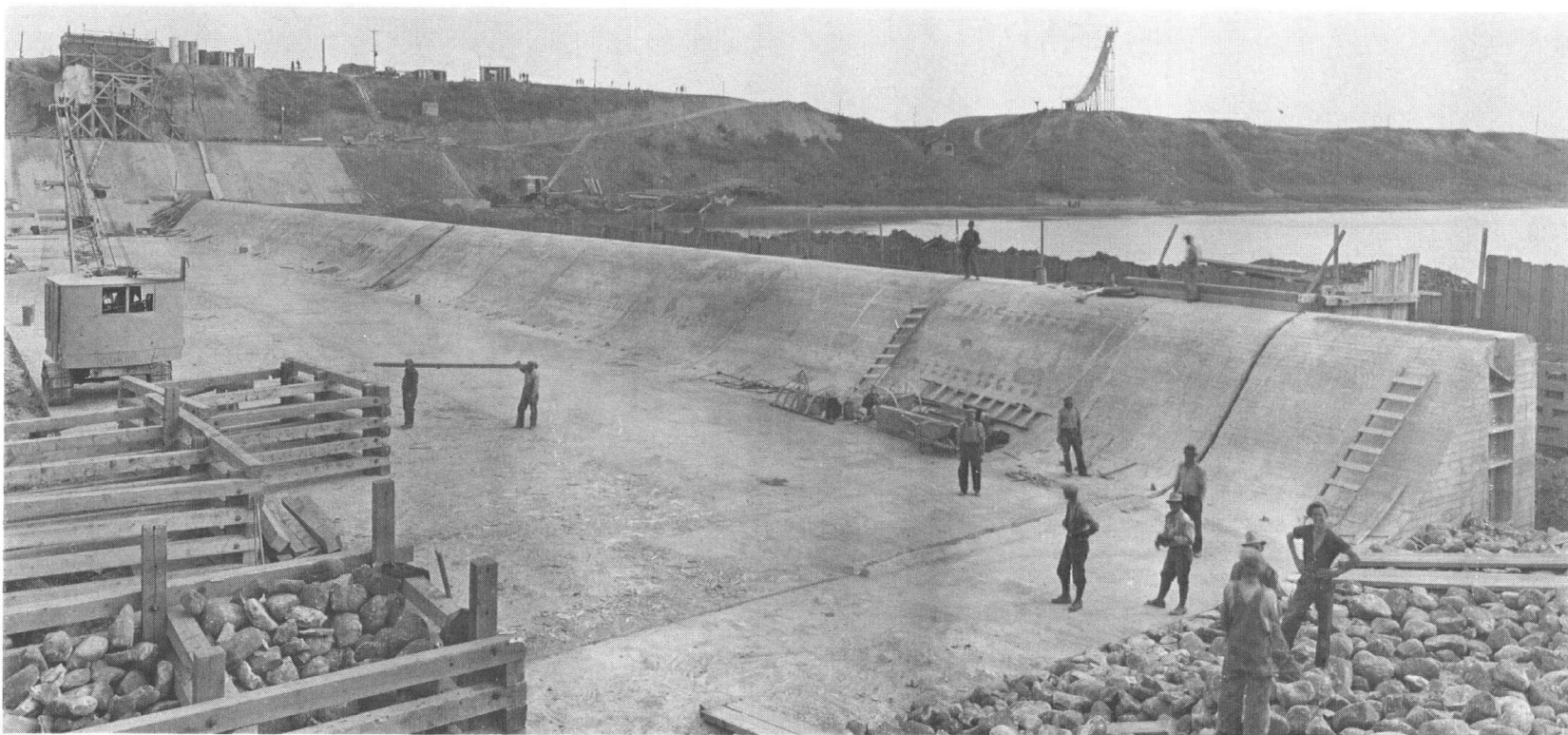


Illustration 6. Cofferdam under construction in 1939.

mill and vegetable oil plant.

Saskatoon faced an imminent housing shortage with the return of servicemen in 1945. In an effort to alleviate the situation the City entered into an agreement with Wartime Housing Limited for the construction of over 300 single family dwellings on lots supplied by the City.

"Saskatoon did not receive the full impact of the immediate post war boom. Having suffered severely during the depression, it may well be that it took longer to recover from the set back of the '30's and restore confidence. By the middle of the '50's, however, the city was again prospering and growing at a rapid rate. While Saskatoon ranked approximately eighteenth in rate of population growth in the period 1941-1951, out of the twenty-eight urban areas in Canada having a population of over 50,000 in 1951, it ranked fourth amongst these same areas in the period 1951-1956, and third in the 1956-1961 period, according to the Canada Census.

This growth has occurred while the population of the Province has been nearly stable and that of the rural areas declining. Saskatoon's rapid growth has been largely the result of the shift from rural to urban areas. In terms of the city's economic base, the decline in the population of the agricultural hinterland has been offset by the increased demands of a more advanced agricultural technology and the higher living standards of the remaining farm population".⁴

The two major factors in the last decade which have effected or are expected to effect the continuing growth and prosperity of Saskatoon are the burgeoning potash industry and the recently completed Gardiner Dam. With a current capital investment in the order of \$250 million and projected employment of some 20,000, the potash industry must be considered as a major economic influence in Saskatchewan. Saskatoon, located in the heart of the potash mining area, has become a major supply center for the industry and is expected to be the prime location for much of the secondary activity resulting from the potash industry.

⁴City of Saskatoon, Housing Report, 1961, p. 5.

The Gardiner Dam, the largest earth-fill dam in Canada and one of the largest of its kind in the world, will create a lake having a shoreline of some 475 miles. Apart from its irrigation and power-production capabilities, the recreational potential of such a large body of water in the middle of the semi-arid prairie region seems unlimited. Its actual impact on business and recreation in Saskatoon has yet to be felt, but the implied potential would seem to be excellent.

This then is the Saskatoon of the 60's, a dynamic community building upon a solid economic and functional base. This is the optimistic environment in which negotiations for the removal of C.N.R. facilities from the central city were held, and in which plans for redevelopment of the vacated area were formulated.

CHAPTER TWO THE DECISION MAKING PROCESS

It is the intention of this chapter to examine the decision-making process leading to the agreement between the City of Saskatoon and the C.N.R. regarding the removal of railway installations from downtown Saskatoon. It is intended that this analysis will assist in spelling out the goals on which the city's negotiations were based, thus enabling a more concise evaluation of the hypothesis presented in the preceding introduction.

The concept of track removal from Saskatoon's downtown area is by no means of recent origin. According to an article in the May 10th, 1963 issue of the Saskatoon Star-Phoenix, City Commissioner C. J. Yorath suggested as early as 1917 that trackage should be removed from the downtown area. In more recent times, one of the first reactions of W. E. Graham upon his arrival in Saskatoon in 1954 and subsequent appointment as City Planner, was that removal of C.N.R. facilities between 19th and 23rd Streets would be extremely desirable. He said it would allow expansion of the downtown area at a location contiguous to existing high-assessment areas, and bring previously separated portions of the downtown area together by allowing free east-west access. This was also the independent reaction of H. E. Wellman, former assistant planner who became City Planner upon Mr. Graham's resignation in 1963. While these reactions were communicated verbally to Saskatoon's City Council and resulted in some discussion, general consensus of opinion was that the idea was not practical.

The first published investigation of the possibility of railway

relocation in Saskatoon is found in a thesis prepared in 1961 by I. W. Tweddell, B.Sc., D.L.S.¹ The orientation of this thesis can be illustrated most effectively by reference to the synopsis which reads as follows:

In this thesis the author traces the development of the network of railroads within the City of Saskatoon and attempts to forecast what the future role of the railroads will be on the basis of developments in the last thirty years. After a survey of existing conditions, the author examines a number of possibilities for the removal of some lines and the relocation and rearrangement of others with a view to removing some existing barriers to traffic and providing some new arteries which will allow traffic to move through the center of the city with relative freedom. The Central Business District must be readily accessible from all parts of the City if it is to continue to prosper. The investment in the Central Business District is so large that it must be protected in the interest of all the citizens of the city.²

While Tweddell's thesis is largely transportation oriented, his philosophy regarding the importance of the Central Business District is a direct reflection of what will later be demonstrated as the City of Saskatoon's official attitude in this respect.

Tweddell's thesis was reviewed by several of Saskatoon's administrative and political officials during the summer of 1961, and it is perhaps not purely coincidental that it was during this period that his Worship Mayor Buckwold made the first unofficial overtures to the C.N.R. regarding the possibility of their cooperation in a railroad relocation scheme. The following is a chronological account of recorded meetings and pertinent reports related to C.N.R. relocation from this point to

¹. I.W. Tweddell, Proposals for the Relocation and Rearrangement of Railway Lines and Installations in the City of Saskatoon, Saskatchewan. Unpublished M.Sc. thesis, University of Manitoba, 1961.

². Ibid.

final ratification of the agreement.

The public was first made aware of the possibility of such a scheme as a result of an article in the May 18th, 1962 issue of the Saskatoon Star-Phoenix which quoted City Engineer E. J. Cole's comments regarding possible savings on traffic structures and probable increased tax revenues should the C.N.R. be relocated.³

The above news release caused some questions at the subsequent council meeting of May 22nd from aldermen who were not aware that discussions were being held with the C.N.R. Mayor Buckwold gave Council an appraisal of the situation as it existed at that time, and on July 16th was authorized to establish a committee to negotiate with the C.N.R. The subject was also discussed briefly at a meeting of the Community Planning Commission on June 26th, 1962, again as a result of the newspaper story. It should be noted that the Commission assumed at this time that the property vacated by the C.N.R. would be used for commercial purposes; Cole had made the same assumption in his reported comments regarding increased tax revenues.

On August 1st, 1962, the City's negotiating committee composed of Chairman Alderman Koyl, Aldermen Nelson and Flavelle, Mayor Buckwold and Commissioner McAskill held their first meeting. This was essentially a discussion of the possible effect of railway relocation, and was confined primarily to traffic considerations and the possibility of using the C.N.R.

³Mr. Cole's comment regarding savings on traffic structures referred to the possibility of eliminating the requirement for railway overpasses being contemplated at that time. The reference to higher tax revenues is based on the assumption that the yards would be replaced by a higher-order (commercial) use.

railway bridge for traffic purposes. Once again it was assumed that vacated downtown space would be utilized for commercial purposes. One outcome of this meeting was a request for a Supplementary Report to the previously submitted Traffic Planning Report and Parking Study, indicating the probable impact of C.N.R. relocation on future traffic requirements.

The original Report⁴ submitted by Haddin, Davis and Brown (Saskatchewan) Limited and DeLew, Cather and Company of Canada Limited in September, 1961, was a long range traffic planning report which had been based on the continuing existence of the downtown C.N.R. yards. The Supplementary Report⁵ submitted by the same group of consultants in October, 1962, suggested changes in traffic requirements which would accrue as a result of C.N.R. relocation. Total estimated saving expected as a result of C.N.R. relocation was in the order of three million dollars.⁶

The first meeting involving both the City's negotiating committee and the C.N.R.'s representatives was held on September 12th, 1962. This was essentially a "feel each other out" meeting, with the C.N.R. obviously very well prepared and the City seemingly very eager to proceed. While no concrete proposals were made at this meeting, the City did suggest the possibility of a tax freeze on the downtown property until such time as it was developed.

⁴Haddin, Davis and Brown (Saskatchewan) Limited and DeLew, Cather and Company of Canada Limited, Traffic Planning Report and Parking Study for the City of Saskatoon, Saskatchewan. Volume 1 and 2, Sept., 1961.

⁵Ibid., Volume 3. October, 1962.

⁶This estimate is in terms of total estimated capital cost for a twenty year program of major capital investment.

The joint meeting of Oct. 3rd, 1962, saw the first attempt to place a dollar cost on the proposed relocation. R. A. Park, C.N.R. Project Coordinator, presented the following submission to Council's committee.

"Presentation to City of Saskatoon
by Terminal Development Committee.

The City's interest in the C.N.R. vacating the downtown Saskatoon property to allow a reduced burden to the City for improvements to traffic flow and control and open an area for commercial development will involve an expenditure in the order of \$6,800,000.

This amount will provide a new yard and facilities in a new location and permit our vacating the downtown city yard and Nutana yard to the following extent: -

City Yard: - Remove all trackage except necessary spur lines to serve industries located between 23rd and 25th Streets and Massey-Ferguson in order to provide road access. Vacate all buildings except the station. Remove trackage from bridge and release for highway purposes.

Nutana Yard: - Provides for sale of a portion of C.N.R. Right-of-way between bridge and Ruth Street but does not provide for the cost of relocating the spur lines for industries in this area, such as the brewery. Remove majority of trackage and facilities. Construction of new yard and facilities in vicinity of South Saskatoon.

It is estimated that to make the C.N.R. whole in a new location we anticipate the city will contribute towards this cost in the order of \$3,900,000. This amount will include necessary land transfers and ownership of the bridge. In arriving at this amount we have taken the maximum depreciation into consideration and are only asking for a contribution to the depreciated value. C.N.R. will absorb anything in excess of this amount resulting from updating or modernization.

This amount also provides for the relocation of telecommunication lines on C.N.R. and city property and is dependent upon the city granting to the C.N.R. necessary easements for these lines.

It must be understood that certain industries located in our present city yard will be affected by the redevelopment of the property and it is assumed that the C.N.R. and city will work together to satisfactorily resolve the problem.

It is anticipated that taxes, zoning, proposed use of land, together with necessary city services will be worked out to mutual consent.

The C.N.R. has considered two possible locations for the new yard. The first alternative in South Saskatoon where our present property holdings will probably accomodate such a move. The second alternative is in the vicinity of Chappell, West of the river, but will result in an additional cost roughly estimated at \$200,000 plus the purchase of land (250 acres). The C.N.R. might consider this location if the city desires on provision that the city acquire and donate the land. However yard studies are not completed for this area and if the city feels that there is a definite advantage to them for C.N.R. to move to this location we will continue our studies bearing in mind that the C.N.R. will not enter negotiations for the land."⁷, ⁸.

The discussion following the above submission was directed towards removing some of the ambiguity inherent in the C.N.R.'s stated position. The City's committee requested details on the C.N.R.'s cost analysis and breakdown, and further requested a concise statement of what the City would get in return for its proposed \$3.9 million contribution.

The City's negotiating committee met again on October 11th, 1962, to review cost estimates and cost sharing proposals submitted by the C.N.R. as a result of the previous joint meeting. Prior to October 11th, the respective committee chairmen had met and agreed on certain reductions in the City's contribution, as shown in the right hand column. (Ref. Table No. 1)

⁷Minutes of Joint Meeting of Committees Re Removal of Canadian National Railways Downtown Yards, Council Chambers, Saskatoon, Sask. October 3rd, 1962.

⁸See Map. No. 4 for location of the sites mentioned here.

TABLE 1

ESTIMATE OF COST - SASKATOON DEVELOPMENT Oct. 3, 1962

	Estimated Total Cost	Depreciated Value of Existing Facilities	City Contribution	Railway Cost	Reduction in city Costs.
Station	\$ 258,000	\$	\$258,000	\$	\$ 50,000
Office	259,000			259,000	
Merchandizing (Freight Exp. Bldg.)	492,700	192,000	192,000	300,700	4,000*
Mail Building	34,000	34,000	34,000		100,000*
Mechanical Dept. Facilities	1,300,000	650,000	450,000	850,000	
Yard Office	40,000			40,000	
Telecommuni- cations Bldg.	128,000			128,000	
Lunch Room	16,000			16,000	
Tool Houses (20)	16,000			16,000	
Work Equipment	20,000			20,000	
Car Dept. Bldg.	9,000			9,000	
Enginemens Bunk House	3,000		3,000		
Charcoal Storage	1,000		1,000		
Trackage	1,200,000	700,000	500,000	700,000	100,000
Grading	125,000			125,000	
Ballast	180,000			180,000	
Signals	950,000			950,000	
Curbs	2,000	2,000	2,000		
Platform Side Unloading & End	20,000	20,000	20,000		
Sidewalks	31,000	31,000	31,000		
Freight Express Equipment	24,500			24,500	

* It would appear that these figures should be reversed.

TABLE 1 (cont'd)

	Estimated Total Cost	Depreciated Value of Existing Facilities	City Contribution	Railway Cost	Reduction in City Costs
Telecommuni- cations	\$ 439,000	\$	\$ 312,000	\$ 127,000	\$
Talk Back System	14,000			14,000	
Yard Lighting	100,000			100,000	
Paving	70,000	35,000	35,000	35,000	
Sewer, Water Gas & Power	300,000	150,000	150,000	150,000	75,000
Purchase of Land	20,000		10,000	10,000	
Overpasses	35,000			35,000	
Roadways					
Air Lines					
Drainage					
SS Office Bldg.	40,000	40,000	20,000	20,000	
Power House	59,000	99,000	59,000		6,000
Stores	20,000	40,000	20,000		10,000
Ice Houses	25,000	40,000	25,000		
Engineering & Contingencies	588,800		248,000	340,800	35,000
Gross Total	\$6,820,000		\$2,370,000	\$4,450,000	\$380,000

TABLE 1 (cont'd)

	Estimated Total Cost	Depreciated Value of Existing Facilities	City Contribution	Railway Cost	Reduction in City Costs
<u>Credits</u>					
Sale of Land:	\$	\$	\$	\$	\$
City Yard			425,000	425,000 CR	
Connection Bridge to Ruth			52,000	52,000 CR	
Nutana Yard			25,000	25,000 CR	
Bridge M.P. 3.0			1,000,000	1,000,000 CR	
Net Cost	6,820,000		3,872,000	2,948,000	
Say	\$6,800,000		\$3,900,000	\$2,900,000	

It was pointed out that subdivision regulations would require a developer to give up land required for streets and open spaces, and consequently the figure for "Sale of land: City Yard - \$425,000" should be deducted from the City's contribution. It was further agreed that the figure for the bridge should be reduced by \$700,000.

These reductions together with the reductions agreed to by the Chairman of the Committees would reduce the City's contribution to \$2,395,000.

The City Commissioner assured the Committee that the City could finance such a deal over a 5 year period. He pointed out that the borrowing power of the City was \$27,000,000; that Regina's capital debt was twice that of Saskatoon's and Edmonton's six times.

It was agreed that the Committee make an offer at the next joint meeting subject to approval of the Community Planning Commission, City Council and the ratepayers of an authorizing bylaw, to pay \$2,400,000 at the rate of \$500,000.00 for 4 years and \$400,000.00 in the 5th year, starting next year, with interest at 5½% from the date the Railway vacates the land; the City to continue the present assessment for a period of 5 years (subject to securing private bill if necessary) also subject to reassessment of any land developed within that period.⁹

At the joint meeting of October 12th, 1962, the C.N.R. took the first step by adjusting their cost estimates so as to call for a City contribution of \$3,020,000. At this point it was also made clear that the railway intended to retain ownership of the downtown property, so that development would be on a lease basis. After some discussion regarding exactly what the City was to get as a result of the proposed agreement, Chairman Koyl presented the City's offer as prepared during their Oct. 11th meeting. At this point both committees withdrew to consider their position. The City decided to revise its offer to \$2,600,000

⁹Minutes of Committee Re Removal of Canadian National Railways Downtown Yards, Council Chambers, Saskatoon, Sask., October 11th, 1962.

and the meeting resumed. The C.N.R. tentatively accepted the City's revised proposal, subject to approval by the C.N.R. Regional Office and Board of Directors. The City's offer was made subject to approval of City Council, the Community Planning Commission,¹⁰ and the rate-payers through an authorizing bylaw. Subsequently, discussion took place regarding the most desirable location for a new railway yard installation to replace the facilities scheduled for abandonment.

TABLE 1A

SUMMARY OF COST SHARING NEGOTIATIONS,
C.N.R. VS. CITY OF SASKATOON

<u>Date:</u>	<u>City's contribution as suggested by C.N.R.</u>	<u>City's offer</u>
Oct. 3, 1962	\$3,900,000	
Oct. 12, 1962	3,020,000	
Oct. 12, 1962		\$2,400,000
Oct. 12, 1962		2,600,000

Notes

1. The City's offer of \$2,600,000 was accepted based on payment over five (5) years.
2. On December 20, 1962 it was agreed to make payments over two (2) years, with the C.N.R. making up extra cost incurred by the City because of advanced payments. This resulted in Item 7 of the agreement.
3. The above do not include land or servicing costs.

¹⁰The Community Planning Commission is an advisory body composed of the Mayor, Chief City Commissioner, the Manager of Utilities, the City Engineer, the Director of Education, the Superintendent of the Saskatoon Separate School Board and nine other members appointed by Council. The Commission is formed under the provisions of Bylaw No. 3670 of the City of Saskatoon, which in turn is based on the Community Planning Act of the Province of Saskatchewan, Sec. 9-16, Cap. 172, R.S.S. 1965.

The C.N.R. expressed interest in a South Saskatoon site, but suggested that an alternate site at Chappell (south-west of Saskatoon) might be considered if the city would agree to purchase and donate to the C.N.R. the necessary property. The City agreed to discuss the alternative sites with City Council and with the Community Planning Commission.

The results of the above joint meeting were reported to City Council on October 15th, 1962, with discussion being adjourned until the following day. At that time the City's negotiating committee received approval in principle of their efforts to date, and were authorized to travel to Winnipeg and Montreal to attend the C.N.R.'s submission to its regional office and Board of Directors.

A submission from the City Commissioner to the Minister of Municipal Affairs dated October 25th, 1962, outlines the terms of agreement reached at this juncture.

An agreement was reached whereby the City would pay \$2,600,000.00 to be paid as follows:

- a) \$500,000.00 a year for four (4) years and \$600,000.00 in the fifth (5) year, starting in 1963, with interest at the rate of $5\frac{1}{2}\%$ from the date the railway vacates the land.

It should be pointed out at this stage that the railways feel that they can complete the change-over in a three year period. In other words, the City would pay no interest for the first three years, but in the last two years would pay $5\frac{1}{2}\%$ on the unpaid balance provided that the facilities had been completely removed and the land available for commercial use.

- b) The City agreed to continue the present assessment for a period of five (5) years (subject to securing a Private Bill) and also subject to re-assessment of any land developed within that period. In other words, if a piece of land was sold and developed at any time during this period, the regular assessment would apply.

Under this agreement, the Canadian National Railways agreed to release to the City of Saskatoon, the following items:

- i. Approximately 6.1 acres of land for roadway purposes between 25th Street and the Canadian National Railway Bridgehead. The acreage mentioned is based on Haddin, Davis and Brown preliminary traffic flow diagram dated September 25th, 1962, (this acreage deletes the roadway in vicinity of Pacific Avenue between 20th and 22nd Streets). The balance of this property will remain in the name of the Canadian National Railways.

It is realized that the traffic plan referred to is subject to revision, and the Railway Company reserves the right of final approval of such changes in order that:

They may continue to service those industries now served by the Canadian National Railways which will remain without detriment to the industries or the Railway Company.

Revisions made to this plan will not cause an adverse effect on the property in the matter of evaluation, development and servicing.

- ii. To transfer ownership of Railway Bridge Mile 3.1 Saskatoon Terminal Subdivision in its entirety.
- iii. To Transfer right-of-way between south end of said bridge and Ruth Street excluding 20 feet right-of-way along west side of said property between Ruth Street and the Brewery in vicinity of 8th Street to the extent of 16.1 acres (approximately).

Canadian National Railways will relocate and provide trackage to said Brewery and other industries in this area, with the exception of grading to be undertaken by the City, in addition to which it will be necessary for the City to provide necessary Telecommunications easements. Timing of grading work and maintenance of service to industries to be co-ordinated with Canadian National Railways planning and subject to approval of the City and Canadian National Railways.

- iv. To transfer ownership of approximately five (5) acres of land in Nutana Yard in the vicinity of Ruth Street for Highway purposes. Since no plan has yet been prepared showing location and width of highway, the Canadian National Railway reserves the right of final approval

of location of highway to maintain value and use of balance of property.

- v. The City and Canadian National Railway will work together in the submissions to the Board of Transport Commissioners, Department of Highways and Department of Municipal Affairs in joint applications covering all necessary over-passes and subways, annexations, zoning and opening and closing of roadways. It is realized that the approval of these submissions is vital to the execution of the project.
- vi. The City and Canadian National Railway will work together in the working out to mutual consent, the detailed requirements of City utilities.
- vii. If it is decided that the new Canadian National yard is to be located at an alternate location to South Saskatoon, it is understood that the City will acquire and donate the necessary property to the Canadian National Railways. (Approximately 250 acres).
- viii. After final approval by all authorities necessary, the project is to be progressed with dispatch through a co-ordinated program, worked out to mutual consent between the City and Canadian National Railways.¹¹

The purpose of this submission was to request provincial government assurance that enabling legislation would be passed at the next sitting. Such legislation was required for those sections of the above proposed agreement which the City had no authority to comply with in terms of the provisions of the City Act.

On November 13th, 1962, the City's negotiating committee met with the Community Planning Commission and advised them of the current status of negotiations. A report entitled "Comments on Suburban Developments, City of Saskatoon" was presented by W. E. Graham, City Planner and Secretary of the Community Planning Commission. This report was related to

¹¹Submission of City Commissioner J. D. McAskill to Hon. E. I. Woods, Minister of Municipal Affairs, October 25th, 1962.

a comparison of alternate sites for proposed new C.N.R. facilities, and while no conclusions were stated the comments were generally in favor of the South Nutana location.

The matter of location was again discussed at subsequent Commission meetings on November 20th and 24th, 1962. At the latter meeting, W. E. Graham presented a brief to the Commission on behalf of the Planning and Building Department recommending "that the proposed relocation of railway yards and a main line station in Saskatoon take place in South Nutana providing that servicing and economic problems can be overcome".¹²

From this meeting came a resolution to the effect that the proposed relocation of railway yards and a main line station in Saskatoon should take place in South Nutana. This resolution was endorsed by Saskatoon City Council during its regular meeting on November 26th, 1962.

At a special meeting of City Council called on December 20th, 1962, the following report was submitted to council.¹³

At a meeting of the C.N.R. Negotiation Committee held Wednesday, December 19th, the C.N.R. representatives reported general acceptance of the plan outlined in the Committee's report of October 15, 1962, except that the Railway has requested that the payment by the City of Saskatoon be on a basis of \$1,600,000.00 payable in 1963 and \$1,100,000.00 payable in 1964.

Council will recall that the original agreement was \$2,600,000.00 plus an allowance of \$100,000.00 for other land than that owned at South Saskatoon, payable at the rate of \$600,000.00 for the first year,

¹²Planning and Building Department, City Hall, Saskatoon, Sask. Location of Railway Yards in Saskatoon - Suburban Development, Unofficial Final Report, Nov. 23, 1962.

¹³Minutes of special meeting of Saskatoon City Council, December 20th, 1962, Council Chambers, Saskatoon.

\$500,000.00 for three years, and \$600,000.00 in the fifth year with interest at $5\frac{1}{2}\%$ from the date the Railway vacates the downtown land.

In connection with the new proposal, the Railway has agreed that the City will not suffer from an interest standpoint as they will make up whatever extra cost the City incurs at the agreed rate of $5\frac{1}{2}\%$ because of the City advancing payments. Your Committee agreed with their proposal.

If the method of payment is agreeable to Council, the Committee submits to Council that the time has come for a resolution of Council to the following effect:

THAT the City of Saskatoon apply to the Provincial Government for a public bill authorizing the City to proceed on the basis of its agreement with the Canadian National Railway ratified by the C.N.R. Negotiating Committee on October 15th and agreed to in principle by Council on October 16th, 1962, subject only to the substitution of the amended terms of payment as set out in this report.

After discussing the above report in Committee of the whole, Council resolved as follows:

- a) That Council approved of the basis of payment as requested by the Railway;
- b) That the matter be submitted to the City Solicitor with instructions that he provide legal council to your Committee and that he collaborate with Legal Council for the Canadian National Railways with a view to preparing a draft formal agreement based upon general terms of the several reports submitted to Council by Council's Special Committee, and as approved by Council; and
- c) That Council authorize the City Solicitor to enter into discussions with the Department of Municipal Affairs with a view to securing the passage of suitable legislation, in a form deemed appropriate and providing the City with the authority necessary to borrow the sum of \$2,700,000.00 and implement the various conditions contemplated in the proposed agreement with the Canadian National Railways.¹⁴

¹⁴ Ibid.

The December 20th meeting of Council was held in camera, but a subsequent press conference resulted in the publishing of some comments by Alderman D. Koyl, Chairman of the City's negotiating Committee, regarding benefits of railway relocation which were expected to accrue to the city. These benefits were listed as follows:¹⁵

1. Expansion and consolidation of the city's business area.
2. Promote removal of some of the blight areas in the downtown area.
3. Exchange an area subject to a low tax rate to one of a high tax rate.
4. Maintain the City's riverbank development.
5. Provide through streets without the high cost of railway crossings.
6. Provide 1800 acres of additional residential areas on both sides of the river.
7. Development of a new railway yard and stabilization of C.N.R. employment.
8. Provide a site for a civic auditorium.
9. Enable a new road system using C.N.R. right-of-way to the south.

It must be noted at this point that the December 20th report to Council implied acceptance of a Chappell location for the C.N.R.'s re-located yard and station facilities, in that it included a \$100,000.00 allowance for property acquisition which would not be necessary had the South Nutana site been utilized.¹⁶ The December 21st news release also mentioned the Chappell location.

¹⁵Saskatoon Star-Phoenix, Final Edition, 21 December, 1962.

¹⁶The C.N.R. owned sufficient property in the South Nutana area to allow construction of a new yard.

Commenting on this apparent discrepancy between the recorded directions of both Council and Planning Commission, and the final recommendation of the City's negotiating committee, Alderman Koyl stated:

" . . . the C.N.R. came back and said that the economics for them of the western location were much superior in that shunting and train assembly would have to go through the Chappell Junction, around the northern loop and come back across the river in order to serve the large, wholesale areas of Saskatoon. Therefore, the proximity of the Chappell Yards to Chappell Junction became the final choice and the committee gave in and agreed to the western location.¹⁷

At meetings on January 14th and 28th, 1963, City Council approved incorporation of the areas to be occupied by the proposed C.N.R. yards and C.N.R. Industrial Subdivision. On March 4th, 1963, Alderman Koyl submitted the following report.¹⁸

REPORT OF THE C.N.R. NEGOTIATING COMMITTEE

This report is submitted in connection with the work of the C.N.R. Negotiation Committee. Since last reporting to you on January 28th, the Committee met on January 29th, February 5th, February 7th, February 13th, February 21st, and February 27th, all of which were day-long meetings. In between these meetings the solicitors for the two organizations were in constant discussion.

As a result of all these sessions, your Committee reports a meeting of minds between the two groups concerned to the extent that we present a form of Bylaw for your consideration, a form of agreement between the two parties, and request that in addition to the approval of this report, you pass the Bylaw at this meeting so that it may be validated by Act of the Provincial Legislature at the present session.

I am also able to report that the Joint Committee travelled

¹⁷Letter from Alderman D. Koyl, January 23rd, 1968.

¹⁸Minutes of regular meeting of Saskatoon City Council, March 4th, 1963, Council Chambers, Saskatoon.

to Regina and met with the Minister of Highways. As a result of our trip the department of Highways and Transportation has seen fit to agree to acquiring the right of way, and the construction of the sub-grade for a connecting road from an intersection immediately north of the new overpass on Number 11 Highway to an area adjacent to Lorne Avenue. This implies that the City will gravel, oil, and pave if necessary as well as maintain this section of the road, however, if at some future date this section of the road becomes designated as part of the Provincial Highways system, the Dept. of Highways will assume the maintenance of that portion outside the City limits. In addition, the Dept. of Highways has agreed to completion dates that are set forth in the agreement between the C.N.R. and the City. Because of the time elements involved, the co-operation of the Department of Highways was necessary to the success of the negotiations.

Turning to the Bylaw which is presented for your consideration this afternoon, you will note that the wording is very simple as it simply gives the proper officers authority to sign on behalf of the City. However, the implications are far from simple as the Bylaw to be passed at this meeting requires validation by the Legislature during its present session. An Act is in the course of preparation to carry out such validation.

It should be pointed out to Council that the Agreement implies further borrowing and, as a result, the Act should authorize borrowing powers of \$1,600,000.00 by July 1, 1963, and \$1,000,000.00 by July 1st, 1964, we will also be asking for the power to borrow the sum of \$525,000.00 to be repaid over a maximum of 25 years to provide for the necessary city services concerned with the change. This \$525,000.00 can be broken down to \$17,000.00 for sewer and water and electrical facilities extensions to the Chappell yard, \$208,000.00 for sewer and electrical facilities extensions to reach the edge of the Nutana Industrial park, to be subdivided and created by the C.N.R. on the present site of their Nutana Yards. This will be a 180 acre subdivision. \$200,000.00 of the \$525,000.00 will provide for such roads as need to be constructed in connection with the change, especially on the west edge of the City where it is anticipated that Dundonald will be immediately re-built from 11th Street to 22nd Street and paved to City arterial standards, and a road connecting 11th Street in the vicinity of Elevator Road connecting the new yards to 11th Street.

This figure has been priced by the City Engineer along this route for the time being as there has not been time to go into all the ramifications of connecting directly to 22nd Street and requires far more study by the Highway Department to see if permission can be granted to cut into 22nd Street west of Dundonald Avenue. Meanwhile, it will be noted by Council that the City is guaranteeing a road to City arterial specifications from the yards to 22nd and Dundonald and the route suggested will do this even if other highway connections are not forthcoming.

The final \$100,000.00 of the \$525,000.00 is concerned with land acquisitions in the Chappell area.

Basically, the agreement placed before you to be authorized by the Bylaw is the original information presented to you in October and December at the time of the Committee's earlier reports to Council. The many meetings were concerned with putting into legal language the specifics of the agreement. Your Committee requests the adoption of this report, your approval of the agreement with the Canadian National Railways, the passage of Bylaw 4191, and that the City Solicitor be instructed to apply for an Act for the validation and borrowing power above referred to, on completion of which the terms of reference of the C.N.R. Negotiation Committee will have been fulfilled."

After minor amendments, Bylaw 4191 was given first and second readings. At a special meeting of City Council on March 7th, 1963, the Bylaw was given third reading and passed.¹⁹

At the regular meeting of City Council on March 18th, 1963, the City Commissioner submitted a petition prepared by the City Solicitor to the Legislative Assembly to pass an Act to ratify Bylaw 4191 and to authorize the City to borrow the sums of money required. He recommended that the Mayor and the City Clerk be authorized to sign the petition under seal.

It was resolved by Council that the recommendation of the City

¹⁹Bylaw 4191 is attached hereto and forms Appendix A

Commissioner be adopted, and on April 5th, 1963, the appropriate Act²⁰ was passed by the Provincial Legislature. The Agreement²¹ between the C.N.R. and the City of Saskatoon, execution of which was allowed by the passing of Bylaw 4191, was signed on April 9th, 1963, by Mayor Buckwold and the C.N.R. President Donald Gordon. An amendment²² to this Agreement was executed on November 30th, 1965. This amendment was essentially a formality, since it postdated the completion date specified in the original document. It did, however, serve to identify in more exact terms the lands being transferred to the City. It further specified that only the piers²³ of the former railway bridge were to be transferred to the City, with the C.N.R. being responsible for dismantling of the super-structure. This latter item was the result of studies made by the City which indicated that the bridge could not be adapted for traffic purposes.

In general terms, this review of events leading to the formal execution of the Agreement between the City of Saskatoon and the C.N.R. has revealed the following pertinent items of interest:

1. The City's negotiating team did not include the City Planner or the City Solicitor.
2. All costs involved in the Agreement were based on estimates provided by the C.N.R. before their new facilities had been completely designed.

²⁰ Attached hereto as Appendix B

²¹ Attached hereto as Appendix A

²² Attached hereto as Appendix C

²³ Further study indicated that even the piers could not be utilized for a new bridge. They were later destroyed.

3. The time period involved, from establishment by the City of a negotiating Committee to final execution of the Agreement was approximately $8\frac{1}{2}$ months.

4. At no time during recorded discussions or negotiations was consideration given to any alternatives for the use of the downtown property to be vacated by the C.N.R.

5. The initial recommendation of the City Planning Commission regarding a proposed location for the new C.N.R. yards was not followed.

The probable benefits of relocation to the C.N.R. are discussed in Chapter 6. It is the intention of the following Chapter to discuss the goals of the City of Saskatoon in more detail.

CHAPTER THREE

EVALUATION OF OBJECTIVES

The preceding chapters have established the historical framework in which relocation negotiations took place, and have illustrated in some detail the actual context of these negotiations. A brief content analysis of the records of these proceedings indicates that the City's basic objectives in seeking C.N.R. relocation were concerned with improvement of vehicular access to and in the downtown area, and expansion and consolidation of the City's business area. These benefits, along with other benefits which because of their belated appearance in print, would seem to be after-thoughts, or at least of second-order importance, were attributed to the proposed redevelopment by Alderman Koyl in his press release of December 21st, 1962.¹ It is the intention of this chapter to discuss the validity of Koyl's statement in terms of the probability of achievement of the stated benefits.

1. Expansion and consolidation of the city's business area.

Tweddell² makes reference to the importance of the Central Business District, and suggests that investment there is so large that it must be protected in the interest of the City as a whole. The City's Planning Department, and City Council, share this concern for the maintainance of the C.B.D. as evidenced by the following excerpt from Saskatoon's Community Planning

¹Refer to Chapter Two, page 33

²Tweddell, op. cit.

Scheme, 1966.³

THE CENTRAL BUSINESS DISTRICT

The Central Business District shall be regarded as the centre and heart of the City's financial, administrative and commercial activities. In order to preserve and strengthen this function, the following goals shall be recognized and sought by private and public development wherever possible:

- a) The development of a system of access roads to assure a free flow of private, public and service vehicles to and from the Central Business District.
- b) The development of an adequate circulation system, within the Central Business District, which recognizes the needs of both the pedestrian and the motor vehicle.
- c) The provision of conveniently located parking facilities within easy walking distance of all points in the Central Business District.
- d) The encouragement and the preservation of the most productive and efficient use of land in the Central Business District.
- e) The encouragement of the integration of commercial and non-commercial activities, by development within this area of social, cultural, recreational and civic facilities serving local and regional needs.
- f) To maintain and stimulate in the Central Business District, the environmental qualities of activity, variety and visual enjoyment.

Map No. 5 shows generalized land use in the downtown area prior to relocation, and indicates the C.B.D. boundaries as delimited by the Saskatoon Planning Department using the Murphy and Vance "Central Business Index Method".⁴ It is immediately apparent that the eastern commercial zone, which is the heart of the downtown area, is severely restricted in terms of lateral expansion. Expansion to the west is effectively blocked by the

³The City of Saskatoon, Community Planning Scheme, 1966. Schedule A to City of Saskatoon Bylaw No. 4537. p. 7.

⁴R.E. Murphy and J.E. Vance, Economic Geography, July, 1964.

railway yards. Expansion to the south and east is prohibited by the river, leaving as the only alternative expansion to the north and north-east. Growth to the north would result in a severely elongated pattern of development, and place new development in a location quite remote from the existing area of peak pedestrian movement. Furthermore it should be noted that there is no access to the west from the area north of the present C.B.D., and expansion in this direction would be isolated to this extent. Expansion to the north-east would be equally remote from the high land-value intersection of 2nd Avenue and 21st Street, and would entail use of an area ideally suited (and already extensively utilized) for high density residential use.

While lateral expansion of the western commercial zone is not restricted to the same degree in a physical sense, the demand for space in this area has been minimal, due essentially to the dearth of access to the eastern area which enjoys a position of "initial advantage".

Perhaps a more pertinent consideration than that of expansion of the C.B.D. lies in the concept of consolidation of the City's business area.⁵ This is especially relevant in terms of the City's downtown retail function,⁶ since the proposed redevelopment project is primarily a retail development,⁷

⁵The alternative to lateral expansion is to increase the utilization of space within the existing downtown area. While no substantive data is readily available, the author has noted substantial reconstruction within the central C.B.D. area which might indicate that this is a more desirable alternative, at least in terms of market demand.

⁶Map No. 6 indicates the predominant retail location within the C.B.D.

⁷The exact nature of the proposed redevelopment project is discussed in Chapter Four.



Illustration 7. Downtown Saskatoon, 1965. C.N.R. redevelopment area at center, Bessborough Hotel in middle foreground.

which is located between, and contiguous to, the two major areas of retail usage. The resultant retail land use pattern will thus be continuous, a factor which is of particular significance to the western retail area since it will allow merchants there to take advantage of . . . "the tremendous cumulative attraction represented by the high density retail establishments",⁸ a privilege previously denied them because of the barrier created by the C.N.R. yards.

Thus in physical terms, the C.N.R. redevelopment project does indeed lend itself to expansion and consolidation of the City's business area, as claimed. The possible implications of such expansion to the degree presently envisaged is discussed in more detail in Chapter Four.

2. Promote removal of some of the blight areas in the downtown area.

Blight, like beauty, is in the eye of the beholder. That Saskatonians consider railways to have a blighting effect may be evidenced in several ways. The City's 1961 Housing Report lists railways as a blighting factor.⁹ A Saskatoon reporter referred to the C.N.R. downtown yards as an "iron curtain" and "box-car wall",¹⁰ terms which indicate a very negative reaction to the facility. Relatively low land assessments contiguous to the C.N.R. property also indicate the railway's blighting effect.

Potential blighting influences can be classified into external and internal factors. The former are not basic to the use of an area, and are

⁸ R. L. Nelson, The Selection of Retail Locations, F. W. Dodge Corporation, New York, 1958, p. 80.

⁹ City of Saskatoon, Housing Report, 1961, p. 32.

¹⁰ Saskatoon Star Pheonix, Final Edition, December 21, 1962.

essentially intrusions of incompatible uses and their effects. Internal factors are those arising from the arrangement of the land use itself, and the manner of its development. The C.N.R.'s yard operation in the downtown Saskatoon area exhibits an external influence, in that it may be considered an incompatible intrusion relative to the commercial areas that it separates.¹¹ Its influence derives both from the nature of the land use itself, with its concomitant audible and visual implications, and from the nature of the land uses, such as warehousing and storage yards, which are drawn into proximity to it by the nature of their functional relationship, and which are in turn not overly compatible with major downtown functions.

"While some pervadingly obnoxious uses, such as oil refineries, pulp mills and abattoirs are very difficult to contain, most external blighting influences, if they are not intermixed with housing, can be effectively limited by screening, buffer strips, traffic control and smoke and noise abatement regulations."¹²

The containment of a blighting influence such as the C.N.R.'s downtown Saskatoon yards poses a problem of challenging magnitude. Visual screening of the yard operation itself is self-imposed by uses complementary to the railroad operation. As previously mentioned, these uses themselves are not overly compatible with major downtown functions, and their physical manifestations in terms of structures and spaces are not visually appealing. It would no doubt be possible through a program of rehabilitation to improve the visual aspect of this natural screen, although one would expect the costs of a program of such magnitude to be extremely high. Furthermore, such a program would address itself to only one facet of the blighting

¹¹See Map No. 5

¹²City of Saskatoon, Housing Report, 1961, p. 32.

influence, and would necessarily ignore the basic incompatibility of land uses.¹³

Complete removal of railway facilities is an obvious first step toward removal of blight from the downtown area. A cost-benefit study of railroad relocation for this purpose alone would probably indicate this step to be economically unfeasible. It seems equally certain however that some benefits will accrue to the city in terms of blight reduction as a result of relocation, and Koyl's statement to this effect would appear to be valid.

3. Exchange an area subject to a low tax rate for one of a high tax rate.

The annual tax revenue derived from the downtown C.N.R. yards when operated as such was approximately \$90,000.¹⁴ When fully developed as a commercial complex, the area is expected to generate tax revenue in the order of \$700,000 per annum.¹⁵ At first glance these figures would indicate a net increase in tax revenue of \$610,000. It must be pointed out however that the more intensive use being applied to the area will call for much higher municipal expenditures in terms of fire and police protection, maintenance of services, snow removal, street cleaning, garbage removal

¹³ This incompatibility is explained in part by consideration of the function of the land uses complementary to the railroad operation, which is essentially that of trans-shipment with concomitant high truck volumes and noise levels.

¹⁴ J.D. McAskill, City Commissioner, as reported in the Saskatoon Star-Pheonix, March 5th, 1963.

¹⁵ Ibid. It should be noted at this point that this estimate was made before any firm plans for commercial redevelopment had been made and its accuracy is therefore open to question. The magnitude of capital investment on which this estimate was based is not known.

and similar services. Thus any net increase in tax revenue will be less than the \$610,000 implied by Mr. McAskill's statement. In the absence of pertinent data, no refinements in this analysis can be made.

Wider effects of the proposed redevelopment upon tax revenue in terms of the project's effect on the relative assessment of contiguous properties are discussed in Chapter Four.

4. Maintain the City's riverbank development.

The South Saskatchewan River, which flows through the heart of Saskatoon, provides both topographical and visual relief which are extremely welcome on the prairies. By developing the west bank as a continuous park in the downtown area,¹⁶ and allowing much of the east bank to remain in its natural state, the City has developed a focus of both natural and manmade beauty which, in the opinion of the writer, provides a cohesive force which far outweighs the river's negative aspect in terms of a traffic barrier. Koyl's references to riverbank development refers to the fact that the relocation agreement paved the way for either massive reconstruction of the old railway bridge, or demolition of the railway bridge and construction of a new bridge as part of the proposed freeway system.¹⁷ In either case, the necessity for a twin crossing as previously contemplated¹⁸ was avoided, thus eliminating the probability of visual

¹⁶ Refer to Map No. 5

¹⁷ The latter course was eventually taken, when it was determined that the existing piers would not be adequate to sustain the loads which would be imposed by a six-lane traffic bridge.

¹⁸ Haddin, Davis and Brown, and DeLeuw Cather and Company, Op. Cit., Volume 1.

clutter in the form of an additional bridge crossing.

5. Provide through streets without the high cost of railway crossings.

"The import of railway relocation to the proposed traffic system is particularly significant because of the parallel alignment to the C.N.R. selected for the main north-south thoroughfare from the south entry to the City, and further, because of the elaborate and costly grade separation structures necessary to eliminate a level crossing of the C.N.R. main yard trackage by the proposed major east-west thoroughfare."¹⁹

Volume I of Saskatoon's Traffic Planning Report had recommended that the major thoroughfare from the west, 22nd Street, be connected with a proposed one way couplet (24th and 25th Streets) to provide a major east-west link.²⁰

"Where the east-west major thoroughfare . . . was proposed previously as a depressed route to pass under the C.N.R. yard trackage, such depression would no longer be necessary since the grade separation with the C.N.R. would, of course, not be required."²¹

It is not possible to indicate the actual dollar saving attributable to the elimination of the requirement for grade separation at this location since estimates contained in the Report are not presented in such detail.

It must also be noted at this point that C.N.R. relocation made possible the at-grade connection of both 20th and 22nd Streets from Avenue A to First Avenue. These connections could not even be contemplated prior to removal of railway facilities.

While these connections are shown on Exhibit St - 2, Volume III of

¹⁹Ibid., Volume III, p. 2.

²⁰Refer to Map No. 3.

²¹Haddin, Davis and Brown, and DeLeuw Cather and Company, Op. Cit., Volume III, p. 6.

Saskatoon's Traffic Planning Report, and design hour volumes assigned, the Report does not indicate that their use will be reflected in terms of a reduction in demand for other proposed facilities. It is also interesting to note that Reports I and III show no change in 1980 C.B.D. design hour volumes, indicating that the traffic generating effect of the proposed commercial redevelopment has been either ignored or discounted as being of no significance.²² There is no doubt in terms of current plans for the redevelopment project that there will be an increase in design hour volumes around the periphery of the area.

A study by Voorhees²³ of shopping travel patterns in the Central Business District of five American cities indicates that while the peak accumulation of automobile driving shoppers occurs at noon or shortly after, the accumulation of shoppers downtown at 5 p.m. will still be approximately 50% of the peak value. One may expect therefore that the exodus of these shoppers from the C.B.D. will form a significant contribution to the evening peak traffic flow, and should be considered when geometric design requirements of traffic facilities in the area is undertaken.

In summary, relocation will allow construction of the formerly proposed east-west thoroughfare at greatly reduced cost, and allow provision of two additional crossings which were not previously contemplated.

²² It must be recognized that no data was available to the City's consultants regarding the exact nature of redevelopment. It was known, however, that the site would be used for commercial purposes having somewhat different trip generation characteristics than the former use.

²³ A. M. Voorhees, Shopping Habits and Travel Patterns, Urban Land Institute Technical Bulletin No. 24, 1955.

6. Provide 1800 acres of additional residential areas on both sides of the river.

This statement is misleading in several respects. In the first place it must be realized that the introduction of transportation facilities cannot provide space, but merely increase relative accessibility and enhance land values. The statement refers to the freeway proposed for construction into the City from the South. The facility was intended to parallel the C.N.R. right-of-way and was initially scheduled for construction in 1975 - 1980.²⁴ When the C.N.R. right-of-way became available for freeway construction, this facility was rescheduled and was completed in 1967, with the result that:

" . . . the rapid travel that can be done from the center of the city to the south edge of the city has converted what was a half hour drive into a seven or eight minute drive and has made the south-east edge of the city accessible to the downtown with the least difficulty."²⁵

The statement is then further misleading in that C.N.R. relocation and subsequent construction of traffic facilities has directly benefitted only the south-east area of the city in terms of accessibility to downtown, with no similar impact being evident on the west side of the river.

The secondary implications of the above-mentioned increase in accessibility of the south-east area of the city are interesting to note. In the last two decades, a majority of residential construction has taken

²⁴Haddin, Davis and Brown, and Deleuw Cather and Company, Op. Cit., Volume I, p. 20.

²⁵Letter from Alderman D.H. Koyl, February 9th, 1968.

place in the south-east area of the city.²⁶

"This directional concentration of development has caused considerable financial burden to be placed upon the City, since programs of capital utility construction had been based on a more evenly distributed expansion."²⁷

It is probable that the improved accessibility of an area which is obviously already desirable in terms of relative location will serve to emphasize the uneven pattern of expansion described above, calling for major revisions to capital servicing programs.

Had relocation not taken place, restricted access to the south-east area would no doubt have modified the directional concentration of development and allowed a more even distribution of development. Thus while relocation was responsible for increasing the accessibility of the south-eastern area of the City, the resulting unbalanced development pattern may be considered as a disbenefit.

7. Development of a new railway yard and stabilization of C.N.R. Employment.

At first glance, a statement to the effect that relocation of the C.N.R.'s downtown Saskatoon yard facilities would result in development of a new railway yard might seem rather superfluous. Further reflection, however, will reveal that such is not the case. It has been previously demonstrated that development of the new C.N.R. yard involved construction expenditures estimated at \$6.8 million. Of this amount, an estimated \$3. million was done by C.N.R. forces.²⁸ The balance was constructed by local

²⁶Refer to Map No. 7

²⁷J.M. Lainsbury, Saskatoon Saskatchewan, Unpublished term paper in Architecture 425, November, 1966, p. 14.

²⁸Author's estimate.



Illustration 8. The C.N.R.'s new Chappell Yards, 1965.

contractors, hence adding to the income of the local labor force. In turn, the new yard facility should enable the C.N.R. to provide better service to its Saskatoon customers. In summary, the development of a new railway yard per se has been beneficial to the Saskatoon economy. The point regarding stabilization of C.N.R. employment cannot be validly discussed in the absence of pertinent data from the C.N.R.

8. Provide a site for a civic auditorium.

During 1962, discussions took place in Saskatoon regarding the most logical site for a proposed civic auditorium, which was to be built as a centennial project. Although it was generally agreed that a central location would be desirable if sufficient space could be found, such a location seemed unlikely. Completion of the C.N.R. relocation agreement provided a central, easily accessible 2.2 acre site with ample evening parking space. ²⁹

9. Enable a new road system using C.N.R. right-of-way to the south.

Saskatoon's Traffic Planning Report and Parking Study, Volume I, had recommended a location parallel to the C.N.R. right-of-way for a proposed highway connector which would eventually connect Provincial Highways 14 and 11 with the downtown area via a new traffic bridge parallel to the C.N.R. structure. The relocation agreement made the former C.N.R. right-

²⁹ Refer to Map No. 8 for location. It is interesting to note that the location chosen is in direct agreement with the principles later enunciated in the City's 1966 Community Planning Scheme. (Refer to page 40, item (e)).



Illustration 9. New traffic bridge under construction on
alignment of former C.N.R. crossing, 1965.

of-way available for this facility, thus reducing the amount of right-of-way aquisition and building relocation necessary, lowering estimated total capital costs by \$3,000,000,³⁰ and reducing the City's contribution by \$1,100,000.³¹

In summary, it would appear that Koyl's statement, while partially misleading, is a valid outline of benefits expected to accrue from C.N.R. relocation in Saskatoon. It is, however, a rather optimistic statement which seems to ignore the possibility of adverse effects of C.N.R. relocation on subsequent redevelopment. The following chapter will discuss in some detail the nature of the proposed redevelopment and its probable impact on the downtown area.

³⁰Haddin Davis & Brown and DeLuw Cather & Company, Op.Cit., Volume III, p. 18.

³¹The City's contribution is calculated by subtracting expected Provincial and Federal grants from the total estimated cost.

CHAPTER FOUR

THE IMPACT OF REDEVELOPMENT ON THE C.B.D.

The commercial redevelopment of the former C.N.R. yards and station area in downtown Saskatoon, as presently planned, will make available a relatively large amount of new, easily accessible retail space in the heart of the City. It is the intention of this chapter to discuss the nature and magnitude of the proposed redevelopment, and its probable impact on the downtown area. By predicting future retail floor space requirements in this area, and introducing the floor space expected to accrue from the redevelopment upon its probable completion in 1970, the supply-demand relationship will be demonstrated. This will then establish the framework for further discussion of possible implications of the redevelopment project.

Development of the project, named Midtown Plaza, is being undertaken by Crescent Leaseholds Ltd., who are leasing the property from the C.N.R. Terms of the lease arrangement are not available. A sketch of the proposed initial development is shown on Map. No. 8. It will contain approximately 550,000 square feet of retail space and 100,000 square feet of office space.¹ 1500 parking spaces will be provided initially, 750 of which will be underground. All buildings will open onto 60,000 square feet of enclosed, climate controlled pedestrian mall area.² As demand arises, the area presently scheduled for surface parking will be developed with

¹Letter from M.M. Wiss, President, Crescent Leaseholds Ltd., Saskatoon, January 8th, 1968.

²Ibid.

office buildings, apartment buildings and motor hotels above several decks of parking.³ It is interesting to note at this point that Midtown Plaza's 550,000 square feet of retail floor space will equal 32% of the retail floor space being utilized in Saskatoon's C.B.D. as of January 1, 1968.⁴

According to Weiss,⁵ there are five major methodological approaches that have been used or proposed for estimating long-range C.B.D. space requirements. These involve consideration of: (1) population; (2) purchasing power; (3) business establishments; (4) employment; and (5) daytime population. Many of these approaches have also been used in combination. The key determinant effecting the choice of approach is the availability of pertinent information. Data available relative to this study is related to population, income, and existing C.B.D. retail floor space. Retail floor space demand has been projected, therefore, as a function of projected population and related purchasing power, as indicated by Table 2 . In deriving this projected demand, it has been found necessary to make certain assumptions, all of which are explicit and explained in the footnotes to Table 2 . A graphical representation of the projected demand is shown on page 61. This graph shows the effect of one assumption, namely that the sales volume per square foot of retail floor space will increase in the future. The magnitude of this assumption

³Ibid.

⁴Refer to Appendix D for details of current C.B.D. floor space.

⁵Shirley F. Weiss, The Central Business District in Transition, Research Paper No. 1, City and Regional Planning Studies, Department of City and Regional Planning, University of North Carolina, Chapel Hill, N.C. 1957. p. 27.

TABLE 2

CITY OF SASKATOON, PROJECTION OF RETAIL FLOOR SPACE DEMAND

Item	Notes	<u>1961</u>	<u>1964</u>	<u>1966</u>	<u>1968</u>	<u>1971</u>	<u>1976</u>	<u>1981</u>
a. Saskatoon per capita income in real 1964 dollars	(1)	1646	1746	1853	1966	2149	2491	2887
b. Percent of income spent on retail ($Y = 60.35 - .0053x$)	(2)	51.4	51.1	50.5	49.9	49.0	47.1	45.1
c. Per capita retail sales (1964 dollars)	(3)	845	892	937	980	1052	1173	1302
d. Population	(4)	95,526	107,500	115,892	122,500	140,000	168,000	195,000
e. Saskatoon Retail Consumption (1964 dollars x 1000)	(5)	80,700	96,000	108,500	120,000	147,200	197,000	254,000
f. Total retail sales (1964 dollars x 1000)	(6)	116,700	131,500	143,500	154,500	181,200	230,000	286,000
g. Retail sales to out-of city residents (1964 dollars x 1000)	(7)	36,000	35,500	35,000	34,500	34,000	33,000	32,000
h. Total retail floor space in Saskatoon (square feet x 1000)	(8)				2,920	3,330	4,040	4,810
i. Sales volume per square foot (1964 dollars)	(8)				53.00	54.50	57.00	59.50

TABLE 2 (cont'd)

Item	Notes	<u>1961</u>	<u>1964</u>	<u>1966</u>	<u>1968</u>	<u>1971</u>	<u>1976</u>	<u>1981</u>
j. C.B.D. retail floor space as a % of total city retail space	(9)				58.6	57.0	54.0	51.0
k. Estimated C.B.D. retail floor space (square feet x 1000)	(9)				1,713	1,900	2,180	2,450
l. Estimated C.B.D. retail floor space assuming item i remains constant at 53.00	(10)				1,713	1,950	2,340	2,750

TABLE 2 (cont'd)

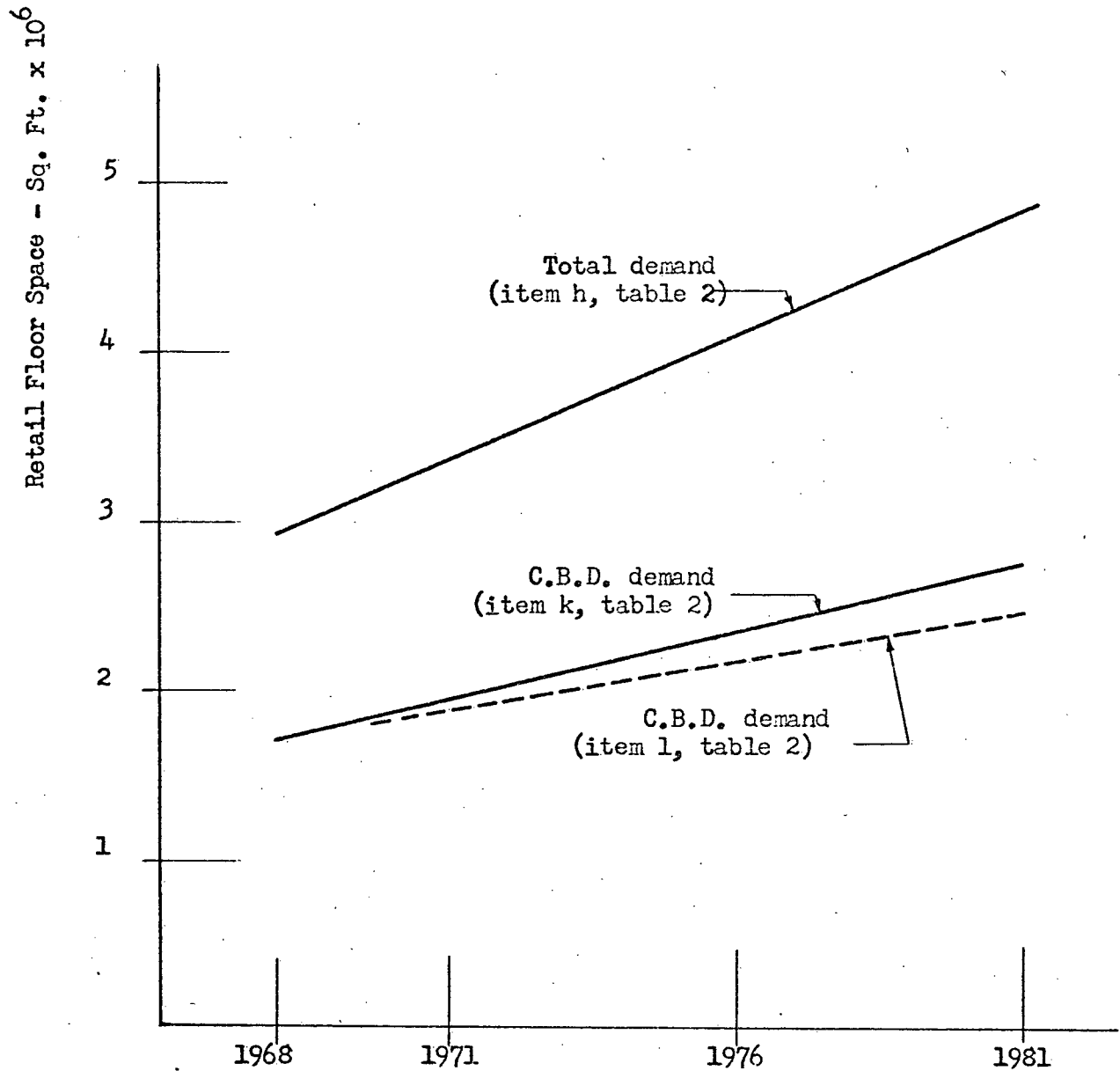
Notes

- (1) This projection is based on an annual rate of growth in real income of 3%, in accordance with the following quotation from the Economic Council of Canada's First Annual Review, December, 1964, p. 59. "Our potential output target to 1970 implies an annual rate of growth in average real income of 3.4% per capita. This increase is almost double the rate which prevailed from 1926 to 1963." The base year for this projection is 1964, the per capita income for this year being calculated from an expenditure study of eleven Canadian cities in 1964 by the D.B.S., and published in the Canadian Statistical Review, June, 1967.
- (2) This relationship is based on information extracted from the expenditure study mentioned above. See Appendix E for development of the regression equation.
- (3) Item c. = item a. x item b.
- (4) 1961 and 1966 population figures are D.B.S. census figures. 1964 and 1968 figures are estimates provided by the City of Saskatoon Planning Department. Estimates for 1971, 1976, and 1981 are taken from the maximum projection curve, Chart No. 1, Saskatoon Housing Report, 1961.
- (5) Item e = item c x item d.
- (6) 1961 total retail sales are derived from 1961 census information and converted to 1964 dollars by prorating in accordance with the total consumer price index for the respective years (135.4/129.2). This allows calculation of item g = item f - item e. Once item g is projected to 1981, then item f is calculated as item e + item g.
- (7) It is assumed that retail sales to out-of-city residents will decrease slightly in the future. This assumption is based on two factors, the first being that D.B.S. census figures indicate that the rural population of Saskatchewan is undergoing an absolute decline. As an example of this phenomena, the population of Saskatchewan increased only 30,163 in the period 1961-1966, while the combined population increase of Saskatoon and Regina during the same period was 39,352 (D.B.S. statistics).
It is further evident that smaller regional centers are increasing in size and becoming more attractive to local consumers. It is expected that Saskatoon retail sales to out-of-town residents will tend towards the extremely high order goods which may not be available in smaller centers.

TABLE 2 (cont'd)

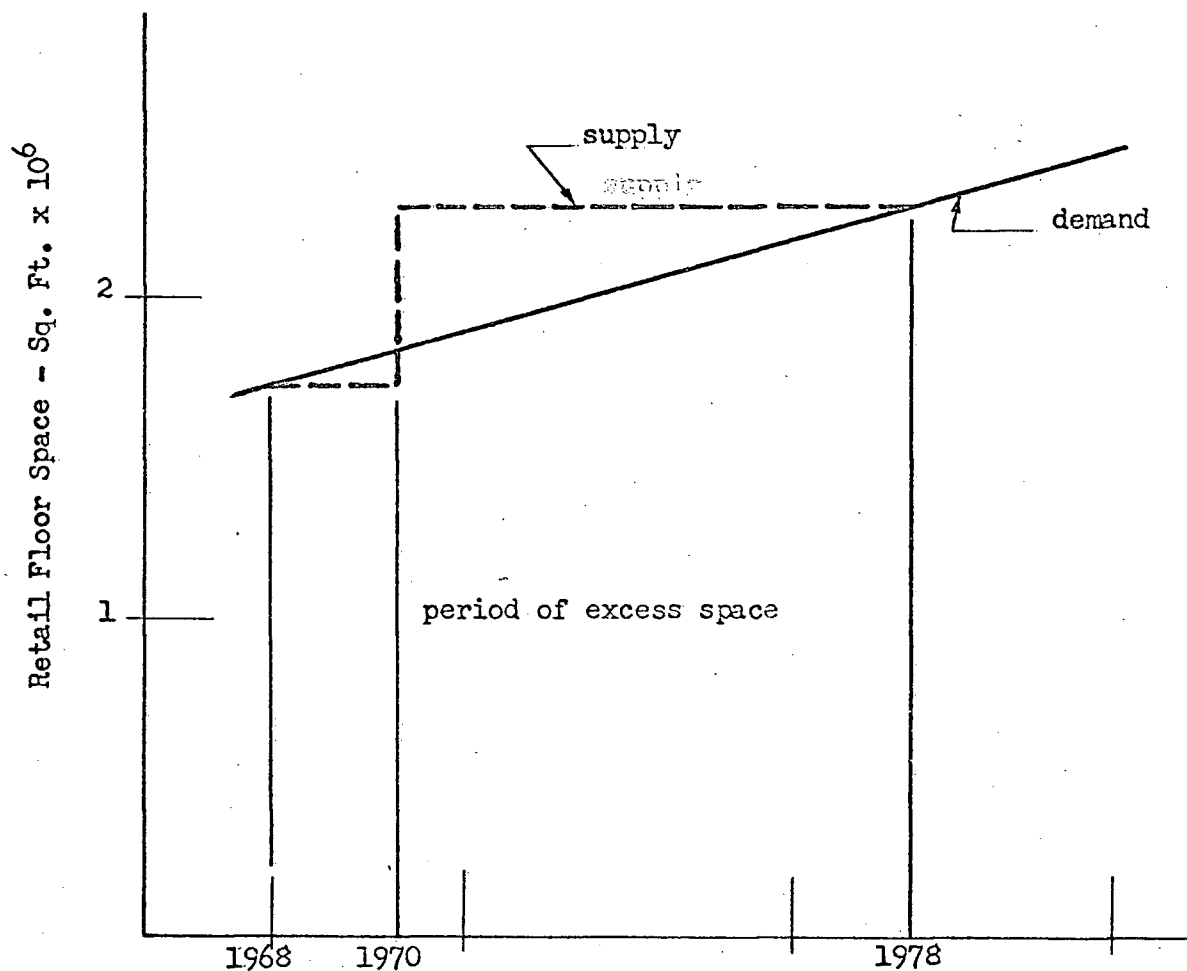
- (8) The 1968 figure for total retail floor space in Saskatoon is provided by the City of Saskatoon Planning Department. Item i = item f/item h. It is assumed that sales volumes per square foot will increase as a result of more efficient space utilization and better retailing practices. Having estimated item i for 1971-1981, item h is calculated as item f/item i.
- (9) The figure for retail floor space in Saskatoon's C.B.D. in 1968 is supplied by the Planning Department, City of Saskatoon. Thus item j for 1968 can be calculated by item k/item h. It is assumed that the percentage of the cities total retail space to be found in the C.B.D. will decrease and hence item j is estimated for 1971-1981. The balance of item k is then calculated as item j x item h.
- (10) Item l indicates projected C.B.D. retail floor space demand, assuming item i remains at its 1968 value of \$53.00, with all other factors remaining as indicated.

GRAPH NO. 1



PROJECTED RETAIL FLOOR SPACE DEMAND, SASKATOON

GRAPH NO. 2



PROJECTED SUPPLY - DEMAND RELATIONSHIP,

RETAIL FLOOR SPACE IN SASKATOON'S C.B.D.

Note

- Basic Assumptions
- (1) no increase in supply, 1968 - 1970.
 - (2) Midtown Plaza completed 1970.
 - (3) no further increase in supply, 1970 - 1978.

is based on an average department and specialty store sales volume of \$60.00 per square foot.⁶ The alternative projection is based on a continuation of the 1968 sales volume of \$53.00 per square foot. The initial assumption of increasing retail sales volumes per square foot appears valid, and will be used as a basis for further discussions.

Graph No. 2, shown on page 62, shows projected relationship between supply and demand of retail floor space in Saskatoon's C.B.D. This projection is based on three assumptions. It is assumed that the supply of retail space in the C.B.D. will not increase prior to the opening of Midtown Plaza. It is further assumed that all of the retail floor space proposed for the Midtown Plaza (550,000 sq. ft.) will become available in 1970.⁷ A third major assumption is that no additional retail space will be constructed in Saskatoon's C.B.D. during the period in which there is excess floor space. Within the constraints imposed by the above assumptions, Graph No. 2 indicates that the supply of retail floor space will exceed demand from 1970 to 1978. One of the major impacts of the Midtown Plaza project on Saskatoon will derive from the effect of this excess supply on the C.B.D.

Map No. 9 shows the existing pattern of assessment in Saskatoon's C.B.D. It may be seen that the area of highest assessment is enclosed by a triangle having "anchors" at 2nd Avenue and 23rd Street, 2nd Avenue and

⁶ National Retail Merchants Association, Financial and Operating Results of Department and Specialty Stores in 1965, from City of Vancouver Planning Department, File C.58.14.2 Appendix D.

⁷ It has not been possible to verify a firm completion date for construction of the Midtown Plaza, but construction is expected to begin in the spring of 1968.

21st Street, and 3rd Avenue and 21st Street. The south-east anchor is Eaton's Department Store which will be relocated in the Midtown Plaza. The northern anchor is the Bay department store, which will remain in its present location. The south-west anchor is the high-assessment intersection.

Land in Saskatoon is assessed at fair value which is presently interpreted as being 60% of fair market value. Pedestrian counts are used in the retail areas to provide a means of determining relative property values in locations where there have been no recent transactions of property.⁸ Thus land values in a retail area are dependant to some degree upon the relative pedestrian activity in different portions of the area.

One of the more immediate effects of the Midtown Plaza will be to change the pattern of pedestrian movement, and the pattern of assessment. It appears obvious that the Midtown Plaza will become a major retail attraction, and will form a new assessment "anchor". The Bay Department Store will remain as a major retail attraction and assessment "anchor". The third anchor seems likely to remain at 2nd Avenue and 21st Street, for two major reasons. The main point of pedestrian access to the Midtown Plaza will be at 21st Street and 1st Avenue. The entrenched non-retail uses⁹ on 1st Avenue between 21st Street and 23rd Street are not attractive to pedestrians when compared to the traditional retail outlets on 2nd Avenue. It may be expected then that pedestrian movements and assessed

⁸Letter from Mr. J. A. Macnab, City Assessor, City of Saskatoon, March 11, 1968.

⁹Such uses include the Saskatchewan Government Telephones Building, the Bus Depot, the flankage side of a federal government office building, the R.C.M.P. headquarters and several small offices.

values will remain relatively stable on 2nd Avenue, increase on 21st Street between 1st and 2nd Avenues, and decrease on 21st Street between 2nd and 3rd Avenues.

There is precedent in Saskatoon which indicates that pedestrian movement patterns will change in response to new retail construction. A map copyrighted by Koyl Agencies Ltd. of Saskatoon in 1963 shows "pedestrian counts in the downtown area in 1958 and 1963 and their relationship to national credits." The only area showing a consistent increase in pedestrian traffic is within a one block radius of the Bay Department Store, which was engaged in a major renovation and expansion program during the early part of this period. It would seem reasonable to expect that the Midtown Plaza will have a similar effect.

Assuming a relative increase in pedestrian traffic in the Midtown Plaza area, one must then assume a relative decrease in pedestrian traffic and retail locational desirability in areas remote from the probable new "high assessment triangle" previously described. Map No. 6 shows the major locations of existing ground-floor retail and complimentary uses such as banks and hotels. On the basis of the relative shifts in pedestrian movement suggested above, it would appear that the 3rd Avenue retail area will be the location most likely to suffer from the advent of Midtown Plaza, since it will be the most remote from the new "high assessment triangle". A similar effect might be expected at the western extreme of the 20th Street West retail area.

It is possible, by making several basic assumptions, to demonstrate the magnitude of the impact of Midtown Plaza on the downtown retail

community. In the first place, one must make some initial assumptions regarding the future retail tenants of Midtown Plaza, in order to identify the extent to which the projected excess of retail floor space will be reflected as either vacant or under-utilized space. It is known for example that the Eaton's Department Store will move from its present location at 3rd Avenue and 21st Street to a new location at the northern end of Midtown Plaza. At the time of writing, it is understood that the Eaton's Company have not found a purchaser for their old building. If this condition exists when their retailing activity is moved to the new location, the result will be some 130,000 square feet of vacant floor space in the old location, with approximately 180,000 square feet of space in the Midtown Plaza occupied by this Company.¹⁰ Simpson Sears and Dominion Food Stores are the other major tenants expected to locate in Midtown Plaza, and will occupy approximately 140,000 square feet and 34,000 square feet respectively. Since neither of these companies are presently occupying retail floor space in the downtown area, they might be expected to cause an under-utilization of at least 173,000 square feet of retail floor space.¹¹ If it may be assumed that 50% of the remaining retail space in Midtown Plaza will be occupied by businesses relocating

¹⁰Details of the proposed distribution of floor space in the Midtown Plaza are not known. Neither are the exact floor areas of existing buildings in the downtown area. The areas used here have been scaled from presentation drawings and aerial photographs.

¹¹It is more likely that the effect of this new floor space would be dispersed throughout the area, rather than effecting only an equivalent square footage.

from other parts of the C.B.D. with the balance being used by enterprises not previously represented in the C.B.D. then the resultant situation will be as follows:

	<u>Locating in Midtown Plaza</u>	<u>Vacant Space</u>	<u>Underutilized Space</u>
Eaton's	180,000	130,000	
Simpson Sears	140,000		140,000
Dominion	34,000		34,000
Balance	196,000	98,000	98,000
TOTAL	550,000	228,000	272,000

Thus, if these assumptions are valid, and if it is further assumed that Midtown Plaza floor space is completely occupied, then one might expect 228,000 square feet of vacant retail space and an excess underutilized floor space of 272,000 square feet. However, since the demand for retail floor space will have increased by 124,000 square feet by 1970, the effective excess of utilized floor space will be reduced to 147,000 square feet, or approximately 7.2% of the total utilized retail floor space in the C.B.D. Increasing demand will eliminate this excess completely by 1973. If retail sales are evenly distributed according to utilized floor space, and if no new retail enterprises move into the vacant space before 1973, the above assumptions imply a 7.2% reduction in sales volume per square foot in 1970, which will be eliminated by 1973.

The projected 228,000 square feet of vacant space represents approximately two blocks of ground-floor retail space, which is in turn approximately equal to the area of presently utilized space on 3rd Avenue.¹² Since this is the area most remote from the projected new location of the

¹²Refer to Map No. 6

"high assessment triangle", it may be assumed that a majority of the expected vacant space will occur in this area.¹³

While the above is one of many possible manifestations of the impact of Midtown Plaza, it must be realized that it is based on the overriding assumption that the C.B.D. will attract the percentage of total retail sales dictated by item j, Table 2. While this assumption of a decreasing percentage of retail sales within the C.B.D. appears valid in view of past experience,¹⁴ the development under discussion is unique in some respects and may cause a deviation from past trends.

C.N.R. relocation, as well as allowing development of Midtown Plaza, has allowed an increase in accessibility to the C.B.D., particularly from the southern portion of the City. The Midtown Plaza itself will offer a new, and one would hope a visually pleasing atmosphere in which to shop. It will also offer a climate controlled pedestrian plaza between the various retail outlets, which should prove extremely attractive during the prolonged cold spells usually associated with Saskatoon's winters. It is then entirely possible that these factors of access and attraction will cause the impact of Midtown Plaza to be dispersed throughout the City, rather than be confined to the C.B.D.

In considering this aspect, the overall concept of the structure of retail location within the city must be examined, as well as the shopping

¹³It should be noted that this space will probably not remain vacant, but will find marginal uses moving from other areas.

¹⁴An examination of combined retail and service floor space within Saskatoon's C.B.D. and the total City over the last eleven years yields regression equation $Y = 109.8 - .01X$ with $r^2 = .936$ where Y is the percentage of total space X within the C.B.D. Since a breakdown of these combined areas is not available, this equation cannot be applied to retail space only.

habits of patrons. Any retail complex . . . "has a combination of trade areas - the largest for the department store, the next largest for the apparel stores, the third largest for the variety store and the smallest trade area for the supermarket and local convenience stores."¹⁵

While the drawing power of Midtown Plaza may effect sales throughout the city in those segments usually associated with a smaller trade area, such as variety stores and food and convenience goods outlets, the majority of space within this new development will be devoted to those functions having the largest trade areas. In other words, Midtown Plaza will be essentially an extension of the C.B.D. in terms of its retail function, and its major impact will be upon the C.B.D. It would appear therefore that the proceeding evaluation of impact of Midtown Plaza upon the C.B.D. remains valid, although were more detailed data available regarding the nature of proposed tenants and the breakdown of present retail space throughout the city, the impact previously outlined might be modified in terms of those uses whose impact will be dispersed throughout the city, rather than being confined to the C.B.D.

In summary, based on the assumptions previously stated, Midtown Plaza may be expected to have a definite impact on Saskatoon's C.B.D., the magnitude of which is indicated in simplistic terms by Graph No. 2. The spatial implications of this expected impact are demonstrated by Map No. 10.

¹⁵-H. Hoyt, A Re-examination of the Shopping Center Market, Urban Land Institute Technical Bulletin 33, September, 1958, p. 7.

CHAPTER FIVE. AN EVALUATION OF THE SASKATOON PROJECT

In order to consolidate and evaluate the total costs and benefits expected to accrue to the City of Saskatoon as a result of C.N.R. relocation and subsequent commercial redevelopment of the vacated area, it is necessary to spell out in a comparative sense both the quantifiable and non-quantifiable costs and benefits involved. The primary test of both costs and benefits in this case is that they must be identifiable with the project, and would not have occurred had relocation not been accomplished. Items meeting this criterion are listed below. Those items which are readily quantifiable are assigned a dollar value. Other items which are either not quantified at this time due to lack of pertinent data or are considered to be non-quantifiable have been assigned a nominal value ranging from 1 to 10 in order to indicate the relative magnitude of the items.

COSTS

a.	Payments to the C.N.R. as per agreement:	
	1963	\$1,600,000
	1964	1,000,000
b.	Servicing and land costs ¹	
	1964	\$ 525,000
c.	Increased transportation costs for travel to and from the new C.N.R. facilities occasioned by their relocation from the city center. ²	2

¹This figure includes \$100,000 for property acquisition in the Chappell area. The balance includes servicing costs to the Nutana Industrial Park and the new C.N.R. station and yards. It is felt that these latter costs are legitimate charges against the project, since they were occasioned by changes in land use directly associated with relocation.

²This would apply for the most part to the movement of goods rather than to the movement of people.

- | | | |
|----|---|---|
| d. | Oversupply of retail space as projected in Chapter Four. ³ | 9 |
| e. | Temporarily unbalanced pattern of development caused by advanced scheduling of freeway construction. ⁴ | 3 |
| f. | Additional municipal services such as police and fire protection occasioned by development of Midtown Plaza. | 2 |

BENEFITS

- | | | |
|----|---|---------------------|
| a. | Estimated reduction in capital costs of proposed transportation facilities:
1973 ⁵ | \$1,100,000 |
| b. | Payments by the C.N.R. as per Section 7 of agreement:
1964
1965 | \$ 55,000
88,000 |
| c. | Estimated increase in tax revenue from former C.N.R. yard area.
1970 | \$ 610,000p.a. |
| d. | Increased east-west access in downtown area. | 8 |
| e. | Reduction in private transportation costs resulting from acceleration of freeway construction. | 2 |
| f. | Additional income to suppliers and labor force resulting from construction of new C.N.R. yards and Midtown Plaza. | 2 |
| g. | Consolidation of the downtown area. | 10 |
| h. | Reduction of blighting influence. | 10 |
| i. | Provision of central site for civic auditorium. | 7 |

³It is expected that this oversupply will be reflected in terms of reduced revenue to property owners, and in relatively reduced assessment revenue.

⁴This item is discussed in Chapter Three.

⁵Volume I of the Saskatoon Traffic Study had scheduled the portion of the work in which this saving is involved for the period 1970-1975. For comparative purposes, it has been assumed that this saving will occur in 1973.

- | | | |
|----|--|---|
| j. | Improved railway service to customers. | 3 |
| k. | Enhancement of Saskatoon's river-bank
park development program. | 4 |

Of the items quantified in the above tabulation, only Benefit item "c" is neither an exact figure nor a totally reliable estimate, since the estimate of increased tax revenue of \$610,000 was made before plans for redevelopment had been conceived. In view of the possible fluctuation of this figure, and in order to directly compare the above quantified costs and benefits, the following calculations are provided in order to ascertain what the tax benefit (benefit item "c") would have to be in order to obtain a 10% return on investment over 20 years.

Value of costs in 20 years, compounded annually at 10%
(base year 1964)

$$\begin{array}{rcl}
 \$1,600,000 \times 7.400 & = & \$11,830,000 \\
 1,525,000 \times 6.727 & = & \underline{10,250,000} \\
 \text{TOTAL} & & \underline{\$22,080,000}
 \end{array}$$

Value of benefits in 20 years.

$$\begin{array}{rcl}
 \$55,000 \times 6.727 & = & \$370,000 \\
 88,000 \times 6.116 & = & 540,000 \\
 1,100,000 \times 2.853 & = & 3,140,000 \\
 (\text{T.B.}) \times 27.985^6 & = & \underline{27,985} \quad (\text{T.B.}) \\
 \text{TOTAL} & & 4,050,000 \quad 27.985 (\text{T.B.})
 \end{array}$$

from which T.B. = tax benefit required = \$645,000

A similar series of calculations using varying rates of return results in a relationship such as indicated by Graph No. 3. This graph shows the effect of varying levels of tax benefit on the percentage return that could be realized from the investments implied in the costs and benefits quantified above. If the estimated \$610,000 net increase in tax

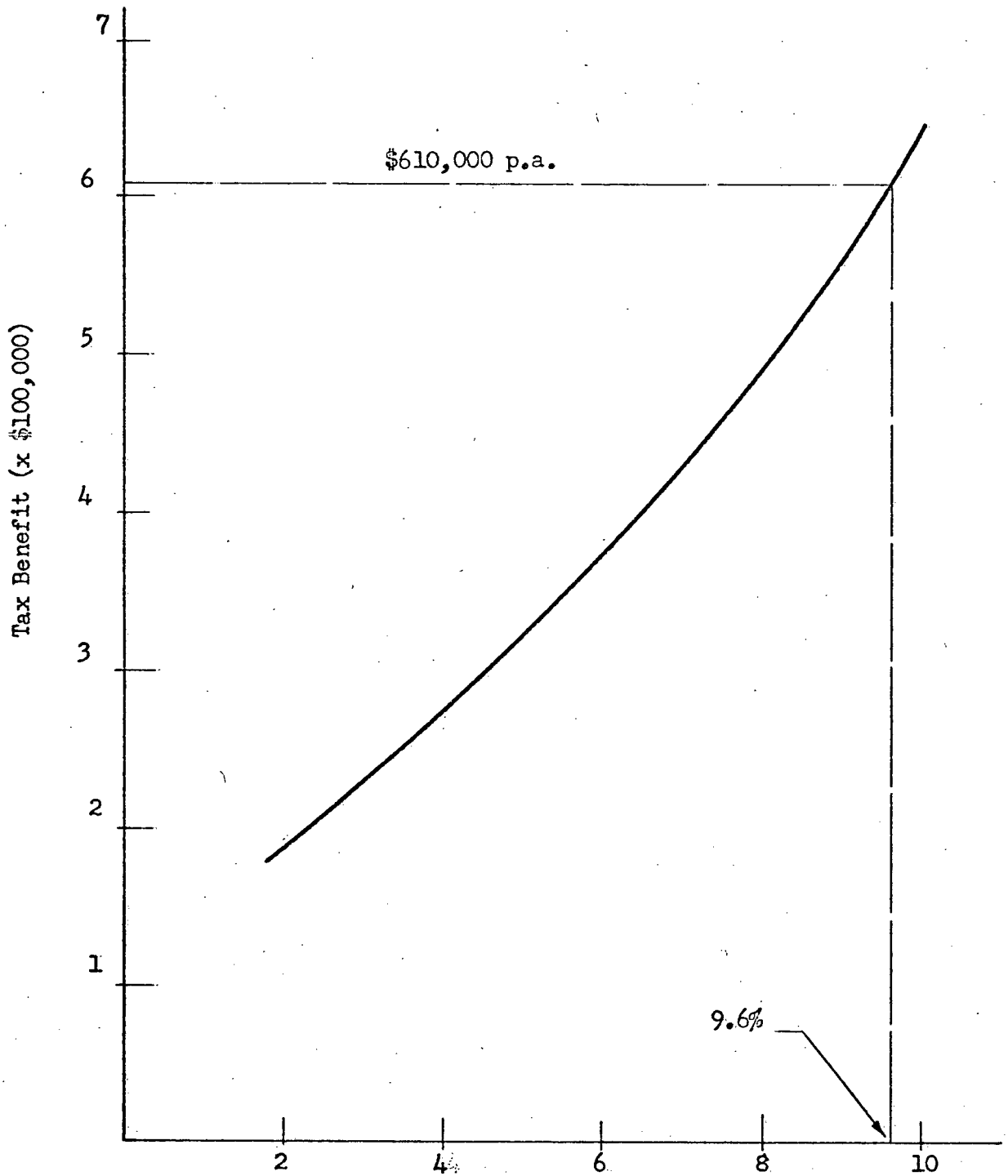
⁶ 27.985 = amount of an annuity of 1 in 14 years at 10%.

revenue as a result of redevelopment is correct, then Saskatoon may expect to receive an approximate 9.6% return on investment by 1984. At this point it must be re-emphasized that the above projections are based only on those costs and benefits which have been quantified at this time.

An examination and comparison of the non-quantified and non-quantifiable costs and benefits must of necessity be an essentially subjective procedure at this time. Based on such an examination, it is concluded that the aggregate of benefits listed above will exceed the comparable costs involved. In summary, it is therefore concluded that C.N.R. relocation and subsequent commercial redevelopment in Saskatoon will prove beneficial to the City, in terms of both economics and achievement of major objectives of city development.

In reviewing the costs and benefits of relocation, it appears that the most severe non-quantified cost will result from the excess retail floor space expected in the downtown area as a result of the opening of the proposed Midtown Plaza. While it is beyond the scope of this thesis to provide detailed civic planning proposals for Saskatoon, it is suggested that the expected reduction in demand for retail space at the eastern and western extremes of the C.B.D. be considered during preparation of the Urban Renewal Study presently being initiated by the City. The areas mentioned would seem to be logical locations for urban renewal action, since a relative reduction in demand in these areas might ease the problem of property acquisition should this be deemed desirable.

GRAPH NO. 3



ESTIMATED PERCENT RETURN ON INVESTMENT BY 1984

CHAPTER SIX AN EXAMINATION OF THE
PROBABILITY OF RAILWAY RELOCATION
IN OTHER SASKATCHEWAN CITIES.

Having now established that the C.N.R. relocation project in Saskatoon is sound from the City's point of view, it is the intention of this chapter to investigate the manner in which Saskatoon's experience may be used as a bench-mark for other cities considering similar action, and then to test the factors involved against four other Saskatchewan cities.

One of the initial considerations in any proposed railway relocation scheme must obviously relate to the position of the particular railway concerned. Because of a total lack of information regarding the C.N.R.'s experience in the Saskatoon project, it has been necessary to assume throughout the foregoing analysis that the C.N.R. has enjoyed or will enjoy a net benefit as a result of relocation in Saskatoon. There are some obvious factors which tend to validate this assumption.

Prior to relocation, the C.N.R. used two yard facilities in their Saskatoon operation, at least one of which (the downtown yard) was incapable of expansion. As a result of relocation, the C.N.R.'s Saskatoon facilities have been consolidated into one modern operation.¹ As a further result of relocation, mainline mileage through Saskatoon has been reduced.² Such factors as these should be considered when testing the possibility of railway relocation from a given location, and should also be borne in mind during

¹Railroad technology has developed considerably since the initial installations in Saskatoon. The construction of a new operation has no doubt allowed for the economical incorporation of new equipment and techniques which could not be efficiently utilized in the old operation.

²Refer to Map No. 4

discussion of cost sharing agreements growing out of specific relocation proposals.³

In order to form a basis for discussion regarding the possibility of railway relocation in other centers, it is necessary to extract from the preceding chapters the key factors which led to consideration of railway relocation in Saskatoon, plus those factors which made relocation viable. These factors are considered to be as follows:

- a. The dynamic nature of the city. A relatively high rate of growth has created pressure for additional space in the downtown area of Saskatoon.
- b. The relative location of railway facilities. The downtown C.N.R. yard in Saskatoon actually split the C.B.D., and its removal will allow consolidation and expansion of this vital area.
- c. Demand for retail space. Table 2 indicates that 69% of Saskatoon's retail demand is generated within the city, with the balance coming from the regional trading area. A community dependant upon its regional trading area for a large percentage of its retail demand cannot expect in the Saskatchewan context, a healthy growth in retail trade since, as previously demonstrated, the rural population of Saskatchewan is decreasing rapidly while population in the major urban areas is increasing.

³On the basis of available information it would appear that these factors were not considered in detail during negotiations in Saskatoon.

- d. The location of railway rights-of-way. The C.N.R.'s right-of-way in Saskatoon was ideally suited for conversion to meet automobile traffic requirements.

The above factors may now be tested against a number of other Saskatchewan cities. For the purposes of this exercise, the four larger cities in the province are used, namely Regina, Moose Jaw, Prince Albert and Swift Current. These cities may be compared to Saskatoon and to each other in terms of the above factors as follows.

- a) The dynamic nature of the City.

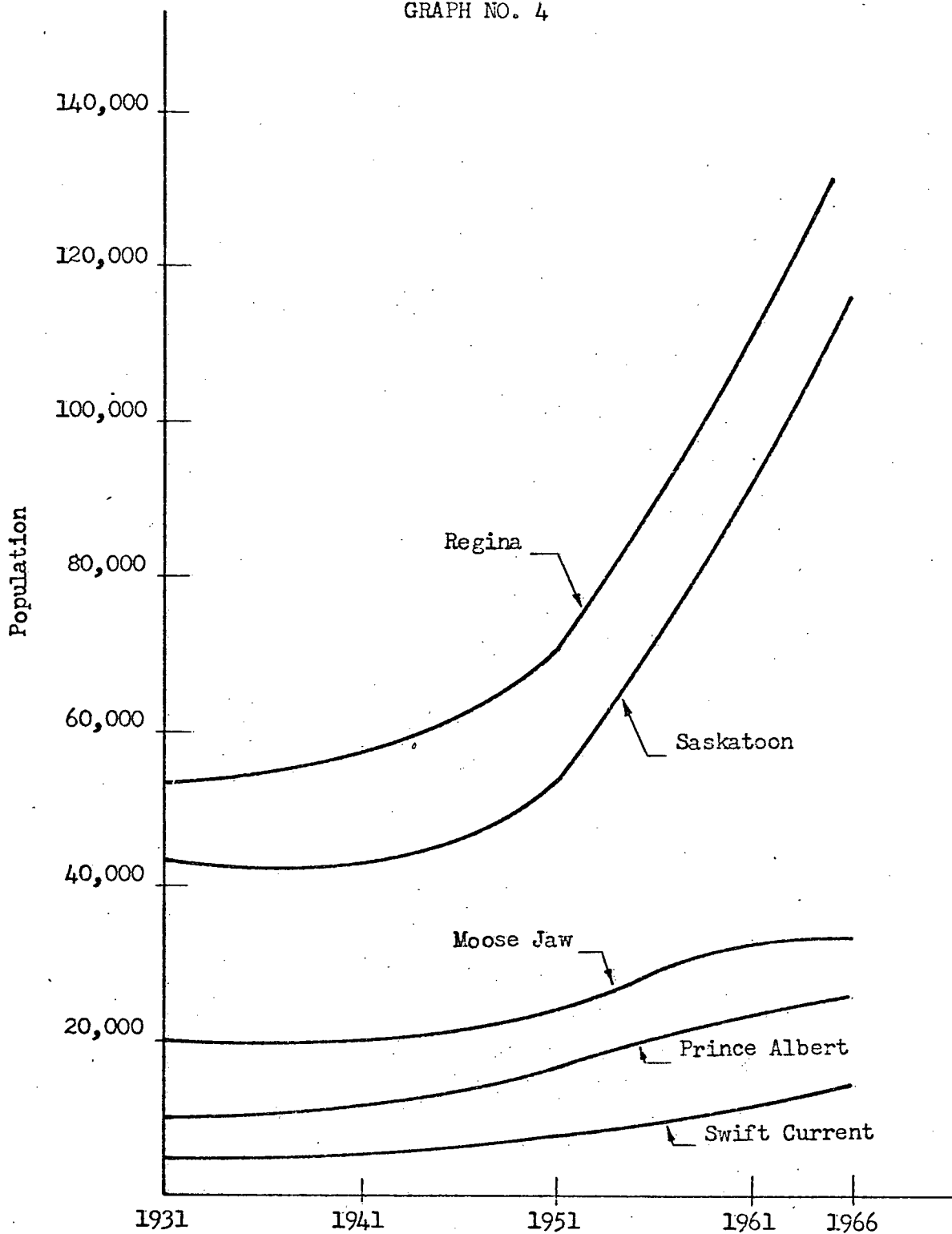
Graph No. 4 demonstrates the population growth of the subject cities from 1931 to 1966. The dominance of Regina and Saskatoon is made obvious by this illustration. In the period 1961 to 1966 only Swift Current shows the vitality of the two major cities in terms of population growth.

- b) Relative location of railway installations.

Maps 11 to 15 inclusive are a schematic indication of land uses in the five cities. From these sketches, the following conclusions are drawn:

1. Saskatoon is the only case where the downtown commercial area is divided by railroad facilities.
2. In all cases the downtown commercial area abuts on railway installations, but only in the case of Regina, Saskatoon and perhaps Moose Jaw is the linear extent of conflicting land use of such an extent as to indicate any pressure for extension of the commercial area toward the railway property.

GRAPH NO. 4



POPULATION GROWTH IN FIVE SASKATCHEWAN CITIES

1931 - 1966

Source: D.B.S. Census of Canada

c. Demand for retail space.

It has been previously demonstrated that retail space demand may be projected as a function of population and income projections. While sufficient information is not available to allow a projection of retail space demand for each center as has been done for Saskatoon, it is obvious from Graph No. 4 that Regina is the only city which can expect future retail space demand of a magnitude similar to that projected for Saskatoon. For example, assuming equal per capita income and a similar rate of population growth, Swift Current's retail space demand would be approximately 12% of Saskatoon's. Following these assumptions, it may be shown that a retail development of 66,000 square feet in Swift Current would have an impact on that city similar to that of Midtown Plaza in Saskatoon.

Table 3 demonstrates the degree to which each of the subject cities is dependant upon regional trade for maintenance of the existing level of retail sales. It is evident from this analysis that the smaller centers are in a relatively unstable position, and that retail floor space demand will not be as strong in these cities as in Regina and Saskatoon which are not as dependant upon a declining regional market.

d. Location of railway right-of-way vis-a-vis traffic demand patterns.

The Saskatoon situation has been adequately discussed in this respect, and no further comment will be made. In the author's opinion, traffic facilities existing or proposed for the three smaller cities are adequate and railway relocation

TABLE 3

DEPENDANCY OF SELECTED CITIES UPON REGIONAL RETAIL TRADE

CITY	(1) 1961 Per Capita income 1964 \$	(2) % Spent on retail	(3) Per Capita Retail Sales 1964 \$	(4) PC RS 1961 \$	(5) Population (1961)	(6) Local Retail Sales 1961	(7) Total Retail Sales 1961	(8) (6)/(7) x 100
Saskatoon	1646	51.4	845	806	995,526	\$ 77,000,000	\$111,175,800	69.3
Regina	1646	51.4	845	806	112,141	90,400,000	132,189,300	68.4
Moose Jaw	1400	52.9	740	706	33,206	32,400,000	50,507,100	46.4
Prince Albert	1100	54.5	600	572	24,168	13,800,000	28,135,000	49.1
Swift Current	1280	53.6	690	658	12,186	8,000,000	20,885,200	38.3

TABLE 3 (cont'd)

NOTES

- Column (1) 1961 per capita income is stated in terms of 1964 dollars in order to allow use of the previously derived regression equation to calculate Column (2). Saskatoon and Regina figures are identical since they are taken from the 1964 D.B.S. expenditure study of eleven Canadian cities, in which the two cities are combined. Figures for the other cities are derived by comparing 1961 per capita income statistics as extracted from 1961 census data with an average per capita income for Regina and Saskatoon calculated from the same source.
- Column (2) $Y = 60.35 - .0053x$. For development of this equation, refer to Appendix E .
- Column (3) = Column (1) x Column (2).
- Column (4) Per capita retail sales are converted to 1961 dollars by prorating in accordance with the total consumer price index for the respective years (129.2/135.4).
- Column (5) Derived from 1961 Census.
- Column (6) = Column (4) x Column (5).
- Column (7) Derived from 1961 Census.
- Column (8) = Column (6)/Column (7). These figures indicate the percent of retail sales attributable to local residents, and reflect the dependance of the area on regional sales.

for the purposes of providing right-of-way for additional traffic facilities is not considered.

The case of Regina, however, is somewhat similar to Saskatoon, and the possibility of using C.P.R. right-of-way for purposes of traffic access to the downtown area has in fact been considered by the City of Regina. In an economic study of Regina's C.B.D., done in 1964 as a part of Regina's traffic study, a major road facility is proposed along the existing right-of-way of the C.P.R.'s main line, providing direct access to the downtown area.⁴

In view of the above discussions it is evident that, of the four other cities studied, only Regina is consistently comparable to Saskatoon, in terms of the factors which have been judged to be critical to the success of the Saskatoon relocation project. It is not surprising therefore, to note that the possibility of railway relocation has indeed been discussed in Regina,⁵ and perhaps it is only because of what Wright refers to as "the ultra-conservatism of downtown entrepreneurs"⁶ that relocation is still in the discussion stage.

In conclusion, the case study of Saskatoon has shown that railway relocation will be beneficial to that City. A comparison of the Saskatoon situation with four other Saskatchewan cities has indicated that at least one of these cities, Regina, might also be amenable to railway relocation. It would seem reasonable, therefore, to suggest that the relocation of major railway facilities from the downtown area of other Canadian cities might be equally feasible, and certainly worthy of further study.

⁴R.W. Wright, Regina C.B.D. Economic Study, 1964, prepared for L.G. Grimble and Associates as part of their Transportation Study, p. 81.

⁵City of Regina Bylaw No. 3506, Community Planning Scheme, 1961.

⁶R.W. Wright, Op.Cit., p. 66.

APPENDICES

APPENDIX NO. A

SCHEDULE A TO BYLAW NO. 4191

THIS AGREEMENT, made in duplicate, this 9th day of April, A.D. 1963.

BETWEEN:

THE CITY OF SASKATOON,
hereinafter called
"the City",

OF THE FIRST PART

- and -

CANADIAN NATIONAL RAILWAY
COMPANY, hereinafter called
"the Railway",

OF THE SECOND PART

WHEREAS the parties hereto agree that it is desirable and expedient that the Saskatoon City Yard and related facilities situated in the center of the City of Saskatoon be removed and that the property thus vacated be developed as commercial property; and

WHEREAS certain portions of the said property will be required for streets to facilitate such development and to provide roads for bringing traffic to the center of the City of Saskatoon; and

WHEREAS the Railway's bridge over the South Saskatchewan River adjacent to the said property will no longer be required by the Railway but will be useful to the City for traffic purposes; and

WHEREAS the parties hereto have agreed to the terms and conditions set out in this agreement to facilitate the said removal of the

railway facilities and the development for commercial purposes of the property thus vacated; and

WHEREAS some of the provisions of this agreement are beyond the present powers of the City and, therefore, this agreement will require validation by Act of the Legislature of the Province of Saskatchewan;

NOW THEREFORE THIS AGREEMENT WITNESSETH that in consideration of the premises and the mutual covenants and considerations herein contained, the parties hereto agree as follows:

1. The Railway agrees to remove its lines of railway including ties and rails and other track, signal or communications materials from Saskatoon City Yard, said Yard being outlined in red on the attached plan marked "A", save and except trackage shown on the said plan as soon as appropriate alternate facilities have been put in service at or near Chappell and the Industrial Park in the Nutana section of South Saskatoon but in any event not later than the first day of July, 1965.

2. The Railway agrees to remove any buildings from those portions of the Saskatoon City Yard being transferred to the City at a date satisfactory and convenient to the Railway but in any event not later than the first day of July, 1965.

3. The Railway agrees to offer the Saskatoon City Yard for development for commercial purposes and continue to make the property available for such commercial purposes so that the property when developed shall be subject to taxation by the City.

4. (1) The Railway agrees to transfer either to the City or

to Her Majesty the Queen in the Right and to the Use of Her Province of Saskatchewan, as the City may direct the following lands excepting and reserving mines and minerals, namely:

- (a) The land shown in blue on the plan marked "A" hereto attached;
- (b) The land shown in blue on the plan marked "B" hereto attached;
- (c) The land shown in blue on the plan marked "C" hereto attached;
- (d) The bridge over the South Saskatchewan River joining the lands to be transferred to the City according to the plans marked "A" and "B" hereto attached; and
- (e) The subway overpass over 19th Street including substructure, superstructure and embankments;

Excepting only the ties, rails and other track, signal or communications materials.

(2) The above transfers of land, bridge and subway overpass shall take place at such time as may be convenient to the Railway, but not later than the first day of July, 1965. The land shall be transferred by a transfer or transfers registerable in the Land Titles Office at Saskatoon showing clear title in the name of the City or Her Majesty the Queen, or by signing and approving such plans as may be required for the said purpose, provided however, that the Railway shall not be required to produce or to show any evidence of title to the bridge or subway overpass to be transferred to the City save and except such as are in its possession.

5. The Railway agrees to transfer to the City any interest it may have in the pedestrian bridge over its Yard at 20th Street.

6. (1) The Railway agrees to remove its lines of railway, including ties and rails and other track, signal or communications materials from the lands to be transferred to the City according to the

plan marked "B".

(2) The City shall grant the Railway an easement for a twenty (20) foot right-of-way for trackage to serve Labatts Brewery, Saskatoon Star-Phoenix and Trans-Canada Freezers along or adjacent to the right-of-way shown on the plan marked "B".

7. The Railway agrees to pay to the City, subject to the payments by the City to the Railway as hereinafter provided for, the following sums:

- (a) on the first day of July, 1964 - Fifty-five Thousand Dollars (\$55,000.00); and
- (b) on the first day of July, 1965 - Eighty-eight Thousand Dollars (\$88,000.00).

8. (1) The City agrees to designate and zone:

(a) Saskatoon City Yard for commercial purposes and uses, provided that such zoning shall permit the use and operation of the existing steam plant, station building and trackage as shown on the plan marked "A"; and

(b) The portion of Nutana Industrial Park in the City from time to time for light industrial purposes and uses, except that portion thereof lying to the north of the road to be constructed on the lands transferred to the City under section 4 (1) (c) hereof.

(2) The areas of the Saskatoon City Yard and Nutana Industrial Park are shown outlined in red on the attached plans marked "A" and "C" respectively.

(3) The City agrees that such zoning shall be maintained for a period of at least fifteen (15) years from the date of this agreement.

with the exception that the said properties shall be subject to any rules or restrictions which may be adopted and applicable to other properties similarly zoned in the said City.

9. The City agrees to pay to the Railway the sum of Two Million, Six Hundred Thousand Dollars (\$2,600,000.00) as follows:

- (a) on or before the first day of July, 1963, the sum of One Million, Six Hundred Thousand Dollars (\$1,600,000.00); and
- (b) on or before the first day of July, 1964, the sum of One Million Dollars (\$1,000,000.00).

10. (1) The City agrees to exempt from taxation that portion of the lands, buildings, structures, railway roadway and railway superstructures in Chappell Yard said yard as outlined in red on the plan marked "D" and within the City limits from the date of this agreement to the 31st day of December, 1964, and further to exempt the said property for one-half of the taxes levied in the year 1965.

(2) The City agrees to reimburse the Railway for any taxes the Railway is required to pay to the R.M. of Cory on its Chappell Yard in the years 1963 and 1964, and one-half of the taxes which the Railway has to pay to the R.M. of Cory in the year 1965.

11. The City agrees that taxes payable by the Railway on the lands, buildings, structures, railway roadway and railway superstructures of the Saskatoon City Yard in the years 1963 to 1967 inclusive, shall be based on the 1962 assessment, provided that if within such period the Railway develops the Saskatoon City Yard or a portion thereof that portion of the Yard so developed shall not be governed by this provision but the assessment of the remainder of the Yard shall be reduced having regard to

the land so developed provided further that the assessment of the Yard shall be reduced having regard to lands transferred to the City or to Her Majesty under this agreement.

12. The City agrees to provide, at no expense to the Railway, sewer and water and primary electrical power facilities as follows:

- (a) for use in Nutana Industrial Park sufficient capacity to serve a light industrial area of approximately one hundred and eighty (180) acres to an appropriate point on the boundary of the said Industrial Park, on or before October, 1964; and
- (b) for use in the Chappell Yard sufficient for use in the new railway station and other railway facilities in the said Yard to a point marked "A" on the plan marked "D" on or before the first of July, 1963.

13. The City agrees to construct a hard surfaced road to the City's standard specifications for arterial streets from point "A" on the plan marked "D" to 22nd Street at or between Dundonald Avenue and Elevator Road, or within five hundred (500) feet thereof, in the stages and by the times specified on the attached plan marked "D".

14. The City agrees that the construction of the roadway on land transferred to it according to the plan marked "B" shall be carried out in such manner as to permit the Railway to continue service to Labatts Brewery, Saskatoon Star-Phoenix and Trans-Canada Freezers without undue interruption and as a part of such construction shall, without expense to the Railway, construct the grade required for the right-of-way of the new trackage to serve the above industries.

15. The City agrees to provide adequate bus service to Chappell Yard sufficient to meet economic traffic demands from time to time so long as the City continues to operate a transit system.

16. The City agrees to transfer to the Railway all lands it owns on the first day of July, 1963, within the Chappell Yard by a transfer which will register in the Saskatoon Land Titles Office showing a clear title in the Railway. The Railway shall have immediate right to possession of any such land.

17. The City agrees to pay to the Railway on or before the first day of July, 1963, in addition to any other monies payable hereunder, the cost of the land required by the Railway for its Chappell Yard to the extent of One Hundred Thousand Dollars (\$100,000.00); provided that the value of any lands in Chappell Yard which are transferred by the City to the Railway shall be deducted from this sum, such value being the per acre value paid by the City when obtaining such lands.

18. The City agrees that after its streets have been located and constructed between 20th Street and the South boundary of the Saskatoon City Yard over the land transferred to it by the Railway, if there is any land not used for street purposes, the City shall on the request of the Railway transfer title for such land to the Railway, provided however, that the City shall endeavour to design its streets so as to transfer the maximum amount of land to the Railway.

19. The City agrees to remove the pedestrian bridge in the Saskatoon City Yard at the request of the Railway not later than the first

day of July, 1965.

20. The City agrees to grant such road crossings as are required by the Railway in the carrying out of the terms and conditions of this agreement.

21. The City agrees to actively negotiate with the Province of Saskatchewan for the construction of the road between points "D" and "E" as shown on the attached plan marked "C" and for the completion thereof on or before the date for completion specified thereon; provided that in the event negotiations between the City and the Province of Saskatchewan have not resulted in the commencement of construction of the road between points "D" and "E" on the said plan on or before a date three months prior to the date specified for completion thereof, or should such construction, having been commenced, not be reasonably possible of completion for opening for satisfactory use on or before the date specified for completion thereof then, in each such even, the City agrees to construct and complete with no cost to the Railway on or before the first day of July, 1965, and to maintain thereafter a two lane oiled surface gravel road over and upon the lands shown colored green on the attached plan marked "C", provided however, that the construction of such road by the City shall not relieve it of its undertaking to negotiate contained in this section.

22. The Railway shall have, and it is hereby granted, the sole use in perpetuity of such ground and air space, if any, not required by the City in connection with its street or utility operations

and which the Railway may desire beneath any elevated roadway structure or structures in the portion of the Saskatoon City Yard, south of 19th Street transferred to the City by the Railway for such purpose or purposes as it may designate consistent with bylaws of the City, provided that where the use of such space is subject to the concurrence or authorization of the Province of Saskatchewan, the right hereby granted shall be deemed to be subject to the securing of such concurrence or authorization; and it is further provided that the space or spaces designated by the Railway shall be subject to any taxes levied or assessed against the same or the occupant thereof by the City.

23. The City agrees that the Railway may use air space over the portion of 19th Street in the Saskatoon City Yard for any purpose it desires, provided it does not interfere with the use of any street or roadway and leaves a clearance of at least fifteen (15) feet over each roadway and that any structure shall be subject to a City building permit and shall make appropriate provision for proper ventilation.

24. The lands conveyed by the Railway to the City under section 4 (a) are intended for roadway purposes including grade separations. Other uses shall require the City to seek the prior permission of the Railway, such permission not to be unreasonably withheld.

25. Each party will co-operate with the other party in an endeavour to further this agreement and to accomplish the desired results at an early date, including any applications which may be required to the Board of Transport Commissioners for Canada, or any other board

or agency in order to implement the provisions of this agreement.

26. (1) This agreement shall come into force and take effect if and when it is ratified, validated and confirmed by an Act of the Provincial Legislature at the Fifth Session of the Fourteenth Legislature, otherwise the said agreement shall be null and void and each party shall bear its own expense in this connection.

(2) The transfer of the lands, bridge and the removal of the facilities by the Railway as provided for herein shall be subject to the obtaining any necessary approval of the Board of Transport Commissioners for Canada.

27. This agreement shall be binding upon and shall enure to the benefit of the parties hereto, their respective successors, administrators and assigns.

IN WITNESS WHEREOF the parties hereto have hereunto affixed their corporate seals, duly attested by the hands of their proper officers in that behalf, the day and year first above written.

THE CITY OF SASKATOON

Sidney Buckwold

Mayor

L. A. Kreutzweiser

City Clerk

CANADIAN NATIONAL
RAILWAY COMPANY

D. Gordon

President

J. M. Young

Assistant Secretary

APPENDIX NO. B

An Act to confirm Bylaw No. 4191 of the City of Saskatoon and to authorize The City of Saskatoon to borrow Certain Moneys.

(Assented to April 5, 1963)

WHEREAS it is desirable and expedient that the railway yard of the Canadian National Railway Company be removed from the business district of the City of Saskatoon and that the property vacated as a result of the removal be developed for business purposes; and

Whereas certain property no longer needed by the Canadian National Railway Company will be needed for use as streets and traffic facilities; and

Whereas The City of Saskatoon has negotiated a proposed agreement with the Canadian National Railway Company to facilitate such removal and incidental matters as well as settlement of financial arrangements arising therefrom; and

Whereas on the seventh day of March, 1963, Bylaw No. 4191 was finally passed by the council of the City of Saskatoon; and

Whereas by the said Bylaw No. 4191 the mayor and city clerk of The City of Saskatoon are authorized and empowered to execute under seal on behalf of The City of Saskatoon an agreement between the City of Saskatoon and the Canadian National Railway Company in the form set out in a schedule to the said bylaw; and

Whereas The City of Saskatoon has presented a petition praying that an Act be passed to ratify the said Bylaw No. 4191 and to authorize The City of Saskatoon to borrow sums of money, not exceeding in the aggregate \$3,125,000 required for the purpose of carrying out the said proposed agreement; and

WHEREAS it is expedient to grant the prayer of the said petition.

Therefore Her Majesty, by and with the advice and consent of the Legislative Assembly of Saskatchewan, enacts as follows:

Bylaw and
proposed
agreement
ratified

1. Bylaw No. 4191 of the City of Saskatoon,
A bylaw of The City of Saskatoon to authorize
the execution of an Agreement between the City
of Saskatoon and Canadian National Railway

Company, and the proposed agreement attached thereto, which bylaw was finally passed by the council of the said city on the seventh day of March, 1963, are hereby ratified, validated and confirmed in all respects and the parties thereto are authorized to carry out the terms, conditions and provisions thereof.

Borrowing
powers

2. - (1) The City of Saskatoon is hereby authorized to pass one or more bylaws to borrow the sums of \$1,600,000 and \$1,000,000, respectively, to be paid by the city to the Canadian National Railway Company, and a further sum not exceeding \$525,000 to pay its cost of implementing the said agreement, and the city is hereby authorized to repay the sums borrowed under any such bylaw or bylaws within twenty-five years after the date of the debentures issued therefor.

(2) All of the provisions of the City Act shall apply to such bylaw or bylaws except that the bylaw or bylaws need not be submitted to the vote of the burgesses or approved by The Local Government Board.

APPENDIX C

THIS AGREEMENT made this 30th day of November, 1965

BETWEEN:

THE CITY OF SASKATOON

herein called "the City"

- and -

CANADIAN NATIONAL RAILWAY COMPANY

herein called "the Railway"

WHEREAS on 9 April 1963 the parties hereto entered into an Agreement in writing pertaining, inter alia, to the commercial development of certain lands of the Railway and to the sale of certain lands and a bridge by the Railway to the City;

AND WHEREAS the parties hereto have mutually agreed to alter certain terms of the said Agreement.

NOW THEREFORE, in consideration of the premises and for good and valuable consideration, the parties covenant and agree as follows:

1. Paragraph 3 of the preamble on Page 1 is deleted.
2. The plan marked "A" attached to the Agreement is deleted and the plan marked "A" attached to this agreement is substituted for it.
3. Line 1 of clause 4(1)(d) is amended by the insertion of the words "Piers of the" immediately before the word "bridge".
4. Lines 1 and 11 of clause 4(2) are amended in each case by the insertion of the word "piers" immediately after the word "bridge".

5. Clause 6(1) is amended by changing the period to a coma, and by adding immediately after the comma the words "and to remove the bridge superstructure".

6. Clause 8(1)(b) is amended by changing the comma in line 3 to a period, and by deleting all words after the period.

7. Clause 12(a) is amended by inserting a period after the word "acres" in line 4, and by deleting all words after the period.

8. Line 1 of Clause 26(2) is amended by the insertion of the words "piers of the " immediately before the word "bridge".

It is mutually understood and agreed that this agreement is supplementary to the Agreement of 9 April 1963, and all provisions thereof shall remain in force unless inconsistent with this agreement.

IN WITNESS WHEREOF the parties hereto have caused this agreement to be executed on the day and year first above written.

THE CITY OF SASKATOON

E. J. Cole

Mayor

L. A. Kreutzweiser

City Clerk

CANADIAN NATIONAL RAILWAY COMPANY

J. M. Young

Assistant Secretary

APPENDIX D.

Gross Floor Space in Saskatoon's C.B.D. January 1, 1968

<u>Retail Business Uses</u>	(square feet)	
Food	211,550	
Clothing	132,400	
Household	103,360	
Automotive	673,414	
Variety	393,800	
Miscellaneous	<u>198,100</u>	
Sub Total		1,712,624
<u>Service, Financial and Office</u>	(square feet)	
Financial	209,230	
Service Trades	320,520	
Headquarters Office		
General Office	128,780	
Transportation	18,200	
Parking	1,113,950	
Transient Residential	<u>576,015</u>	
Sub Total		2,366,695
<u>Non C.B.D. Uses</u>	(square feet)	
Residential	418,300	
Public and Organizational	787,000	
Industrial	104,750	
Wholesale	85,000	
Vacant	<u>202,400</u>	
Sub Total		1,597,450
<u>Total</u>		<u>5,676,769</u>

Notes

1. Source, City of Saskatoon Planning Department.
2. Saskatoon's C.B.D. has been delimited using the "Central Business Index Method" as proposed by R.E. Murphy and J.E. Vance in Economic Geography, July, 1954, Map. No. 5 shows the C.B.D. boundaries as thus determined.

APPENDIX E.

Calculation of Least Squares Lines

City	Per Capita Income (x)	Percent of per capita income spent on retail (Y)	(X)(Y)	X ²	Y ²
St. Johns	1300	52.0	67,600	1,690,000	2705
Halifax	1670	49.8	83,200	2,785,000	2480
Quebec	1408	53.0	74,600	1,982,000	2810
Montreal	1864	50.1	93,400	3,470,000	2510
Ottawa	2210	45.4	100,300	4,880,000	2060
Toronto	2350	48.1	113,000	5,520,000	2310
Winnipeg	1820	50.2	91,400	3,310,000	2520
Regina-Saskatoon	1746	52.6	91,800	3,050,000	2770
Edmonton	1800	53.3	96,000	3,240,000	2840
Vancouver	<u>2015</u>	<u>52.2</u>	<u>105,100</u>	<u>4,060,000</u>	<u>2720</u>
Total	18,183	506.7	916,400	33,987,000	25,725

$$b = \frac{N \sum XY - (\sum X)(\sum Y)}{N \sum X^2 - (\sum X)^2}$$

$$= \frac{10(916,400) - (18183)(506.7)}{10(33,987,000) - (18183)^2}$$

$$= \frac{9,164,000 - 9,213,326}{339,870,000 - 330,621,489}$$

$$= \frac{-49,326}{9,249,000}$$

$$= -.00533$$

$$a = \frac{\sum Y - b \sum X}{N}$$

$$= \frac{506.7 + (.00533)(18183)}{10}$$

$$= \frac{506.7 + 96.8}{10}$$

$$= \frac{603.5}{10}$$

$$= 60.35$$

$$Y = 60.35 - .00533x$$

Coefficient of Correlation = r

$$\begin{aligned}
 r &= \frac{\sum xy}{\sqrt{(\sum x^2)(\sum y^2)}} \\
 &= \frac{916,400}{\sqrt{34 \times 10^6 \times 2.6 \times 10^6}} \\
 &= \frac{916,400}{9.4 \times 10^5} = \frac{9.164 \times 10^5}{9.4 \times 10^5} = .975
 \end{aligned}$$

Coefficient of determination = r^2

$$r^2 = .975^2 = .95$$

ie. 95% of the variation is explained by the least square line.

Notes.

1. Source of data: Canadian Statistical Review, June, 1967.

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BIBLIOGRAPHYBooks

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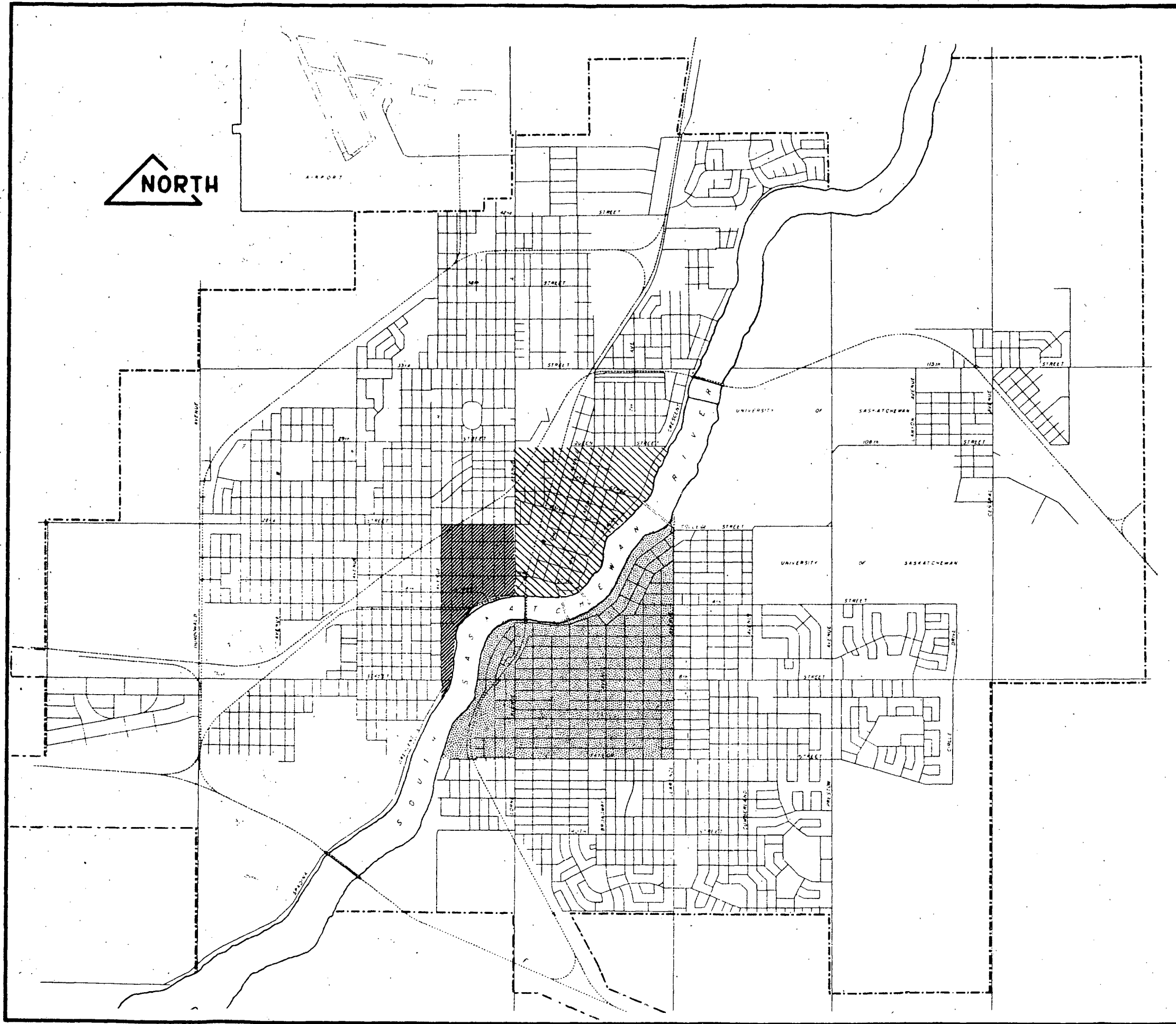
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Tweddell, I.W., Proposals for the Relocation and Rearrangement of Railway Lines and Installations in the City of Saskatoon, Saskatchewan. Unpublished M.Sc., thesis, University of Manitoba, 1961.



CITY OF
SASKATOON

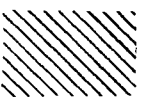
Map
No.
1

J.M. Lainsbury, 1968

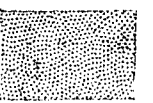
MUNICIPAL BOUNDARYS
PRE 1906

Legend:

Town of
Saskatoon



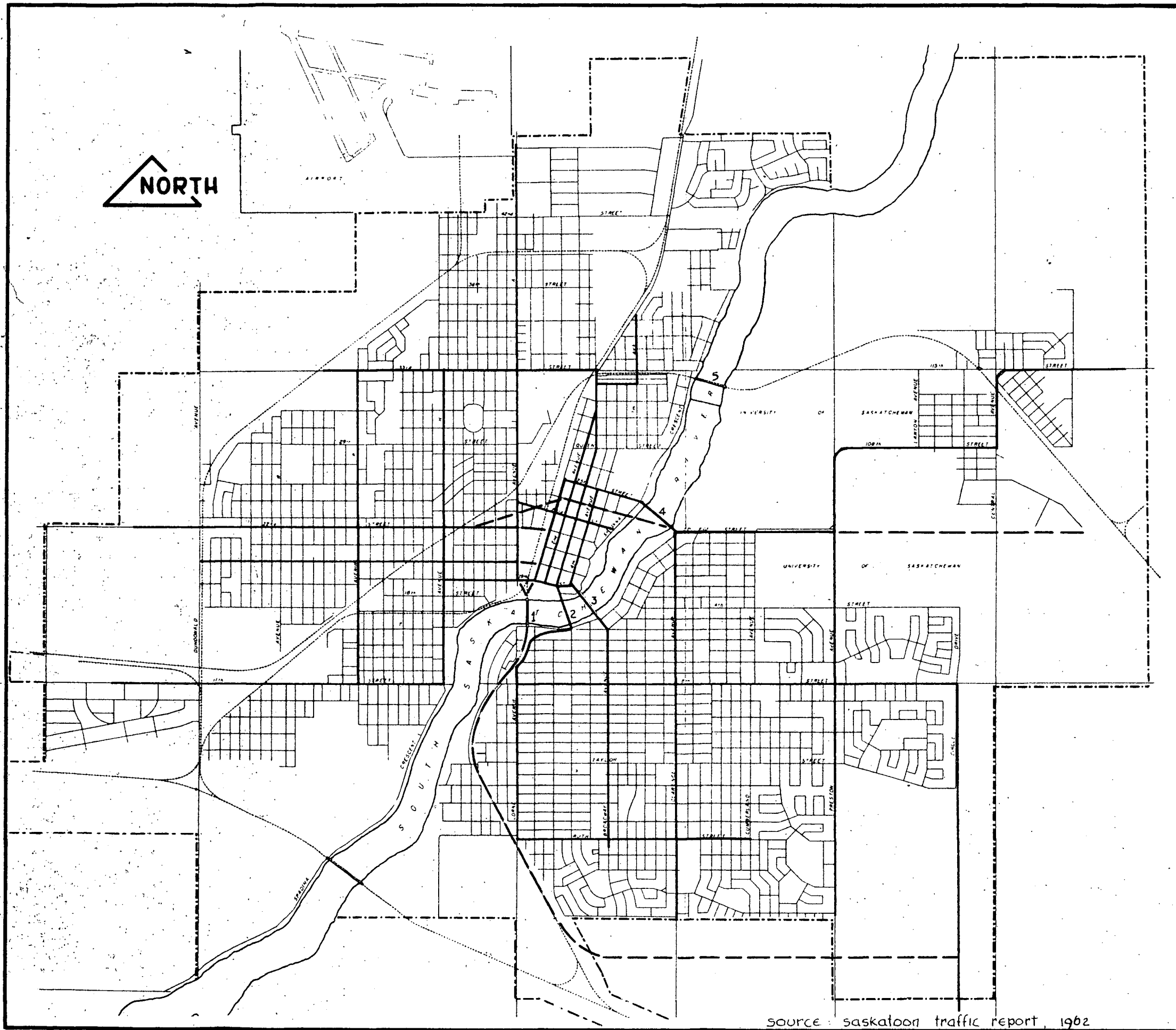
Village of
Nutana



Village of
Riversdale



scale: 1" = 3500'



CITY OF
SASKATOON

Map
No.
3

J. M. Lainsbury, 1968

MAJOR ARTERIAL STREET SYSTEM AND BRIDGES

Legend:

Arterials

existing (1962)

proposed

Bridges :

cnr

1

19th street

2

broadway

3

university

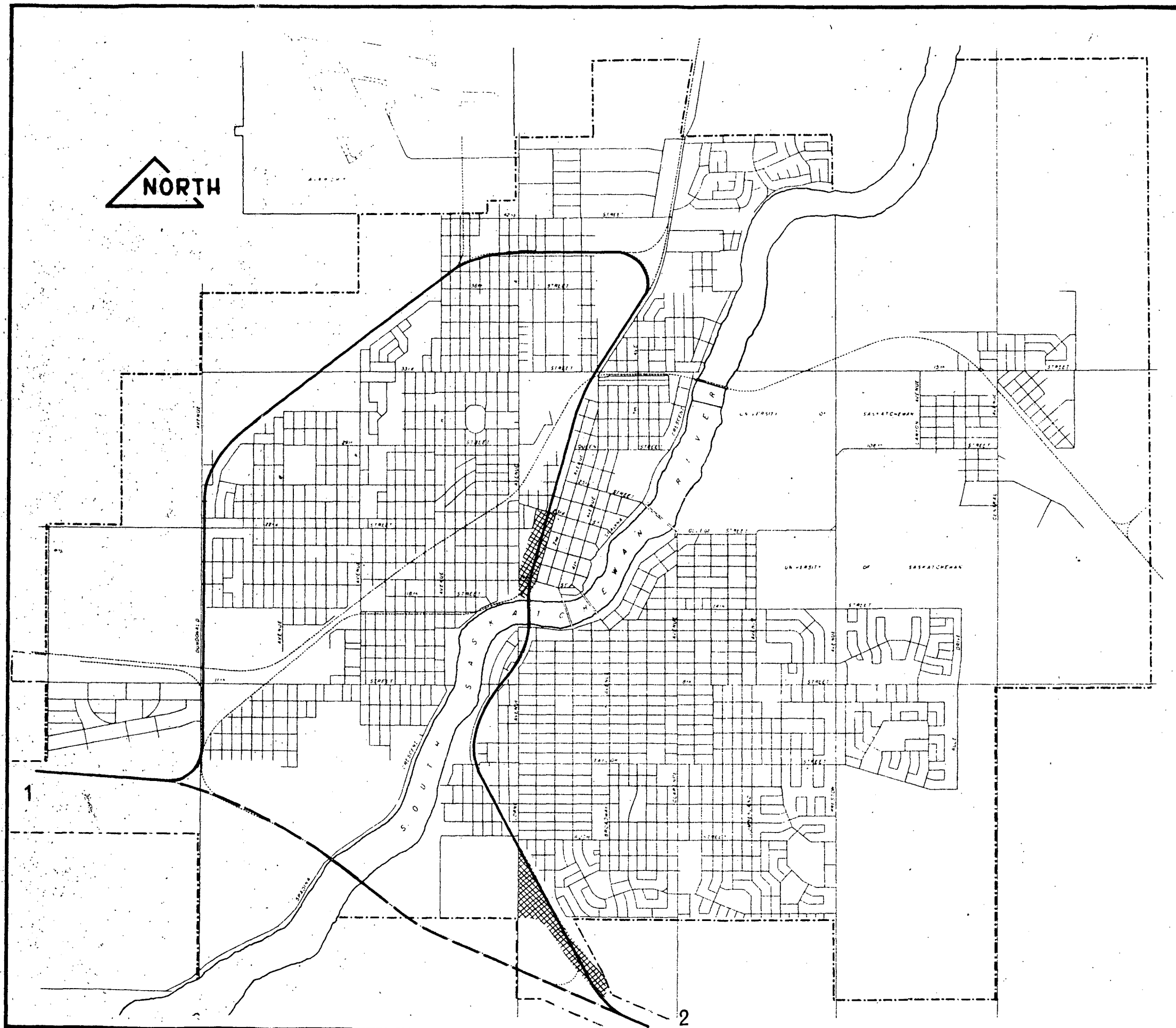
4

cpr

5

scale: 1" = 3500'

source: saskatoon traffic report, 1962



CITY OF
SASKATOON

Map
No.
4

J. M. Lainsbury, 1968

LOCATION OF
CNR OPERATIONS
1962

Legend:

CNR mainline

pre-relocation

post-relocation

Yards

Proposed new
yard locations

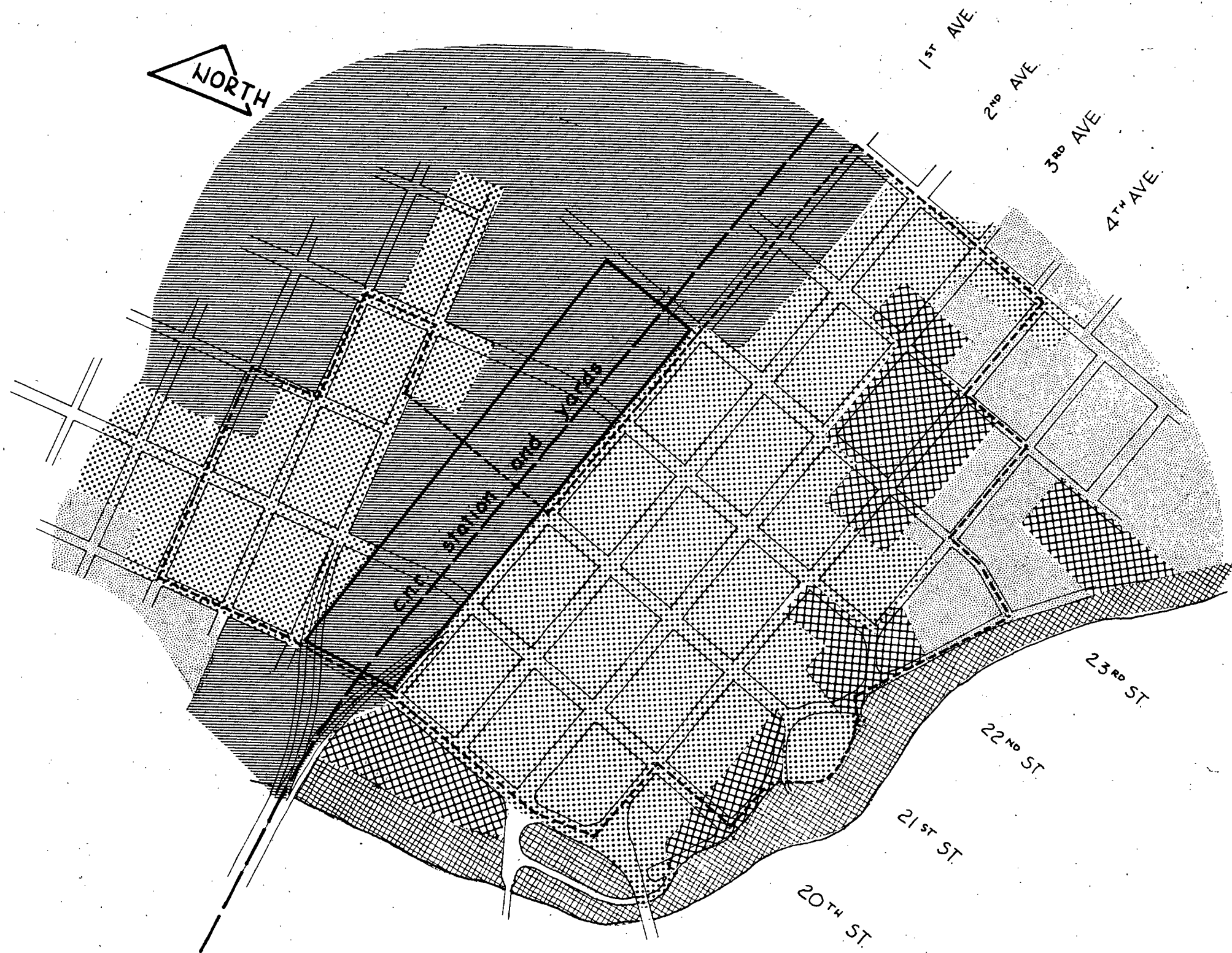
chappell

1

south nutana

2

scale: 1" = 3500'



CITY OF
SASKATOON

Map
No.

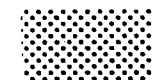
5

J. M. Lainsbury, 1968

SCHEMATIC
LAND USE,
DOWNTOWN AREA
1962

Legend:

Commercial



Industrial



Institutional



Residential

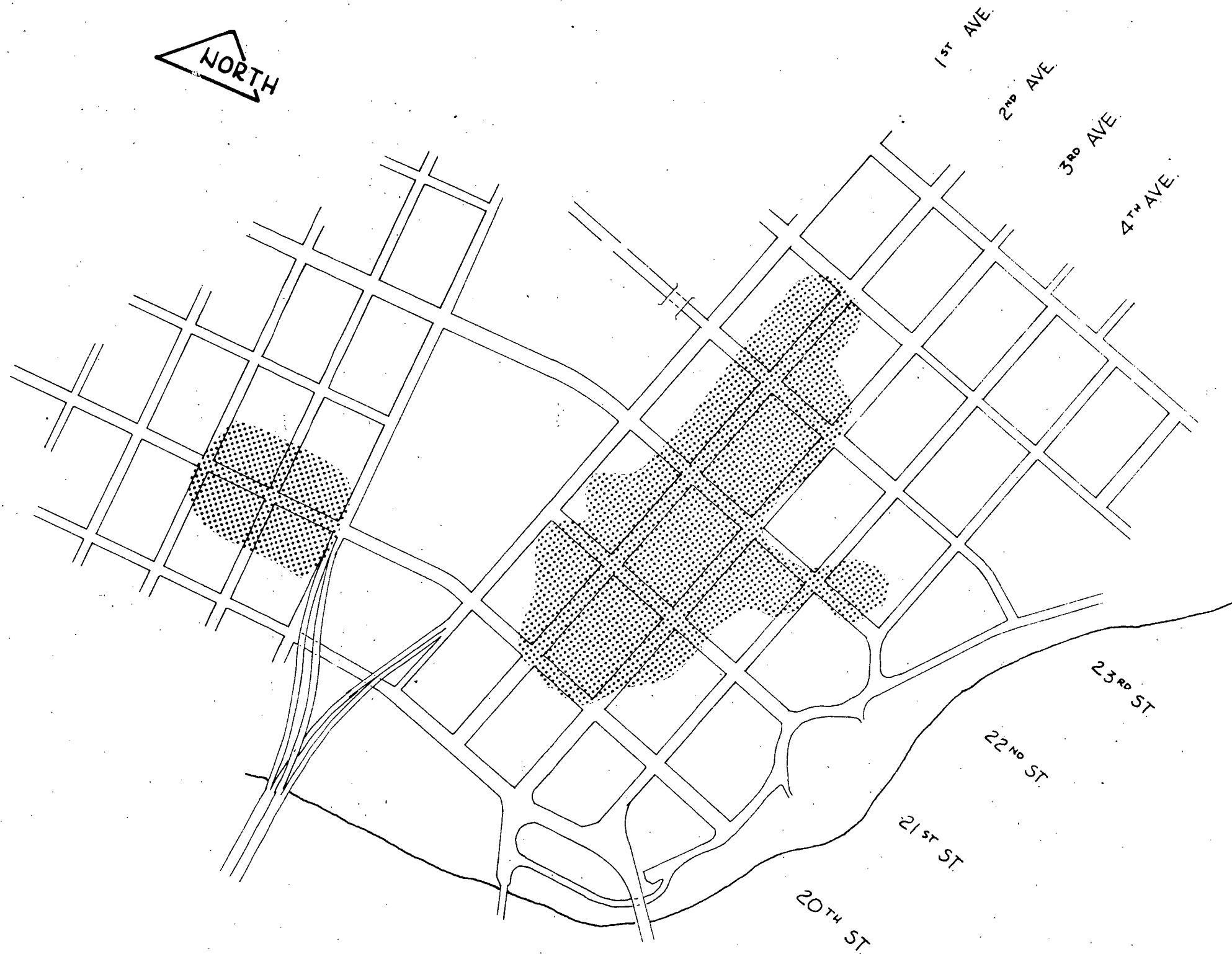


Park



scale : 1" = 600'

source : saskatoon housing report, 1961.



CITY OF
SASKATOON

Map
No.

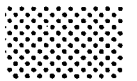
6

J. M. Lainsbury, 1968

PREDOMINANT
RETAIL LOCATIONS
IN THE C.B.D.

Legend:

Retail, 1968



scale : 1" = 600'

CITY OF
SASKATOON

Map
No.
7

J. M. Lainsbury, 1968

LIMIT OF
BUILT UP AREA

Legend:

1915

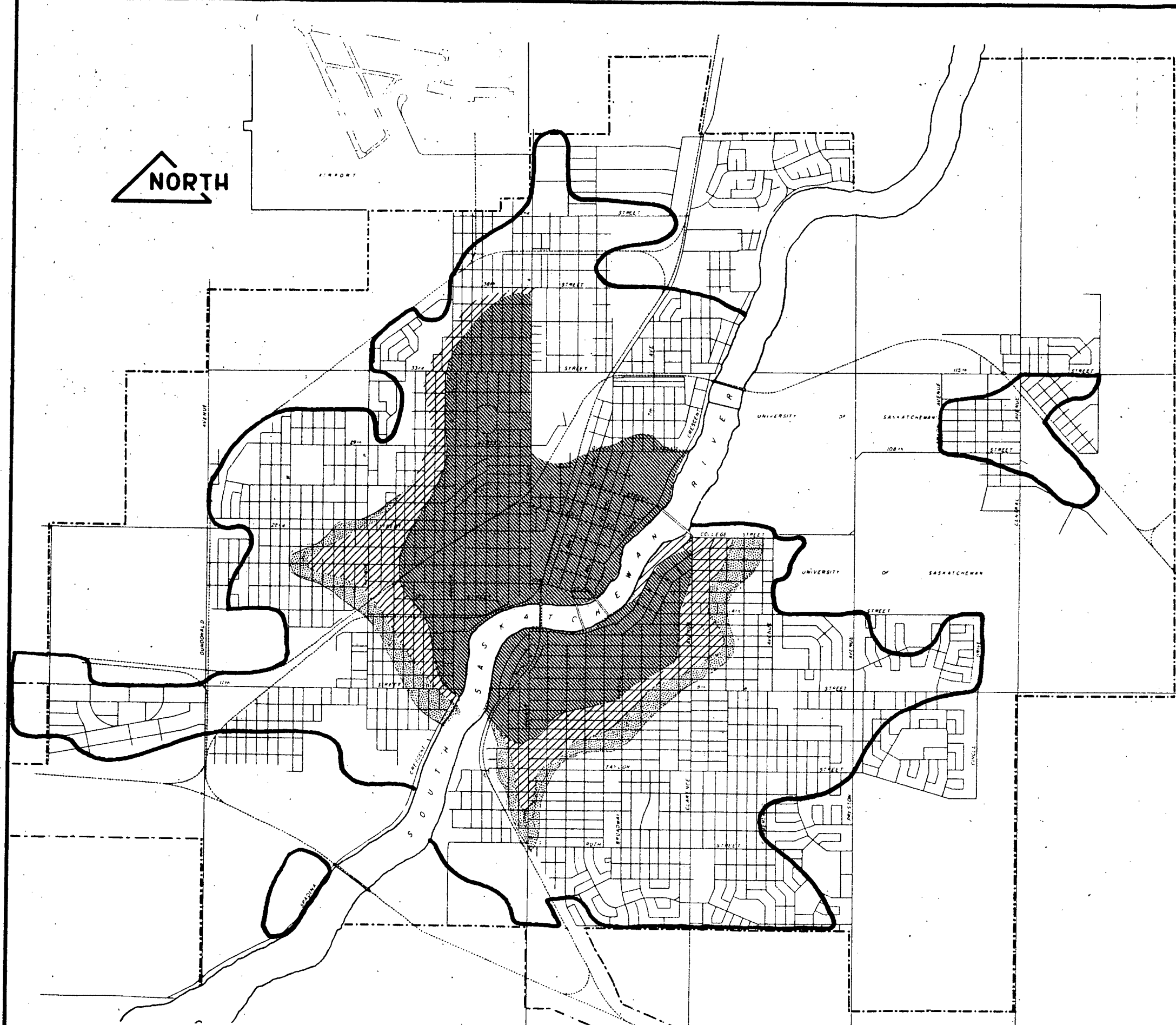
1930

1945

1960



scale: 1" = 3500'

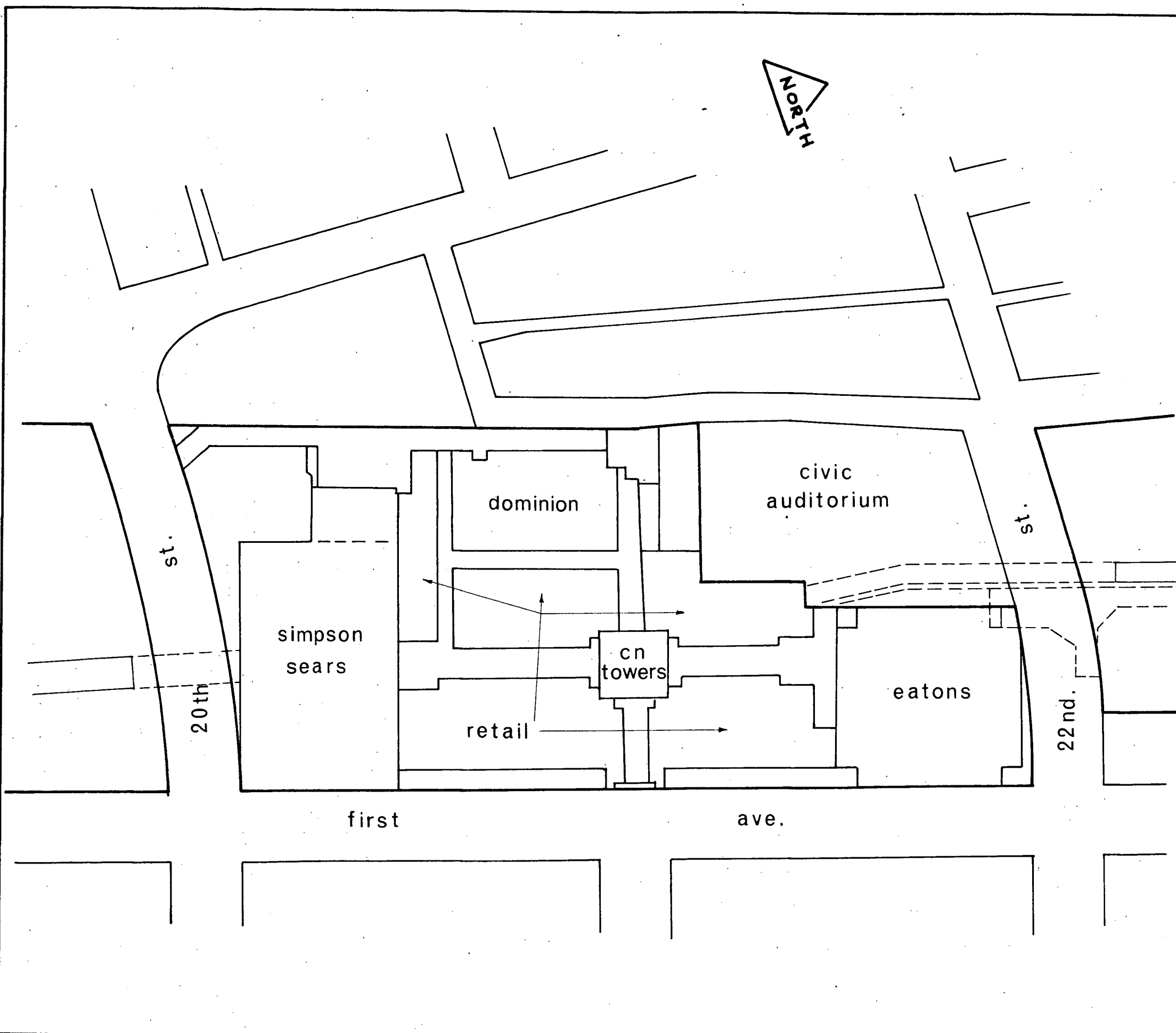


CITY OF
SASKATOON

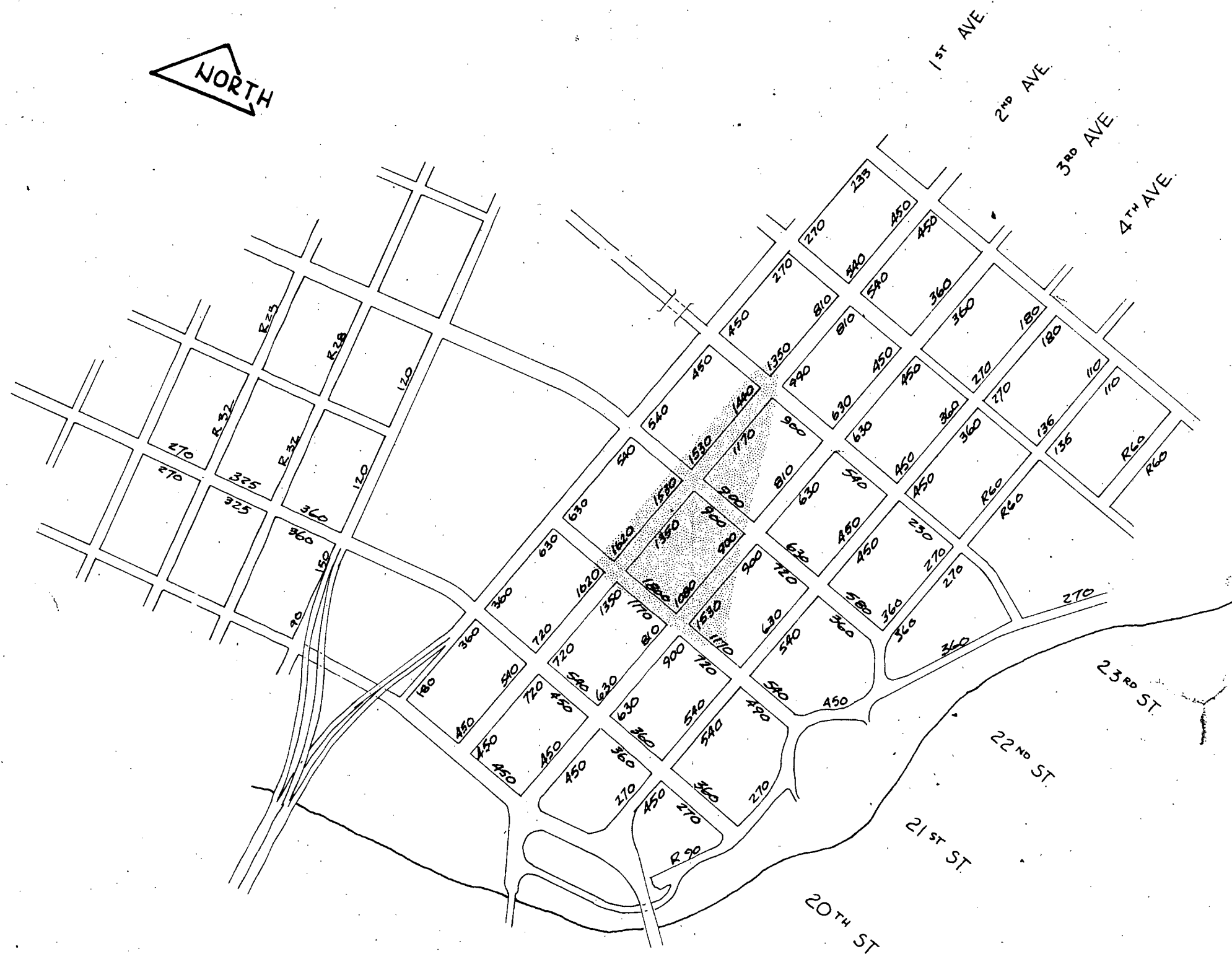
Map
No.
8

J M Lainsbury, 1968

PROPOSED
REDEVELOPMENT
PLAN



not to scale



source : city of saskatoon assessment department

CITY OF
SASKATOON

Map
No.

9

J. M. Lainsbury, 1968

CURRENT ASSESSMENT
IN THE C.B.D.

Legend:

Assessed dollar
value per front foot 1080

Residence rate R 60

High assessment
triangle



scale : 1" = 600'

CITY OF
SASKATOON

Map
No.

10

J. M. Lainsbury, 1968

SPATIAL
IMPLICATIONS
OF IMPACT OF
MIDTOWN PLAZA

Legend:

Midtown Plaza:
stage I
extension



Auditorium



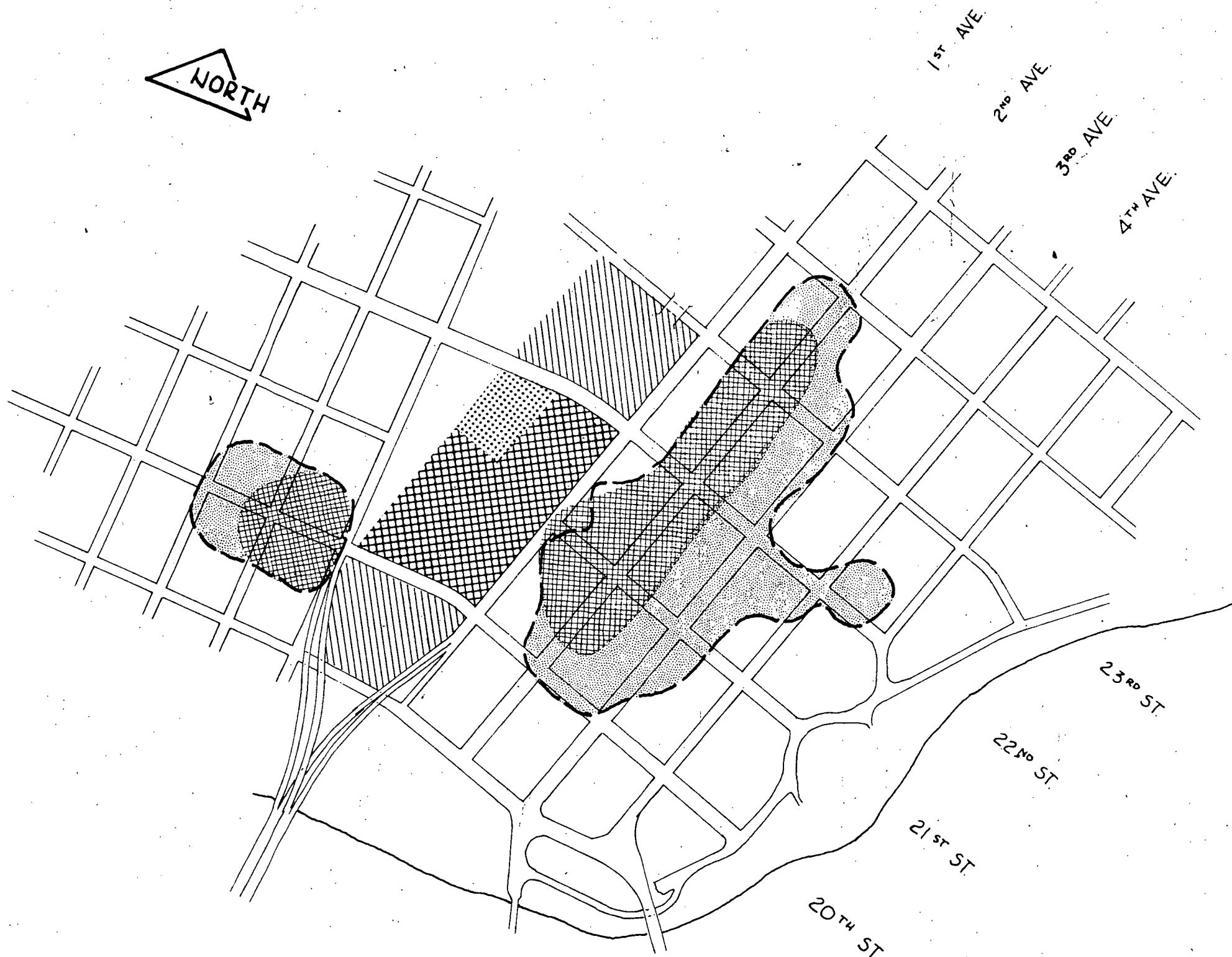
Existing retail



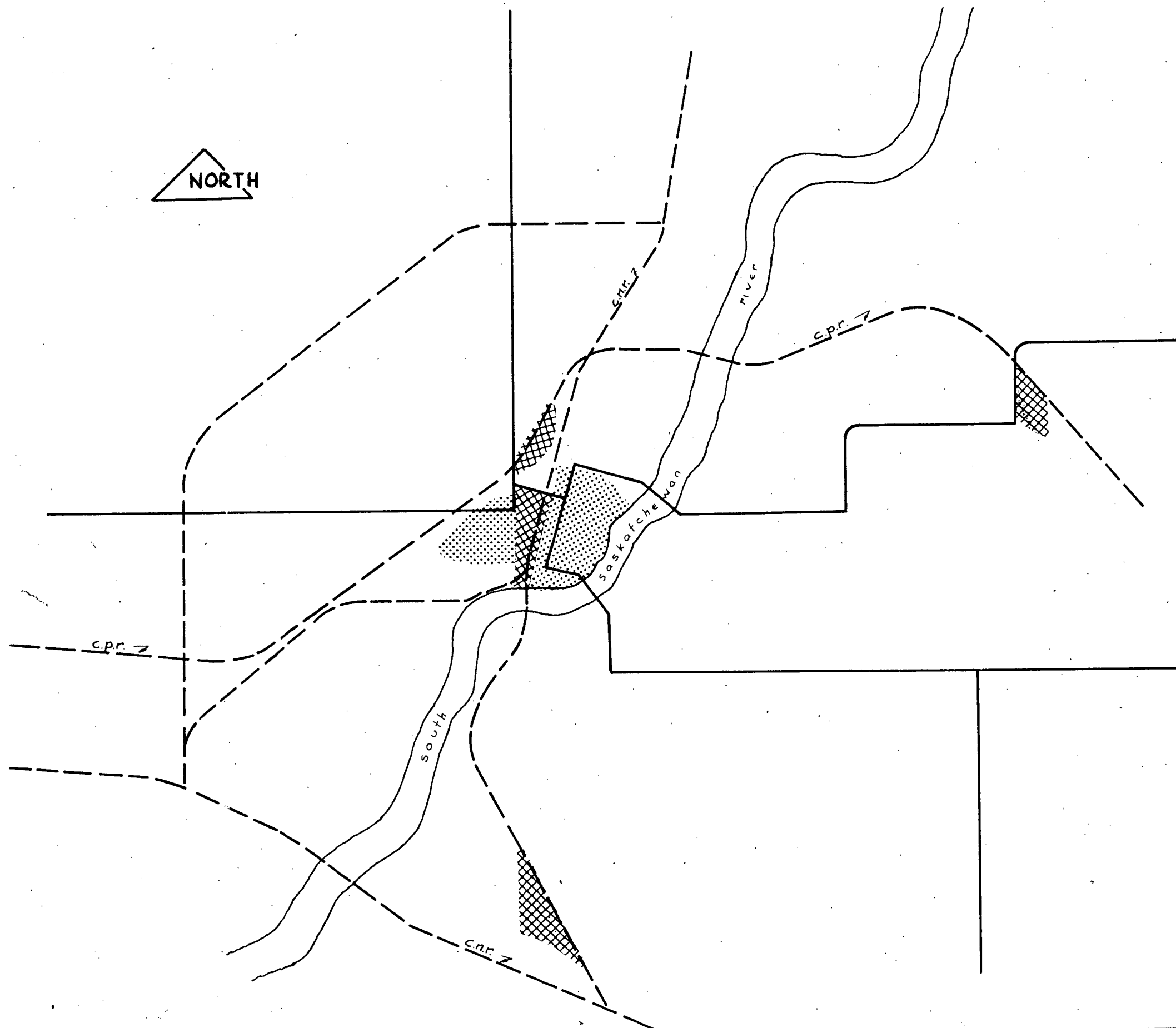
Redistributed retail



Area susceptible to
vacant retail space
1970 - 1978



scale : 1" = 600'



CITY OF
SASKATOON

Map
No
11

J. M. Lainsbury, 1968

SCHEMATIC LAND USE
DOWNTOWN AREA

Legend:

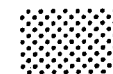
Railway



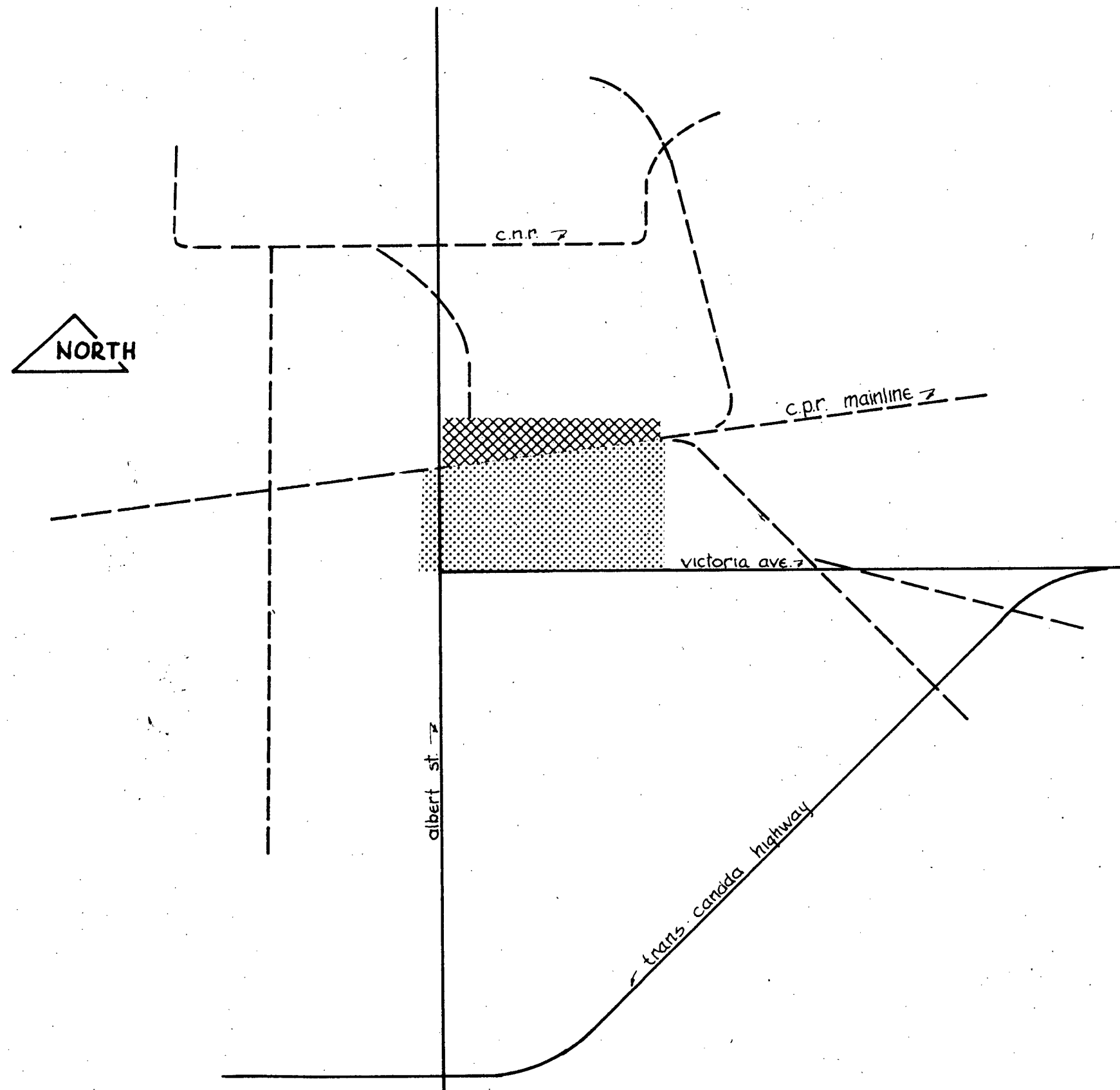
Highway



Commercial



not to scale






CITY OF
REGINA

Map
No.
12

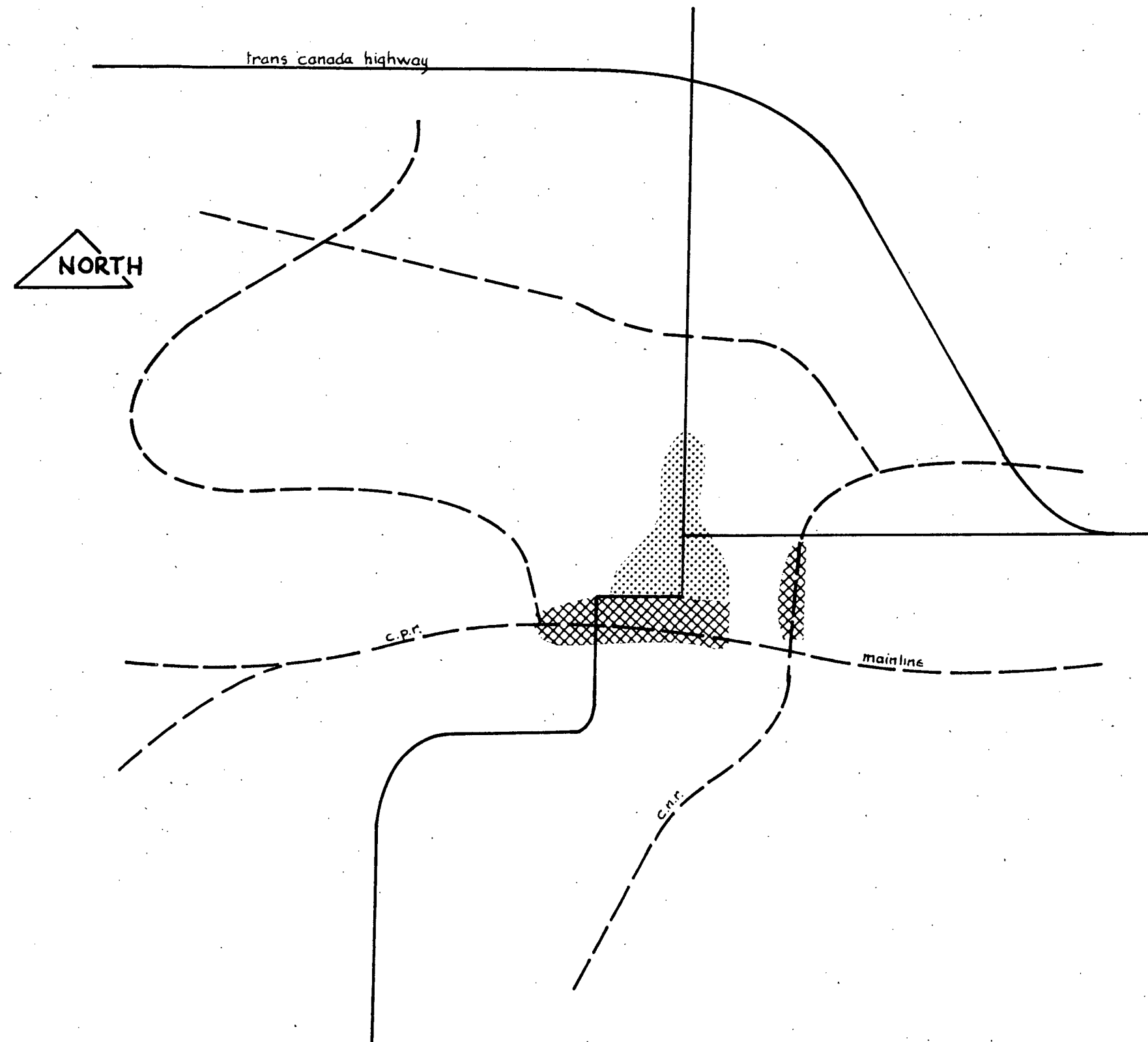
J. M. Lainsbury, 1968

SCHEMATIC LAND USE
DOWNTOWN AREA

Legend:

- Railway 
- Highway 
- Commercial 

not to scale



CITY OF
MOOSE JAW

Map
No
13

J. M. Lainsbury, 1968

SCHEMATIC LAND USE
DOWNTOWN AREA

Legend:

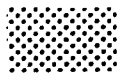
Railway



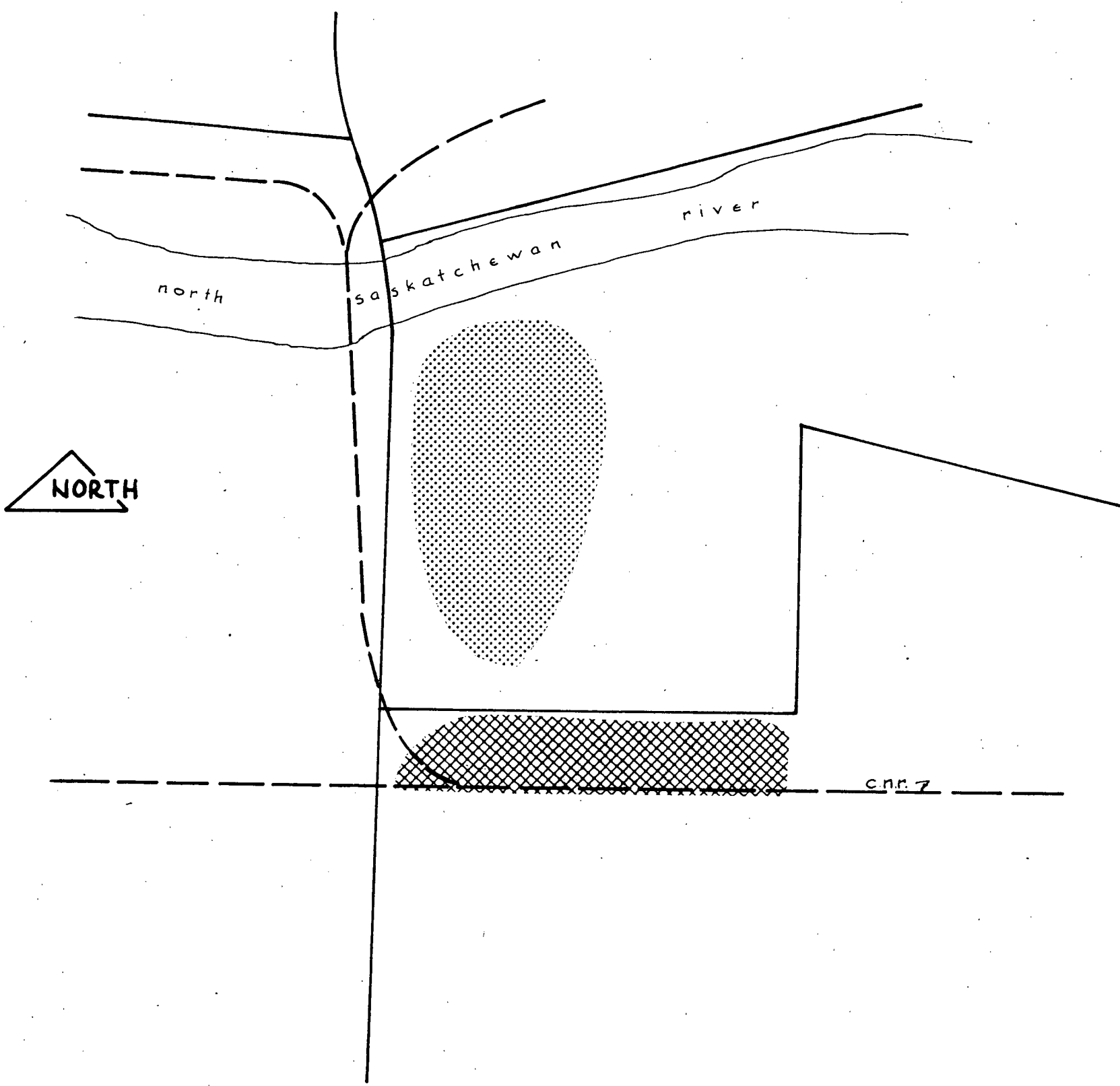
Highway



Commercial



not to scale



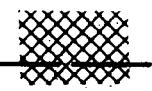


CITY OF
PRINCE ALBERT

Map
No
14

J. M. Lainsbury, 1968

SCHEMATIC LAND USE
DOWNTOWN AREA

Legend:

- Railway 
- Highway 
- Commercial 

not to scale

CITY OF
SWIFT CURRENT


Map
No
15

J. M. Lainsbury, 1968

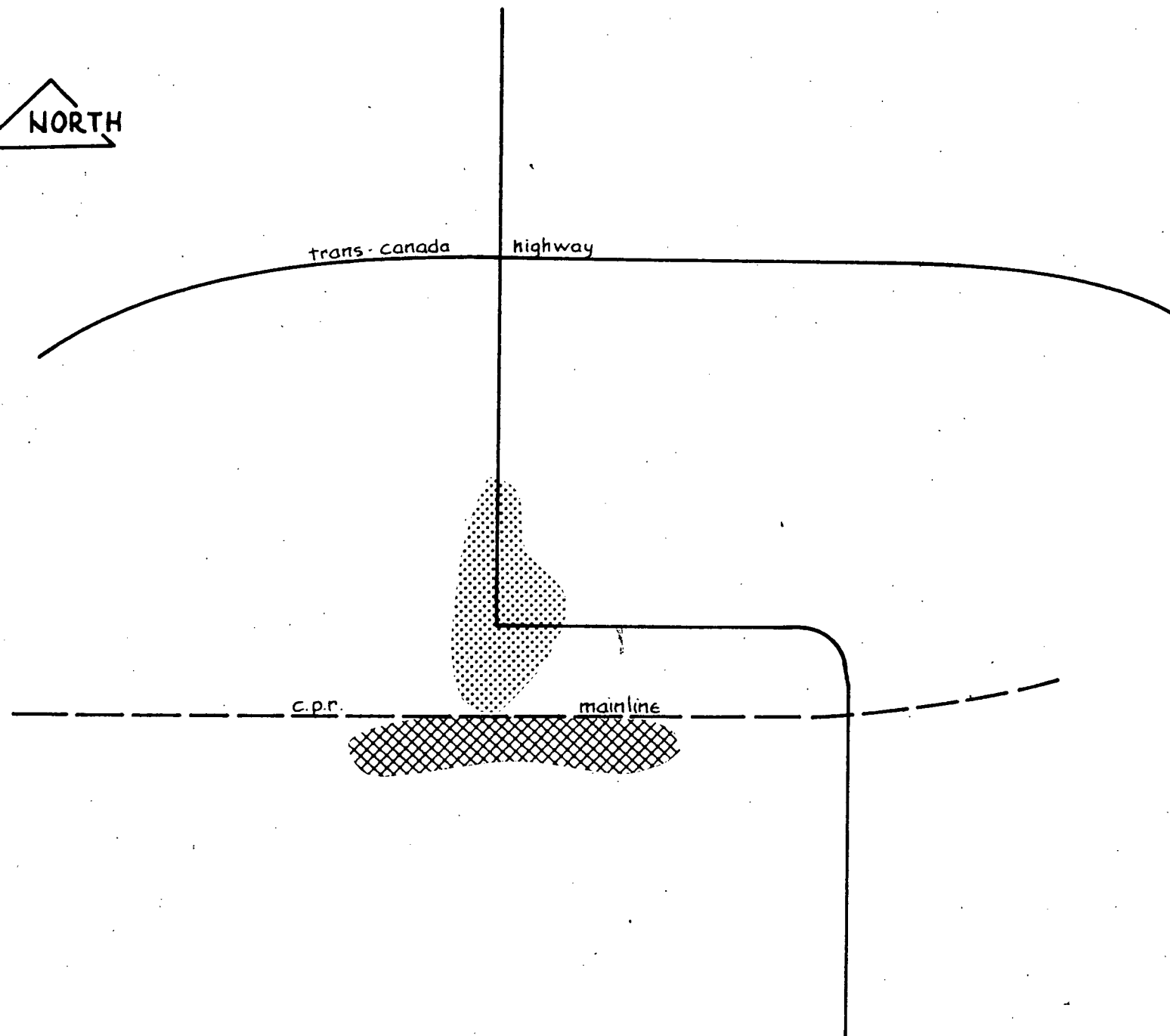
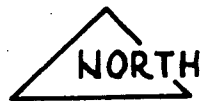
SCHEMATIC LAND USE
DOWNTOWN AREA

Legend:

Railway 

Highway 

Commercial 



not to scale