



## **OFFICIAL COMMUNITY PLAN**

# **PART B.4**

## **Regina Downtown Neighbourhood Plan**



# TABLE OF CONTENTS

## Contents

Regina OCP – Part B .....	1
<b>PART 1 INTRODUCTION.....</b>	<b>1</b>
1.0 Plan Approval Process .....	1
1.1 Purpose and Objectives .....	1
<b>PART 2 The Downtown Neighbourhood Plan .....</b>	<b>3</b>
2.1 The Importance of a Great Downtown.....	3
2.2 Elements of a Successful Downtown Regina.....	4
2.2.1 Embracing the Winter City.....	4
2.2.2 A Resilient and Diverse Residential Population .....	4
2.2.3 Inviting Public Spaces.....	4
2.2.4 A Clear Identity .....	5
2.2.5 Pedestrian-Oriented .....	5
2.2.6 Appropriate Density.....	5
2.2.7 A Creative Sector Anchor.....	6
2.2.8 Accessible Movement Options .....	6
2.3 Vision and Principles .....	6
2.3.1 Vision Statement.....	6
2.3.2 Principles .....	8
2.4 Conceptual Neighbourhood Plan .....	10
2.5 Plan Policy Interpretation.....	12
2.6 Action Plan and Implementation Strategy Interpretation .....	13
<b>PART 3 PUBLIC REALM FRAMEWORK.....</b>	<b>14</b>
3.1 Purpose and Objectives .....	14
3.2 Creating a Successful Public Realm.....	14
3.2.1 Safety .....	15
3.2.2 Wayfinding .....	16
3.2.3 Accessibility .....	17
3.3 Streetscapes and Rights-of-Way .....	18
3.3.1 Heritage Streetscapes .....	19
3.3.2 General Streetscape Elements .....	21
3.3.3 Streetscape Typologies .....	22
3.3.4 Crosswalks .....	24
3.3.5 Transit Facilities .....	25
3.3.6 Bicycle Infrastructure .....	28
3.3.7 Public Street/Building Interface .....	30
3.4 Open Spaces.....	33
3.4.1 Open Space Types.....	33
3.4.2 Civic Heart Type .....	36
3.4.3 Plaza Type.....	40
3.4.4 Pocket Park Type .....	44
3.4.5 Mid-block Connections and Linkages Type.....	46
3.5 Visual Prominence .....	49
3.5.1 Visual Prominence Types .....	49
3.5.2 Gateway Type.....	51

3.5.3	View Type .....	53
3.5.4	Landmark Frontages Type .....	54
<b>PART 4</b>	<b>BUILT FORM FRAMEWORK.....</b>	<b>56</b>
4.1	Purpose and Objectives .....	56
4.2	General Design Standards .....	58
4.3	Heritage Standards .....	59
4.3.1	Heritage Objectives .....	59
4.3.2	Heritage Guidelines for the Victoria Park Heritage Conservation District.....	61
4.3.3	Downtown Heritage Standards.....	64
4.4	Urban Structure .....	65
4.4.1	Character Framework .....	65
4.4.2	Precinct Character Areas .....	65
4.4.3	Built Form Character Areas .....	66
4.4.4	Frontage Condition.....	69
	Build-to Lines and Build-to Ranges.....	69
4.4.6	Street Wall Height.....	69
4.4.7	Climate Controlled Pedestrian Linkages.....	70
	Policy 33: 71	
4.4.8	Parking .....	71
4.4.9	Building Height and Density.....	72
4.5	Bonusing Framework .....	73
4.5.1	Bonusing Eligibility Criteria.....	73
4.5.2	Bonusable Community Amenities Evaluation .....	73
4.5.3	Bonusable Community Amenities List.....	74
<b>PART 5</b>	<b>ACTION PLAN.....</b>	<b>75</b>
5.0	Introduction .....	75
5.1	The 8 Big Moves.....	76
5.2	Action Items .....	78
	Leadership .....	78
	Neighbourhood.....	78
	Business 78	
	Culture 78	
	Transportation.....	79
5.3	Implementation Strategy .....	79
	<b>APPENDIX 1: PLAN BACKGROUND .....</b>	<b>80</b>
	Plan Development Process.....	82
	Phase 1: Project Kick-Off and Background Research.....	82
	Phase 2: Visioning + Concept Plan Development.....	82
	Phase 3: Development of Action Plans .....	83
	Phase 4: Presentation of Action Plans .....	83
	Phase 5: Final Downtown Plan.....	84
	Conditions, Constraints, and Opportunities .....	84
	Existing Conditions .....	84
	Constraints .....	85
	Opportunities .....	86
	Beyond Costing the Plan: Understanding the Plan as an Economic Development Tool.....	86
	<b>APPENDIX 2: STREETScape TYPOLOGIES .....</b>	<b>88</b>

<b>APPENDIX 3: DESIGN GUIDELINES FOR CLIMATE CONTROLLED PEDESTRIAN LINKAGES.....</b>	<b>98</b>
1.0 Introduction.....	98
2.0 General Design Principles.....	98
3.0 Design Guidelines .....	98
<b>APPENDIX 4: URBAN DESIGN GLOSSARY .....</b>	<b>101</b>

## **Regina OCP – Part B**

### **Part B.4 –Regina Downtown Neighbourhood Plan**

## **PART 1 INTRODUCTION**

### **1.0 Plan Approval Process**

In the fall of 2007, the Office for Urbanism, in association with UMA, Goldsmith Borgal & Company Architects, and urban Metrics, was retained by the City of Regina to create a new downtown plan. Plan preparation included extensive community consultation, current policy context assessment, and best practices research and analysis.

On September 21, 2009, City Council considered the “Regina Downtown Neighbourhood Plan: Walk to Work” (August 31, 2009 draft) and directed the Administration to prepare a by-law amending Part G of the Regina Development Plan By-law No. 7877 (Official Community Plan). The Administration has put Council’s instructions into effect through the preparation of the Regina Downtown Neighbourhood Plan By-law.

### **1.1 Purpose and Objectives**

The purpose of the new Regina Downtown Neighbourhood Plan (the Plan) is to effectively guide future growth and strategic investment into infrastructure, development, and urban design for the next 20 years. Downtown Regina includes the area within the following boundaries: CPR railway line to the north; Osler Street to the east; 13th Avenue to the south; and Angus Street to the west, (see Figure 1.1). The Plan sets the stage for great urban living by creating a complete Downtown community; enhancing the role of the Downtown as the heart of Regina, the Capital City of Saskatchewan; and creating a clearer sense of place through strong urban design. To do so, the continued strength of the existing employment base is identified as a key asset upon which the future of Downtown Regina needs to be built.

The Plan identifies a number of strategies to direct decision-making related to infrastructure, development, programming, policy, and urban design investments that reflect the new Vision for Downtown Regina that was developed through an extensive public consultation process.

Specific objectives of the Plan are as follows:

- a) To fulfill the mandate of the official community plan Downtown policies, including Downtown’s function as a unique place with a one-of-a-kind retail area, as a residential community, as an economic centre, as an accessible place, and as a key element of city life.
- b) To determine current and future potential for development within the Downtown.
- c) To update and re-articulate the community Vision for Downtown Regina.
- d) To create a framework for development and land use with associated actions and policies for implementation, including recommendations for infrastructure and urban design enhancements.
- e) To identify a residential strategy and associated actions that consider Downtown’s relationship with existing communities.
- f) To create a 10-year public realm and open space strategy that adds to and enhances the existing public realm and open space systems.

- g) To celebrate the historical and heritage aspects of Downtown Regina through the articulation of heritage protection policies.
- h) To recommend alternative parking management approaches and transit realignments for better Downtown movement and accessibility.
- i) To create a cultural activity hub that will inspire creativity and innovation.

These objectives will be met through the Plan’s urban design guidelines and standards for physical change articulated within the Public Realm and Built Form frameworks. The Plan will be implemented through an Action Plan, which expresses the main objectives of the plan.



**Figure 1.1:** Boundaries of Downtown Regina

In instances where there is conflict between this Plan and Official Community Plan Part B.21 – Saskatchewan Drive Corridor Plan, the Corridor Plan will prevail. **[Bylaw 2024-52]**

## **PART 2 The Downtown Neighbourhood Plan**

### **2.1 The Importance of a Great Downtown**

*“We shape our buildings, and afterwards our buildings shape us”.*

*– Winston Churchill*

Great cities have great downtowns. A great downtown is memorable and dramatic; life is played out on its streets. A great downtown is the drum that sets the rhythm of the city; there is a unique tune to every place. A great downtown draws people in; it inspires, energizes, and tells the story of the people who inhabit it - their dreams, aspirations, where they have been, and who they are becoming.

Downtown, in a multitude of ways, is the heart of the city. It is the preeminent civic, cultural, and commercial district. Urbanists, architects, sociologists, environmentalists, philosophers, and countless public intellectuals have observed that an intelligently designed downtown fosters the development of the most resilient and creative community in the city; one characterized by elements acting individually and in combination, that engender and sustain a high quality of life.

Thriving downtown areas facilitate vibrant cultural activities and commerce, attract tourists, incubate local independent businesses, accommodate a variety of lifestyle choices, make efficient use of existing municipal services and infrastructure, and offer a place for all to be. These attributes are unique to well-designed downtown areas because downtowns have the necessary population density, mix of uses, variety of activities, pedestrian charm, built quality, and sense of place that enables this vitality.

In an era when we are becoming increasingly aware of the unsustainable nature of suburban, sprawling, automobile dependent environments, great downtowns offer both an ancient and a new hope: a place where we can live in safe communities that allow us to undertake all of the activities of daily life - work, school, leisure - on a smaller geographical footprint and on foot.

Downtown Regina’s opportunity is to become the great destination of Regina. By developing a truly pedestrian-oriented environment that is also unique from the rest of the city, living life on foot becomes a luxurious opportunity for all. The Regina Downtown Neighbourhood Plan offers a vision for a lifestyle that is more active and interactive; more entertaining and stimulating; more diverse and yet more identifiable as the national and international icon of the City.

## **2.2 Elements of a Successful Downtown Regina**

### **2.2.1 Embracing the Winter City**

It is possible to have active streets year-round in a Winter City. To do so it is necessary to embrace winter weather. In Winter Cities where winter is respected and celebrated, people prepare for winter by wearing proper weather protection, and by designing uses, open space systems, and forms of movement that acknowledge the need for frequent moments of reprieve from the weather.

The urban environment must comfortably accommodate people on the streets in all seasons. This can be achieved through the effective and efficient maintenance of the streets such as removing snow from all sidewalks and roads. It can also be addressed through urban design measures that mitigate wind, snow, and cold, as well as through building designs and land use planning decisions that explicitly seek to shelter people from winter conditions.

For example, providing a continuous building frontage at the edge of a street, with awnings that shelter a sidewalk, as well as multiple entrances, presents a significantly different winter condition, with fewer negative impacts, than walking through surface parking lots, which provide no shelter and provide no opportunity for reprieve. It is possible to plan to minimize these negative experiences, thereby making the Winter City less harsh.

Providing spaces that can be used for winter celebration is essential to creating a culture that uses winter to define its distinction. Flexible civic spaces that can be programmed for festivals year-round exist elsewhere. These festivals are celebrations, important tourist attractions, and cultural rituals - and they usually take place within these cities' downtowns.

### **2.2.2 A Resilient and Diverse Residential Population**

Many North American cities recognize the tremendous demand for downtown living, particularly from among the increasing numbers of young professionals, empty nesters, and students who want to live in proximity to employment, unique shops, theatres, museums, bars, and restaurants. Most thriving downtowns are comprised of such a demographic.

A downtown neighbourhood provides a stable critical mass of people who in turn provide a market for retail districts, commercial office space, entertainment venues, and recreational destinations. This critical mass should be comprised of a diverse population characterized by a range of ages and socio-economic groups, making it feasible to establish a high diversity of downtown activities, niche-markets, and service options.

To support a diverse residential neighbourhood, a variety of housing types and employment opportunities are also necessary, as are neighbourhood amenities such as public schools. The housing stock should accommodate residents from all income levels who want to live downtown at any point in their life cycle. Diverse residential neighbourhoods in proximity to the downtown will benefit from nearby shopping, entertainment, and dining options. Correspondingly, downtown areas will benefit from the supplementary influx of pedestrian traffic supplied by adjacent neighbourhood inhabitants and by transit users who are attracted to the downtown's activities, shops, and other amenities.

### **2.2.3 Inviting Public Spaces**

Designed correctly, public spaces provide opportunities for improving the quality of life for those who work, live, and visit the downtown. Public spaces inspire people to walk and to linger downtown. They offer opportunities for reinvestment; serve as the primary locations for civic



assembly to celebrate, protest, or mourn; accommodate a variety of seasonal events including concerts, festivals and artisan displays; provide a safe and inviting locale; and offer street level storefront activity opportunities in adjacent surrounding buildings.

#### **2.2.4 A Clear Identity**

Downtown becomes memorable when it possesses a clear visual identity; an identity that functions as a symbol of place and of city. Identity is a part of the distinction of a place, distinction that attracts people to live, work, and play. A cornerstone of placemaking is the protection and enhancement of the authentic, unique, and memorable qualities that distinguish an area and define its identity, such as heritage, natural features, and architecture.

Architectural landmarks not only contribute to creating a sense of place and history through distinctive details, materials, and spaces, they also offer opportunities for adaptive reuse and integration into the downtown's fabric. They increase economic value for residential tenants and business owners alike, and they become tourist attractions. The city's built form, expressed through the skyline, is a key part of its visual identity. The unique mix of heritage buildings in a downtown setting tell the story of a place over time, a story that is as specific and unique as the visible historic fabric.

Identity can be heightened through a distinctive wayfinding and signage strategy that connects downtown destinations and provides convenient navigation between places.

#### **2.2.5 Pedestrian-Oriented**

Walking is the most affordable, equitable, and sustainable of all forms of transportation and is essential both as a means of movement and as a form of recreation. It should be supported by the built form of the urban environment, as well as with safe and comfortable connections between downtown destinations. This will inspire people to walk.

Quality of life and community development are associated with, and directly affected by, pedestrian activity. Pedestrian-oriented urban places are critical, since they generate a lively streetscape and reason for people to interact with each other and contribute to the landscape of civic life. Local businesses and restaurants located in an urban setting rely on walk-by customers. By locating commercial amenities within walking distances, it becomes possible to shape the built environment and social infrastructure in a way that enhances pedestrian movement and in a form that ultimately reduces dependence on the automobile for short journeys.

#### **2.2.6 Appropriate Density**

In order for a range of commercial, institutional, and cultural amenities, as well as public transit, to be viable in the downtown, a critical mass of people is required. If densities are too low, businesses will not survive. If densities are too high, or inappropriately configured throughout an urban landscape, infrastructure will be insufficient and new development will detract from, rather than contribute to, the urban fabric. More specifically, if too much density is accommodated on limited sites in the short-term, many other sites that are currently "gaps" in the urban fabric will not be developed in the near term. As such, density needs to be accommodated in an appropriate form in order to create vibrant streetscapes and interesting public places.

When gaps in the urban fabric are filled, walking becomes more desirable. There is interest, amenity, and activity for the pedestrian. Distances seem shorter, weather is easier to mitigate, and the likelihood of interacting with others increases. Determining the appropriate density for any urban environment is linked to an assessment of the critical mass of people required, anticipated growth rates, and the amount of infill necessary to begin to create a continuous public realm.

## **2.2.7 A Creative Sector Anchor**

Creative sectors include industries related to the visual arts, performing arts, knowledge-based sectors (such as academia and technical professions), hospitality and tourism, and of course the commercial sector. These symbiotic industries are recognized as a key driving force for economic development in urban environments. Further, the clustering - in which people, industries, and employment opportunities and interests locate in proximity to one another - of these professions is recognized to be essential to the economic health of cities and their regions.

Creative clustering allows individuals to interact as a community and to succeed both as individuals and as a cluster. Private businesses, small entrepreneurial initiatives, cultural organizations, non-profit organizations, and individuals involved in all stages of the creative process, ranging from full time workers to freelancers, all benefit from clustering in the downtown, due to shared interests and synergies. The existence and close proximity of different kinds of creative sector contributors produce a wide range of creative and cultural goods and services, lead to innovation, and contribute to the downtown's identity.

Downtowns should strive to become anchors for the creative community, recognized by many to be the core force of growth in our future economy. The synergies and benefits of becoming a creative sector anchor are many. These include added value for commerce and housing; job creation, retention, and expansion in desirable sectors which in turn propagate a desirable built form and sense of place; and establishing the downtown as a hub for talent and tremendous economic development potential.

## **2.2.8 Accessible Movement Options**

An important consideration for developing a complete, walkable, dense, and vibrant downtown is the improvement of transit service to truly become supportive of a more active downtown. Regular, reliable, and convenient transit service will encourage new residents to live a car-free downtown lifestyle and will enable visitors to travel downtown without automobiles, to enjoy the downtown's character, amenities, and activities on foot, and to frequent local businesses.

A key impact of improved transit will be to reduce the need for surface parking in the downtown, freeing-up existing lots to be redeveloped. The reduction of downtown surface parking lots will fill gaps in the public realm. New development will contribute to further improvement of downtown's character and physical coherence, attract new residents who in turn will support enhanced amenity, and create an increasingly vibrant environment.

## **2.3 Vision and Principles**

The Vision Statement expresses the rationale for the Regina Downtown Neighbourhood Plan, on which all directions, recommendations, and actions have been based. This is a statement espoused by the public and reflects the desired outcome of this Plan. Future Downtown developments will be reviewed for consistency with the Vision and Principles that follow.

### **2.3.1 Vision Statement**

*In 20 years, Downtown Regina will be a new complete neighbourhood with a community of people from all walks of life who thrive in an active, accessible, green and historic urban setting, and who, if they choose, are able to walk to work.*

*This neighbourhood will include families, students, older and young adults, empty nesters and professionals, and will be sustained by a strong employment, retail, and commercial base.*

*Downtown Regina will also be a cultural hub, a place where residents from across the city and tourists alike come to meet one another, to experience beauty in an urban setting, to visit galleries, to attend events, to access services, to shop at one-of-a-kind specialty retail stores and to dine at one-of-a-kind restaurants. It will be a place where entrepreneurship flourishes.*

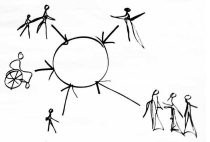
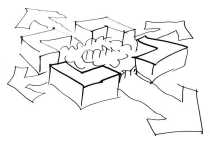

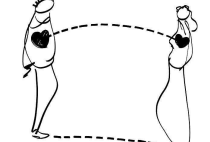



*As a result of building standards that promote environmental sustainability and a high-quality living environment, as well as urban design investments that seek to create an exceptional public realm, the Downtown, as the central place for all Reginans, will be a place of distinction and beauty.*




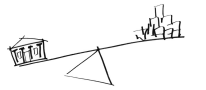
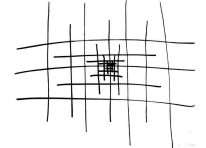


**Figure 2.1:** Conceptual Image of the Future of Downtown Regina

## 2.3.2 Principles

Twelve Principles stem from the Vision for Downtown Regina. These Principles are in keeping with the necessary elements of a great downtown and have been fundamentally informed by the public consultation process. The Principles function as a guiding framework to ensure that the Vision is clearly translated into the Regina Downtown Neighbourhood Plan’s policies and actions, and are also rooted in every one of the Big Moves. More importantly, these Principles must be taken as a whole. All of these Principles, in equal measure, must be respected to fulfill the Vision. The Principles are the most static part of the Plan and should be used to guide decision-making over the long term.

	<p><b>Principle 1: For all Regina</b></p> <p>Downtown should be integral and integrated with the city and region, a welcome social gathering place for all of Regina.</p>
	<p><b>Principle 2: A Complete, Livable Community</b></p> <p>Downtown should be a neighbourhood where people live, work, meet, stroll, shop, congregate, observe, play, and worship.</p>
	<p><b>Principle 3: Gorgeous</b></p> <p>Downtown should be a source of civic pride, with a strong identity.</p>
	<p><b>Principle 4: Connected</b></p> <p>Downtown should connect to surrounding neighbourhoods and to the activities within.</p>
	<p><b>Principle 5: Dynamic</b></p> <p>Downtown should be animated and vibrant 24 - 7 - 12. Built form should encourage small enterprises, different-scaled spaces, and a mix of uses.</p>
	<p><b>Principle 6: A Hub</b></p> <p>Downtown should be a centre of arts, culture, creativity, innovation, and knowledge and an incubator for artists and entrepreneurs.</p>
	<p><b>Principle 7: Walkable + Multi-modal</b></p> <p>Downtown should offer a built form and open space system that encourages people to walk and enables transportation options.</p>

	<p><b>Principle 8: Safe</b></p> <p>Downtown should be an environment where people feel safe and welcome, providing “eyes on the street”, animation, and clear pedestrian environments.</p>
	<p><b>Principle 9: Healthy</b></p> <p>Downtown should foster healthy lifestyles and sustainable environments.</p>
	<p><b>Principle 10: Accessible, Inclusive, and Diverse</b></p> <p>Downtown should be open to all and should foster a diversity of uses, people, activities, and living choices.</p>
	<p><b>Principle 11: Adaptive Re-use</b></p> <p>Downtown should build upon its unique identity and heritage: buildings, streets, and landscapes.</p>
	<p><b>Principle 12: The Best Place to Invest</b></p> <p>Downtown Regina is, and should continue to be, the best place to invest both private and public sector dollars. New commercial developments – office, retail, and services – are welcome and will be supported.</p>

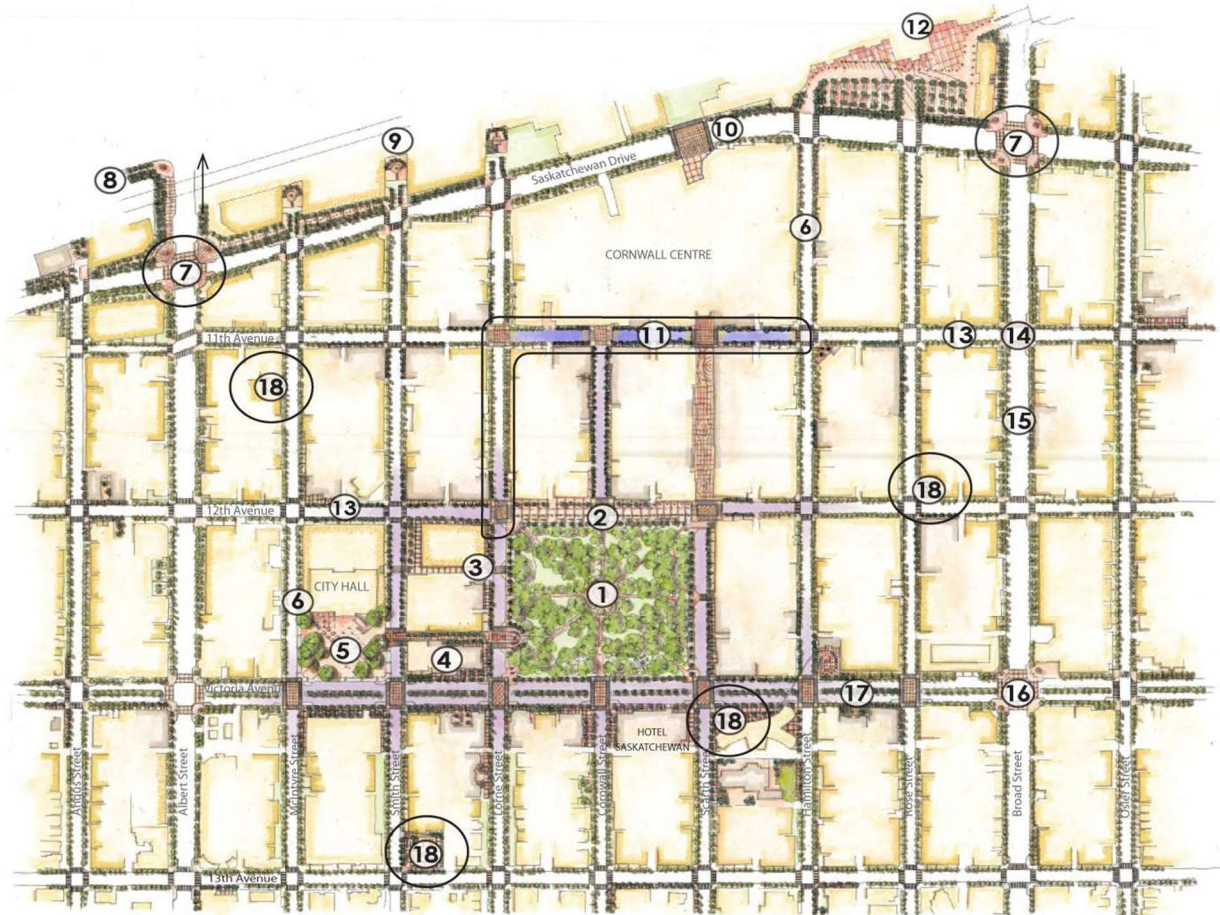
## 2.4 Conceptual Neighbourhood Plan

This Conceptual Downtown Neighbourhood Plan demonstrates one possible outcome of the Vision. It illustrates the inter-relationship between streetscape improvements, a new public open space strategy, defined new gateways, and the full build-out of currently vacant or under-built sites. (Map 1)

Conceptual Plan Key Design Moves:

- 1) Victoria Park is the focal point of the Downtown and is surrounded by active uses.
- 2) Plaza treatment extends the City Square and roads can be closed to host additional festivals and events.
- 3) Unique streetscape in heritage core (Victoria Park area) and in front of other historic buildings.
- 4) Pedestrian linkage from Queen Elizabeth II Court to Victoria Park.
- 5) Queen Elizabeth II Court animated with active edges including café spill-out, engaging summer and winter water features, and a variety of amenities.
- 6) Friendly façade treatments throughout the Downtown, particularly on all public buildings.
- 7) Gateways into the Downtown can include public art.
- 8) Pedestrian linkage to Mosaic Stadium/Evraz Place (Dewdney Avenue Corridor).
- 9) Possible small pocket parks or building features at the termini of north-south streets.
- 10) Broad sidewalks and double row of trees for Saskatchewan Drive, Broad Street, and Albert Street.
- 11) Possible new high quality transit shelters along a transit hub waiting area.
- 12) Create a train station park at the location of the historic park.
- 13) Immediate conversion to two-way east-west streets.
- 14) Pedestrian crosswalks at all Downtown intersections.
- 15) Bike lanes on key Downtown streets.
- 16) Special crosswalks at intersections along Victoria Avenue.
- 17) Reinstate grand landscaping treatment for Victoria Avenue.
- 18) New or revitalized pocket parks (shown as conceptual; locations to be determined).





**Map 1: Conceptual Downtown Neighbourhood Plan**

## 2.5 Plan Policy Interpretation

The Regina Downtown Neighbourhood Plan uses language that is both general and very specific. Where specific language is used, it is meant to give clear and unambiguous direction to both the Development Officer and the development industry.

All maps included in this plan are considered to form part of the Regina Downtown Neighbourhood Plan by-law. All figures in this plan are considered to form part of the Regina Downtown Neighbourhood Plan by-law. Should an inconsistency arise between a policy and a map or figure, the policy will take precedence. All Appendices attached to this plan are considered to be supporting information and do not form part of the Regina Downtown Neighbourhood Plan by-law. Appendices are included to provide context for the Plan's policies and to assist with policy interpretation.

All development applications within the Downtown are subject to the provisions of the Plan. Amendments will be prepared for the Downtown area in Regina Zoning By-law No. 9250 guided by the Regina Downtown Neighbourhood Plan's Public Realm and Built Form frameworks.

In order to ensure the Plan continues to meet its objectives, the Administration will provide regular reporting. Reports will consider and summarize the following Plan components:

- an overview of the Action Plan status, an update on the implementation of individual Actions, and recommendations related to emerging issues and proposed new Actions to address them; and
- implementation of the urban design review process, including proposed amendments to the process and proposed refinements to the bonusing framework and community amenities requirement.

Unless otherwise specified within the Plan, the boundaries or locations of any symbols or areas shown on a map are approximate only, not absolute, and must be interpreted as such. They are not intended to define exact locations except where they coincide with clearly recognizable features of fixed boundaries such as property lines, roads, or utility rights-of-way.

Where a purpose or rationale statement accompanies a policy, it is provided for information purposes only in order to enhance understanding of the policy. Should an inconsistency arise between the purpose or rationale statement and a policy, the policy will take precedence.

Where "must" or "shall" are used in a policy, the policy is considered mandatory. In most cases, policy standards apply to whole street blocks or entire districts. Individual development sites must comply with the standards in order to ensure the full extent of the policy direction is attained and that maximum benefit accrues to the broader area. Often, a variety of options are available in order for a development to comply with the policy standard. In other circumstances, additional development rights are available to proponents in exchange for specified community amenity contributions. It should be noted, too, that all other applicable codes and by-laws remain in force and effect.

Where "should" is used in a policy, the intent is that the policy is to be complied with to the extent possible in the specific development circumstance. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible or to allow an acceptable alternate means to achieve the general intent of the policy. In such circumstances and where the proponent has demonstrated achievement of the policy intent, development can proceed without



need for Plan by-law amendment. It should be noted, too, that all other applicable codes and by-laws remain in force and effect.

Where “may” or “encourage” are used in a policy, they are provided as a guideline or suggested means of implementing the intent of the policy.

## **2.6 Action Plan and Implementation Strategy Interpretation**

In order to realize the potential of the Downtown as envisioned in the Regina Downtown Neighbourhood Plan, the key will be the successful implementation of its Public Realm and Built Form Frameworks and its Action Plan. The Action Plan’s list of projects, studies, and programs should not be interpreted as final or comprehensive. At the same time, it should be understood that the actions identified have been carefully selected in order to improve the Public Realm and set the stage for private sector investments. Additional projects and studies should also be based on these factors. Time frames for these projects will depend on City of Regina work programs and priorities as well as on the priorities of other Downtown stakeholders. Specific timing of projects and studies identified in Part 5 will in some cases be set by Council, either through reporting on specific projects or studies or through approving corporate work programs. The Action Plan list of actions serves to guide the development of future work programs.

Being a visionary, strategic, and policy document, the Plan does not include specific financial cost estimates for individual projects or initiatives. Costing will be done at the time of further reporting to Council on specific actions or initiatives or through the budget process. Funding may come from Bonusing Framework contributions, partnerships, local improvement by-laws, community revitalization levies, the operating budget, the capital budget, combinations of sources, or new yet to be determined sources.

The Action Plan details will be worked out as part of the plan implementation process.

## **PART 3 PUBLIC REALM FRAMEWORK**

### **3.1 Purpose and Objectives**

The Public Realm Framework is the general plan that defines and guides the implementation of the Regina Downtown Neighbourhood Plan with respect to the existing and potential Downtown elements that are primarily in public ownership. This includes public uses, all public open spaces, and streetscapes. The Public Realm Framework shapes the most prominent and visible aspects of the urban environment and, therefore, determines the character and the quality of the Downtown experience.

Consistent with the Vision for Downtown Regina, the purpose of the Public Realm Framework is to ensure that the quality and character of the public realm will enhance Downtown's livability, economic vitality, aesthetic quality, and pedestrian environment. The key objective of the Public Realm Framework is to develop a legible, coherent, and appealing physical environment. This is accomplished by identifying and coordinating improvements to the public realm in keeping with the Vision.

By articulating the objectives for the public realm that are necessary for bringing the long-term Vision to fruition, this framework serves as the primary guide for informing and making decisions with respect to capital improvements and strategies. The City of Regina must lead by example, creating a splendid public realm that exhibits the highest quality in design and materials. Regina's leadership must extend beyond the physical infrastructure to include regular maintenance and upkeep, programming of public spaces, and monitoring and enforcement. Together, these actions will set a high standard for Downtown public spaces, providing public benefit and inspiring private investment to follow suit.

The components that comprise the Public Realm Framework are:

- Creating a Successful Public Realm (section 3.2)
- Streetscapes and Rights-of-way (section 3.3)
- Open Spaces (section 3.4)
- Visual Prominence (section 3.5)

Each component is a strategy on its own and contains detailed guidelines and/or standards that make reference to specific locations, streets, and typologies.

### **3.2 Creating a Successful Public Realm**

#### **Introduction**

A successful public realm is and is perceived as safe, is easy to navigate, and is barrier-free. Safety, wayfinding, and accessibility improvements will enhance the Downtown for all users and will encourage still more users attracted by a successful public realm.

### 3.2.1 Safety

#### Intent

How the public realm is designed, programmed, and interfaces with surrounding streets and land uses are crucial to its capacity to attract and delight a broad spectrum of users and to ensure the Downtown is a place where people feel safe and comfortable. Accordingly, principles that build on Crime Prevention Through Environmental Design (CPTED) are to be applied to all Downtown public open spaces.

CPTED is a proactive crime prevention strategy utilized by planners, architects, police services, security professionals, and everyday users of space. It is a worldwide strategy base on common sense. CPTED advocates the proper design and effective use of the built environment to lead to reductions in the incidence and fear of crime and to overall improvements in quality of life.

#### Objectives

Building upon CPTED, design objectives for the public realm include:

- a) Provide active building frontages facing public spaces, including entrances and windows, to ensure people's "eyes" are on the space, thus enhancing the sense of safety and discouraging inappropriate behaviour.
- b) Facilitate active uses within public spaces including sidewalk patios, outdoor displays, buskers, festivals, and the like.
- c) Design the public realm to enable ease of access and egress and avoid the creation of entrapment spots that are not highly visible or well-used.
- d) Include a variety of activities and a mix of surrounding uses to facilitate constant public use and/or surveillance of the space in all hours and seasons.
- e) Ensure clear views of surrounding areas of streets and open spaces.
- f) Incorporate adequate lighting to ensure all areas of circulation, entrance, and connection are lit.
- g) Use legible signs and orienting devices such as landmarks and pathways.

#### **Policy 1:**

**THAT the City of Regina shall use CPTED principles to enhance safety in the design of public spaces in the Downtown.**

### **3.2.2 Wayfinding**

#### **Intent**

Wayfinding orients all Downtown users to ensure they are able to move with ease and confidence. All elements of the public realm and built form have the potential to contribute to this orientation. Wayfinding tools include signs, graphic communications, spatial markers, streetscape elements, building design, the street network and space planning. All elements should work together to ensure that routes are easily understood and navigated and that destinations are clear. The Public Realm Framework is designed to contribute to clear wayfinding, such as designing for visual prominence and providing unique streetscape treatments. These approaches are useful for both residents and visitors.

Of particular assistance to visitors are graphic communications, including street signs, directional signage, and maps. Downtown Regina should establish a continuity of signs throughout, with all key cultural destinations identified by signage and maps. This may require the co-ordination or redesign of signage for transit routes.

#### **Objectives**

Design objectives for wayfinding are:

- a) Ensure the built form reinforces a clearly navigable environment.
- b) Ensure street signs are easily legible for pedestrians and vehicles.
- c) Ensure building addressing is clearly seen from the street for all buildings.
- d) Design public spaces and landscapes to maintain and reinforce views of landmark buildings, public art, and open spaces.

#### **Policy 2:**

**THAT the City of Regina shall collaborate with downtown stakeholders to implement a signage and wayfinding system for Downtown Regina.**

### 3.2.3 Accessibility

#### Intent

Downtown Regina should promote barrier-free accessibility for all users throughout, particularly to improve opportunities for employment and education. This includes careful attention to navigation: through smooth grading of surfaces, clear routes, and obvious wayfinding cues.

#### Objectives

Design objectives for accessibility are:

- a) Ground surfaces should be stable, firm, and slip-resistant and have smooth transitions in level.
- b) Circulation routes and building entrances should be barrier-free and utilize contrasting materials, textures, and/or colours for visual guidance. Locate trees, poles, benches, utilities, and other streetscape elements outside of main circulation routes.
- c) Provide flat areas at building entrances, crosswalks, transit stops, and other waiting areas.
- d) Ensure all pedestrian spaces including sidewalks, walkways, crosswalks, and open spaces are linked in a continuous network and provide connections to buildings, parking, and transit, that are also wheelchair accessible.
- e) Public spaces and wayfinding signage should be well lit at night.
- f) Encourage universal design principles for new developments and redevelopment projects.
- g) Provide extensive snow clearing to maintain surfaces for pedestrians, cyclists, strollers, and wheelchairs throughout the winter.

#### **Policy 3:**

THAT the City of Regina shall consider barrier-free accessibility in the design of public spaces in Downtown Regina to promote accessibility for all users.

### 3.3 Streetscapes and Rights-of-Way

#### Introduction

The design of streetscapes is intended to enhance the Downtown experience and nurture a culture of walking. Streets are the primary component of the public realm and supplement the open space network by providing pedestrian and green amenities. Downtown streets also function as access routes to key services for rural Saskatchewan. Maintaining Downtown permeability through the conservation of street functions is important in this regard. Streetscapes strengthen precinct and heritage area identities and reinforce visual and physical connections across the Downtown and to adjacent neighbourhoods. Buildings play an important role in shaping the character of the street and the Public Realm Framework has been designed to reinforce this relationship.

#### Intent

The use of space within the public right-of-way should reflect the importance placed on its various users and modes of movement. The Regina Downtown Neighbourhood Plan seeks to shift the culture of vehicle use in the Downtown to one focused on active transportation – walking, cycling, and transit. As a consequence, space given to sidewalks and bike lanes must be generous and consistent throughout the Downtown, such that it creates a safe environment for active transportation, validates these users, and signals the importance of these forms of movement to drivers. To achieve this, space in the public right-of-way should be reallocated.

The Public Realm Framework, as it relates to streetscapes, seeks to rebalance the configuration of streets to provide for and emphasize the primacy of the pedestrian. To realize the desired character and function of Downtown streetscapes, it will be imperative to ensure that pedestrian movement and the importance of cycling inform decisions about lane widths. Inevitably, more urban lane width standards will be required. Also, particular consideration will need to be given to transit needs, such as the integration of bus stops on streets with bulb-outs or with on-street parking.

#### **Policy 4:**

**THAT the City of Regina shall, over time, amend policies and standards to prioritize active transportation over vehicle use in the Downtown.**

### 3.3.1 Heritage Streetscapes

#### Intent

Public realm elements should bring attention to and complement the Downtown's historic buildings and landscapes. This includes a distinct public realm treatment for the Heritage Heart, the area focused around Victoria Park and Victoria Avenue (from Albert Street to Broad Street), and its heritage streetscape shown in Map 2 where there is a significant number of contiguous heritage buildings and landscapes.

A special streetscape treatment should be designed for both the Heritage Heart as a distinct district and for stand-alone heritage buildings elsewhere in the Downtown, where it can be applied to the sidewalk immediately in front of these buildings (also see section 3.3.2).

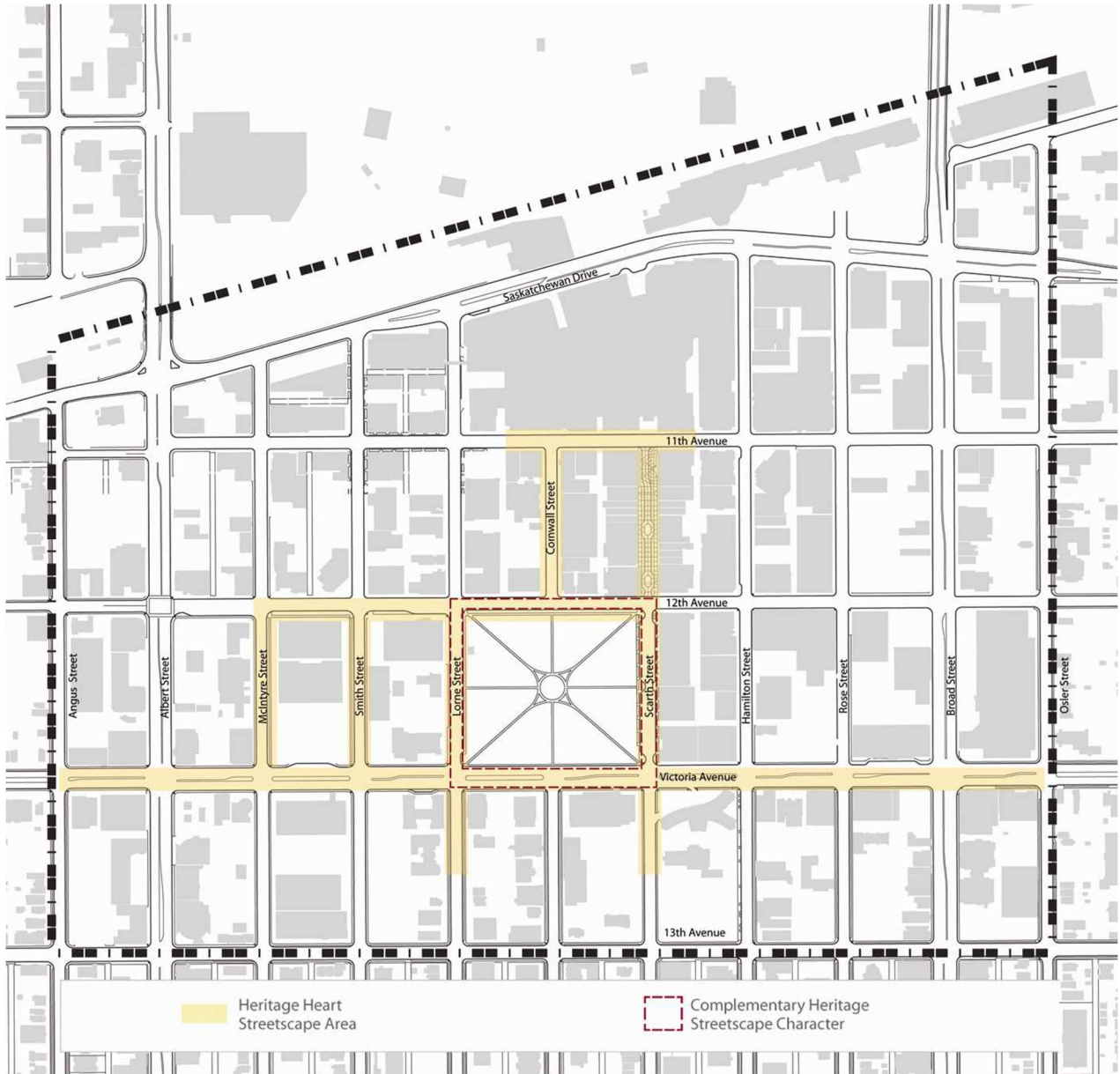
#### Objectives

Design objectives for heritage resources located along Heritage Streetscapes include:

- a) Contribute to the conservation of significant historic places and to the heritage character of the district.
- b) Create a high quality and consistent image for the Heritage Heart. This area corresponds to the core of the Downtown and the primary tourist area.
- c) Emphasize the visual prominence of heritage buildings, for example by spacing street trees further apart or locating them to emphasize special features such as entrances or architectural elements.
- d) Provide an enriched cultural environment by communicating historical information through interpretive signs and elements.
- e) Use hard vertical landscape elements such as bollards, lighting, and/or signage to define spaces such as the edge of the sidewalk in place of street trees where desirable.
- f) Emphasis should be placed on design measures that are winter friendly because vertical elements are visible and can be experienced in all seasons.
- g) Incorporate historical references into the design of hard landscape elements, for example the name of the building and its date of construction in the paving.
- h) Incorporate subtle variation in the streetscape treatment, for example by varying paving, materials, hard landscape elements, tree species, colour palette, and/or texture.

#### **Policy 5:**

**THAT the City of Regina should ensure the visual prominence of heritage streetscapes and heritage buildings in Downtown Regina through the implementation of complementary public realm improvements and the application of design standards and controls in the zoning bylaw.**



**Map 2: Heritage Heart**



### 3.3.2 General Streetscape Elements

#### Intent

A variety of elements – street trees, paving materials, street furnishings, signage, and others – combine with the buildings and uses that line the public realm to create a streetscape. The streetscape typologies direct how the right-of-way elements should be organized, depending on the function of the street and its role within the overall Downtown system. Direction is also provided for other right-of-way elements including crosswalks, transit facilities, cycling facilities, and the relationship between buildings that line the street edge (particularly at street level) and the right-of-way itself.

#### Objectives

- a) As part of creating a great pedestrian realm and creating a green Downtown, trees should line all streets.
- b) As streets are renewed, sufficient space must be allocated within rights-of-way to accommodate tree growing conditions, including rooting medium, irrigation, aeration, space to grow, and access to light.
- c) Urban trees undergo high stress and tend to have shorter life spans, no matter how extensive their supporting conditions. The City of Regina should provide a high level of care and maintenance and, when necessary, replacement.
- d) Streetscape elements and materials should be of high quality, inclusive of paving, lighting, bollards, benches, waste receptacles, utility boxes, paving materials, tree grates, vending boxes, signage, wayfinding, and transit shelters, among others.
- e) These elements should be coordinated along streets to create a well-designed, cohesive, and legible public realm consistent throughout the Downtown.
- f) Streetscape elements should be used sparingly and consolidated where possible, in order to reduce clutter and create a clean, legible streetscape environment.
- g) Subtle variation in streetscape character should occur for special circumstances, such as for the Heritage Heart Streetscape Area (see Map 2).

#### **Policy 6:**

**THAT the City of Regina shall standardize streetscape elements and typologies to ensure the Downtown maintains a healthy urban forest and consists of a well-designed, legible and consistent streetscape.**

### 3.3.3 Streetscape Typologies

#### Intent

A hierarchy of streetscapes is proposed that distinguishes streets by unique characteristics. The hierarchy is intended to reinforce the original urban design functions with respect to land uses; level of pedestrian, cycling, and vehicular use; and their visual and physical connectivity to features, landmarks, and destinations.

The components that together comprise the Streetscape Typologies are:

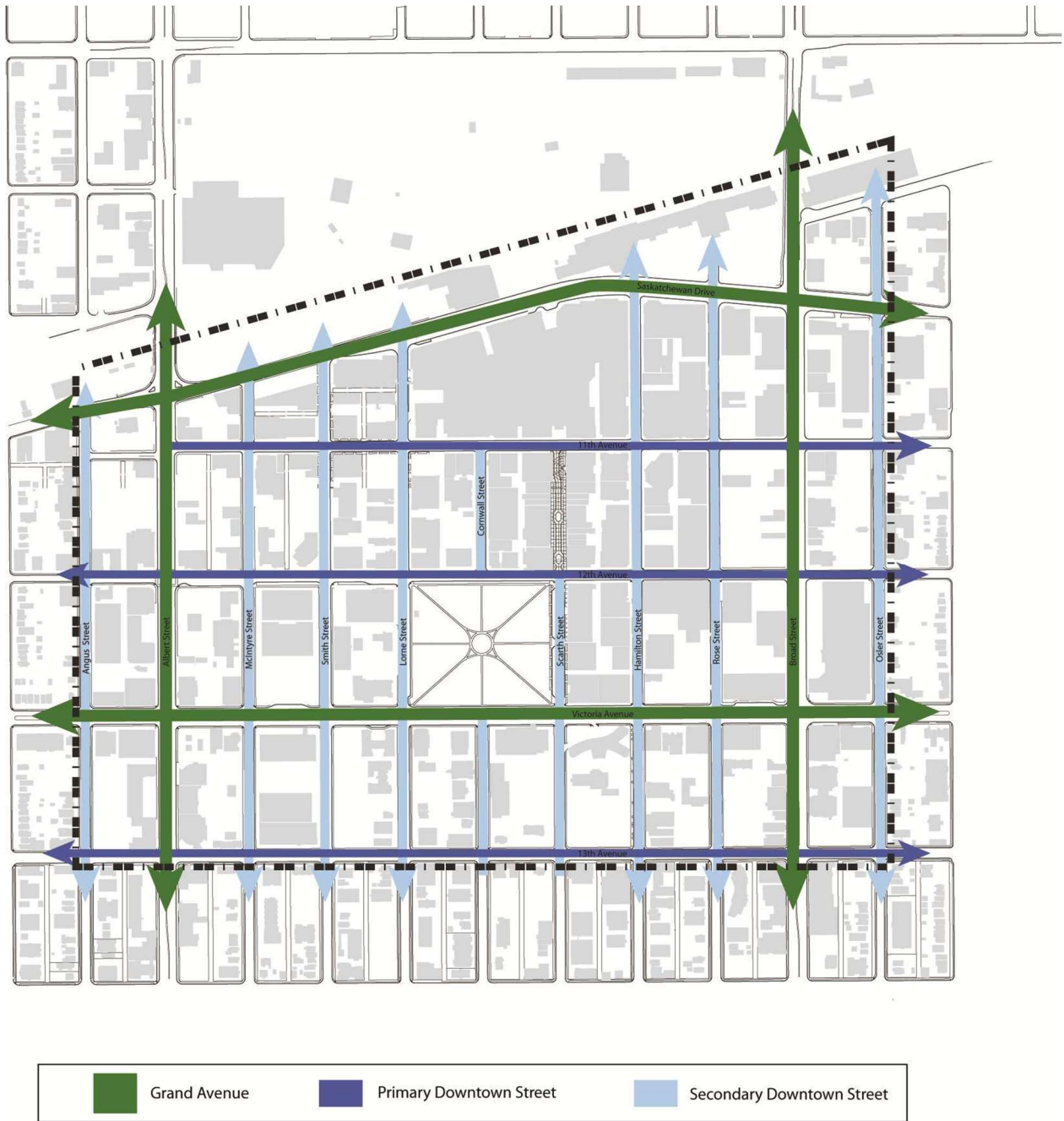
- Grand Avenues
- Primary Streets
- Secondary Streets
- Alternative Street Configurations

The Streetscape Typologies, as illustrated on Map 3, organize streets by type based on their current or planned character and function. The diagrams and descriptions in Appendix 2 represent prototypical conceptual design qualities for each streetscape type. They are not meant to illustrate particular Downtown locations; instead, they provide recommendations for the allocation of space and the look and feel of each typology.

As examples, the streetscape typologies demonstrate how the right-of-way could be allocated for various street types to be in keeping with the Vision. It is expected that these street sections will be refined, in the context of the development of alternative Downtown street standards. These streetscapes will require revised approaches to road maintenance and operational services.

#### **Policy 7:**

**THAT the City of Regina shall recognize the following streetscape typologies for Downtown streets and develop new Downtown street standards based on them: Grand Avenues, Primary Streets, Secondary Streets, and Alternative Street Configurations.**



**Map 3: Streetscape Typologies**

### 3.3.4 Crosswalks

#### Intent

Crosswalks serve two functions: the clear demarcation of a safe route for pedestrians to cross and a traffic calming measure. Frequent crosswalks will help promote slower traffic speeds and cautious driving in the Downtown.

#### Objectives

All Downtown intersections should have crosswalks, with the following design objectives.

- a) When streets are renewed, surfaces such as stamped coloured asphalt may be incorporated as the new minimum crosswalk standard. Crosswalks should be as wide as the adjacent sidewalks or a minimum of 3 metres.
- b) Materials will need to be explored that are tolerant of snowplow equipment and extreme cold. Some testing may be required to find the most durable treatment.
- c) Crosswalks at special locations should incorporate higher quality treatments. These locations include:
  - i. The four primary Gateways (see section 3.5 and Map 6), which should have unique treatment and wider crosswalk zone of a 6 metre minimum.
  - ii. Along Victoria Avenue, between Albert and Broad Streets, to enhance Victoria Avenue's civic presence.
  - iii. Around the City Square Project (see section 3.4.3.1) including mid-block locations along the east and west sides.
  - iv. At all intersections near the Downtown transit mall (see section 3.3.5.1).
- d) The Grand Avenues should have sidewalk "bump-outs": widened sidewalk areas at intersections in place of on-street parking. This creates a more generous pedestrian zone and shortens the road crossing distance for pedestrians.
- e) Bollards should be incorporated into the design of bump-outs to delineate where the curb ends.
- f) Crosswalks should provide smoothly graded transitions including depressed curbs.
- g) Every intersection should have two ramps; one for each corresponding direction, rather than one ramp directed towards the centre of the intersection.

#### **Policy 8:**

**THAT the City of Regina shall, over time, upgrade crosswalks to ensure barrier-free accessibility, pedestrian safety, clarity in the design of special areas, and to encourage walking as a form of active transportation in the downtown.**

### **3.3.5 Transit Facilities**

#### **Intent**

Reduced transit time and more reliable service will encourage more people to choose transit to visit, shop, and work in the Downtown. This section provides direction on encouraging transit use through increased customer convenience, comfort, safety, and operational efficiency. The system will become more legible by being more firmly ingrained into the overall Regina transportation system, through establishing a focused Downtown transit mall and improved transit shelters at all transit stops.

#### **3.3.5.1 Transit Mall**

##### **Intent**

The conversion of the east-west Primary Streets (Map 3) to two-way traffic enables consolidation of both directions of transit along one street, which facilitates a more intuitive system, including access and transfers. Eleventh Avenue could become the primary transit mall and exchange location, although further analysis is required to ascertain the ideal location for this activity (Map 4).

Transit infrastructure provides the opportunity to emphasize the primacy of the pedestrian realm, since all transit users are pedestrians at the beginning and end of their trips. Access to and the quality of transit infrastructure should take precedence over the private automobile.

##### **Objectives**

Design objectives for the transit mall include:

- a) High quality transit shelters, of generous proportion (continuous canopy or multiple individual shelters).
- b) Locate shelters to maximize circulation space for sidewalk users, while providing sufficient space for embarking and disembarking transit users. On 11th Avenue, for example, since space is constrained, this may mean innovative shelter design (cantilevered from buildings, single pole, etc.).
- c) Partner with adjacent buildings to create highly visible, glass enclosed, heated indoor transit waiting areas. They should be large enough for seating, standing, circulation, information display, and ticket vending (minimum 2.5 metres from glass to back wall).
- d) Decorative crosswalks at all intersections to facilitate pedestrian movement.
- e) Highly visible bus lanes. Distinct paving, painting, and/or labeling for several years will help establish the priority of transit and a distinct identity.
- f) A signage and wayfinding system that identifies schedule and routing information for each transit stop or platform. Signs should be large enough to be visible within the proposed transit mall.

### 3.3.5.2 Transit Shelters

#### Intent

Transit shelters are significant elements in the public realm and an opportunity to help support Downtown's unique identity. Enhanced transit shelters will be strategically introduced into the Downtown, beginning with key locations such as the new transit mall.

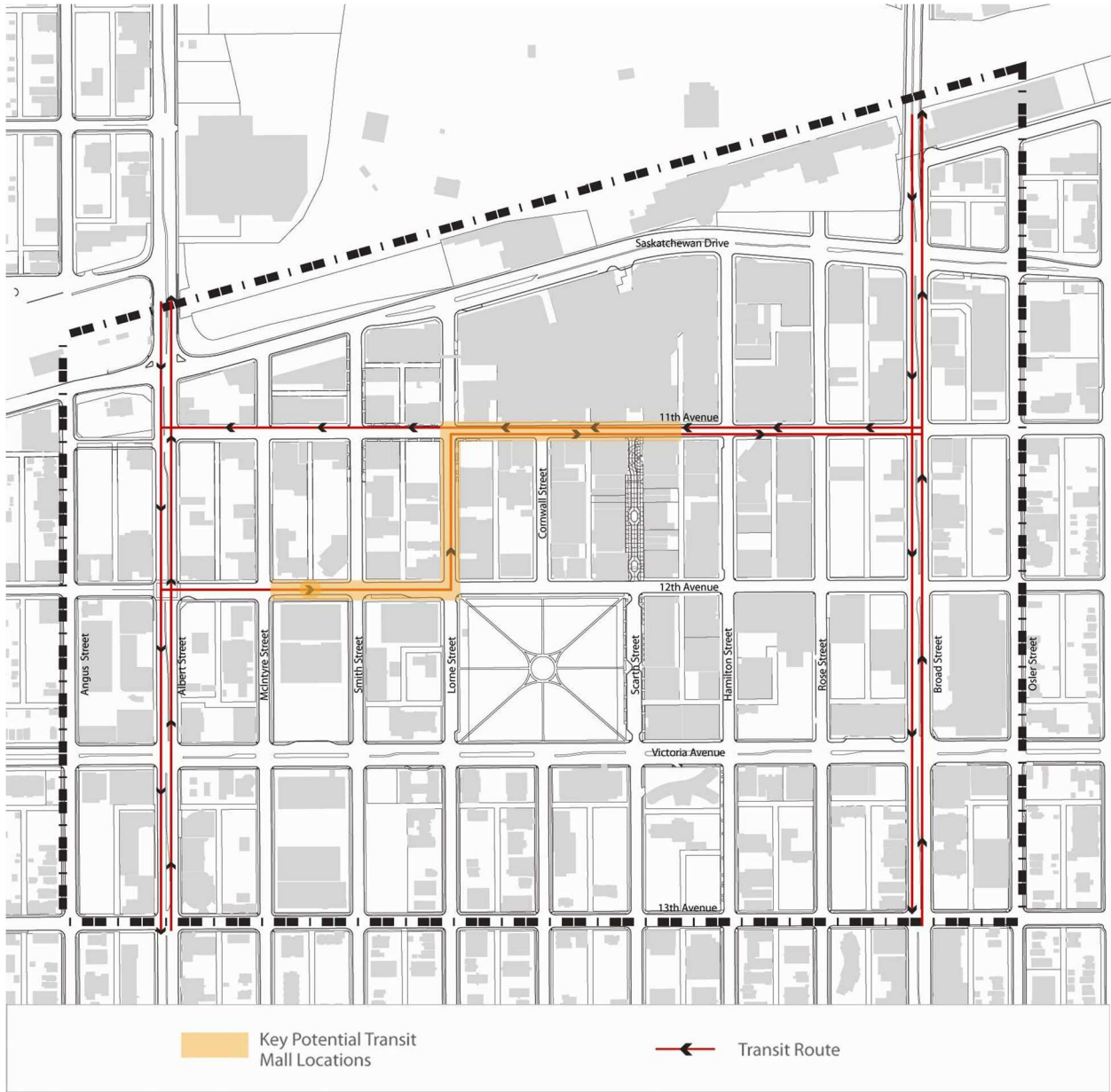
#### Objectives

Design objectives for transit shelter areas include:

- a) Create paved, barrier-free access to the shelter and transit vehicle.
- b) Provide well-designed, durable transit shelters of high-quality materials that include:
  - i. An overhead canopy that provides shelter from precipitation and sunlight.
  - ii. Highly transparent sides. Advertising should be permitted only on the side facing away from the direction of traffic.
  - iii. Seating.
  - iv. Standing room for additional persons.
  - v. The name of the transit stop or adjacent street.
  - vi. A route map and information on frequency and other service information.
  - vii. Heating.
  - viii. Night lighting.
  - ix. Adaptability to changing technologies such as display of real-time service, plug in or wireless network connections, and other media.
  - x. Maximize pedestrian circulation and waiting space, particularly where sidewalks are narrow.
- c) Provide a nearby cluster of newspaper boxes, vending machines, and waste receptacles.

#### **Policy 9:**

**THAT the City of Regina should consider developing a permanent, legible, and convenient transit mall in Downtown Regina and invest in innovative and well-designed transit shelters throughout the Downtown.**



**Map 4: Potential Public Transit Map**

### **3.3.6 Bicycle Infrastructure**

#### **Intent**

Places that thrive because people choose to move around on bikes do so as a result of a concerted strategy designed to create a cycling culture over time.

Facilitating safe and convenient cycling as a form of Downtown transportation is a key objective of the Public Realm Framework. New cycling infrastructure will need to be developed to clearly articulate the importance cycling will play to the future of the city.

#### **3.3.6.1 Bike Lanes**

##### **Intent**

Bike lanes are recommended for almost all Downtown street typologies with the exception of roadways recommended for transit lanes and Victoria Avenue because of its intended ceremonial function.

##### **Objectives**

Design objectives for bike lanes are:

- a) Bike lanes should be highly visible, including bright paint on the road surface with clear lane markings, and overhead or street-side signs.
- b) Lane widths should be generous, particularly along the arterial roads, in order to create a sense of security for cyclists.
- c) Bike Boxes are recommended at intersections. These are areas where cyclists, at a red light, can advance ahead of stopped vehicles while waiting for the light to turn green. Cyclists are therefore more visible to vehicles and are prioritized as a road user. In the fullness of time, when streets are renewed, Bike Boxes should become coloured asphalt.

#### **3.3.6.2 Bike Parking**

##### **Intent**

Additional bike parking facilities should be provided throughout the Downtown, in a variety of configurations.

##### **Objectives**

Design objectives for bike parking are:

- a) Bike parking quantity should be based on the importance of the destination. Cornwall Centre and Victoria Park should have significant bike parking available in close proximity. Major office buildings should also have lots of bike parking in proximity.
- b) Bike parking should not be located in pedestrian travel zones or gathering areas. Along streets, bike racks should be located at regular intervals in line with other street furniture and street trees. Bike racks should not be located in immediate proximity to street corners and transit stops.
- c) Individual bike racks are appropriate along all streets and should be provided along retail frontages at a frequency similar to vehicle parking.



- d) Enclosed bike lockers should only be located where there is sufficient space, generally in plazas, forecourts, and parking garages. They should generally not be located along streets. Ensure they are sited where they do not obstruct sightlines, but where they can be clearly observed from surrounding streets and spaces.

### **3.3.6.3 Cyclist Facilities for New Development**

#### **Intent**

Major new Downtown developments should provide facilities for cyclists. All new parking garages should provide dedicated bicycle parking at or near the main entrance. Existing garages should be encouraged to add bike parking.

#### **Objectives**

Design objectives for cyclist facilities for new development are:

- a) For residential buildings, secure bike parking should be provided at a rate of one bike parking space for every unit.
- b) For employment uses, secure bike parking should be provided at a rate of one bike parking space to every 500 square metres of floor space. Additionally, they should provide showers and change facilities.

#### **Policy 10:**

**THAT the City of Regina should incorporate cycling lanes, bike boxes, and bike parking facilities in all infrastructure upgrades and require bicycle parking and amenities in new downtown developments through the development review process.**

### 3.3.7 Public Street/Building Interface

#### Intent

There are a variety of typologies for the interface of public streets with buildings that should occur in the Downtown. They are distinguished by the desired character of the right-of-way as well as by the adjacent use. It is important to appreciate the link between the public right-of-way and adjacent buildings. A strong public realm cannot be achieved without correspondingly quality private development. Conversely, without a legible and carefully designed public realm, the benefits of well-designed buildings may be squandered. This section provides direction for a variety of common building-to-public right-of-way interfaces.

#### 3.3.7.1 Typical Interface

##### Objectives

Design objectives for typical street/building interfaces are:

- a) A continuous sidewalk treatment generally should extend from the curb to the building edge and building access should be provided at street level (Figure 3.1).
- b) Buildings should be located to define a consistent edge to the public realm.
- c) In most cases the building will be located at the front property line, while in the case of the Grand Avenues, buildings will be set back to a build-to line to create a wider pedestrian environment (Figure 3.2 and see Map 3).



**Figure 3.1**

Typical interface along Primary and Secondary Streets with continuous sidewalk to building edge at property line.



**Figure 3.2**

Typical interface along Grand Avenues. Building is set back from the edge of right of way creating a more spacious sidewalk and public realm zone. In this example, the second row of street trees is privately owned and maintained, but publicly accessible.

### 3.3.7.2 Individual Residential Units Interface

#### Objectives

Design objectives for residential unit interfaces are:

- a) Individually accessed units are appropriate on most Downtown streets.
- b) Residential buildings should have a modest setback to accommodate a semi-private zone for steps, front landscaping, and a stoop/entrance (Figure 3.3).
- c) These elements should be designed to have an urban character with durable materials.



**Figure 3.3**

Interface along individual residential units. Individually accessed units face the street. Modest setbacks include a small grade change (steps up), portico treatment, and landscape treatment.

### 3.3.7.3 Institutional Interface Objectives

Design objectives for institutional interfaces are:

- a) Where there are existing institutional buildings set back from the street (for example, churches), or where significant new buildings are proposed (for example, a major public art gallery), a forecourt treatment should frame the building while providing a public amenity (Figure 3.4).
- b) The forecourt design should reinforce the street edge:
  - i. Provide landscaping that reinforces architectural features including bays in the façade. Landscaping should emphasize entrances and allow clear views of all accessible areas.
  - ii. Provide public amenities such as seating, a gathering area, art, and/or street furniture.



**Figure 3.4**

Interface along Institutional buildings. This library sets back a part of the building mass to create a seating/amenity area and a forecourt entrance.

#### **Policy 11:**

**THAT the City of Regina shall, through Zoning Bylaw No. 9250, establish development standards for frontage conditions, build-to lines and ranges, and street wall heights to ensure appropriate street and building interfaces in Downtown Regina.**

### **Policy 11.1:**

**THAT the Regina Police Services headquarters site be regarded as a specialized and existing institutional land-use that has unique on-site requirements and that, therefore, may be exempted, at the City’s discretion, from the policies of this Plan (e.g., land-use, public street/building interface; institutional interface; frontage condition), with the proviso that:**

- a) New principal buildings adjacent to Broad Street shall not be subject to the exemptions of this subsection and shall be subject to the policies of this Plan.**
- b) Where the street frontage land-use, adjacent to Broad Street, is an outdoor use (e.g. parking, outdoor storage), the outdoor use shall be screened from the street by landscaping and/or fencing or wall enclosure (graffiti resistant) that reflects, to the satisfaction of the City, exemplary design standards, which are intended to enhance the street/public realm from the perspective of aesthetics and safety, considering the overall objectives for this street (i.e. “grand boulevard” concept). e.g., interesting, and artistic panel design; lighting arrangements that accentuate the structure both during the day and night, etc.) [Bylaw 2023-13]**

## **3.4 Open Spaces**

### **Introduction**

Downtown Regina is organized around its key open space: Victoria Park. This is the focal point of the Downtown and the anchor of the public space network. It is complemented by the City Square, the F. W. Hill Mall, which provides a direct linkage between the Cornwall Centre and Victoria Park. Both pedestrian-oriented spaces are destinations in their own right. Another key open space is Queen Elizabeth II Court, City Hall’s forecourt. These four spaces provide for a wide range of open space needs and amenities for current and future users.

It is imperative to note the proximity of Downtown Regina to Wascana Centre, a key Regina green space amenity that provides a diversity of parks ranging from wetlands to active areas for sports, picnicking, and entertainment. Only several blocks from the Downtown and already serving as a key area for lunchtime recreation, Wascana Centre will play an important role in the future as a public “backyard” for residents living in new urban residential neighbourhoods.

### **3.4.1 Open Space Types**

#### **Intent:**

Downtown will benefit from the introduction of a variety of new open space types to create a complete open space network. High-quality pocket parks are proposed to complement adjacent land uses, provide foci for precincts, add amenities for an increasing Downtown population living at higher densities, and serve as catalysts for Downtown revitalization. They are supplemented by a variety of other public amenities such as mid-block linkages and a public transit mall.

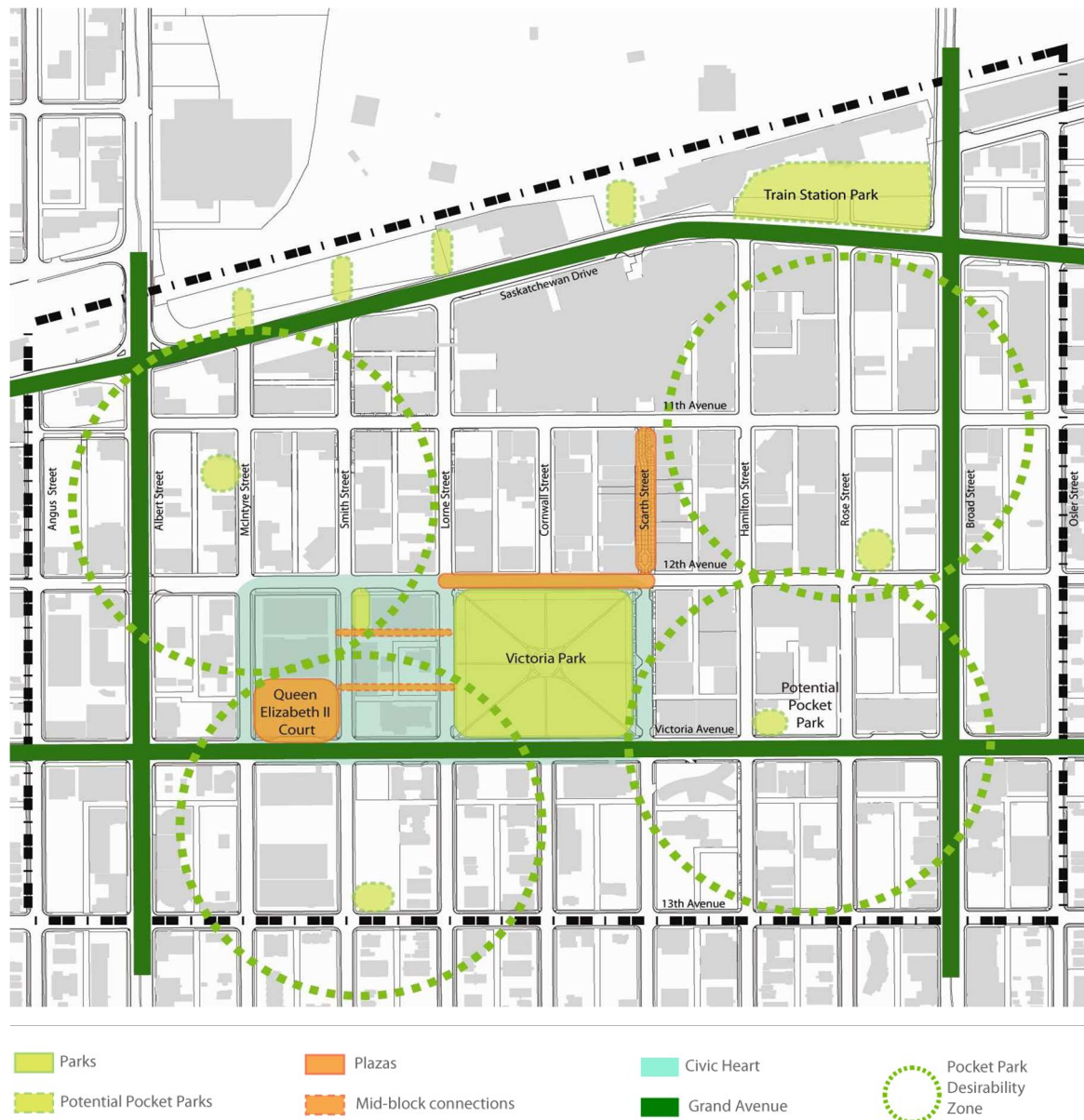
#### **Objectives:**

Design objectives for open spaces are:

- a) These new open spaces should be implemented strategically.
- b) They may be constructed up front as catalysts or incentives to development or in conjunction with major new redevelopment projects.
- c) Public parks may be complemented by privately owned but publicly accessible open spaces, such as building courtyards or forecourts.

**Policy 12:**

**THAT the City of Regina shall recognize the following open space types for Downtown Regina: Civic Heart Type, Plaza Type, Pocket Park Type, and Mid-block Connections and Linkages Type.**



**Map 4: Open Spaces**

Open Space Types, illustrated on Map 5, are:

- Civic Heart Type (section 3.4.2)
- Plaza Type (section 3.4.3)
- Pocket Park Type (section 3.4.4)
- Mid-block Connections and Linkages Type (section 3.4.5)

The diagrams and descriptions on the following pages represent prototypical conceptual design qualities for each open space type. Some are site specific while others are conceptual in nature.



### **3.4.2 Civic Heart Type**

#### **Intent**

The Civic Heart has a concentration of civic uses and destinations. The public realm treatments of streetscapes and open spaces in this area should be of high quality and create a seamless pedestrian environment.

Demonstration sites provide an opportunity to consider, in a specific geographic area of the city, what change might look like in the future if it is in keeping with the Vision and Principles. Both City Hall and the Central Library are key anchors in the Civic Heart. They are public destinations that need improvement in order to fit with the Downtown Vision. As such, this area was chosen for a key demonstration site. The following comprehensive planning approach takes advantage of their proximity to one another and to Victoria Park to create a clear and distinct public and civic focal point in the city.

Together, the City Hall Block and Library Block should become a civic cluster with a unique local identity. Generally, the revitalization of these sites will create:

- a) New programmable spaces for festivals, performances, and artistic displays;
- b) increased street animation and vibrancy; and,
- c) a tremendous opportunity to develop examples of sustainable building technology and to practice good urban design.

#### **3.4.2.1 City Hall Block**

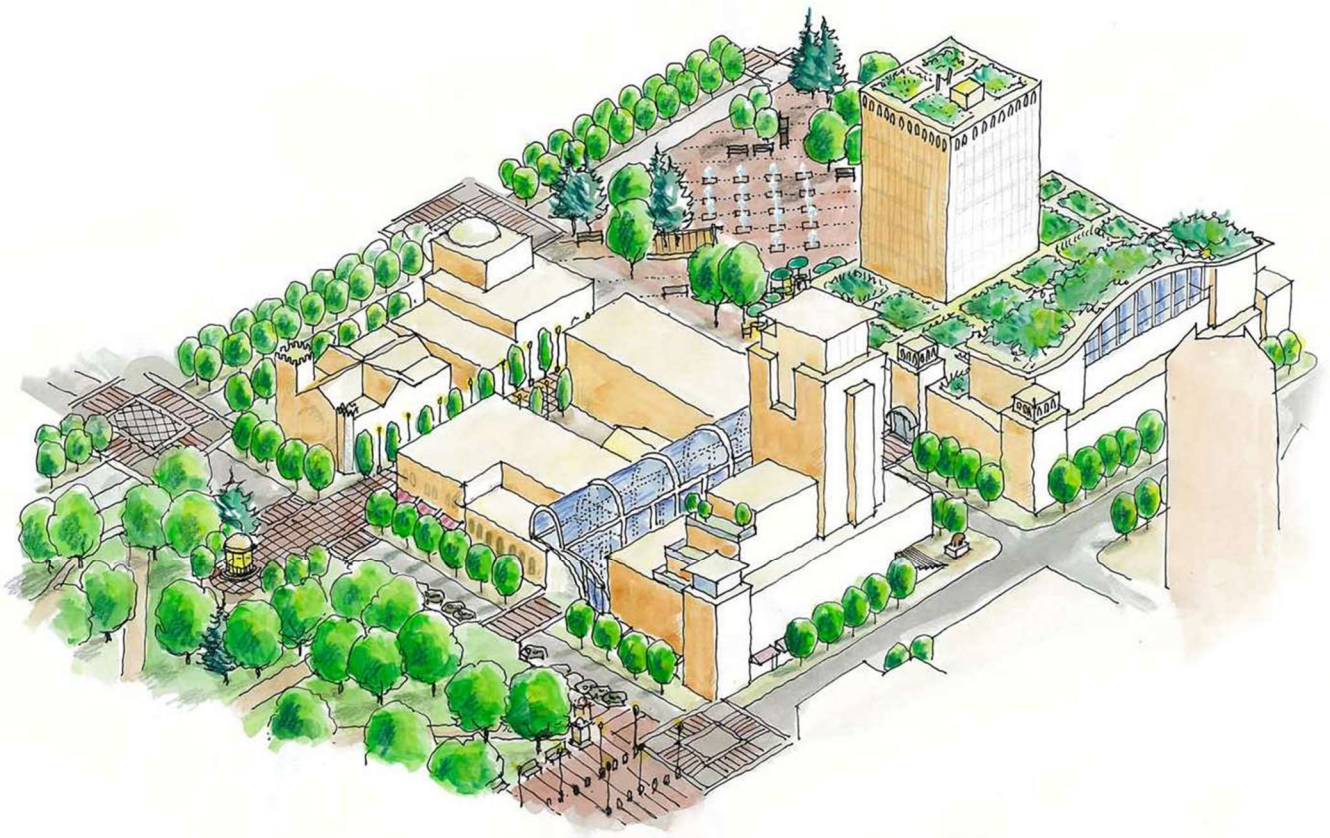
##### **Objectives**

Design objectives for the City Hall Block (bounded by 12th Avenue, Smith Street, Victoria Avenue, and McIntyre Street) are:

- a) City Hall block should include a refreshed Queen Elizabeth II Court which becomes a primary gathering space for all Regina, hosting official ceremonies, concerts, and new cultural events.
- b) The mature trees should be maintained and pruned to ensure visual and physical access to the Plaza, while providing visual interest and shade for users.
- c) The City Hall cafeteria should be moved to the front of the building, such that it could be enhanced by an adjacent outdoor terrace on the Plaza and outdoor vending services that spill pedestrian activity back onto the streets.
- d) The plaza could also include a splash pad for children, an all-season water feature, comfortable outdoor seating and shelter areas, and permanent public art. These local neighbourhood scale amenities would ensure the plaza is animated at all times, becoming a true civic focal point in the heart of the Downtown.
- e) On the north half of the block, storefront street level uses should face the street. To achieve this, a 3- to 4-storey podium could be built to the street edge which would add significant new space for a possible City Hall expansion, new community services, office space, or residential uses.
- f) The podium should have a highly transparent façade appropriate to a public building, with elements showcasing sustainable building technology such as moving sunshades and green roofs.



- g) The east side of the podium could also include an entrance that is designed and aligned specifically to connect with the mid-block connection through the Library Block (see section 3.4.5 and Figure 3.5).



**Figure 3.5**  
Potential City Hall Block

### **3.4.2.2 Library Block**

#### **Objectives**

Design objectives for the Library Block (bounded by 12th Avenue, Lorne Street, Victoria Avenue, and Smith Street) are:

- a) The Library Block could respond to the popularity of the mid-block connection from Smith Street to Lorne Street with a transparent and enclosed galleria that could also become the primary entrance to the Central Library and Dunlop Art Gallery (see section 3.4.5).
- b) In addition to being a redesigned entry point, the galleria could include other activities that keep the space animated during most hours of the day with services such as small variety shops or other vendors that might cater specifically to on-site residents.
- c) The option to simply improve the landscaping treatment of this mid-block connection, which emphasizes a pedestrian priority area, is also desirable. A covered, mid-block connection, however, would be a welcome reprieve from cold weather for pedestrians crossing the Downtown during winter months.
- d) The Library Park should be maintained and enhanced with a building facade treatment that becomes a new and animated entrance and seating/reading space.
- e) This space should rotate from an indoor space in the winter to a shaded outdoor space in the warmer months. This space could also be a programmable space exclusive to the Dunlop Art Gallery, adding interest and cultural vibrancy to this side of the block. (Figures 3.6 and 3.7).



**Existing Condition**



**Summer Condition**



**Winter Condition**

**Figure 3.6**  
Library Park

In the warmer months, Library Park becomes a welcoming reading nook where library patrons will be well-sheltered by the shade of the existing trees and accompanied by permanent and dynamic art pieces of the Dunlop Art Gallery.

### **3.4.2.3 Programming the Civic Heart**

#### **Intent**

Currently, given its relatively small residential population, Downtown Regina is most successful when its public realm spaces are programmed. Regular events in the F.W. Hill Mall and City Square take advantage of the Downtown's huge daytime office population, packing these spaces with people for a variety of performances and celebrations. The Regina Farmers' Market and events such as the Folk Festival are city-wide magnets that draw residents Downtown to Victoria Park.

#### **Objectives**

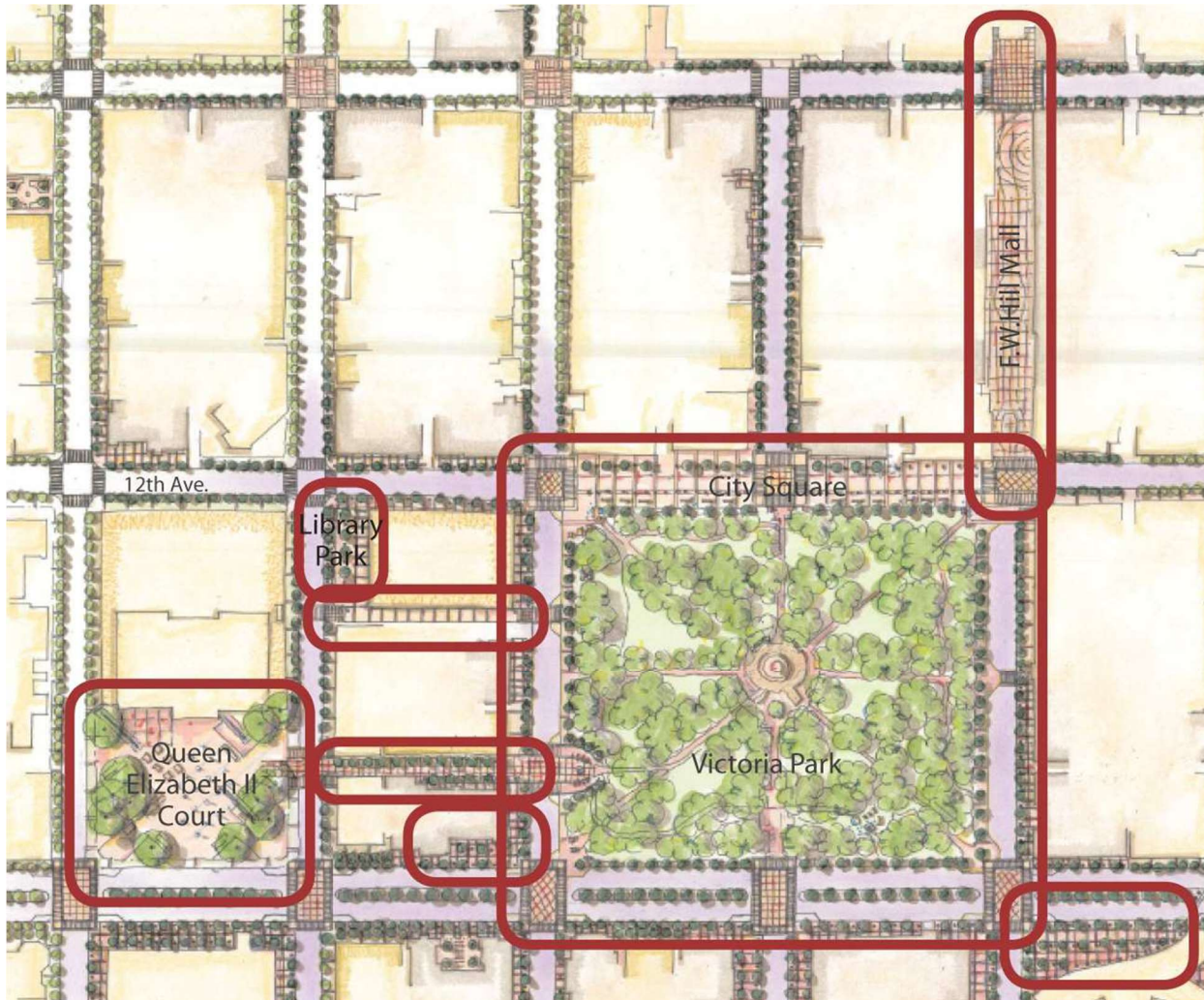
Objectives for programming the Civic Heart are:

- a) Regular programming will continue to be an important approach to animating public realm spaces in the short term. City staff and budget resources allocations should be focused in order to ensure Civic Heart open spaces are well programmed. In fact, it has been demonstrated that regular programming is a bigger priority than the final fit and finish of an open space. Programming will be particularly important during the Plan's first five to ten years. It will establish these spaces as the cultural heart of the Downtown and will ensure they are animated, until a significant residential population begins to do this naturally.
- b) Partnering with volunteer groups, businesses, and arts organizations is an effective way to extend resources and offer more and a greater variety of programming. It will continue to be imperative to draw upon existing resources that already play an essential role in Downtown programming, such as Knox Metropolitan United Church and the Central Library.
- c) As the Downtown residential population increases, the role of programming will become less important as a strategy for public realm space animation (see Figure 3.7).

#### **Policy 13:**

**THAT the City of Regina should consider and encourage investments in the public realm of the Civic Heart, including the City Hall Block and Library Block, and events programming of these spaces as well as City Square, F.W. Hill Mall and Victoria Park.**





**Figure 3.7**

Locations for Civic Heart programming. A variety of public realm spaces, and combinations of spaces, around the Civic Heart can accommodate a wide range of programming.

### **3.4.3 Plaza Type Intent**

Plazas are hard surface spaces often associated with civic or commercial functions. They vary in size and shape based on their location, adjacent uses, and purpose. An important component of plazas is often an open, flexible, hard surface area that can host a variety of public activities including large gatherings, performances, and outdoor cafes. Other amenities include seating, landscaping, and public art.

Plazas do not have to be large spaces; they should be furnished with the highest quality materials and elements. Storefront street, or civic/institutional are the primary uses adjacent to plazas where buildings front directly onto them. Plazas should be designed and programmed with a greater emphasis on the daily activities appropriate to their location; for example, lunchtime seating for surrounding offices. In Downtown Regina, key plazas include City Square, Queen Elizabeth II Court, and F.W. Hill Mall.

### **3.4.3.1 City Square**

#### **Intent**

Today, Victoria Park functions well as a gentle urban oasis, used on occasion for special events. It is a green space surrounded by roads on four sides. The Regina Downtown Neighbourhood Plan conceived of the City Square as a public realm space that extends to the building facades that surround it. It means the building edges and the activities they contain are part of the plaza. The goal was to transform the perception and use of the public realm space, including Victoria Park, into a public square—the City Square.

In order to kick-start Downtown change and build momentum for the Plan, a specific, identifiable, and memorable project was chosen to be undertaken immediately, even before the Plan was finished. The City Square Project was chosen based on public consultation, when the notion of Victoria Park as the heart of the Downtown emerged.

The City Square Project involved transforming a portion of 12th Avenue adjacent to Victoria Park into an urban, public square that includes the width of the street and both sidewalks, from park edge to the building faces on the north side, from Lorne Street to Scarth Street. A new space for the programming of events and festivals has been introduced in the Downtown. The street was re-graded to enhance pedestrian activity, new paving materials were introduced, and the square has its own identity - an identity that makes it welcoming to all Regina residents. Lighting elements, art, and new street furnishings have been integrated into the design to contribute to this uniqueness.

The City Square Project, with hard surfaces on its edges, will have the capacity to host an unlimited number of events, particularly the high-impact events that have been limited due to concerns over the health of the park's grass and trees.

#### **Objectives**

Objectives for the City Square Project are:

- a) Event programming will establish the public square as the place for artists, markets, festivals, performances, buskers, and all sorts of formal and informal gatherings. This is part of an incremental strategy to animate the Downtown. In the future, a greater Downtown residential population will do this naturally, particularly once the City Square is firmly established in the heart of the Downtown.
- b) The City Square Project has been designed to be flexible and accommodate a range of programming. Depending on the nature and formality of the event and its size, it can take place in the park, on the sidewalks, carry over into F.W. Hill Mall, and even into Queen Elizabeth II Court.
- c) Linkages to the City Square are important. Most importantly this includes the interface between the park and the broader square, which must be visually and physically accessible.
- d) Great edges will promote the everyday use and animation of the heart of the city. Sidewalk patios, benches, public art, and other attractions are located around the edges.

- e) The Central Library is recognized as a key urban amenity - its redevelopment presents a unique opportunity to create a clear connection between the new public square and a key public destination.
- f) Implementation should involve collaboration with landowners and the Regina Downtown Business Improvement District to encourage the clustering of the kinds of uses that will best celebrate the park edges and add to the public amenity of the City Square Project (see Figure 3.7)

#### **3.4.3.2 Queen Elizabeth II Court**

##### **Intent**

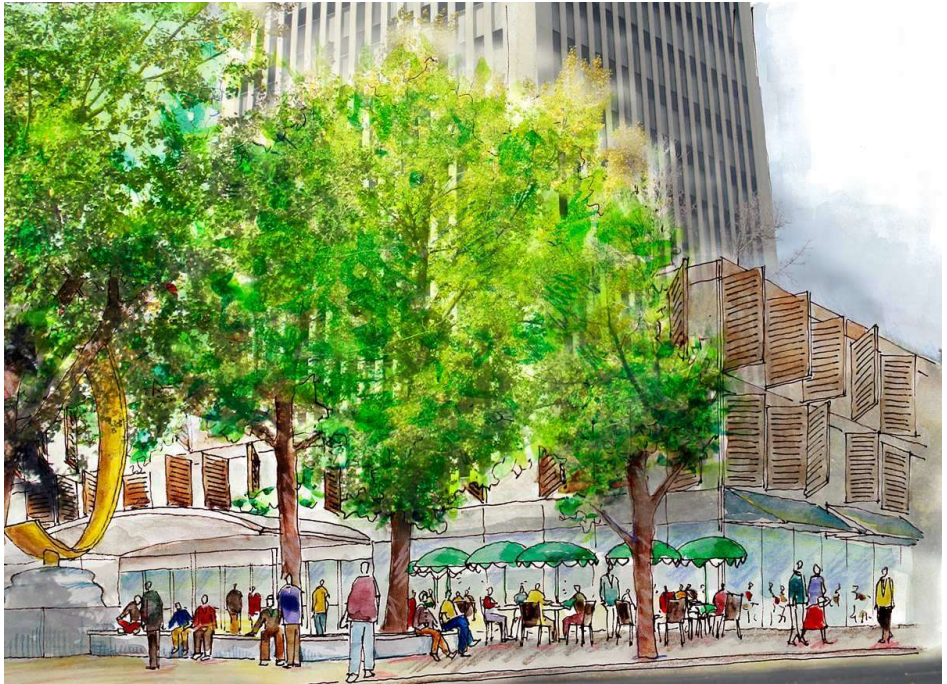
Currently the plaza in front of City Hall is not as well used as it could be, due in part to the lack of active uses around it and its design – which can be characterized as a primarily visual landscape. Queen Elizabeth II Court should be transformed into an active amenity that functions as the main formal civic gathering space for the entire city, as well as a local amenity for the Downtown and surrounding neighbourhoods (Figures 3.8A and 3.8B).

##### **Objectives**

Design objectives for Queen Elizabeth II court are:

- a) Provide transparency and interaction of street level active uses, such as the City Hall cafeteria which can have an outdoor patio on the Plaza and extend city departments and programs.
- b) Provide outdoor programming and vending, if viable.
- c) Introduce the ability to host large gatherings for speeches, ceremonies, and performances - open areas and decorative paving, space for a temporary stage, infrastructure for electrical connection, lighting, sound, and so on.
- d) Include prominent public art.
- e) Ensure winter interest and animation, such as a convertible summer/winter water feature.
- f) Maintain mature vegetation wherever possible but pruned to ensure clear sight lines throughout the plaza.
- g) Provide a map of the Downtown with amenities, attractions, and destinations identified.
- h) Include information posting for current events, public meetings, community notices, bills, and so on.
- i) Introduce amenities for day-to-day use and local amenities, such as splash pads or interactive water features, a sheltered area such as a gazebo or trellis, and seating.





**Figure 3.8A, 3.8B**

**Queen Elizabeth II Court**

An outdoor terrace to service the City Hall cafeteria brings life back to the streets during the day. This space is complemented by a permanent sculpture and a transparent at-grade façade with at-grade uses such as offices for community groups or retail.



### **3.4.3.3 F. W. Hill Mall**

#### **Intent**

F.W. Hill Mall exhibits qualities of good public spaces including pedestrian amenity, public art, storefront street level uses, and programming. Maintaining its current character and function is important for the Downtown as other public realm enhancements are undertaken. In the future, however, consideration should be given to allowing vehicular traffic through the mall, as a way to add much needed vibrancy and accessibility. Also, this area will benefit from its direct connection with City Square and Victoria Park by hosting components of the same programming and events.

#### **Policy 14:**

**THAT the City of Regina should consider and encourage investments in downtown plazas, including City Square, Queen Elizabeth II Court, and F.W. Hill Mall.**

### **3.4.4 Pocket Park Type**

#### **Intent**

Pocket Parks are intended to provide small, intimate, yet high quality open spaces for an immediate neighbourhood or catchment area. They should generally be smaller than 1,000 square metres. Their design and amenities should vary based on surrounding uses and their immediate built edges.

#### **Objectives**

Design objectives for Pocket Parks are:

- a) Include a patio seating area, particularly if there is a restaurant adjacent.
- b) Include children's play structures, particularly in residential areas, near day-cares, or near institutional uses (e.g., near the YMCA).
- c) Introduce public art (e.g., near the Dunlop Art Gallery).
- d) Ensure a healthy and abundant tree canopy is maintained or introduced.
- e) Provide seating, a shade structure, a short walking path, decorative planting, a water feature, and/or other amenities.

Downtown has been divided into four general quadrants, within which it is desirable to locate a Pocket Park. The location of the park can be flexible and should be negotiated in conjunction with a quadrant's gradual intensification. The specific locations shown on Map 5 are conceptual.

### 3.4.4.1 Pocket Parks North of Saskatchewan Drive

#### Intent

The City of Regina should ensure that the termini of the north-south streets north of Saskatchewan Drive are, whenever redevelopment occurs, maintained in public ownership or easement to protect for the long-term re-connection of these streets to the Warehouse District. These street end locations would make excellent temporary Pocket Parks, serving new residential buildings along Saskatchewan Drive. A Pocket Park location along the Scarth Street axis would also be beneficial, coinciding with this street's important role and function in creating future linkages to the north (see section 3.4.5.2).

### 3.4.4.2 Train Station Park

#### Intent

A public desire to reinstate the former open space in front of the train station has emerged. Design possibilities for this park are numerous and may include references to the former open space at this location. A partnership with Casino Regina will be required. The park will need to accommodate program needs of the Casino including circulation, drop-off, parking, among others. The park design should ensure that sight lines to the historic train station from Rose Street are preserved. This park has the potential to create a great Gateway to Downtown (see section 3.5.2 and Map 6) at or near the corner of Saskatchewan Drive and Broad Street and to serve as destination amenity for local residents and employees. A new, pedestrian-oriented frontage should be created on Broad Street, through landscaping and/or built form (Figures 3.9A and 3.9B).

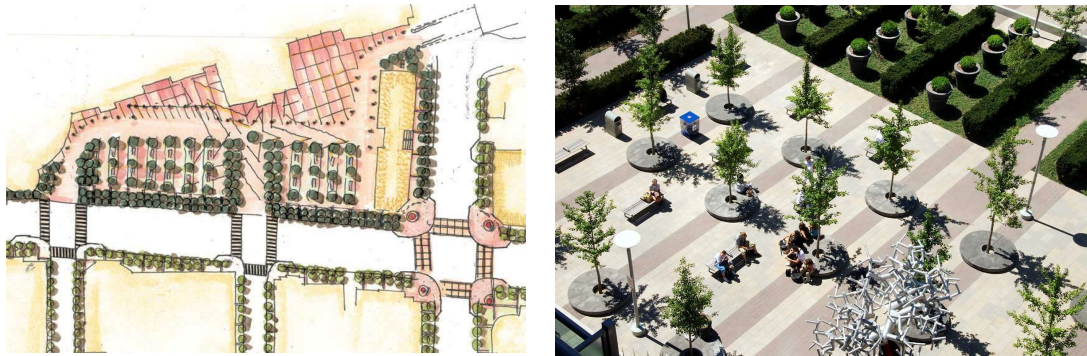


Figure 3.9A and 3.9B

The design of Train Station Park (historically named Stanley Park) should help create a neighbourhood focus for the Grand Avenues, contribute to the Primary Gateway to Downtown, and accommodate complex functional needs.

#### Policy 15:

**THAT the City of Regina should consider and encourage investments in Pocket Parks in Downtown Regina. Areas of focus include the termini of the north-south streets north of Saskatchewan Drive.**

### **3.4.5 Mid-block Connections and Linkages Type**

#### **Intent**

In order to further pedestrianism in the Downtown, it is important that desirable pedestrian routes are sustained and enhanced and that opportunities to introduce key new pedestrian routes are capitalized upon. In general, pedestrians should be encouraged to walk along public streets where there are well-designed buildings, storefront street level uses, cyclists, motor vehicles, and most importantly other people. Streets are where pedestrian energy should be directed.

This section provides direction on enhancing existing or establishing new mid-block connections and improving or adding new linkages between the Downtown and its neighbouring areas to the north.

#### **3.4.5.1 Mid-block Connections**

##### **Intent**

Opportunities to increase the Downtown's pedestrian permeability should be provided wherever desirable through mid-block connections. Areas of highest density, public activity, and traditionally long block sizes (approximately 150 feet) are the most appropriate locations for mid-block connections. Two key mid-block connections have been identified which enhance the connectivity between uses in the Civic Heart, connecting Victoria Park to City Hall (see section 3.4.2 and Map 5).

Given the fine scale and frequent spacing of the Downtown's street grid, mid-block connections are generally not warranted or desired. They should only be considered when there is good reason, such as significant population infill or intensity of use, or where they will add to the pedestrian environment and not negatively impact active streetscapes.

Two mid-block connections are proposed within the Civic Heart, between Victoria Park and City Hall. These are to reinforce the key public spaces and uses in the heart of the Downtown. Both should be designed such that they have functions beyond a mid-block connection for pedestrians. In the case of the linkage north of Knox Metropolitan Church, this is as a public lane. In the case of the linkage north of the Central Library, it might be as a library/gallery galleria and/or a lobby entrance.

##### **Objectives**

Design objectives for mid-block connections are:

- a) Mid-block connections should be designed with the same built form relationships as all other public spaces, including storefront street level uses and building transparency facing onto them.
- b) Ensure sight lines are good, preferably with the ability to see the entrance and exit of the linkage at the same time. Avoid hidden or dead areas and blank façades.
- c) Ensure landscaping is high (trees) or low (ground covers) to permit clear views.
- d) Provide clear wayfinding and signage, including highly visible building entrances.
- e) Provide continuous and seamless connections to surrounding streets and spaces.
- f) Ensure the design incorporates fire safety features.

### **3.4.5.2 Improved Linkages to the North**

#### **Intent**

In the short term, linkages between the Downtown and the north must be made by the Albert Street and Broad Street railway underpasses. Currently, they are spaces designed primarily for motor vehicles and are perceived as unsafe for pedestrians and cyclists. While the underpasses should continue to function as linkages for vehicular traffic, their physical and visual environments should be improved for increased pedestrian and cycling comfort and safety.

#### **Objectives**

Design objectives for the underpasses include:

- a) Provide dedicated cycling lanes clearly separated from motor vehicle lanes by painted markings, and possibly a physical separation (grade separation and/or barrier).
- b) Provide wide, decoratively paved pedestrian sidewalks, physically separated from the roadway. Ensure they are well lit at night with no hidden areas.
- c) Provide a decorative or artistic treatment to the walls, abutments, and overpass, coordinated as part of the Gateway Treatment to the Downtown. Artwork in the CPR right-of-way needs to be coordinated with the CPR.
- d) Ensure sidewalks leading to the underpasses are landscaped consistent with the Downtown streetscape typology objectives, in order to create a continuous pedestrian experience on both sides of the underpasses.

### **3.4.5.3 Linkage to Mosaic Stadium and Evraz Place**

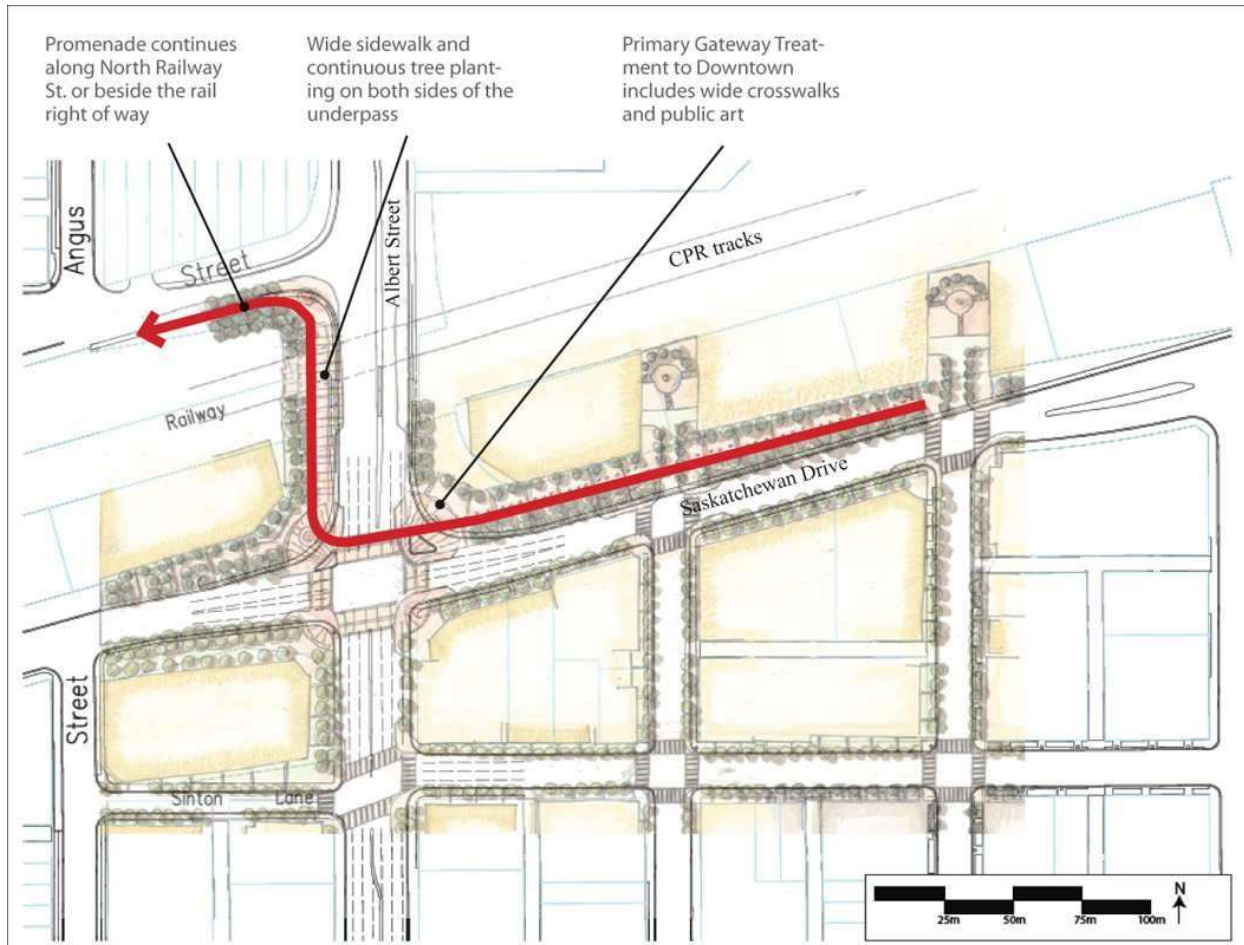
#### **Intent**

Saskatchewan Drive has a wide right-of-way west of Albert Street that can be utilized as a pedestrian promenade forming a Downtown connection to Mosaic Stadium and Evraz Place. This route should include a double-wide sidewalk in the Albert Street underpass and continue along North Railway Street, or beside the railway line, as a pedestrian promenade (Figure 3.10).

#### **Objectives**

Linkages design features should include:

- a) A double or triple row of trees.
- b) Pedestrian crosswalks across all road and driveway crossings.
- c) Street furniture including lighting, seating, and directional signage.



**Figure 3.10**

Conceptual conditions for an improved connection to the north overlaid on the existing street configuration.

**Policy 16:**

**THAT the City of Regina should consider and encourage investments in mid-block connections in specific locations in Downtown Regina, enhance the conditions of the underpasses, and create better connections to Mosaic Stadium and Evraz Place.**

## 3.5 Visual Prominence

### Introduction

Sites that are visually prominent have a greater impact on Downtown's image and character. Enhanced design should create memorable landmarks, orient pedestrians, and strengthen civic pride. The public realm and built form at these locations have a greater civic responsibility to provide the highest possible design, materials, and amenities (Map 6). Public realm and built form design should be coordinated at these locations.

### 3.5.1 Visual Prominence Types

#### Intent

Visual prominence Downtown can be created by a combination of well-designed gateways, street views, and landmarks. Key Downtown intersections, junctions, existing landmarks, and street views have been strategically identified as parts of a coordinated set of opportunity sites where visual prominence should be created.

#### Objectives

Visual prominence types should:

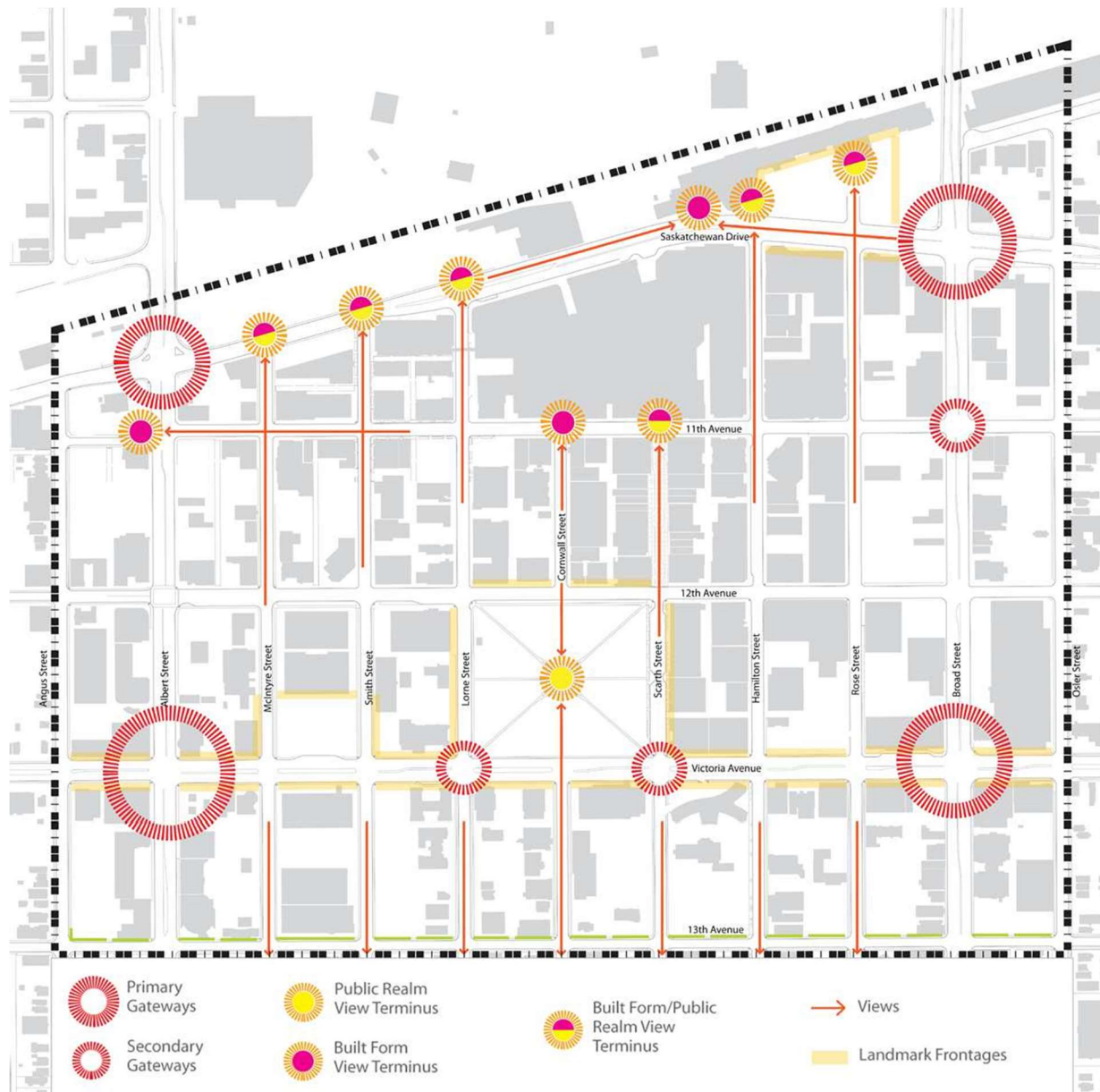
- a) Be coordinated in their design elements throughout Downtown;
- b) incorporate public art and interesting design features that create identity of place and a sense of direction Downtown; and,
- c) complement their surrounding context by relating to design elements found in adjacent and nearby buildings and/or public art, and to significance of place.

Visual prominence types include:

- Gateway Type (section 3.5.2)
- View Type (section 3.5.3)
- Landmark Frontages Type (section 3.5.4)

#### **Policy 17:**

**THAT the City of Regina shall recognize the following visual prominence types for Downtown Regina: Gateway Type, View Type, and Landmark Frontages Type.**



**Map 6**

Visual Prominence. This map shows key Downtown Gateways, important views, and Landmark Frontages. The diagrams and descriptions on the following pages represent prototypical conceptual design features for each. Some are site specific while others are conceptual in nature.

### 3.5.2 Gateway Type

#### Intent

Gateways are locations where a significant number of people enter and exit the Downtown. Gateways occur at a variety of scales including to the Downtown as a whole, to precincts, to specific streets, or to open spaces. Only primary and secondary gateways to the Downtown as a whole are shown on the visual prominence map (Map 6). Clearly defining gateway locations helps to enhance orientation, lends to a sense of place, and can generate civic pride. These locations provide key opportunities where coordinating the design of landscapes, signage, public art, and buildings can create a sense of entrance and orientation. The expression of a gateway can take on many forms (Figures 3.11 and 3.12).

#### Objectives – Primary Gateways

There are four Primary Gateways for the Downtown, located at the intersections of the Grand Avenues. Their gateway character will result primarily from coordinated streetscapes, public art, and built form. These locations have good potential for new buildings designed to create a gateway character.

Design objectives for public realm design at Primary Gateways include:

- a) Provide broad, distinctively paved crosswalks across the road surface. This is important visually and creates safer and more comfortable pedestrian crossings at these high traffic intersections.
- b) Coordinate the colour and material palette among all public realm elements (crosswalks, sidewalks, benches, lighting, etc.) and the buildings' materials.
- c) Provide distinctive vertical elements at or near the intersection, such as unique lighting, signage, columns, or tree planting.
- d) Provide public art. This can include freestanding sculpture, art treatments integrated with building design (such as a marquee or frieze), or alternative treatments (such as lighting or installation pieces).
- e) Provide a modestly larger public realm area at the intersection through subtle building sculpting and/or setback.

Bonusing provisions should allow for reductions in setback requirements at Primary Gateways, in keeping with the intent of the overall public realm vision.

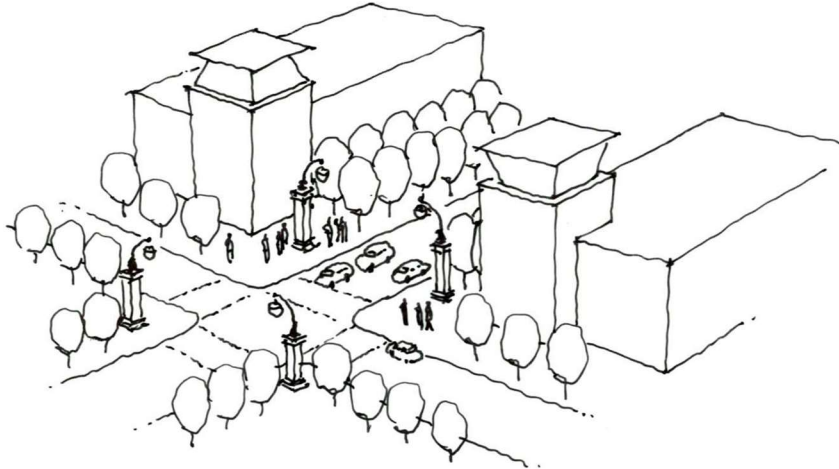
#### Objectives – Secondary Gateways

There are two Secondary Gateways to the Downtown along Victoria Avenue on either side of Victoria Park, at Scarth and Lorne Streets. Buildings at these intersections are of landmark quality, though not in the same style. The Broad Street at 11th Avenue Secondary Gateway is an important link between the Downtown and the Heritage neighbourhood to the east.

The design objectives for public realm design at Secondary Gateways include:

- a) Enhancement through a coordinated public realm.
- b) Similar design treatments to Primary Gateways but smaller in scale and extent.





**Figure 3.11**

This example exhibits Gateway elements including crosswalks, distinctive vertical elements (decorative lighting), double row of street trees, and coordinated built form massing (corner treatment).



**Figure 3.12**

Artist's concept of Gateway treatment at Broad Street and Victoria Avenue: buildings at corners at angle with main entrances, public art, and crosswalks.

**Policy 18:**

**THAT the City of Regina consider and encourage investments in Primary and Secondary Gateways in Downtown Regina through the application of design guidelines and controls in the zoning bylaw.**

### 3.5.3 View Type Intent

Views include both View Corridors and View Termini. View Corridors are long, straight streets in the Downtown and the surrounding neighbourhoods where views terminate. For example, Cornwall Street provides views to Victoria Park and Smith Street provides a view south to the Saskatchewan Legislative Building. View Corridors should be preserved and enhanced.

View Termini are features that terminate View Corridors. Appropriate public realm View Termini include parks or public art. Appropriate built form View Termini are buildings that respond with a deliberate, enhanced design response, such as a Tower, portico, or the like.

Where Regina's street grid is interrupted, a View Terminus is created. Public realm and built form elements at these locations are visible from a long distance and must be of high visual quality. Victoria Park is the Downtown's most important View Terminus, terminating the views north and south along Cornwall Street. Future changes to Victoria Park should enhance the terminus including the view to the Cenotaph and the landscape treatment in the park. Views out of the Downtown include all streets terminating at College Avenue. Some have landmark buildings at the end, and others are terminated by Wascana Park. These views should also be preserved and enhanced.

An important strategy for the Downtown will be to provide View Termini for these same streets looking north. Many of these streets end at Saskatchewan Drive, while a few terminate at the Cornwall Centre. Where there is potential for streets to reconnect to the Warehouse District in the long term, it is recommended that no buildings be constructed impeding this opportunity. The land at the end of the streets, sufficient to continue the rights-of-way, should be dedicated to the City at the time of redevelopment and used temporarily as public parks until it is feasible to reconnect the streets at-grade.

#### Objectives

Design objectives for View Corridors and View Termini include:

- a) Create a sense of spatial enclosure through shaping of built form and/or landscaping.
- b) Provide a hard landscape element as a focal point such as low wall or fence, column, seating grouping, or public art.
- c) Ensure landscaping reinforces the view along the View Corridor, including regular planting of street trees.

#### **Policy 19:**

**THAT the City of Regina should ensure the visual prominence of View Corridors and View Termini in Downtown Regina through the application of design guidelines and controls in the zoning bylaw.**

### **3.5.4 Landmark Frontages Type**

#### **Intent**

Landmark Frontages are locations which are prominent because of their context, such as adjacency to a public open space or important street, or because of their content, such as heritage resources.

Creating Landmark Frontages increases visual interest along the street wall through contextually sensitive architectural features to building faces, and the co-ordination of streetscape features. It also contributes to creating a sense of place along streets that are of civic or public importance, and function as a welcoming face into the Downtown.

#### **Objectives**

Design objectives for Landmark Frontages include:

- a) Create visual interest and importance along Landmark Frontages through the incorporation of public art and co-ordination of streetscape elements.
- b) Ensure landscaping reinforces the view along Landmark Frontages, including regular planting of street trees.

#### **3.5.4.1 Public Art**

##### **Intent**

Downtown Regina has excellent examples of public art in a variety of contexts that enhance Downtown experiences. Public art provides an opportunity to celebrate and showcase local arts and culture, establishes a unique identity, and should contribute to enhancing the quality of the public realm in ways that conventional streetscape elements cannot. Public art should be considered at a variety of scales and in diverse contexts. This includes larger installations at visually strategic locations such as the terminus of view corridors, at gateways, on prominent corners, or in public open spaces. It also includes smaller or more unexpected installations such as along sidewalks, in interior courtyards, in building entrances or lobbies, and parking lots and garages. All gateway locations and public view terminus sites identified on the Visual Prominence Map (Map 6) are candidates for public art. Public art should be incorporated in the design of Victoria Avenue, particularly its central median.

##### **Objectives**

Objectives for public art located along Landmark Frontages include:

- a) Public art may include memorials, sculpture, water features, murals, lighting, or individual art installations and may combine with building and landscape design. It may also include street furniture, utility boxes, and other elements not commonly displayed as art in a gallery setting.
- b) Public art should include pieces that serve as orienting devices for wayfinding or as focal points in public open spaces (Figures 3.13 and 3.14).
- c) The scale of a public art piece should correspond to the visual prominence of its site.
- d) Public art can also contribute to the animation of public spaces through its design and use as street furniture or other interactive uses.



**Figure 3.13 and 3.14**

Public Realm Amenity at a View Terminus can include public art, seating, and decorative streetscape furnishing.

**Policy 20:**

**THAT the City of Regina should ensure the visual prominence of Landmark Frontages in Downtown Regina through the application of design guidelines and controls in the zoning bylaw.**

## **PART 4 BUILT FORM FRAMEWORK**

### **4.1 Purpose and Objectives**

Built Form is the shape of buildings, not only individually, but as a collective. How buildings relate in terms of height, scale, and character determines the extent to which they will define the public realm – the outdoor rooms that are the streets and gathering places of the city. Buildings, through their individual beauty and idiosyncrasies, collectively define a sense of place.

The Built Form Framework is intended to shape individual buildings, one by one, to create the collective whole for Downtown Regina. The Built Form Framework works together with the Vision and Public Realm Framework to create a cohesive Downtown environment. It is primarily concerned with creating a comfortable, safe, and interesting pedestrian environment as perceived from sidewalks and public spaces, by focusing on creating a fine-grained, human scaled building fabric.

The Built Form Framework responds to and enhances Downtown Regina’s unique circumstances including the grid pattern of streets and blocks, Victoria Park and its Heritage Conservation District, numerous other historic buildings, and the role of the Downtown in Regina and in Saskatchewan.

Downtown Regina is a complex environment with a significant obligation to create a lasting legacy of the highest quality for its citizens. It is also the most organic place in Regina, continually changing, renewing, and evolving. The Built Form Framework includes design standards that shape the qualitative aspects of the built environment. Most importantly, it defines a cohesive structure and pattern for the Downtown as a whole and places it in context with its surroundings.

The framework provides policies related to the scale, character, and design of new public and private developments. While it is primarily concerned with buildings, it also influences how access, parking, and privately owned outdoor spaces should be configured. Goals of the framework include:

- a) To shape new development to respond to the Downtown’s unique existing and potential opportunities.
- b) To provide clarity and predictability in design outcomes.
- c) To provide a guide for adapting planning policies and regulations.

The framework is intended for all new Downtown buildings, including infill of vacant sites or parking lots, redevelopment of existing buildings, and additions to existing buildings, including heritage buildings. The framework sets out the intended built form outcome for all Downtown blocks. It sets out the desired condition for all sites, because some buildings will change, despite expectations, and they should do so in compliance with the broader Downtown Vision.

The Built Form Framework is composed of the following sections.

- General Design Standards (section 4.2)
- Heritage Standards (section 4.3)
- Urban Structure (section 4.4)
- Bonusing Framework (section 4.5)

Each component of the framework should be considered in concert with the others, as well with as the Regina Downtown Neighbourhood Plan Vision and the Public Realm Framework.

**Policy 21:**

**THAT the City of Regina will amend Zoning Bylaw No. 9250 to guide development to achieve the Regina Downtown Neighbourhood Plan Vision and the Public Realm Framework. The zoning bylaw shall include descriptions of the following topics:**

- **General Design Standards**
- **Heritage Standards**
- **Urban Structure**
- **Bonusing Framework**

## 4.2 General Design Standards

### Introduction

The general design standards inform the look and feel of buildings in general with a focus on creating a continuously connected network of pedestrian friendly streetscapes. Standards focus on building placement, orientation, façade design, and special conditions in the Downtown.

Design standards cannot anticipate every possible contingency. From this perspective, the standards should be interpreted with some degree of flexibility, based on the merits of individual proposals and their unique contexts and conditions. The standards collectively establish a high expectation for design. Wherever a proposed new development cannot meet one or more specific standards, it should provide exemplary compliance with other standards, not just meet minimum standards. Creative solutions that meet the intent of the Regina Downtown Neighbourhood Plan's Vision will be considered at the discretion of the Development Officer.

#### **Policy 22:**

**THAT the City of Regina shall create General Design Standards for new development in the Downtown and incorporate the standards in the zoning bylaw. The goal of these standards is to create a human scaled environment, a characteristic of all great downtowns. The City of Regina shall use these standards as guidelines when evaluating the merits of new development using the following criteria:**

- a) **Makes a positive contribution to the city, to the Downtown, and to the streetscape.**
- b) **Relates to, and builds upon, its existing context.**
- c) **Contributes to pedestrianism.**
- d) **The façade is as interactive as possible at street level, through transparency, multiple entrances, and storefront and active uses.**
- e) **Will stand the test of time.**

**Applying these standards will have the greatest positive impact on new development in the Downtown.**

## 4.3 Heritage Standards

### Introduction

Regina's historic places are diverse. They include some outstanding assets such as the virtually intact historic street and block structure, most of the original laneways, and the heart of Regina, Victoria Park. Regina also has some excellent examples of modern architecture, which are beginning to be recognized as heritage buildings - as they should be. Unfortunately, a significant number of historic places have been lost, including Train Station Park in front of the old train station and a great number of buildings. Notable among those lost buildings is the McCallum Hill building, Regina's first skyscraper at the edge of Victoria Park.

The enactment of the Victoria Park Heritage Conservation District in 1996 has protected some of the most significant remaining buildings around the park and along the F.W. Hill Mall. However, Regina has continued to lose buildings of heritage value outside of the district at an alarming rate. Today, Downtown Regina's historic places are fragmented, scattered throughout the Downtown in a non-continuous environment that is interrupted by surface and structured parking. Many new buildings are of questionable long-term value. There is a need to conserve what remain of Downtown's historic places and to ensure that new development evolves in a manner that is compatible with these resources.

#### **Policy 23:**

**THAT the City of Regina shall consolidate a set of Heritage Standards to provide a framework for the conservation of Downtown's historic places and provide guidance on managing change. Their purpose is to ensure new development makes a positive contribution towards the conservation of valuable resources, thereby leveraging these resources to achieve an increasingly successful Downtown.**

### 4.3.1 Heritage Objectives

Heritage landscapes – including Victoria Park and Victoria Avenue – should be beautiful public spaces that foster pedestrian activity and comfort. Heritage buildings should be celebrated for their unique contributions to the Downtown building stock. To do this, Downtown's historic places should be visually distinct. Public Realm and Built Form interventions to and around historic places (renovations, additions, improvements) should:

- a) Contribute to the conservation of historic places and to their heritage character.
- b) Ensure good sight lines to historic places.
- c) Provide information about them and/or orientation to them, including wayfinding cues.
- d) Create a pedestrian-friendly environment in the Downtown's Heritage Heart (Map 2).

Heritage Conservation is not only about saving old buildings; instead, it is fundamentally about enhancing the meaning of and quality of life in a specific place by maintaining its uniqueness and supporting the cultural and economic vitality that accompanies areas with strong conservation.



Areas of a city that embrace heritage as part of contemporary urban life thrive, becoming cherished places for residents to live and work, and are rewarding destinations for visitors. Regina will benefit from conservation in many ways: by increasing the identity and character of the city, by bringing the history of the city to life in tangible ways that people can experience, as well as by enhancing the Downtown's distinction.

**Policy 24:**

**THAT the implementation of the City of Regina Heritage Standards should be based on the following assumptions and process:**

- a) When heritage value exists in a historic property, or on adjacent properties, it has been properly identified and its character defining elements determined.**
- b) When the potential for heritage value has yet to be identified, a Heritage Impact Assessment will be undertaken by the Development Officer to determine what, if any, character defining elements require conservation.**
- c) Heritage value may reside in buildings, structures, properties, landscapes, and/or whole districts. When the district is of significance, the subject property will need to be studied to determine if it is, or is not, part of the district.**
- d) When heritage value has been demonstrated to exist on the site, adjacent to the site, or as part of the district, expertise in heritage conservation will be retained by the property owner to assist with the process of conservation. The resulting Conservation Plan will be used to manage the impacts of change, including: alterations to existing heritage structures and landscapes, additions to them, and the introduction of new structures and landscapes in proximity to historic places.**

**Policy 25:**

**THAT the City of Regina review the current policies and guidelines related to heritage, which include the Victoria Park Heritage Conservation District By-law. The City should adopt Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* and replace the Municipal Architectural Heritage Design Guidelines. This document provides a foundation for conservation that is useful for all contexts. Further, it is recommended that the language of municipal heritage policy be consistent with that of the federal standards. This can be accomplished incrementally, as specific heritage policies are reviewed or added from time to time.**

#### 4.3.2 Heritage Guidelines for the Victoria Park Heritage Conservation District

The existing Victoria Park Heritage Conservation District was created with a focus on Victoria Park and F.W. Hill Mall. Protecting the historic places within and surrounding these spaces that give these spaces their unique character, was an important first step (Map 7).

Forming part of the Victoria Park Heritage Conservation District By-law, the existing heritage Guidelines give authority to the City of Regina's Development Officer with respect to alterations to historic places and new development within the Victoria Park Heritage Conservation District. The Development Officer reviews all new proposals to ensure compliance with the Guidelines. The Development Officer may refer an application for a Heritage Conservation District permit to the Municipal Heritage Advisory Committee for its consideration and recommendation. The Guidelines are intended to ensure new development is compatible with the established heritage character of its immediate surroundings and with the Victoria Park area in general.

Other historic places exist just outside of the Heritage Conservation District boundaries, forming part of a contiguous heritage area. For this reason, the District boundaries ought to be studied to consider incorporating these places. This would allow the City to manage change within its Heritage Heart to ensure that all new development shares a consistent level of quality and compatibility.

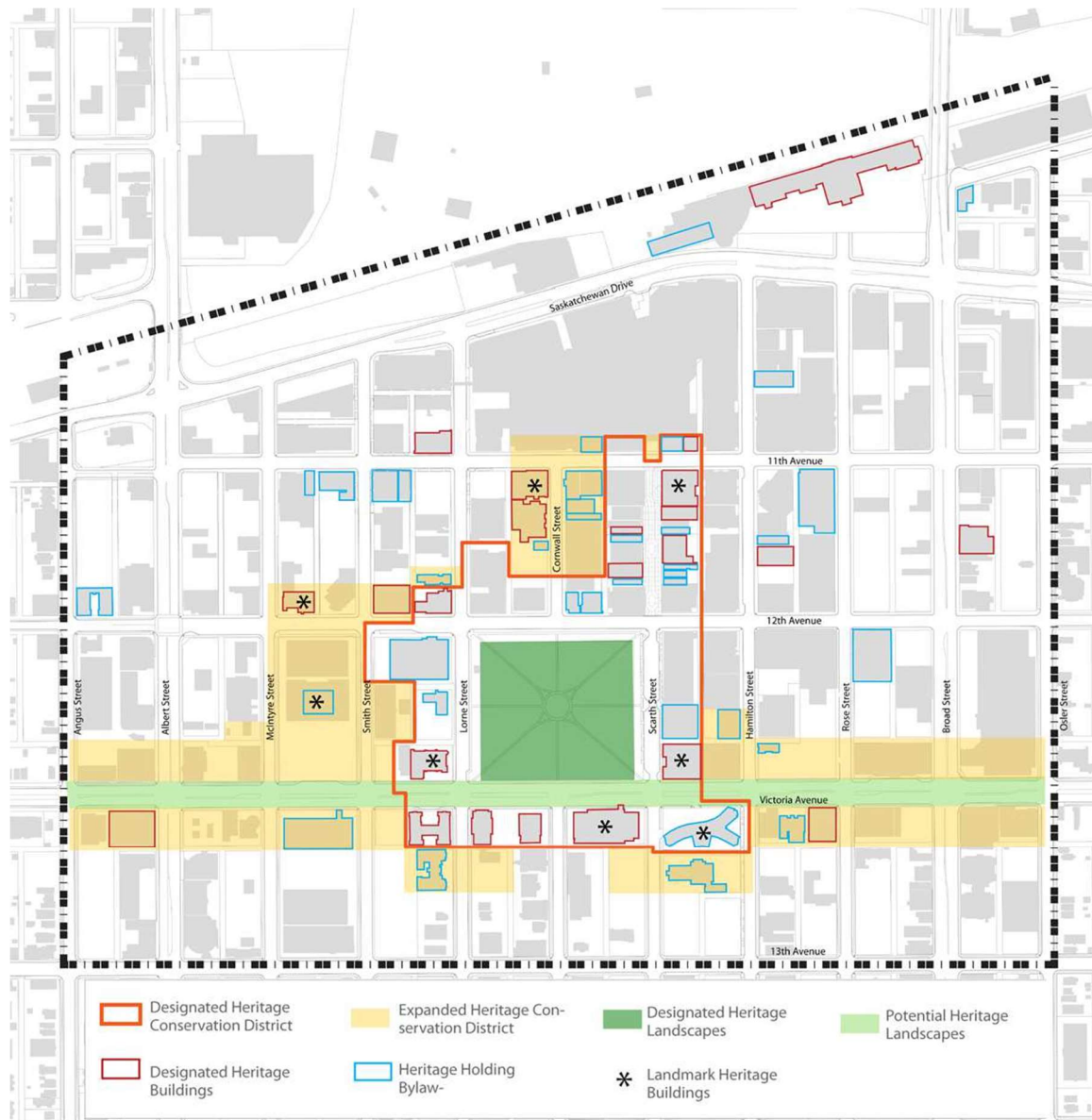
**Policy 26:**

**THAT the Victoria Park Heritage Conservation District Bylaw Guidelines and Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* should be strongly enforced, to ensure all new development is of the highest design and material quality and is compatible with the character of the Victoria Park Heritage Conservation District. As a fundamental starting point, this means that no buildings of heritage value should be demolished. Rather, their heritage characteristics should be identified, maintained, and enhanced by new construction.**

**Policy 27:**

**THAT the City of Regina:**

- 1) Ensure the existing Victoria Park Heritage Conservation District conforms with the objectives established in section 4.3.2;**
- 2) Study and consider an expansion to the Victoria Park Heritage Conservation District to ensure the City can require new development to be consistent and contiguous with the existing heritage area. Potential expansion of the Victoria Park Heritage Conservation District should consider:**
  - a) East and west along Victoria Avenue to the edges of the Downtown, including all properties located along it.**
  - b) North along Cornwall Street to include 1840 Cornwall Street, the Royal Canadian Legion Memorial Hall, the SUMA building, the Darke Block, Merchant's Bank, and the Canada Life Assurance building.**
  - c) West to include the Saskatchewan Revenue building, St. Paul's Anglican Cathedral, City Hall and Queen Elizabeth II Court (public plaza), and the Regina Court House.**
  - d) South to include the Frontenac apartments, Blessed Sacrament Church, and the properties directly across the street from each, to ensure compatibility.**
- 3) Develop new standards or guidelines for the Victoria Park Heritage Conservation District with more explicit design direction to ensure they reflect the overall Downtown Vision.**



**Map 7**

Victoria Park Heritage Conservation District Expansion

### 4.3.3 Downtown Heritage Standards

Heritage standards serve two purposes. First, to provide a framework for future standards for the expanded Victoria Park Heritage Conservation District. Second, to provide additional direction or clarification for the existing Victoria Park Heritage Conservation District Guidelines. However, it should be reiterated that the Development Officer should interpret the existing guidelines as is seen to be fit in order to achieve the highest quality development within the District, consistent with the heritage objectives (see section 4.3.1).

While only one, larger Victoria Park Heritage Conservation District is proposed, all development and redevelopment proposals should recognize that the Downtown is a district in itself and, therefore, proposals should contribute to the overall heritage character through consistency with the Public Realm and Built Form standards.

New development outside of the Victoria Park Heritage Conservation District is to contribute to the conservation of significant historic places, where they exist. This is accomplished by addressing buildings, structures, and landscapes as they are seen from the Public Realm (i.e., from the street, from parks, plazas and open spaces, or from any other place where significant views exist). These standards presume that the integration of new development with historic places will:

- be governed by the Victoria Park Heritage Conservation District Guidelines;
- be compatible with historic places located outside the District; and
- comply with the findings of a Heritage Impact Assessment and/or other heritage policies and documentation (e.g. a Conservation Plan).

**Policy 28:**

**THAT the City of Regina will incorporate Heritage Design Standards in the zoning bylaw or in a stand-alone document to guide new development in a heritage context with respect to such aspects as street wall height, building envelopes, setbacks, street level heights, articulation and rhythm.**

## 4.4 Urban Structure

### Introduction

Urban Structure guides the shape of the Downtown as a whole, including its overall height and density, street wall heights, setbacks/build-to lines, and distinct functional and character areas. The Urban Structure builds on existing and historic development characteristics and considers linkages and interfaces with the surrounding context.

### 4.4.1 Character Framework

Downtown Regina has a simple structure: an urban core, surrounded by the Grand Avenues, with transitions to the edges (Map 8). The character of each area responds to its unique conditions and opportunities.

The Character Framework map expresses two related and overlapping ideas:

**Precinct Character:** The areas outlined in black are Precinct Areas, each characterized by a distinct combination of different uses, built forms, and landscapes.

**Built Form Character:** The coloured areas represent specific built form characteristics responding to particular streets or conditions. For example, the Grand Avenues built form character lines both sides of Albert Street, Saskatchewan Drive, Broad Street, and Victoria Avenue.

### 4.4.2 Precinct Character Areas

The edges of the Downtown today have abrupt transitions to surrounding neighbourhoods, particularly to the east, north, and west. These edges are primarily characterized by parking lots and a lack of street trees. In addition, a few tall buildings are located immediately adjacent to the Cathedral and Core neighbourhoods, creating inappropriate juxtapositions against the low-rise building fabric.

These precincts are in need of greater continuity and cohesion in the built form. This includes the need to introduce a more generous, appealing, and green public realm: regular street tree planting, site landscaping, and building setbacks to create forecourts or urban front yard landscaping. New buildings should be built in the parking lots, including a greater emphasis on new residential development. The transition shouldn't necessarily be a smooth gradation between adjacent neighbourhoods and the Downtown, but rather an intermixing of the best characteristics of each.

#### 4.4.2.1 Cathedral Interface

This Precinct Area may benefit from proximity to a neighbourhood that has become more desirable. A key goal is the continuity of residential development from this neighbourhood into the Downtown. Public realm investments in this precinct, particularly along Albert Street to help create the Grand Avenue, may assist this transformation. Building Typologies should include multiplex housing forms, low-rise, as well as mid-rise types.

#### **4.4.2.2 Core Interface**

As is the case with the Cathedral Interface, a key goal is the continuity of residential development into the Downtown from the Core neighbourhood, now referred to as the Heritage Neighbourhood. However, this area will be more flexible in character, including a mix of institutional, employment, and other uses. This reflects the mixed character of the Core neighbourhood itself, as well as better linkages in general with eastern Regina due to continuous street connections. Broad Street also has an existing height peak at Victoria Avenue. In this respect, this Precinct Area is an ideal location for facilities such as a University of Regina downtown campus or student housing. Building types will be mixed, from high-rise at Victoria Avenue to mid- and low-rise further north and south.

#### **4.4.2.3 Centre Square Interface**

Centre Square complements the Downtown with its mix of lower and higher density residential development, commercial/office development, and small businesses. The existing transition through Centre Square works well: from lower house forms in the south, to mid-rise, to higher forms near Victoria Avenue. Thus, this Precinct Area will benefit from parking lot infill with mid-rise mixed residential/commercial. The existing Centre Square policies (Transitional Area Neighbourhood Plan) are consistent with this approach.

#### **4.4.2.4 Downtown Edge Interface**

This Precinct Area forms the edge to the Canadian Pacific Railway line, to the former Superstore site, and to the inter-modal yard. The only linkages to the north are at Albert and Broad Streets. By necessity, this area will tend to orient to the south, towards the existing Downtown. Higher building forms are appropriate, consisting of both residential and commercial development. In future, this Precinct Area may become a transition area to a new, more urban development to its north (when the existing CP intermodal yard is relocated) and, therefore, should be designed to facilitate linkages. The future development would itself create appropriate transitions between the Warehouse District and the Downtown Edge precinct.

#### **4.4.2.5 Central Downtown**

Central Downtown is the heart of the city. It has a mix of uses and is the most urban condition, where buildings are built out to the property line. It is the focus of tall buildings, with a recognizable peak, and is the focus of continuous storefront retailing. Future cultural/recreational destinations should also be concentrated here.

### **4.4.3 Built Form Character Areas**

#### **4.4.3.1 Grand Avenues**

The four arterial roads that define the edge of the Downtown are intended to transform into Grand Avenues. They will be gateways into the Downtown defined by their generous public realm treatments and mid-rise buildings. Buildings along the Grand Avenues should be a little “grander” than most, in the sense that they will have careful attention focused on their quality and details. Victoria Avenue may have taller buildings along it, as well as Landmark buildings, reflecting its ceremonial character.

#### **4.4.3.2 Cathedral/Core Neighbourhood Edge**

The blocks along Angus Street and Osler Street that face Cathedral and Core neighbourhoods should have buildings of a scale compatible with the adjacent low-rise neighbourhoods.

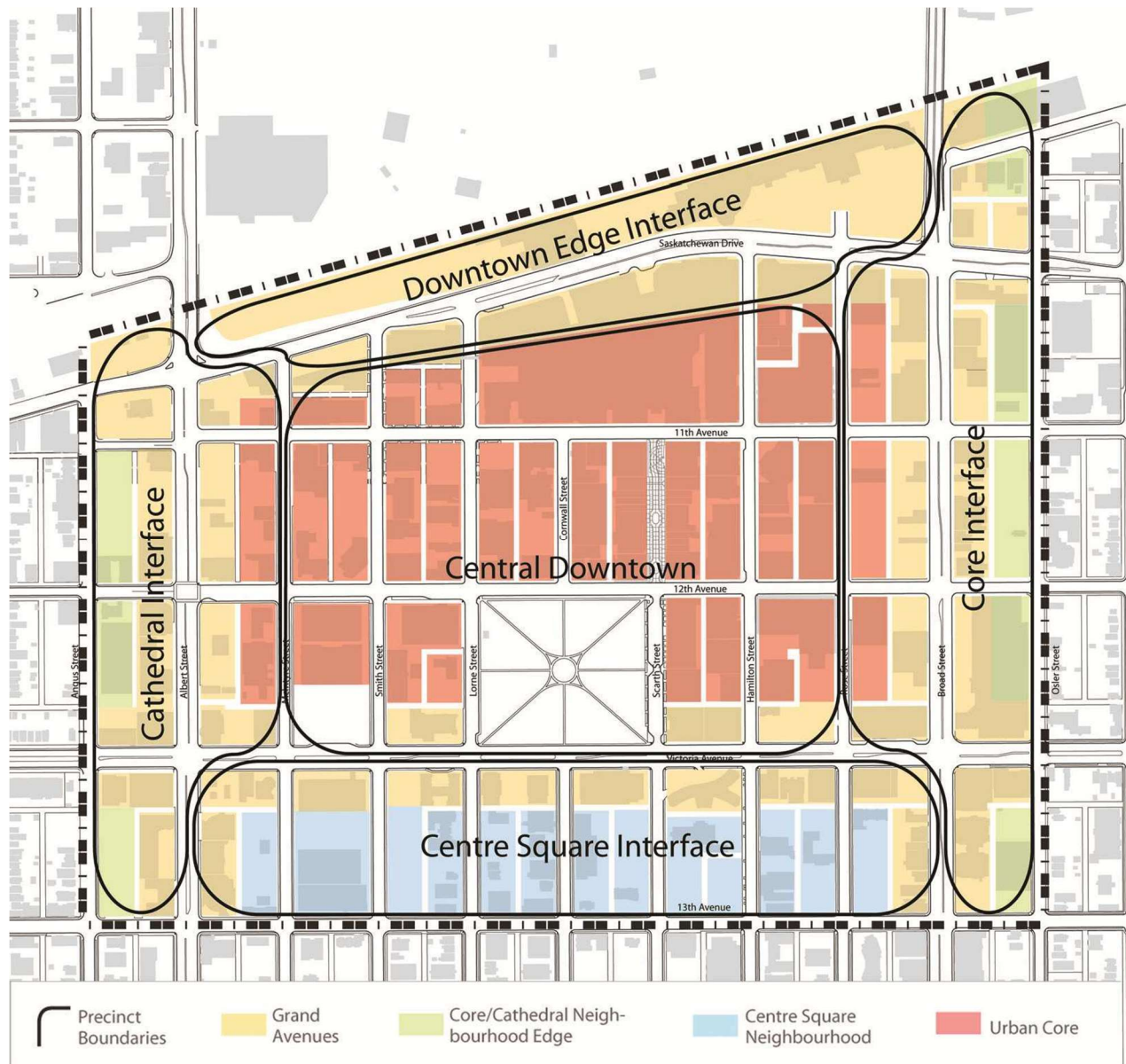
#### **4.4.3.3 Centre Square Neighbourhood**

The blocks south of Victoria Avenue (specifically, the laneway behind the blocks facing Victoria Avenue), east of Albert Street and west of Broad Street (and those that do not front onto these streets) are part of the Centre Square neighbourhood. Buildings should be designed consistent with the current policy direction for this neighbourhood as expressed in the Transitional Area Neighbourhood Plan. Commercial buildings should be low-rise in scale while residential buildings should be mid- to high-rise, forming a transition in height between the Downtown to the north and the low- to mid-rise scale of Centre Square further south.

#### **4.4.3.4 Urban Core**

All of the blocks contained by the Grand Avenues are the Urban Core. Buildings in this area will generally be located at the street edge and occupy 100% of their frontages. New buildings will tend to be built with side party walls, particularly at the podium level, in expectation of future change or infill. Buildings within the Urban Core should be granted the greatest latitude with respect to individual design expression, while creating a pedestrian scaled, legible environment consistent with the Built Form Framework.





**Map 8**

Character Framework

**Policy 29:**

**THAT the City of Regina will adopt in the zoning bylaw an urban structure based on precinct character areas and built form character areas to guide the shape of the Downtown as a whole, including its overall height and density, street wall heights, setbacks/build-to lines, and distinct functional and character areas.**

#### 4.4.4 Frontage Condition

Storefront uses located at street level are encouraged and will be accommodated along all Downtown streets. This includes a wide range of uses such as retail stores, restaurants, galleries, and personal services such as hair salons, laundromats, and day care centres. These street- engaging uses are critical for creating a successful Downtown. They animate streets, help provide a critical mass of activities, provide neighbourhood convenience for Downtown residents, and fill the niche for one-of-a-kind stores serving the city as a whole. All new developments or significant redevelopments of Downtown buildings are encouraged to provide storefront uses at street level.

**Policy 30:**

**THAT the City of Regina will incorporate a frontage conditions in the zoning bylaw to ensure development decisions result in active and animated streets, provide a critical mass of activities and neighbourhood convenience for Downtown residents, and fill the niche for one-of-a-kind stores serving the city as a whole.**

#### 4.4.5

#### **Build-to Lines and Build-to Ranges**

The placement of buildings relative to the front property line contributes to the character of the street and sense of place. Generally, the Downtown is defined by buildings placed to the front property line. This creates an immediate relationship with the sidewalk and a consistent street wall.

Build-to line denotes a specific distance from the property line to which the street wall of all new buildings should be constructed. All new construction should be built to the build-to line. The build-to line is measured at grade.

A setback, on the other hand, denotes the minimum distance (implying a building can be located further back) from the property line at which a building should be built.

**Policy 31:**

**THAT the City of Regina will incorporate build-to lines and build-to ranges in the zoning bylaw outlining the placements of buildings relative to the front property line. This will ensure development decisions result in an enhanced character of the streets and a sense of place.**

#### 4.4.6 Street Wall Height

The first three to four storeys of buildings are the most important in defining the character of the public realm, particularly concerning the articulation, fenestration, materials, and detailing of the façades and in expressing the uses within.

The street wall is the lower portion of a building or collection of buildings that defines the street edge or public realm, typically between 3-6 storeys in height. The street wall refers to the façade portion of the building.

Above the street wall height, buildings may be subject to above-grade step backs. This ensures that the street wall is formed by buildings of comfortable pedestrian scale, while taller elements are stepped back. Above-grade step backs also alleviate wind conditions and provide more sunshine into the public realm, which result in more comfortable pedestrian experiences. Requirements for pedestrian level wind studies and solar access modelling will also assist in determining the appropriate built form mitigation techniques

**Policy 32:**

**THAT the City of Regina will incorporate restrictions in the zoning bylaw for street wall heights and standards for wind minimization and solar access in the zoning bylaw to ensure development decisions result in a comfortable pedestrian scale and experience.**

#### **4.4.7 Climate Controlled Pedestrian Linkages**

In November 1992, City Council adopted the concept of climate-controlled pedestrian linkages for the downtown and approved a plan for specific locations and types of climate controlled pedestrian linkages. The plan was prepared involving input from the downtown business community, developers, heritage organizations and the general public. That plan resulted in a set of policies that guided the creation and management of the current climate-controlled pedestrian linkages throughout the downtown.

The desire for comfortable pedestrian experiences in the downtown must be balanced with the goal of active downtown streets. While climate-controlled pedestrian linkages are used frequently, particularly in the winter months, many linkages have their access controlled allowing only employees of certain buildings to use them. The future downtown experience for pedestrians does not envision more publicly accessed climate-controlled pedestrian linkages, however, the possible negotiation of future linkages cannot be dismissed, therefore the following policy and the document titled “Design Guidelines for Climate Controlled Pedestrian Linkages” (Appendix 3) will guide any discussions around this topic.

**Policy 33:**

**THAT the City of Regina will encourage active streets and discourage the development of climate-controlled pedestrian linkages subject to the following:**

- (a) No additional climate-controlled pedestrian linkages shall be permitted without an amendment to this Plan following a full and appropriate public participation process.**
- (b) If a climate-controlled pedestrian linkage is approved, it shall be guided by the document titled “Design Guidelines for Climate Controlled Pedestrian Linkages”.**
- (c) Notwithstanding (b), no climate-controlled pedestrian linkages, either individually or in combination, shall provide a convenient connection between major retail centres which would encourage pedestrians to bypass the street level shopping environment in the downtown.**
- (d) All current, and any future, climate-controlled pedestrian linkages over or under a public right-of-way shall be subject to an agreement between the City of Regina and the adjacent property owner(s) addressing all cost, design, operational and maintenance issues, and shall be consistent with the policies in this Plan and the terms of a standard agreement. The standard agreement shall address, but not be limited to, the following:**
  - i. Public access to climate-controlled pedestrian linkages shall be permitted during hours agreed to by the City of Regina and the affected property owners;**
  - ii. The responsibility and all costs of operating the climate-controlled pedestrian linkages (including utilities and public security) and provision of maintenance (including cleaning, repair and reconstruction shall be borne entirely by the abutting property owner(s), and shall be to the satisfaction of the City of Regina;**
  - iii. Construction shall be undertaken by the City of Regina or subcontracted by the City of Regina subject to its approval of design, construction cost estimates, and construction supervision.**
  - iv. The City of Regina may fund construction of the portion of approved climate-controlled pedestrian linkages which are on or over public rights-of-way, and exempt property tax and encroachment fees for the climate controlled pedestrian linkages on or over public rights-of-way.**

[Bylaw No. 9432]

#### **4.4.8 Parking**

Parking should not be the dominant image of streets. An important goal of the Regina Downtown Neighbourhood Plan is to cultivate an image where parking, while present, goes relatively unnoticed in the streetscape. Generally, no new surface parking lots will be allowed in the Downtown that are not screened by storefront or active uses along the street. In the rare circumstances where they are accommodated (e.g. improvements to a site that currently includes a surface parking lot) exemplary parking standards must be met.

**Policy 34:**

**THAT the City of Regina will incorporate parking standards and restrictions in the zoning bylaw to ensure development decisions result in an active and animated public realm and limits the amount of visible parking from the street.**

## 4.4.9 Building Height and Density

### Introduction

Height and density standards must be implemented as complementary components. These standards will accommodate an appropriate amount of development as-of-right.

Depending on the size and configuration of any given site, development may first reach the maximum allowable density, or it may first reach the maximum allowable height. As such, development will be constrained by either a density standard or a height standard, depending on site specific considerations. A small site, for example, may reach its density maximum first and, therefore, be limited by this maximum. Conversely, a large site could allocate greater amounts of density to a high-rise form and may be constrained by the height standard, rather than by the density maximum.

In order to accommodate the potential for sites to be assembled and/or developed in different ways, density bonusing can be used that can sensitively accommodate the unique circumstances of each development scenario. In specified areas, height bonusing may be considered.

Both the height and density standards will be considered maximums. Development must not exceed either, except through bonusing, where eligible. The maximum allowable height and density and the bonusing framework, in combination, will be designed to ensure that more consideration is required of developments that are larger/taller, given that they will be correspondingly more prominent and significant.

#### 4.4.9.1 Building Height

Building heights will reflect the overall Downtown Vision, which includes the goals of the Public Realm Framework and the other goals of the Built Form Framework.

#### 4.4.9.2 Density

Density permissions need to ensure that new development fills in under used or vacant sites, rather than concentrating significant development on only a few sites.

Furthermore, development alternatives and incentives become more viable in a more restrictive development context where the City can gain public amenities in exchange for bonuses on height and density.

#### **Policy 35:**

**THAT the City of Regina will incorporate building height and density standards in the zoning bylaw to reflect the overall Downtown Vision, which includes the goals of the Public Realm Framework and the Built Form Framework, and ensure new development fills in under used or vacant sites, rather than concentrating significant development on only a few sites.**

## **4.5 Bonusing Framework**

### **Introduction**

The Built Form Framework assumes the zoning bylaw will identify maximum as-of-right heights and densities for Downtown development and identify areas where additional development rights may be achieved as a bonus, in exchange for public benefit.

The Downtown Bonusing Framework is a system designed to achieve specific public benefits above and beyond those required in the Regina Downtown Neighbourhood Plan, in exchange for increased development rights.

As it is implemented, the Bonusing Framework will contribute to a rising Downtown residential population and at the same time encourage new development to contribute to the desired character, livability, and sustainability of the Downtown neighbourhood.

It must be noted that the value of public benefits achieved through bonusing will vary with the peaks and troughs of real estate development activity. Thus, it is important to bear in mind that while bonusing can be a valuable tool to encourage the contribution of Downtown amenities, bonusing is not a substitute for stable, predictable, and ongoing sources of funding to support Downtown services, development, amenities, and improvements to the public realm.

Bonusing of development proposals can only be considered with respect to the granting of additional height (see section 4.4.9.1), additional density (see section 4.4.9.2), and/or reductions to build-to lines and build-to ranges at Primary Gateways (see section 4.4.5).

### **4.5.1 Bonusing Eligibility Criteria**

All development proposals must meet the following bonusing eligibility criteria:

- a) Bonuses can only be granted: for additional height, additional density, or for reductions to build-to lines and build-to ranges at Primary Gateways as identified in the zoning bylaw.
- b) Development proposals that include bonusing must meet all Plan requirements. In particular, both the development proposal and the contributed community amenity must be in keeping with the objectives and design standards in the Public Realm Framework and Built Form Framework.

### **4.5.2 Bonusable Community Amenities Evaluation**

Proposals to contribute community amenities in exchange for development bonuses will be evaluated on the basis of the following factors:

- a) Bonusable community amenities should be selected from a community amenities list.
- b) Bonusable community amenities must be located in the Downtown.
- c) Bonusable community amenities must be enduring.
- d) Buildings have a long life; correspondingly, the resulting community amenity contribution must have a long-term effect. This means that the quality of the benefit and its long-term use must be considered priorities.
- e) Bonusable community amenities must be in keeping with the Vision and Principles of the Plan.

Community amenity contributions will be evaluated as a component of the development review process.

### 4.5.3 Bonusable Community Amenities List

Creating a list of Bonusable Community Amenities, projects and initiatives eligible in exchange for additional development rights, is an important step in adding transparency and predictability to the Downtown development process. It is also important in ensuring the benefits of a bonusing system are not diluted by community amenity contributions that produce little public benefit.

The list will reflect the community amenities that are currently considered desirable for the Downtown, in accordance with the objectives of the Plan. The list should only be considered as a guide. In the context of specific development proposals, additional new community amenities will be considered and may be added to the community amenities list at the Development Officer's discretion. To be eligible, those suggesting alternative community amenities must demonstrate the amenities are consistent with Plan objectives and are, therefore, desirable additions to the Downtown.

#### **Policy 36:**

**THAT the City of Regina may consider public benefits through the provision of community amenities when assessing development applications seeking additional height, additional density, or for reductions to build-to lines and build-to ranges at Primary Gateways as identified in the zoning bylaw. Provisions shall be set out in the zoning bylaw to guide negotiations of desirable community amenities.**

#### **Policy 37:**

**THAT the City of Regina will conduct regular reviews of the bonusing framework and community amenities requirements to ensure consistency with this plan and future community needs.**

## PART 5 ACTION PLAN

### 5.0 Introduction

The Action Plan contains a set of actions divided into five categories, which expresses the main objectives and foci of the Regina Downtown Neighbourhood Plan. Each action is derived from the initial observations of opportunities and constraints, is influenced by the extensive public consultation process that took place during the development of this Plan and is a step towards fulfillment of the Public Realm and Built Form Frameworks. Each action should be recognized as imperative to realizing the Plan's Vision. Individual actions are grouped into five action categories:

**Leadership:** Actions relating to leadership roles necessary to begin the implementation process.

**Neighbourhood:** Actions relating to creating a Downtown neighbourhood.

**Business:** Actions relating to enhancing Downtown commercial activities.

**Culture:** Actions relating to improving cultural programming, public art, Heritage Conservation, and Downtown lifestyle marketing.

**Transportation:** Actions relating to pedestrians, cycling, transit, automobiles, and parking.

Some of the actions do not require significant capital investment. Rather, some Plan objectives will be achieved through policy changes, incentives, partnerships, and department work programs. However, in instances where significant investments in infrastructure are required, it is imperative to also consider implications for establishing new operating and maintenance budgets that may be required.

It will be a corporate responsibility to implement the Plan. The Plan will be a living document and become engrained in City department work plans, strategic planning, and operations.



## 5.1 The 8 Big Moves

Downtown Regina’s Big Moves are the driving ideas for change that form the basis for the proposed Public Realm Framework, the Built Form Framework, and the Action Plan. They are tangible concepts that bring the Vision and Principles to life. The Big Moves assimilate comments and suggestions from the public and are the justification for future actions and implementation strategies.

	<p><b>Big Move 1: Walk to Work</b></p> <p><b>A Downtown that is defined and framed by residential neighbourhoods.</b></p> <p>Regina is an exceptional place – exceptional because it bucked the trend, embraced sustainability and became one of the first medium-sized cities in Canada to provide a big-city opportunity – the opportunity to own one less car and to use active transportation as a primary way of moving about. Stop and say hello to your neighbours, grab a coffee, get some exercise, and know that you are doing something to address climate change – all as you walk to work. Downtown Regina should accommodate up to 25% of the city’s annual residential growth, creating the critical mass of people necessary for a vibrant lifestyle.</p>
	<p><b>Big Move 2: The City Square</b></p> <p><b>Victoria Park is the jewel, the organizing element of the City.</b></p> <p>Victoria Park is the city square, the community living room of the Downtown core, a place that is symbolic of “Regina the Queen City”, beautiful, active, vibrant, connected, and inspirational. It is the starting point in the city – every design move and every programmatic initiative builds on the geography of Victoria Park and emanates outwards. It is embedded within an identifiable historic district that tells the story of the city through buildings, furnishings, the character of the streets, and public art.</p>
	<p><b>Big Move 3: Pedestrians First</b></p> <p><b>All streets are designed for walking.</b></p> <p>Streets for walking are streets with wide sidewalks; with pedestrian amenities such as lighting and benches; and with great buildings that interest pedestrians, make them feel safe, and offer them opportunities to take shelter from the cold and to interact with the city.</p>
	<p><b>Big Move 4: A Green Zone</b></p> <p><b>A well-maintained urban forest that adds seasonal ambience and urban wildlife habitat.</b></p> <p>Every street is a warm and inviting public space lined with lush trees that bring warmth and life back into the Downtown, in all seasons. Aside from creating beautiful views, the trees offer shaded places to rest or walk under, they recharge the air, and provide friendly urban wildlife habitat. Green roofs and community gardens add a level of sustainability to the urban landscape and buildings are retrofitted for energy efficiency.</p>



**Big Move 5: A Cycling Culture**

**Cultivate and support cycling as a viable means to move about.**

Every street has been designed with the cyclist in mind. Broad cycling paths provide a key clue: this is a great city in which to cycle. Employers encourage cyclists by providing the amenities they need, such as safe bike storage and showers, and reward them with incentives. The City hosts an Annual Bike to Work Week, closing some roads for cyclists and holding celebrations in the park.



**Big Move 6: Exceptional Public Transit**

**A Downtown that is best accessed by public transit.**

Public transit is the best motorized way to get to work and school or to shop and play. Public transit is a tool that links the city's diverse destinations through direct routes that are as efficient as other modes of travel.



**Big Move 7: Friendly Façades**

**Existing buildings, at street level, remediated to create a lively, animated pedestrian realm.**

Following the lead of the Atlantis Coffee site, existing buildings that do not support the experience of the pedestrian will be transformed to enhance it. The Cornwall Centre, on all sides, will be opened to the street; existing parking structures will be transformed to have active uses at grade; and office buildings will have greater transparency at the street.



**Big Move 8: Festival Places**

**Create places for gathering, to allow arts and culture to flourish and to be celebrated.**

The transformed portion of 12th Avenue adjacent to Victoria Park will act as the new festival and market street that includes the width of the street and both sidewalks, from park edge to the building faces, and will contribute to a renewed concept of the City Square. Queen Elizabeth II Court will become a ceremonial space for formal events and year-round civic celebrations and, together with the City Square project, will clearly mark the festival centre and cultural heart of the Downtown.

## **5.2 Action Items**

### **Leadership**

L.1 Establish a City Centre Branch and Manager.

### **Neighbourhood**

N.1 Secure a residential pilot project Downtown.

N.2 Create a Downtown Housing Strategy.

N.3 Rezone the Downtown as a Direct Control District.

N.4 Include an urban design review step in the development permitting review process.

N.5 Reflect Downtown as a complete community in City policy.

N.6 Encourage Downtown community gardens as part of new residential projects.

N.7 Create a Downtown Urban Forest Strategy.

N.8 Encourage Downtown locations for unique community services and non-profit organization offices.

N.9 Co-ordinate existing and developing initiatives for Downtown safety and security.

N.10 Conduct a servicing and capacity review for water, wastewater, stormwater, and solid waste management in order to devise new management strategies.

N.11 Revise the Winter Maintenance Policy to prioritize the Downtown.

### **Business**

B.1 Identify clusters or blocks of uses.

B.2 Establish a permanent Farmers' Market venue Downtown.

B.3 Measure changes in employment composition, market composition, and vacant properties.

B.4 Foster a symbiotic partnership between businesses and artists.

B.5 Create a façade renewal and improvement incentives program.

### **Culture**

C.1 Create a City of Regina Cultural Plan.

C.2 Complete the City Square Project.

C.3 The City Square programming strategy.

C.4 Revise the approach to heritage management.

C.5 Establish a University of Regina presence Downtown.

C.6 Create a Signage and Wayfinding Strategy.

C.7 Create a Patio Management Strategy.

C.8 Establish a Civic Heart Revitalization Working Group.

## **Transportation**

- T.1 Study the cost and impact of converting all one-way east-west streets to two-way vehicle movement both in the Downtown and immediately south of the Downtown.
- T.2 Create alternative road standards.
- T.3 Refocus transportation planning on pedestrians.
- T.4 Prioritize cycling within transportation planning.
- T.5 Prioritize and enable the efficient operation of public transit.
- T.6 Minimize, mitigate, and control Downtown Surface Parking.

## **5.3 Implementation Strategy**

### **Introduction**

The Implementation Strategy is a document to outline the timeframe and resources required for implementing the Action Plan component of the Regina Downtown Neighbourhood Plan. In order to begin Action implementation, certain cultural, political, and financial foundations should be set. These foundations are intrinsically linked to a set of critical success factors, which determine Priority Actions. It is important that the stage be properly set for orchestrating the implementation of the recommendations in a sequenced manner. In turn, once the implementation process is underway, it must be monitored with measures of success as determined for each implementation Action. Foundations, success factors, sequencing, and success measures will be identified during the project scoping phase for each Action.

Successful implementation will depend on a variety of initiatives unfolding simultaneously. Certain actions are mutually supportive or are only possible when completed in a sequenced manner - certain contexts and foundations need to be created to successfully complete the next action. A sequencing chart will outline a recommended course of action for implementation that should result in timely completion of the actions, while accommodating some flexibility as the development context evolves.

## **APPENDIX 1: PLAN BACKGROUND**

Today, the City of Regina finds itself on the cusp of significant change. It has an unprecedented growth rate that has toppled once stable housing prices and an administration that understands the importance of investing in urban infrastructure to ensure the improvement of quality of life for all residents of the city.

Regina is also being shaped by national and global trends. As a society, we have become acutely aware that our patterns of development are adversely affecting the settlements within which we live. Sprawling auto-dependant communities are raising questions about equity, sustainability, accessibility, social inclusivity, our health, and about the best places for people to age gracefully. Across North America, walkable Downtowns and main street communities are undergoing a revival as people seek solutions to these issues. And more than ever, citizens are aware of best practices elsewhere.

Downtown Regina has historically been the economic engine of the city. Today, Downtown establishments provide over 25,000 jobs. For a mid-sized Canadian city, this concentration of employment is enviable. It results in an urban vibrancy during daylight hours that is challenging to find in similar sized Canadian cities that do not have this critical mass of people coming together five days a week. This significant clustering of employment also secures Victoria Park as an important and beautiful place to lunch in the summer and is fundamental to the success of the Regina Farmers Market, enabling a small but growing cluster of local, unique restaurants and services. Downtown is also a place for gathering, as demonstrated annually at Regina's treasured Folk Festival, and during impromptu moments such as when the Roughriders won the 2007 Grey Cup. It is a place for civic organization, for cultural activities such as the events offered at the Globe Theatre and the Central Public Library, and for entrepreneurship.

Some of the Downtown development that has occurred since the early 1990s includes the Hill Centre Tower 2, FCC Tower and Canada Life Place. These constitute nearly 10% of the downtown office stock. More recently, Hill Centre Tower 3 is now under construction and several applications have been submitted for residential, office and commercial buildings in the downtown. As well, in the last few years several buildings have been adapted for reuse such as the residential conversion of the TD building and Renaissance Plaza, and the Leader Building. Office conversions have also taken place, including the transformation of former retail spaces such as the Army & Navy and the Bay Building to office uses.

In contrast, since the creation of the 1985 Downtown Plan there has been minimal investment in the public realm. In addition, more historic buildings have been torn down to make way for new parking lots. Indeed, a full 26 per cent of the surface area Downtown is now reserved for parking. While Downtown Regina has many of the critical elements required to create a thriving Downtown, it does not yet have the critical mass of activities necessary for the Downtown to thrive beyond regular work hours. This, in turn, limits the viability of restaurants, galleries, services, cafés and niche retail. Similarly, since public spaces are empty at night and weekends, the streets do not feel safe. What is needed is a direction for Downtown development that leads to a critical mass of activity, increasing the viability of an active and safe Downtown at all times.

Great places are not created by accident. They are the result of a vision, leadership, planning, unrelenting tenacity on the part of city champions, and strategic, meaningful public investment. The Regina Downtown Neighbourhood Plan has been created to provide such direction for the next 20 years to come.

The Downtown Neighbourhood Plan celebrates Downtown Regina as a place for people to thrive. It refocuses Downtown Regina as a place of pedestrianism, heritage and culture, entrepreneurship, great urban design, environmental sustainability and as an ideal place to live. It does so by recognizing the existing employment base Downtown as the City's greatest asset, and encourages future growth that further entrenches Downtown as the economic hub of Regina.

The primary goal of the Plan is to match the employment base with great new urban housing, so people can choose to walk to work. Living and working in close proximity has a number of corollaries and spin-offs. People living Downtown will shop and eat Downtown, supporting a vibrant retail and restaurant scene. People will be on the streets at all hours, fostering a safer environment. New cultural destinations, entertainment attractions and service providers will choose to locate Downtown, where the people are. This new critical mass will bring urban vitality to Regina.

To accomplish this vision, two objectives must be met, both of which are inseparable as a strategy for growth. The first objective is to attract up to 25% of the projected residential growth for Regina to new Downtown accommodations. The goal of 2,500 to 5,000 new residents, over the course of the next 15 years, will effectively establish a Downtown neighbourhood. To attract new residents, the second objective is to create a collection of quality amenities Downtown, of the types necessary to support a thriving neighbourhood and community. Whereas the reasons people choose to live in urban environments typically include proximities to arts, culture, retail and restaurants, the most compelling reason to live in Downtown Regina, in the short term, is the opportunity to walk to work. If people are given the opportunity to walk to work, their sustained presence Downtown after working hours will soon begin to have an impact on the other kinds of amenities that are necessary to create a thriving Downtown

- shops, a grocery store, galleries, a community centre and niche retail all become more viable as the population increases. In the longer term, as the Downtown population base both increases and begins to stabilize, the urban environment will become more complete and sustainable.

Improved transit service is essential to a complete, walkable Downtown. Many walking trips are made to, and from, the bus. Improving transit service Downtown will allow visitors to access Downtown, and to enjoy it on foot, as well as allowing Downtown residents to conveniently travel to the rest of the City. It will be possible to live Downtown without owning a car. As people begin to live in the Downtown, it will become more and more viable for “car share” enterprises to operate. This in turn will give more people the option to forgo car ownership, or to own one less car. Accommodating population growth through Downtown infill will also make it possible for the City of Regina to choose to reduce sprawl.

Making Downtown a great place to live requires investment: great tree-lined streets, an efficient transit system, a variety of interesting parks, new cultural destinations, neighbourhood shopping and amenities to support new residential developments. It is a circle of public and private sector investment that builds overall value. The more attractive Downtown becomes, the more people will want to live there. The more people live there, the more businesses and government will invest.

Accessible public spaces and shared amenities, in the future, will be the draw to Downtown living. People will choose to live with smaller ecological footprints in exchange for cleaner air, a high quality of life, and affordable movement options. Downtown will also provide an opportunity for a diversity of people to live in close proximity to one another.

To implement the Downtown Neighbourhood Plan, Action Plans have been generated and categorized under the themes “Leadership”, “Neighbourhood”, “Business”, “Culture”, and “Transportation”. These specify actions that are necessary to undertake to realize the Plan and are listed in order of priority. Many actions are interdependent and should be implemented together, while others are part of a sequenced or phased implementation strategy that is driven by measurable benchmarks. A signature component of the Downtown Neighbourhood Plan is the City Square project, the objective of which is to revive the idea of a city square around Victoria Park by accommodating year-round public festivals and a variety of forms of recreation.

This Downtown Neighbourhood Plan puts forth a Vision for a bold and sustainable future for the City of Regina. At the policy level, significant change is required to shift the trajectory of Downtown towards what it is seeking to become, while respecting and enhancing the current concentration of employment. The guidelines and recommendations in the Plan refocus the Downtown as a priority area for capital

investment, for the benefit of all residents, and recommend a reallocation of resources. In addition, the Plan assumes that more will be required from the private sector than has been required in the past. A series of players must come together to create a great urban environment: City staff, Council, land owners, developers, community leaders and citizens. Leadership and strategic public and private investment are now needed.

## **Plan Development Process**

To date, development of the urban context has been guided by a Downtown Plan created in 1985. It allows a mix of uses and built form types, and prioritizes efficient parking and traffic management. The Regina Downtown Neighbourhood Plan project was initiated in September 2007, when the contract was awarded to Office for Urbanism, in association with UMA, Goldsmith Borgal & Company Architects, and urbanMetrics following a competitive bidding process.

This study was organized into five phases that were framed by a public engagement process, and designed to generate a new Vision for the future of Downtown Regina in collaboration with a wide range of stakeholders. Three forums were held as an opportunity to both generate and test ideas, and to ensure that the refinement of the Downtown Neighbourhood Plan was in keeping with the overall Vision. Collaboration between the Consultant Team and City staff, through weekly and bi-weekly conference calls, site visits, exchange of information and ideas, and strategies about how to move forward with the process, were essential to shaping its success.

### **Phase 1: Project Kick-Off and Background Research**

Phase 1 commenced with a project Kick-Off meeting in September 2007 where the Consultant Team met with City staff to establish roles and review the timeline of the study. A Steering Committee of senior City staff was established, and meetings were held at strategic points throughout the process. A detailed walking analysis was undertaken to gather visual information. Policy information, past studies and base maps were thoroughly reviewed and relevant Downtown policies were extracted to inform the content development. An opportunities and constraints analysis was completed.

### **Phase 2: Visioning + Concept Plan Development**

To begin the public engagement process, a media kick-off event was held in October 2007 where the Consultant Team introduced the project with the assistance of the General Manager for Planning and Development, Jason Carlston, and Mayor Pat Fiacco. A presentation to Council was also made to encourage Council involvement moving forward. A series of stakeholder focus group sessions were held to engage key players in the process and to assess the needs and goals of various groups. Those consulted included representatives from: heritage, arts and culture, adjacent neighbourhood representatives, resident's groups, developers, land owners, various City departments, special interest groups, transportation experts, and members from the business community.

In December of 2007, "Forum 1: Downtown Planning Symposium" was held at the Royal Canadian Legion and was attended by over 200 people. The three-day event included a walking tour and a "fresh eyes" analysis presentation on the first day, Visioning Workshops on the second and third day, and a final Open House on the evening of the third day. The key concepts related to the Vision and Principles for the Downtown Plan, as well as the 8 "Big Moves", all emerged during this first Forum.

In the workshops, the Downtown was divided into five 'Demonstration Sites'. Each group of participants explored, with pen and paper, a future development scenario for one of the sites, in keeping with an overarching vision for the site. The "Big Moves" were then used to inform the development of the Downtown Concept Plan toward the end of this phase and, subsequently, the "Action Plans" (Phase 3). A newsletter outlining the outcomes of the forum was distributed broadly.

Phase 2 concluded with the January 2008 announcement of a \$1 million initial implementation project intended to visually signal change Downtown, specifically for the public realm, in the 2008 operating year. Initially branded the “WOW” project, the City Square Project was proposed to proposed redefine the function and edge of Victoria Park along 12th Avenue to recapture the historic idea of Victoria Park Square. Forum 1 identified Victoria Park as the heart of Downtown Regina, and as a key public space where memorable civic events occur year-round. Accordingly, the City Square Project involves transforming the portion of 12th Avenue along Victoria Park into a beautiful year-round programmable space with a strong pedestrian focus.

### **Phase 3: Development of Action Plans**

Following the establishment of the Vision and Principles for the Downtown Neighbourhood Plan, the Consultant Team worked towards creating the Concept Plan and Draft Action Plans along with associated implementation strategies and tools. This began to frame the recommendations and ideas generated from the background research, technical analysis, and public consultations into a plan and policy structure.

In March 2008, the Consultant Team conducted a workshop with the City Project Team specifically to address transportation planning. Furthermore, a special meeting with representatives of the File Hills Qu’Appelle Tribal Council was held to identify specific needs that ought to be recognized in the Downtown Plan, giving precedence to future actions related to making Downtown truly for all people. The project and Consultant Team also met with a representative from GBLUR Centre for Sexuality and Gender Diversity at the University of Regina to better understand the needs of this group.

In April of 2008, “Forum 2: The Downtown Plan” was held at the Knox-Metropolitan Church in Downtown Regina. The three-day forum began with a public introduction of the draft Downtown Plan, which included a concept drawing and key design moves. The public was given a variety of opportunities to question and comment on the draft Downtown Plan through a series of interactive panels, comment sheets, and during a question and answer period.

On the second and third days of the Forum, focus group sessions were held during which the draft Downtown Plan and draft Action Plans were tested with 7 different stakeholder groups: developers, business associations, community groups, environment, transportation, heritage, and arts & culture. The evolving draft Plan was also presented to City Council during a working lunch.

A key outcome of Forum 2 was a list of risks, mitigating actions and critical success factors for successfully implementing the Plan. A refined list of draft Actions, and champions for each, was also generated. A second newsletter outlining the outcomes of Forum 2 was distributed broadly.

### **Phase 4: Presentation of Action Plans**

Forum 2 identified the need to conduct further workshops to help create a Built Form Framework for Downtown. Workshops were held on June 5, 2008 with City staff, and members of the development and heritage communities, to review and refine draft recommendations. The Built Form Framework comprises a significant component of the Downtown Neighbourhood Plan and should function as a tool to guide future development to ensure that it is in keeping with the original Vision, Principles, and overall intent of the Downtown Plan.

In June of 2008, “Forum 3: Actions and Implementation” was held at the Knox-Metropolitan Church. The Consultant Team presented the overall implementation strategy which included the refined Action Plans, as categorized under the five themes of Live, Work, Play, Movement, and Leadership, to a public audience of approximately 200 people. Feedback was received during an interactive panel session and during a question and answer period.

Forum 3 provided an additional opportunity to present the refined Downtown Plan to City Council, whose enthusiasm had grown for the planning project. A media event following this meeting gave the



opportunity for City Councillors and the Mayor to speak to the press about the Plan. From July 2008 to August 2008, the Consultant Team worked towards finalizing the Downtown Plan and writing a draft report. A third newsletter was also produced which outlined the outcomes of Forum 3.

### **Phase 5: Final Downtown Plan**

A first draft of the Downtown Plan was completed in August of 2008. It was presented to the project team and Steering Committee for consideration and review. Subsequently, the Plan underwent a series of refinements and revisions as per the involvement of key stakeholder groups, the Steering Committee, and City staff. The process of refining the Plan included a series of meetings held with land owners to assess the viability and likely impacts of the proposed Built Form Framework that resulted in minor adjustments being made.

The Regina Downtown Neighbourhood Plan clarifies the future form and function of Downtown Regina for 20 years to come and identifies the strategic actions necessary to transform it into a dynamic urban centre. It defines Downtown as the heart of the City of Regina and as a valuable neighbour to its surrounding neighbourhoods. It recognizes that in order to create a great Downtown, the value of the existing employment base to the City must be leveraged; the distinct history and cultural setting of Downtown must be highlighted; civic pride must be strengthened; policies must be put in place to encourage the necessary critical mass for a mixed-use, live-work environment; and, both public and private investment will be required.

The Plan considers a complex array of factors that shape Downtown including, but not limited to the planning and policy context, the urban fabric and built form, street patterns and functions, transit and traffic systems, walking and cycling networks, general land uses, heritage, arts, culture and society, retail function, residential population, and pedestrian behaviour.

### **Conditions, Constraints, and Opportunities**

An examination of existing conditions was conducted using map analyses, photo interpretation, policy review, background document reviews, traffic modelling, and stakeholder interviews. The existing conditions analysis revealed a set of constraints towards a thriving Downtown environment as well as a set of general opportunities for improvement.

#### **Existing Conditions**

Downtown Regina is a completely urbanized area located in the centre of the City of Regina (population just below 200,000) and is surrounded by the neighbourhoods of the Warehouse District to the north, Centre Square (formerly the Transitional Area) to the south, Cathedral Area to the west, North Central neighbourhood to the northwest, and the Heritage neighbourhood (formerly Core) to the east.

Downtown Regina has a tremendous opportunity to be renewed as a pedestrianized, active, and dynamic Downtown. The walkable scale of the street grid, the availability of developable land, the beauty of Victoria Park, and the character created by numerous iconic buildings are just a few of its great foundational elements upon which to build.

The City of Regina has a dramatic presence in the prairie landscape. The carefully laid-out inner city neighbourhoods with their tree-lined streets are a testament to an environment that is both deliberate and relatively recent. Wascana Centre, with its varied and breathtaking parks, further points to a history in Regina of long-term visioning, planning, and place-making.

Downtown too has a dramatic presence. It has a well developed skyline that has continued to evolve and change over time, and a diverse assortment of modern buildings. Unfortunately, certain aspects of change have come at a cost. Whereas the Downtown of yesteryear was the heart of the city, with bustling

sidewalks and diverse businesses and institutions, today a significant amount of land is dedicated to parking cars.

Planned outward growth and suburban development over the years, into the northwest and southeast areas of the city, combined with a popularization of the automobile, drew residents out of Downtown – amenities and services followed. Consequently, rather than functioning as a once mixed-use neighbourhood with a residential population, Downtown is now largely an office/commercial area, used mainly by government and including a few hundred small businesses, shops, and restaurants. Today, Downtown employs roughly 25,000 professionals, and is home to just under 1,500 residents according to 2006 Census data. This is just 0.8% of the City of Regina’s total population.

The study area includes all parcels of land located inside of the boundaries formed by the CPR rail line north of Saskatchewan Drive, Osler Street, 13th Avenue, and Angus Street. The area includes 40 city blocks created by a rectilinear grid of streets (Figure 1.1). This area is an historic part of the city, containing many of the early elements that contributed to the identity of the Township of Regina just prior to its incorporation in 1882. Victoria Park, the rail station, and various heritage buildings such as the Hotel Saskatchewan, the Knox-Metropolitan United Church, and the Saskatchewan Power building on Victoria Avenue, are just some contributions from Regina’s rich past that shape its identity today.

### **Constraints**

a) *Engrained social patterns* – Downtown is no longer the heart of the action – people do not expect to live, to dine, or to be entertained Downtown; new development has not necessarily focused on quality; people expect to drive everywhere.

b) *Decentralized civic and cultural institutions* – Regina has not developed a critical mass of important arts, culture, and retail facilities and activities in the Downtown; rather, these amenities are scattered throughout the city and currently best accessed by driving.

c) *The railway divide* – crossings are limited and are designed for vehicles; they make poor connections between Downtown and important areas to the north (the Warehouse District and Mosaic Stadium) from which pedestrian movement into the Downtown should take place.

d) *Under-investment in the public realm* – there has been little investment in the past 20 years; past investment has been of an inconsistent character and quality.

e) *Car-oriented infrastructure* – Downtown is designed for cars: wide roads, wide lanes, one-way streets, an abundance of surface and structured parking, few pedestrian crosswalks or signals, and weak transit infrastructure.

f) *Car-oriented culture* – despite Downtown Regina’s compact and walkable scale, a car-oriented culture is evident in the travelling behaviour of those who work Downtown and in Downtown’s overall physical form. Parking structures and surface parking lots dominate views, and negatively impact the pedestrian experience.

g) *A limited residential population Downtown* - while employment uses remain strong, the limited residential population, combined with the dispersal of arts and cultural institutions throughout the city, results in a Downtown that is underutilized on evenings and weekends. This constrains the viability of the restaurants, services, and specialty retail which ought to distinguish the Downtown from other parts of the city.

## Opportunities

- a) *Regina as the capital city* – its role as a ceremonial and gathering centre; the focus of government; a location for regional corporate headquarters.
- b) *Concentration of government and office employment uses Downtown* – an extraordinary concentration for a city of Regina’s scale; provides a tremendous daytime population.
- c) *Diverse historic neighbourhoods* – adjacent neighbourhoods are planned on a grid, and have populations that are loyal to the Downtown and that use Downtown amenities.
- d) *Beautiful Wascana Centre* – is a tremendous recreational asset for all of Regina, but in particular for Downtown, where people living at higher densities in the future will benefit most from it.
- e) *The grid* – a compact and walkable Downtown results from an intact, well-connected, fine-grained street network.
- f) *Victoria Park* – a central oasis, just the right size for Downtown; has the potential to evolve, adding people, activity, and amenity to become the Regina’s main square.
- g) *Cultural activities* – potential to develop cultural partnerships and programs given the interest of the arts community in playing an active role in its future.
- h) *Significant opportunity areas* – Broad Street, Albert Street, and Saskatchewan Drive are today underutilized; with imagination and commitment, they can transform to places of vitality and value.
- i) *Remaining heritage* – needs to be protected and revitalized: these jewels exist only here. There is a significant stock of heritage properties that creates a distinct character in Downtown.

## Beyond Costing the Plan: Understanding the Plan as an Economic Development Tool

The Regina Downtown Neighbourhood Plan has three key functions relevant to understanding the costs of its implementation. Unlike a capital project, where specific costs related to project implementation are identified and detailed, the Plan functions as a Vision, a Policy Framework, and as a City Building Tool. In each of these realms, the Plan has implications for economic growth, which in turn has implications for the fiscal health of Regina.

In essence, the transformation of the Downtown is an investment in the future of Regina. Some aspects of the Plan will be implemented with minimal expense to the municipality – adopting a new policy framework, for example. Other Plan actions entail attracting investors (public, private, and institutional) who will act as catalysts for further investments. Investment in the Downtown will have an impact on the economic development of the city as a whole – it will attract private investment and tourism dollars, it will increase property values and result in a destination within the city for all Reginaans.

### As a Vision

The Regina Downtown Neighbourhood Plan provides a rationale for decision making, giving direction to the municipality and key stakeholders as it reinforces the Downtown’s commercial character and transforms it into a complete and walkable neighbourhood. It functions as a key tool to leverage investment from other sources, such as through the Urban Development Agreement fund and through the Bonusing Framework (see section 4.3). It will both direct public sector investment, ensuring coordination among departments as capital investments are made, as well as attract outside investment by

demonstrating the Downtown's future character, and the municipality's commitment to the Downtown as a priority. The Vision provides certainty in the Downtown's future for Council, the development industry, residents, and City staff. Certainty and a commitment to quality are critical to attracting outside investment.

### **As a Policy Framework**

The Regina Downtown Neighbourhood Plan is also a Policy Framework that specifies how the Downtown should grow and develop over the next 20 years. It shapes growth and investment by directing future decision making and instilling higher design quality requirements. Studies that will refine key ideas related to the Vision are outlined as specific actions in the Plan; they will be undertaken in sequence and in accordance with priority as funding becomes available. Many of these studies will lead to capital projects, which will then be assessed during annual budget cycles.

### **As a City Building Tool**

The Regina Downtown Neighbourhood Plan positions Downtown Regina as a local and regional destination, a draw to tourists and business, a place to invest, and a healthy place to live. Plan actions express the City of Regina's ongoing commitment and are a blueprint for Downtown growth and development such that the Plan, in its entirety, functions as a tool that: increases development potential, generates momentum, directs attention to Downtown activities, and focuses energy towards the Downtown's continued enhancement.

Plan fulfillment will enhance the Downtown's livability and thereby strengthen Regina's strategic position in relation to other cities as it competes for businesses, entrepreneurs, young professionals, and tourists, all of whom are drawn to settle, invest, and visit based on the breadth of evident quality of life opportunities.

It is this same vibrancy and attractiveness that will draw others to live in Regina, which will also drive economic growth. To locate, businesses require a stable critical mass of educated employees. To thrive, businesses require a strong consumer base. Enhanced livability and enhanced business opportunities are fundamentally entwined.

New capital investments Downtown, to be made by both the private and public sectors, will generate land value, which in turn will increase tax revenues. As the Downtown grows as the hub of the city, with animated streets and businesses all hours of the day and all days of the week, existing businesses will thrive and new businesses will be inspired to locate in the heart of the action.

Downtown development also has the potential to maximize the use of municipal infrastructure. Utility lines, roads, and lanes, are already in place and may only need minor upgrading when new developments evolve on infill greyfield and brownfield sites. There are also potential operational efficiencies to be gained in the long term. A more compact urban core minimizes operational costs for services and may lead to opportunities to offer higher levels of service in areas such as public transit, solid waste management, and snow clearance/sidewalk maintenance given the advantages of providing these services at higher densities. Over time, as the Downtown becomes increasingly diversified and as new businesses establish, real estate will become more competitive and the Downtown business economy will continue to grow, resilient to changing market conditions.

## APPENDIX 2: STREETSCAPE TYPOLOGIES

The Streetscape Typologies, as illustrated on Map 3, organize streets by type based on their current or planned character and function. The diagrams and descriptions in this appendix represent prototypical conceptual design qualities for each streetscape type. They are not meant to illustrate particular Downtown locations; instead, they provide recommendations for the allocation of space and the look and feel of each typology.

As examples, the streetscape typologies demonstrate how the right-of-way could be allocated for various street types to be in keeping with the Vision. It is expected that these street sections will be refined, in the context of the development of alternative Downtown street standards. These streetscapes will require revised approaches to road maintenance and operational services.

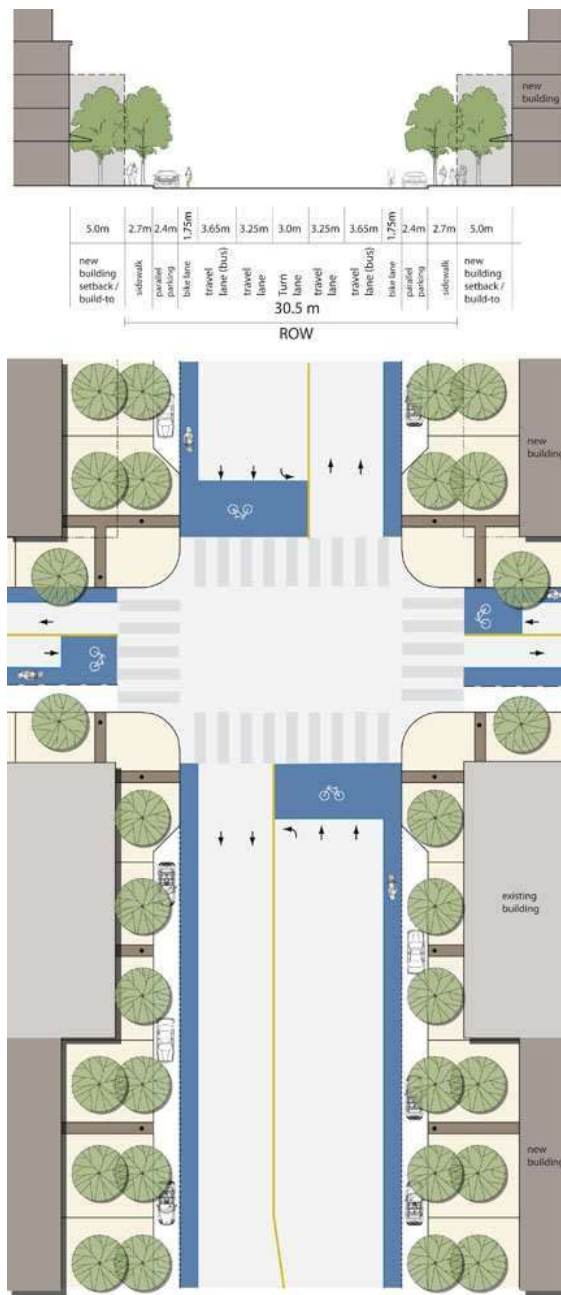
### **Grand Avenues – Albert Street, Saskatchewan Drive, Broad Street**

#### **Intent**

Albert Street, Saskatchewan Drive, and Broad Street define three of the edges or thresholds to the Downtown. Currently dominated by fast moving traffic within the right-of-way, as well as suburban character buildings and parking lots adjacent, it is intended that these streets transform into grand, tree-lined avenues edged by high quality buildings (Figure A2.1).

Features of Grand Avenues should include:

- a) Broad sidewalks with a double row of street trees on each side of the street. To help accomplish this, a 5 metre build-to line setback is proposed for new buildings.
- b) A palette of paving, lighting, banners, and furnishing that is distinctive to the Downtown. In a few places, this will include distinctive heritage streetscape treatment.
- c) Crosswalks at all intersections, including special crosswalks at the four Primary Gateways intersections.
- d) Permanent on-street parking. This helps buffer pedestrians from traffic and creates activity.
- e) Bump-outs of sidewalks at intersections, creating more substantial pedestrian zones and shorter road crossings.
- f) Bike lanes of 1.75 metres width, slightly wider than the minimum 1.5 metres, due to these streets' high vehicular volumes.
- g) Bike Boxes at all signalized intersections, which requires no vehicular right turns on red lights.
- h) Where left turn lanes are not required, the sidewalks on each side of the road should be expanded.



**Figure A2.1**

Grand Avenues section

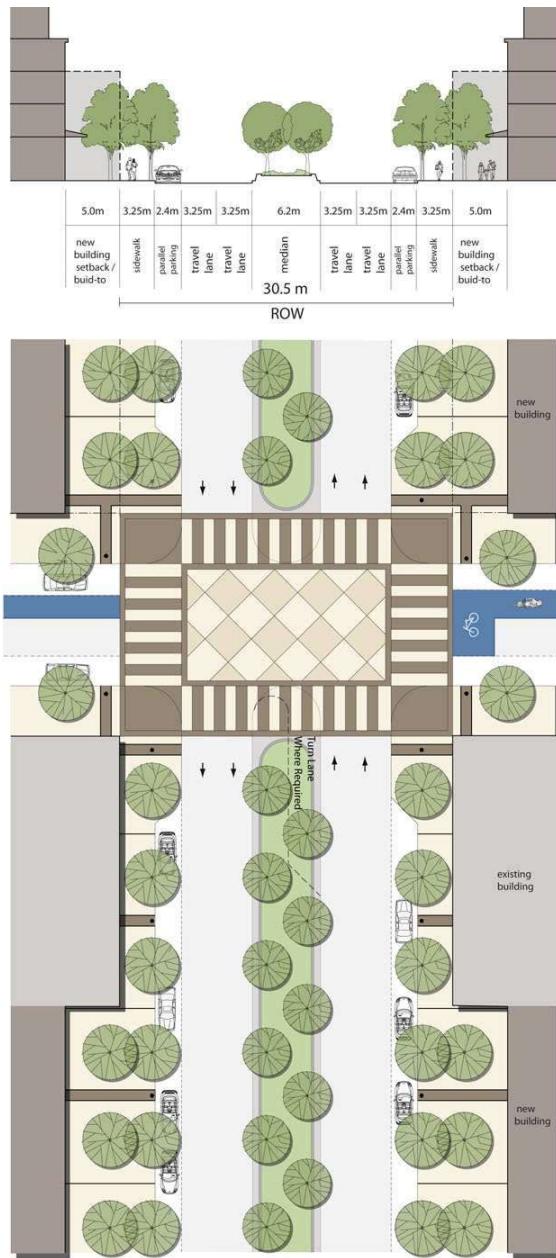
## **Grand Avenues – Victoria Avenue**

### **Intent**

Victoria Avenue is the great street of Regina, a grand civic gesture through its centre uniting many neighbourhoods, including the Downtown. Unfortunately, its character through the Downtown has eroded over time. Victoria Avenue should be restored to its former splendor as a boulevard with a special treatment through the Downtown (Figure A2.2).

Features of the Victoria Avenue Grand Avenue should include:

- a) A broad central island with a double row of ornamental trees.
- b) Broad sidewalks with a double row of street trees on each side of the street. To help accomplish this, a 5 metre build-to line setback is proposed for new buildings.
- c) A palette of paving, lighting, banners, and furnishing that is distinctive to the Downtown. This will include a distinctive heritage streetscape treatment through the Heritage Heart.
- d) Decorative crosswalks at all intersections between Albert and Broad Streets, inclusive.
- e) Permanent on-street parking. This helps buffer pedestrians from traffic and creates activity.
- f) Bump-outs of sidewalks at intersections, creating more substantial pedestrian zones and shorter road crossings.
- g) Left turn lanes should be minimized.



**Figure A2.2**  
Victoria Avenue section



## **Primary Streets – 11th Avenue, 12th Avenue (Angus to Osler), 13th Avenue**

### **Intent**

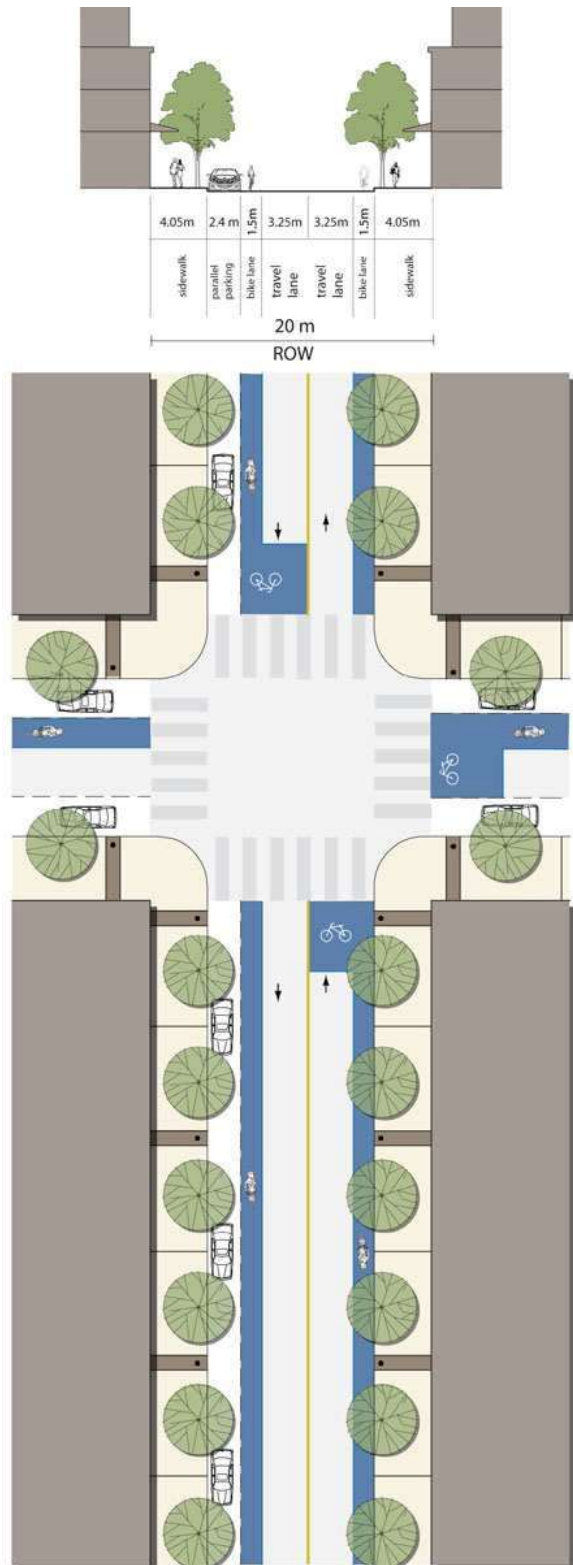
All east-west streets are recommended to be two-way through the Downtown (Figure A2.3). This creates better linkages to adjacent neighbourhoods as well as a more legible environment to navigate. Further, two-way streets better support retail vibrancy and minimize driving distances within downtown environments – since it is always possible to take a direct route. Primary Streets are active for all modes of transport, but have less vehicular traffic than the Grand Avenues, so they are the most balanced Downtown streets. Conversion of 11th and 12th Avenues occurred in June 2010. Detailed analyses will be necessary to determine feasibility and phasing of the remaining conversions.

A new Downtown transit hub is required and detailed analysis will show the best location and configuration. Bus stops on each side of the street will service transit travelling in opposite directions, and facilitate transfers across the street. Travel lanes on 11th Avenue will generally need to be 3.65 metres wide. Special streetscape treatments in this area are proposed.

12th Avenue adjacent to Victoria Park has become part of the City Square Project, a special plaza treatment designed to extend the perception and use of public space. It has a high quality treatment designed primarily as a pedestrian space, but through which vehicles may be able to pass.

Features of Primary Streets should include:

- a) Wide sidewalks with a single row of street trees on each side of the street.
- b) A palette of paving, lighting, banners, and furnishing that is distinctive to the Downtown. This will include a distinctive heritage streetscape treatment through the Heritage Heart.
- c) Crosswalks at all intersections, including decorative crosswalks in pedestrian priority areas.
- d) Permanent on-street parking on one or both sides of the street. This helps buffer traffic and pedestrians and creates activity. Where transit facilities are required, on-street parking should be accommodated only where possible.
- e) Bike lanes and Bike Boxes on 12th and 13th Avenues should be accommodated.



**Figure A2.3**  
Primary Street section

## **Secondary Streets**

**Angus Street, McIntyre Street, Smith Street, Lorne Street, Cornwall Street, Scarth Street, Hamilton Street, Rose Street, Osler Street**

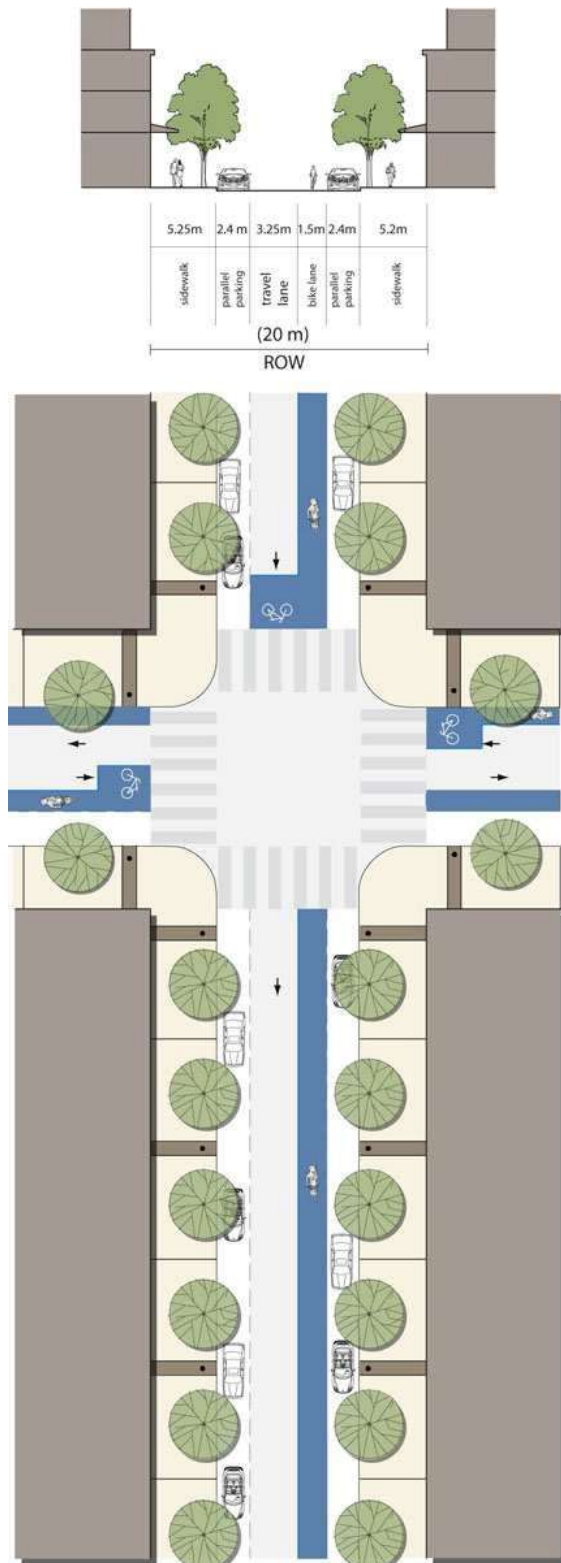
### **Intent**

The north-south streets are envisioned to remain one-way into the foreseeable future. Given that these streets are not through streets, they have the greatest potential to focus on active transportation and a high quality pedestrian realm (Figure A2.4).

In the future, with increased intensity, particularly an expanded street retail scene and significant infill of currently vacant lots, these streets should be considered for conversion to two-way with parking in only one direction.

Features of Secondary Streets should include:

- a) Wide sidewalks with a single row of street trees on each side of the street.
- b) A palette of paving, lighting, banners, and furnishing that is distinctive to the Downtown. This will include a distinctive heritage streetscape treatment through the Heritage Heart.
- c) Crosswalks at all intersections, including decorative crosswalks in pedestrian priority areas and at Victoria Avenue between Albert and Broad Streets.
- d) Permanent on-street parking on one or both sides of the street. This helps buffer pedestrians from traffic and creates activity. Where transit facilities are required, on-street parking should be accommodated only where possible.
- e) Bike lanes and Bike Boxes at all signalized intersections should be accommodated.



**Figure A2.4**

Secondary Street section

## Alternative Street Configurations

### Intent

Several streets currently exhibit features that distinguish them from the streetscape typologies (i.e. Grand Avenues, Primary Streets, Secondary Streets). In other cases, in order to complement recommended public realm improvements, specific streets should be designed in concert with these improvements.

### Secondary Streets – Blocks between Victoria Ave. and 13th Ave.

Centre Square neighbourhood's existing secondary streets have mature street trees located between the sidewalk and pavement (Figure A2.5). This is an appropriate condition in this neighbourhood, particularly given the desire to infill these streets with predominantly residential development.



**Figure A2.5**

Secondary Streets – Blocks between Victoria Avenue and 13th Avenue

**Secondary Streets – Lorne Street and Scarth Street adjacent to Victoria Park.**

Currently, Lorne and Scarth Streets have angle parking beside Victoria Park. This condition is appropriate since it provides plenty of short-term parking for the park and the animated uses around its edge (Figure A2.6).



**Figure A2.6**

Secondary Streets – Lorne Street and Scarth Street adjacent to Victoria Park

**12th Avenue – Blocks between Albert Street and Lorne Street.**

12th Avenue has a wider right-of-way through the west side of the Downtown, at 25 metres (Figure A2.7). This additional width can be utilized by providing on-street parking on both sides of the street and wider sidewalks. In front of the library (and in proximity to the City Square Project) and/or along the City Hall block, the additional width can be utilized for a generous transit stop and waiting area.



**Figure A2.7**

## **APPENDIX 3: DESIGN GUIDELINES FOR CLIMATE CONTROLLED PEDESTRIAN LINKAGES**

### **1.0 Introduction**

The purpose of these guidelines is to provide a qualitative basis for evaluating the design of approved climate controlled pedestrian linkages. They will be used by development proponents, those responsible for reviewing proposals and City Council. The guidelines are used as a standard of design from which variation is possible in specific cases where appropriate.

### **2.0 General Design Principles**

The design guidelines are based on, and consistent with, the following general design principles which respect Regina's specific context and needs:

- a) Emphasize ground level retail activity.
- b) Provide a comfortable and safe pedestrian environment within the retail core.
- c) Encourage diversity and detail in ground level climate controlled pedestrian linkages, consistent with a vital shopping environment, but unified within an overall theme.

### **3.0 Design Guidelines**

The following guidelines are applied to climate controlled pedestrian linkages:

#### **3.1 Physical Dimensions**

- a) The minimum height from the ground of above ground climate controlled pedestrian linkages over public rights-of-way shall be 4.75m (15.6 ft.).
- b) The minimum corridor width for climate controlled pedestrian linkages shall be 3.0m (10.0 ft.) except for those over rear lanes abutting parkades which shall be a minimum of 2.44m (8.0 ft.) in width.
- c) The minimum ceiling height in all climate controlled pedestrian linkages shall be 2.44m (8.0ft.).

#### **3.2 Access**

- a) Stairs shall be a minimum of 2.0m (6.6 ft.) in width. Each flight shall have a maximum vertical rise of 2.44m (8.0 ft.). The tread shall be a minimum of 28cm (.92 ft.), the rise shall be a maximum of 15cm (.49 ft.), and the product of the rise and tread shall be between 450 and 485.

- b) Access points to the street from climate controlled pedestrian linkages shall be clearly identified by the design of the entrance and the provision of standardized signage.
- c) Provision shall be made for level changes which allow easy and convenient movement of pedestrians between above ground and ground level climate controlled pedestrian linkage elements, at such strategic locations which maximize pedestrian orientation to street level shopping of Scarth Street and Hamilton Street.

### **3.3 Exterior Design**

- a) Above ground climate controlled pedestrian linkages over streets shall be as close as practical to 90° from the face of the adjacent buildings.
- b) The horizontal orientation of above ground climate controlled pedestrian linkages over streets shall be level to the greatest extent practical. Where deviation from level is necessary, the exterior design shall compensate for such deviation by maintaining level roof, deck and window lines.
- c) The exterior design and materials of above ground climate controlled pedestrian linkages over streets shall be compatible with that of the adjacent buildings. Where the adjacent buildings are of markedly different styles, the exterior design of the climate controlled pedestrian linkages shall be in keeping with one of the buildings. Priority shall be given to compatibility with adjacent buildings having heritage significance.
- d) Reflective surfaces which create glare should not be utilized.
- e) The exterior of ground level climate controlled pedestrian linkages in existing buildings should respect the original building façade and maintain or enhance compatibility with the streetscape.

### **3.4 Interior Design**

- a) The use of natural light is encouraged by the provision of substantial glazing including skylights where applicable.
- b) The minimum interior illumination levels are:
  - 21.5 lux for walkway areas
  - 10.7 lux for seating areas
  - 43 lux for entrances, stairs and ramps
- c) Doorways shall not obstruct the free flow of pedestrians within climate controlled pedestrian linkages. Doors shall be held open with magnetic stays connected to the fire alarm system, or utilize another acceptable method.
- d) Directional signage shall be provided at exits and key nodes within climate controlled pedestrian linkages.
- e) Facilities encourages on ground level climate controlled pedestrian linkages include landscaping, seating areas, and public art. The location of these facilities should maintain an



uncluttered appearance which does not detract from the provision of display windows and small scale storefronts.

- f) The interior design of ground level climate controlled pedestrian linkages in the retail area should consider the "Heritage" theme established for the Scarth Street Mall.
- g) Materials used should be durable as well as aesthetically pleasing.
- h) Climate controlled pedestrian linkages shall be appropriately insulated.
- i) Visibility from climate controlled pedestrian linkages to the street shall be provided where possible to aid the orientation of users.

### **3.5 Security and Safety**

- a) Climate controlled pedestrian linkages shall be as open and visible as possible. Blind corners and unnecessary jogs which screen areas from view should be avoided.
- b) Consideration may be given to utilizing closed circuit T.V. cameras for surveillance, especially in screened, infrequently used or other high risk areas.
- c) All adjacent uses which have direct access to climate controlled pedestrian linkages must be able to be securely closed from the linkage.

## APPENDIX 4: URBAN DESIGN GLOSSARY

**Above Grade Parking:** Vehicle parking that is above ground level, usually in a structured facility.

**Active Uses:** Land uses that result in frequent and varied forms of pedestrian activity along a building frontage, such as lingering along storefronts, entering and existing buildings, and delivering or receiving small packages.

**Adaptability:** The capacity of a building or space to be changed so as to respond to changing social, technological and economic conditions.

**Affordable Housing:** Housing which costs less than 30% of household income (CMHC definition), or, home ownership for low-income families where less than 30% of household income is spent on housing.

**Amenity:** Aesthetic or other features of a development that increase its marketability or usability to the public.

**Articulation:** Detailing of building mass, location or orientation of fenestration, and design of building elements. The “base” articulation is generally within the first three storeys of a building, a base should be clearly defined and positively contribute to the quality of the pedestrian environment through animation, transparency, articulation, and material quality. The “middle” articulation is the body of the building above the base, this should contribute to the physical and visual quality of the overall streetscape. The “top” articulation generally includes the entire top portion(s) of a building involving the roof and one floor below.

**Atrium:** A fully enclosed or semi-enclosed rectangular court surrounded by a single building or between buildings that is open air.

**Back Lot Parking:** Parking that is contained behind buildings, in the middle of a block, linked yet hidden from the pedestrian’s experience of a street.

**Bay:** A part of a building marked off by vertical elements, such as columns or pilasters.

**Below Grade Parking:** Vehicular parking that is below ground level.

**Bike Box:** Delineated areas where cyclists, at a red light, can advance ahead of stopped vehicles while waiting for the light to turn green. Cyclists are therefore more visible to vehicles and are prioritized higher as road users.

**Bollards:** Vertical columns used to physically block or visually guide vehicular traffic in an area.

**Build-to Line:** Build-to Line denotes a specific distance from the property line to which the street wall of all new buildings must be constructed. The build-to line is measured at grade.

**Build-to Range:** Build-to Range denotes a specific distance range from the property line to which the street wall of all new buildings must be constructed.

**Building Typology:** The general shape, mass, and articulation of a building, categorized by type.

**Built Form:** The shape of developments including buildings, and other structures, not only individually, but as a collective. How buildings relate in terms of height, scale, and character determines the extent to which they will define the public realm.

**Civic Heart:** An open space that has a concentration of civic uses and destinations.

**Community Amenities:** A built form or public realm feature, element, or structure, that provides a desirable or favourable service or benefit to the local community, and at no cost to the community.

**Compatibility:** The size, form, and character of a building element relative to other elements around it. This may be determined by the size and proportion of windows in a building façade are usually related to one another, the spaces between them, and the scale of surrounding buildings.

**Conservation Plan:** A management plan to promote the conservation of heritage resources through the establishment of incentives and protective measures to preserve, protect, enhance, and improve existing heritage resources as well as educate and advocate for heritage conservation.

**Convertible Frontage:** Residential street level units designed so that they can be converted for retail uses, and should be designed to the standards of retail uses (i.e. building code requirements), but be authorized to have non-retail uses within them.

**Corner Treatment:** A unique built feature on a corner building that acknowledges its prominence on the street in terms of views and architectural presence. Can be achieved by adding to building articulation with elements such as a turret, or by subtracting from the building volume resulting in conditions such as recessed entrances.

**CPTED:** CPTED is Crime Prevention Through Environmental Design. It is a pro-active crime prevention strategy utilized by planners, architects, police services, security professionals, and everyday users of space. CPTED provides universal design principles relating to the improvement in natural surveillance, natural access control, territorial reinforcement (i.e. fencing), and maintenance.

**Datum Lines:** The horizontal or base line, from which the heights of points are measured.

**Density:** The floorspace of a building, or buildings, in relation to a given area of land.

**Enclosure:** The use of buildings to create a sense of defined space.

**Fine Grain:** The pattern of the arrangement and size of buildings and uses and their plots in an area, usually along a street. Fine urban grain refers to a pattern of street blocks and building sites that

is small and frequent, thereby creating a dynamic and animated urban environment for the pedestrian.

**Floor Area Ratio:** The ratio of the floor area of a building divided by the total area of the property (lot size). The ratio gives a general sense of the mass, or size, of a building.

**Gateway Treatment:** A design feature intended to signify entrance to a distinct area, usually a place where a new character or sense of identity should be recognized. Achieved through details of the built form, or through landscaping and signage.

**Gateways:** Locations where a significant number of people enter and exit Downtown. They occur at a variety of scales, including to Downtown as a whole, to precincts, or to specific streets or open spaces.

**Grand Avenues:** Gateways into the Downtown defined by their generous public realm treatments and mid-rise buildings. Buildings along these should be a little ‘grander’ than most, in the sense that they will have careful attention to the building quality and articulation.

**Green Roof:** A building feature located on the roof of buildings designed to capture rain, sequester carbon locally, provide micro-habitats for urban wildlife, and reduce urban heat. Secondary benefits include a reduction in building heat consumption and an added visual amenity. This feature typically involves covering the roof with fast-rooting vegetation such as grasses and mosses. The green roof is designed to be self-sustaining, with a waterproof membrane at the base of the roof, overlain with a rooting membrane for the vegetation.

**Heritage Conservation:** Refers to saving significant buildings (retaining parts or places that are valued for their heritage contribution), and to enhancing the meaning and quality of life in a specific place by maintaining its uniqueness, and supporting the cultural and economic vitality that accompanies areas with strong conservation.

**Heritage Impact Assessment:** A process to integrate the objectives of a heritage management plan into the planning process. The assessment is aimed at identifying the potential impacts to heritage resources of development proposals and plans, and recommending solutions to mitigate any negative impacts.

**Human Scale:** The impression of a building when seen in relation to its surroundings by a pedestrian, or the size and proportion of parts of a building or its details, that relates in a positive way to the visual and physical experience of a pedestrian.

**Infill Development:** The development of vacant parcels in urbanized or suburbanized areas, typically bringing the density of the area closer to that allowed by the existing zoning regulations.

**Landmark:** A building or structure that stands out from its background by virtue of height, size or some other aspect of design.

**Landmark Frontages:** Locations which are prominent because of their context, such as adjacency to a public open space or important street, or because of their content, such as heritage resources or public art. These are closely related to gateways.

**LEED Certification:** Leadership in Energy and Environmental Design. A system of measurement which rates new buildings (or their plans) on their level of energy use and environmental consideration. It is meant to encourage new developments to become more energy efficient and environmentally sensitive.

**Massing:** The combined effect of the height, bulk, and silhouette of a building or group of buildings.

**Mid-Block Connections:** Linkages between two streets in the middle of larger blocks. They should be designed to have uses other than as mid-block pedestrian links (i.e. laneway or library/gallery galleria).

**Mixed Use:** A mix of uses within a building, or a site, or within a particular area, possibly including employment, residential, commercial, live/work, or retail.

**Mixed Use Row House:** Units attached at sides, generally a single ownership for each unit. Can have ground level commercial uses or in some cases can be purely residential.

**Modal Split:** How the total number of journeys in an area or to a destination is split between different means of transport, such as train, bus, car, walking and cycling.

**Multiplex:** Multiple residential units within a house form building.

**Pedestrian Orientation:** The characteristics of an area where the location and access to buildings, types of uses permitted on the street level, and storefront design are based on the needs of persons on foot.

**Placemaking:** The art, and science, of making successful public places with significant local meaning. It involves the design of public space as well as the proper programming of public space. It is also considered a process whereby communities can generate a sense of ownership and belonging to a place.

**Pocket Park:** Small outdoor areas intended to provide intimate, yet high quality open spaces for an immediate neighborhood or catchment area. Generally are no larger than 1,000 square metres.

**Podium:** The lower portion of a building that defines the street edge or public realm, typically between 3-6 storeys in height. The podium refers to the overall massing of this portion of the building, and can be considered as the base of a building.

**Point Tower High Rise:** High rise buildings with a slender profile tower and small floor plates, typically less than 700m<sup>2</sup>. Often placed in areas adjacent to other tall buildings, for context and transition.

**Primary Street:** Active for all modes of transport, but have less vehicular traffic than do avenues, so they are the most balanced streets downtown. Used to move people within the downtown.

**Public Realm:** Places and spaces that are shared by the public, for use by the public, and are typically in public ownership. This includes all public open spaces, and streetscapes. It is also the most prominent and visible aspects of the urban environment that determines the character and the quality of the urban experience.

**Public/Private Interface:** The point at which public areas and buildings meet private ones.

**Rhythm:** The recurrence at regular intervals of design elements that help structure their visual character and definition. For example, a vertical line dividing buildings every 6 to 12 metres, will create a rhythm for the street that supports a pedestrian scale and intimate character.

**Right-of-Way (ROW):** A strip of land, including the space above and below the surface, that is platted, dedicated, condemned, established by prescription or otherwise legally established for the use of pedestrians, vehicles, or utilities.

**Secondary Street:** Streets used to access destinations within Downtown, rather than to access Downtown itself.

**Setback:** The minimum distance from the property line at which a building must be built.

**Slab High Rise:** Lower tower with big floor plates, typically more than 700m<sup>2</sup>. Require careful location and design due to their longer building mass.

**Stacked Row House:** One or more residential units stacked above one or more residential units.

**Step Back:** A recess of taller elements of a building in order to ensure an appropriate built form presence on the street edge. Usually articulated at the top of the podium or street wall.

**Storefront:** The face of a retail store, ground-level office, or service centre, that faces into the public realm. It usually includes an entryway into the building with windows that showcase products and services inside.

**Street Level Condition:** The way that a building is experienced at street level. Active uses (e.g. retail, public spaces); with an open and public presence (i.e. windows and doors) provide engaging ground level conditions. Blank facades result in inactive street level conditions.

**Street Wall:** The Street Wall is the lower portion of a building or collection of buildings that defines the street edge or Public Realm, typically between 3-6 storeys in height. The Street Wall refers to the façade portion of the building.

**Street Wall Elements:** The components that, taken together, give a street wall its unique character, such as recessed entries or bay windows or signage treatments or canopies.

**Surface Parking:** Parking which is at ground level and off the street (on a parcel of land).

**Third-Party Signage:** A sign that promotes a business, product, or service that is not located on or available for purchase at that site.

**Traffic Calming:** The reduction of traffic volume within an area and/or the reduction of traffic speed. This usually involves various road design strategies that physically restricts traffic into an area, and/or causes a driver to reduce speed and pay attention to pedestrian activity. Design strategies also communicate pedestrian priority with clear markings and signals on the road to both pedestrians and drivers.

**Transition:** Occurs between buildings to help create continuity and cohesiveness in a streetscape, with buildings that are beside each other, across the street from each other, or are otherwise part of a building grouping which has design elements that reference one another. Can be articulated through a wide range of design elements (i.e. overall building height, massing, setback, materials etc.)

**Transparency:** The degree of visibility through a building façade.

**Tower:** Upper portion of a building that is high in proportion to the width and length of the base.

**Urban Structure:** The shape of Downtown as a whole, including its overall height and density, street wall heights, setbacks/build-to lines, and distinct functional and character areas. It builds on existing and historic development characteristics, and considers linkages and interfaces with the surrounding context.

**View Corridor:** View Corridors are long, straight streets in the Downtown and the surrounding neighbourhoods where Views terminate.

**View Terminus:** The end point of a view corridor. Often accentuated through design elements – public art, adding/subtracting from the building mass, or landscaping.

**Walkable:** A condition of a system of routes which are barrier free, interesting, safe, well-lit, comfortable and inviting to pedestrian travel.

**Wayfinding:** Tools which orient users of an area to ensure the ability to navigate through an area. Tools include signs, graphic communications, spatial markets, streetscape elements, building design, and the street network.