



# **Priorities and Planning Committee**

**Wednesday, February 20, 2019  
11:45 AM**

**Henry Baker Hall, Main Floor, City Hall**



---

**OFFICE OF THE CITY CLERK**

---

**Public Agenda  
Priorities and Planning Committee  
Wednesday, February 20, 2019**

**Approval of Public Agenda****Administration Reports**

- PPC19-1      Policy to Administer an Inventory of Heritage Property in Regina and Repeal of Bylaw No. 8912 - A Bylaw of the City of Regina to Deny a Permit for the Alteration or Demolition of Properties That the Council of the City of Regina May Wish to Designate as Municipal Heritage Properties

**Recommendation**

1. That the Heritage Inventory Policy provided in Appendix A-1 of this report be approved.
2. That the Executive Director, City Planning & Community Development, or designate, be authorized to establish and maintain an Inventory of Heritage Properties in accordance with the Heritage Inventory Policy.
3. That, pursuant to section 28 of *The Heritage Property Act*, City Council resolves that the Executive Director, City Planning & Community Development, or designate, shall deny any permit for alteration or demolition of a property identified in the Heritage Inventory, for not more than 60 days, to allow for the property to be considered for designation as a Municipal Heritage Property.
4. That *Bylaw No. 8912 - A Bylaw of the City of Regina to Deny a Permit for the Alteration or Demolition of Properties That the Council of the City of Regina May Wish to Designate as Municipal Heritage Properties* (Heritage Holding Bylaw) be repealed and the City Solicitor be instructed to prepare the necessary bylaw amendment to authorize the repeal.
5. That the five-year implementation plan provided in Appendix A-4 be approved.
6. That Administration be directed to include provisions for implementing recommendations one to four in the budget process for a five-year period (2020-2025).



---

**OFFICE OF THE CITY CLERK**

---

7. That this report be forwarded to the March 25, 2019 meeting of City Council for approval.

PPC19-2      Neighbourhood and Corridor Sequencing Plan

**Recommendation**

1. That this report be received and filed.
2. That item MN16-9 be removed from the Executive Committee outstanding items list.

**Resolution for Private Session**

February 20, 2019

To: Members  
Priorities and Planning Committee

Re: Policy to Administer an Inventory of Heritage Property in Regina and Repeal of Bylaw No. 8912 - A Bylaw of the City of Regina to Deny a Permit for the Alteration or Demolition of Properties That the Council of the City of Regina May Wish to Designate as Municipal Heritage Properties

---

RECOMMENDATION

1. That the Heritage Inventory Policy provided in Appendix A-1 of this report be approved.
2. That the Executive Director, City Planning & Community Development, or designate, be authorized to establish and maintain an Inventory of Heritage Properties in accordance with the Heritage Inventory Policy.
3. That, pursuant to section 28 of *The Heritage Property Act*, City Council resolves that the Executive Director, City Planning & Community Development, or designate, shall deny any permit for alteration or demolition of a property identified in the Heritage Inventory, for not more than 60 days, to allow for the property to be considered for designation as a Municipal Heritage Property.
4. That *Bylaw No. 8912 - A Bylaw of the City of Regina to Deny a Permit for the Alteration or Demolition of Properties That the Council of the City of Regina May Wish to Designate as Municipal Heritage Properties* (Heritage Holding Bylaw) be repealed and the City Solicitor be instructed to prepare the necessary bylaw amendment to authorize the repeal.
5. That the five-year implementation plan provided in Appendix A-4 be approved.
6. That Administration be directed to include provisions for implementing recommendations one to four in the budget process for a five-year period (2020-2025).
7. That this report be forwarded to the March 25, 2019 meeting of City Council for approval.

CONCLUSION

Administration recommends that City Council adopt a Heritage Inventory Policy (attached as Appendix A-1) in response to City Council's motion of April 25, 2016, which will replace the *Heritage Holding Bylaw No. 8912* (Heritage Holding Bylaw), attached as Appendix A-3.

The recommended Heritage Inventory Policy and five-year implementation plan will ensure the City of Regina's (City) list of historic places (the Heritage Inventory) is effectively managed according to City Council policy. The purpose of the Heritage Inventory Policy is to ensure that properties of significance listed on the Heritage Inventory represent all themes of a Thematic Framework.

## BACKGROUND

The Heritage Conservation Program implements City Council's heritage policy provided in *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP) and the Regina Cultural Plan. The Heritage Conservation Program has three main areas of activity:

- The identification of historic places.
  - The identification of historic places has been accomplished using the list of historic places appended to the Heritage Holding Bylaw.
- Management of historic places.
  - The management of historic places has been accomplished using tools, such as incentives offered under the Heritage Building Rehabilitation Program and regulations, such as Municipal Heritage Property designation bylaws and Heritage Alteration Permits.
- Promotion of historic places.
  - The promotion of historic places has been undertaken using the Heritage Awards Program and development of materials, such as walking tours to promote city wide awareness of historic places.

The need to update the identification and management of historic places became evident in City Council's consideration of recent heritage applications to remove historic places from the Heritage Holding Bylaw. Recent examples include the removal request of the Watchler 2nd Residence (13 Leopold Crescent) and the Tremaine Residence (2119 Halifax Street), which were both removed and subsequently demolished.

On April 25, 2016, City Council requested that the Administration complete a review of the Heritage Conservation Program (CM16-2), including recommendations for improvement on:

- Ways in which buildings are put on and removed from the Heritage Holding Bylaw list.
- Ways in which the processes used by the Municipal Heritage Advisory Committee in considering recommendations pertaining to heritage issues and designations can be strengthened.
- Ways in which the Heritage Holding Bylaw list, the Heritage Building Rehabilitation Program and the Declaration of Heritage Status process found in *The Heritage Property Act* can better fit together and complement each other.
- Any other procedural or process improvements that may be useful in furthering conservation of heritage buildings in accordance with the goals set out in OCP.
- Making these recommendations, Administration consulted with interested parties, considered relevant provincial legislation and considered best practices with respect to heritage matters in other cities comparable to Regina.

In 2017, Administration was to initiate this full review of the Heritage Conservation Program and address the points that formed the City Council motion; however, the scope of the work was reduced through the budget planning process to include only the first point of the April 25, 2016 City Council motion (CM16-2); specifically, how properties are added and removed from the Heritage Holding Bylaw. The key outcome of the work is to provide greater clarity in the process so that a Heritage Inventory can be effectively managed according to City Council policy.

To respond to the original City Council motion of April 25, 2016 (CM16-2), Administration will report back by 2020 on the other points related to the Heritage Conservation Program as determined through existing policy. The proposed five-year implementation plan is outlined in Appendix A-4.

#### The Heritage Property Act of Saskatchewan

*The Heritage Property Act* (Act) enables a council to designate a property as a Municipal Heritage Property and lays out the need for designation criteria and procedures. The Act also enables a council by general bylaw or resolution to deny any permit for alteration or demolition of property, for not more than 60 days, where the council considers designation of the property.

The Heritage Holding Bylaw was adopted by City Council on September 11, 1989, with the intent to avoid the demolition of historic places that City Council may wish to designate. It was intended to allow City Council to temporarily withhold approval for an action that, in the opinion of City Council, would alter or demolish a property that City Council may wish to designate.

The Act does not direct a municipality to establish an inventory of historic places; however, a municipality may establish an inventory and the municipality can determine how an inventory might be used. While the Heritage Holding Bylaw was adopted to include a list of historic places, the Act does not require a municipality to adopt a list of this sort by bylaw.

Administration has determined that the Heritage Holding Bylaw was originally intended to be used in rare situations where a historic place is of the highest significance and additional time (no more than 60 days) is needed to secure its designation.

#### Heritage Holding Bylaw Review

Administration collected data to assess the impacts of City Council decisions to remove and add to the list of historic places within the Heritage Holding Bylaw. The only time there has been a review of the Heritage Holding Bylaw was in 2007 when 15 properties were added. The 15 properties were part of a larger inventory project that reviewed potential properties in certain central-area neighbourhoods. At the time, Administration chose to secure owner consent before adding the property to the list of historic places within the Heritage Holding Bylaw. The Act does not require owner consent for Municipal Heritage Property designation or inclusion in an inventory.

The perception of the Heritage Holding Bylaw's regulatory function, where City Council may withhold approval of a demolition permit for no more than 60 days, has resulted in a negative public perception and as a result an ineffective use of the tool. Demolition permits for all historic

places listed within the Heritage Holding Bylaw have more recently been flagged and tied to a 60-day “hold” and discussions about designation at the 11th hour of the demolition permit process has been hurried and ineffective. The number of historic places on the list has declined significantly and has not undergone a comprehensive update since 2007 and even then was only for a few selected neighbourhoods. Seventy-two properties have been removed from the list since 1989, half of which were related to the demolition of the building and half of which were related to the designation of the building. As of the date of this report, there are 227 properties on the list of historic places within the Heritage Holding Bylaw.

#### Heritage Conservation Program Review

Administration engaged the services of an experienced heritage consultant, Donald Luxton and Associates (Consultant), and considered the Consultant’s recommendations along with information on approaches that have been taken in other communities.

The research on comparable communities indicates that a flagging system is a common practice for heritage inventories, but decisions to add and remove historic places from an inventory are not tied to a City Council decision. Instead, City Council decisions are made to ensure the inventory aligns with policy direction. A more specific policy on an inventory can bridge the gap between the City’s current, high-level OCP policy on heritage and the more specific purpose for the list.

Administration and the Consultant analyzed existing procedures for updating the City’s inventory and consulted local heritage stakeholders and property owners on the development of a new evaluation methodology and Thematic Framework to ensure an inventory can be managed by Administration according to City Council policy. The Consultant proposed a new evaluation methodology that would replace the current evaluation criteria. The new evaluation methodology references the themes of the attached Thematic Framework (Appendix A-6), which outlines the settlement patterns, economic drivers, major events and eras of development in Regina. The Thematic Framework also identifies examples of historic places or groups of historic places (e.g. historic streetscapes) for each theme. The Heritage Inventory Policy will ensure there is representation of all themes under the Thematic Framework. This objective responds to the actionable policy direction in the OCP and Regina Cultural Plan.

The proposed evaluation methodology is described in the Heritage Inventory Policy and the attached Heritage Inventory Evaluation Form (Appendix A-2). According to this evaluation method, Administration would use criteria for significance to determine if the property is a Grade One (city-wide significance) or Grade Two (neighbourhood-wide significance) property. Both Grade One and Grade Two properties would be included on the City’s Heritage Inventory.

The research on comparable communities indicates that the international heritage community has been moving toward a values-based approach to evaluating historic places for the last 20 years and the Consultant’s proposed evaluation method would bring Regina in line with national best practice. The evaluation methodology is in alignment with the direction provided in the Regina Cultural Plan, to ensure the assessment of heritage value aligns with nationally-recognized standards for assessing heritage value. Municipalities like the City of Vancouver and City of Langley are currently preparing similar policies and procedures.

Administration recommends placing a greater emphasis on the use of the Heritage Inventory list as a tool for ongoing communication with owners on the benefits of designation, maintenance and conservation over demolition. The properties listed in the Heritage Inventory will be considered “designation-ready” and if designated by City Council, will be eligible for financial incentives available under the Heritage Building Rehabilitation Program, which will encourage some owners to voluntarily designate.

Administration plans to undertake ongoing communication with owners to encourage designation; however, in some cases, owners may not find the incentives program enough to offset the costs of retaining or conserving a building and ultimately a demolition permit for a property on the Heritage Inventory may be submitted.

Only in instances where the property is classified as Grade One (city-wide significance) on the Heritage Inventory and the owner has applied for a Building Permit to demolish the property, would Administration recommend that City Council initiate the designation process despite an owner’s opposition. Ideally, the recommendation would occur after the incentives connected to designation have been fully explored and the owner still wishes to demolish the property.

If the property is classified as Grade Two and the owner wants to demolish the property rather than designate, Administration would not recommend designation because the property is only of local area significance (as opposed to city-wide significance); however, City Council would still retain the final discretion to remove the property from the Heritage Inventory and determine if designation is appropriate.

#### Property Owner Engagement

Engagement with property owners and stakeholders occurred throughout 2017 to increase knowledge and understanding of the difference between the list of historic places within the Heritage Holding Bylaw and Municipal Heritage Properties that are designated through bylaw.

### DISCUSSION

Administration has undertaken a review of three options related to the management of the Heritage Holding Bylaw. The options are based on feedback from stakeholders and best practices identified by the heritage consultant.

#### Option 1: Status Quo

Under this option, there would not be any substantial changes to the Heritage Holding Bylaw except for minor housekeeping amendments including a change to the title of the bylaw and corrections to the names of the historic places on the list. The administration of the bylaw would be unchanged and all demolitions would continue to be brought to City Council.

The lack of procedural clarity associated with the Heritage Holding Bylaw will continue to create inefficiencies and uncertainty for Administration and owners/applicants; therefore, this approach is not recommended.

Option 2: Adopt a Heritage Inventory Policy including a Heritage Inventory and repeal the Heritage Holding Bylaw

The Heritage Holding Bylaw would be repealed and a Heritage Inventory (including the list of historic places formerly appended to the Heritage Holding Bylaw) would be appended to the Heritage Inventory Policy. City Council would adopt the policy and any removals from or additions to the Heritage Inventory would be made by City Council resolution.

As the removal and addition of historic places identified in the Heritage Inventory would require a City Council resolution, the management of the list of historic places may continue to be onerous and complex; therefore, this approach is not recommended.

Option 3: Adopt a Heritage Inventory Policy and repeal the Heritage Holding Bylaw  
(Recommended Option)

Same as Option 2, although the Heritage Inventory, the list of historic places, would not be appended to the Heritage Inventory Policy. The Heritage Inventory would be managed by Administration according to the Heritage Inventory Policy and direction by City Council.

Through the Heritage Inventory Policy, Administration would be directed to add properties to the Heritage Inventory in order to ensure that significant historic places are identified and all themes are represented.

The objective is to ensure the Heritage Inventory is aligned with the Thematic Framework and that priority themes are addressed through additions if they are currently under-represented. The Administration would not remove properties from the Heritage Inventory unless City Council approves the removal.

Annual reporting to City Council would focus on the outcome of Administration's decision to add properties to the Heritage Inventory and to request City Council's approval to remove properties that no longer retain integrity (i.e. original character is no longer apparent).

Option 3 results in a more robust process of monitoring the overall state of the Heritage Inventory, although the role of City Council will remain reactive to demolition permit applications. The ongoing review of the Heritage Inventory and improved property owner communication will contribute to the overall growth of the Heritage Inventory (assuming more additions are made than removals) and will ensure all themes of the Thematic Framework are represented. City Council's role would also continue to be focused on consideration of formal designation.

The following table summarizes the pros and cons of each of the options described above.

<b>Table 1: Options</b>			
	<b>Option</b>	<b>Pros</b>	<b>Cons</b>
<b>1.</b>	<b>Status Quo</b>	<p>No changes.</p> <p>Heritage Conservation Program can be administered with existing staff resources assuming one Building Permit application for demolition each year</p>	<p>There will continue to be a perception in the community that the City is not addressing the issue. The process would remain highly politicized because removals require an amendment to the Heritage Holding Bylaw, and the list of historic places would remain out-dated.</p>
<b>2.</b>	<b>Heritage Inventory Policy including Heritage Inventory adopted by resolution</b>	<p>This policy option can be implemented by City Council’s resolution. “Inventory” could be seen as a more neutral term by property owners.</p> <p>Avoids the perception that if the City rescinds the bylaw that it is not interested in conservation.</p>	<p>The Heritage Holding Bylaw would be rescinded, which could be politically sensitive. City Council would continue to be involved in adding and removing historic places from the list.</p>
<b>3.</b>	<b>Heritage Inventory Policy adopted by resolution with separate Heritage Inventory</b>	<p>City Council would be involved in removing historic places from the Heritage Inventory (list of historic places). Administration would add no more than 5 historic places to the Heritage Inventory each year over the next five years.</p> <p>City Council shifts to a more proactive role of monitoring the overall growth of the Heritage Inventory to add historic places that represent priority themes.</p>	<p>The Heritage Holding Bylaw would be rescinded, which could be politically sensitive, but City Council would continue to determine all removals.</p>

Next Steps - Implementation Plan (should Option 3 be approved)

The current list of 227 historic places will need to be evaluated to determine their alignment with the new evaluation methods. Eventually, all historic places listed under the Heritage Inventory would need to be evaluated.

Administration evaluated 30 historic places using the new evaluation method in 2017 and 21 in 2018. As the remaining 178 historic places are evaluated, Administration will identify places that no longer retain sufficient integrity to convey significance, which Administration will recommend to City Council be removed from the Heritage Inventory.

Administration has prepared a five-year implementation plan (Appendix A-4). In 2019 and for the next five years, the availability of staff resources and budget will determine how quickly the remaining places will be evaluated.

Administration also plans to develop an internal strategy to ensure the Thematic Framework is used as a guide to identify new additions to the Heritage Inventory. New additions could be guided through theme or neighbourhood-based projects, resulting in increasing community engagement with the Heritage Conservation Program. Administration could undertake projects to add groups of historic places by theme, building type, or neighbourhood, to entice interest from the community and increase opportunities to collaborate and partner with neighbourhood planning projects, museums, archives, libraries and schools on raising profile of heritage in the city.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

Administration recommends that resources are dedicated to a five-year Implementation Plan (Appendix A-4) through the annual budget cycles (2020 - 2025). There are two budget scenarios:

- 1) Administration is responsible for evaluating the current list and assessing nominations. Capacity would be built within existing positions.
  - The Planner would work 16 hours on each currently listed place. Assuming 10 historic places were evaluated each quarter, then 40 historic places could be evaluated over a period of 80 days each year for five years.
  - The same Planner working 16 hours on each nomination for a period of 40 days would issue a call for new nominations in 2021, for a total of 20 nominations over four years.
- 2) A consultant is responsible for evaluating the current list. Based on an annual operating budget of \$50,000, 40 historic places could be evaluated each year for five years. New nominations could be managed through work load adjustments in the department.

These scenarios will be evaluated through future budget cycle discussions.

### Environmental Implications

None with respect to this report.

### Policy and/or Strategic Implications

The OCP contains the following policies related to the City's heritage resources:

#### Section D5: Land Use and Built Environment

Goal 2 - City Centre: Maintain and Enhance the City Centre as a primary civic and cultural hub.

- 7.7.5 Supporting Historic Places, cultural and civic resources and events.

Goal 6 - Built Form and Urban Design: Build a beautiful Regina through quality design of its neighbourhoods, public spaces and buildings.

- 7.38 Consider impacts of alterations, development, and/or public realm improvements on or adjacent to an historic place to ensure heritage value is conserved.

#### Section D8: Culture

Goal 1 - Support Cultural Development and Cultural Heritage: Enhance quality of life and strengthen community identity and cohesion through supporting cultural development and cultural heritage.

- 10.1 Build partnerships and work collaboratively with community groups, other levels of government, and the private and voluntary sectors to encourage cultural development opportunities and conserve historic places.
- 10.2 Consider cultural development, cultural resources and the impact on historic places in all areas of municipal planning and decision-making.
- 10.3 Identify, evaluate, conserve and protect cultural heritage, historic places, and cultural resources, including but not limited to public art identified on Map 8 - Cultural Resources, to reinforce a sense of place.
- 10.4 Protect, conserve and maintain historic places in accordance with the *Standards and Guidelines for Historic Places in Canada* and any other guidelines adopted by Council.
- 10.5 Encourage owners to protect historic places through good stewardship and voluntarily designating their property for listing on the Heritage Property Register.
- 10.6 Develop a set of cultural heritage themes that reflect Regina's identity and the diverse values of residents and ensure that the list of historic places recognized within the Heritage Property Register and the Heritage Holding Bylaw adequately represent these themes.

#### Regina Cultural Plan

7.3 Goal - Commemorate and Celebrate the City's Cultural Heritage

##### Objectives:

- Demonstrate leadership through the management of the Heritage Conservation Program
- Conserve cultural heritage resources

- Ensure new development contributes to a sense of place

Actions:

- Update the list of historic places to include those that are not well represented such as cemeteries, parks, cultural landscapes, mid-century modern buildings, and places with important stories.
- Update the City's process for determining heritage value to ensure that it aligns with the Standards and Guidelines for the Conservation of Historic Places in Canada.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

Recent consultations with the property owners in 2017 was positive and contributed to the overall growth of Municipal Heritage Properties within Regina. Ongoing communication with property owners will occur during the five-year implementation plan to advance the preferred option.

There is no requirement under the Act to advertise the repeal of the Heritage Holding Bylaw. Heritage interest groups and property owners will have an opportunity to comment on the proposed policy at the City Council meeting.

DELEGATED AUTHORITY

The recommendations contained in this report require approval by City Council.

Respectfully submitted,



Fred Searle, A/Director  
Planning & Development Services

Respectfully submitted,



Diana Hawryluk, Executive Director  
City Planning & Community Development

# City Policy

<b>Approved By City Council:</b> 2019/03/25	<b>Policy Number:</b> XXX-XXX-XX <i>Future process: Clerk's Office maintains list and distributes the appropriate #</i>
<b>Council Report:</b> CR (19-##)	
<b>Effective Date:</b> 2019/04/01	<b>Recommended by:</b> Priorities & Planning Committee 2019/02/20
<b>Next Review:</b> 2021/06/01	
<b>Policy Owner:</b> Director, Planning & Development Services <i>Indicating a specific name will require taking to Council for approval each time the person in the role changes.</i>	
<b>Title:</b> Policy to administer an Inventory of Heritage Property in Regina ('Heritage Inventory Policy') <i>This title will be used as the listing in the policy inventory and on regina.ca</i>	

## 1.0 Policy Statement

Historic places are integral in providing a sense of identity and place both for tourists and, more importantly, for local citizens. Historic buildings, structures and landscapes in Regina provide a tangible connection to the past and serve as a testament to the passage of time, reminding us of our collective history. This policy provides direction for the identification of historic places to enhance the quality of Regina's environment for the benefit of present and future generations.

## 2.0 Purpose

The purpose of this policy is to ensure that properties with heritage value are identified on the Inventory of Heritage Properties in Regina (Heritage Inventory), which is organized according to a framework of themes for the City of Regina entitled "Thematic Framework & Historic Context Statement". The policy directs the Administration to add properties to the Heritage Inventory in order to ensure that significant historic places are identified, and all themes are represented. Administration is not directed to remove properties from the Heritage Inventory unless City Council approves their removal. The Administration will use the "City of Regina Heritage Inventory Evaluation Form" to determine the significance of properties and whether they should be listed the Heritage Inventory. Listing on the Heritage Inventory does not offer legal protection (e.g. designation as a Municipal Heritage Property).

This policy provides further direction on policies 10.3, 10.5 and 10.6 of *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP) and the goals and objectives of the Regina Cultural Plan.

### 3.0 Definitions

#### *Executive Director*

The Executive Director of City Planning and Community Development, or his or her designate.

#### *Heritage Value*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

#### *Historic Place*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

A structure, building, group of buildings, district, landscape, and/or an archaeological site that has been formally recognized by the appropriate jurisdiction (e.g. City Council, the Provincial Minister responsible for heritage, or the appropriate Federal jurisdiction) for its heritage value.

#### *Integrity*

Refers to the degree to which the heritage values of the place are still evident and authentic, and can be understood and appreciated (for example, the degree to which the original design or use of a place can still be discerned).

#### *Inventory of Heritage Properties in Regina ('Heritage Inventory')*

Source: City of Regina "Thematic Framework & Historic Context Statement"

An inventory of non-designated properties located within the corporate boundaries of the City of Regina that have been identified as having Heritage Value in accordance with the Thematic Framework.

#### *Municipal Heritage Property*

Source: *The Heritage Property Act*

Any real property designated as a Municipal Heritage Property by council bylaw pursuant to *The Heritage Property Act*.

#### *Municipal Heritage Conservation District*

Source: *The Heritage Property Act*

A municipality or any area of a municipality designated by council bylaw pursuant to *The Heritage Property Act*.

#### *Register*

Source: *The Heritage Property Act*

A register of all designated property in the municipality, kept by the municipal official.

*Thematic Framework*

Source: City of Regina “Thematic Framework & Historic Context Statement”

A structure for the Heritage Inventory that uses themes to help conceptualize past events and to place sites, places and events within their historical contexts.

#### 4.0 **Legislative Authority**

The authority for adoption of this policy is *The Heritage Property Act* of Saskatchewan, specifically Section 28, which reads “By general or specific bylaw or by resolution, a council may: ... (c) make rules with respect to the criteria and procedures for designation of property that are not otherwise provided for in this Act; ... [and] (e) deny any permit for alteration or demolition of property, for not more than 60 days, where the council considers that the property is property that the council may wish to designate as a Municipal Heritage Property or include in a Municipal Heritage Conservation District.”

##### Administration of the Heritage Inventory Policy

- (a) The Heritage Inventory will be comprised of the list of properties contained within former Schedule ‘A’ of Bylaw No. 8912.
- (b) The City shall add properties to the Inventory of Heritage Properties in Regina. The City shall not remove properties unless the removal is approved by City Council.
- (c) The City shall establish and maintain a Heritage Inventory Evaluation Form, in a form approved by the Executive Director, detailing the criteria for evaluating the Heritage Value and significance of properties in Regina.
- (d) The City shall establish the City of Regina’s “Thematic Framework & Historic Context Statement” document as a Thematic Framework that will provide a structure for the Heritage Inventory using themes.
- (e) The City will conduct an annual review of the total number of properties on the Register and Heritage Inventory to determine alignment with all themes of the Thematic Framework.
- (f) The City will communicate, on an annual basis, with the owners of designated properties and properties list on the inventory. The information will ensure property owners are aware that their property is on the Heritage Inventory, encourage designation of their property, provide information on financial incentives available for designated properties, and

advise owners that their property may be subject to review through the demolition and building permit process.

- (g) Any property that is designated as a Municipal Heritage Property shall also be removed from the Heritage Inventory.

## 5.0 Related Policies or Bylaws

This policy provides further direction on policies 10.3, 10.5 and 10.6 of *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP) and the goals and objectives of the Regina Cultural Plan.

## 6.0 Reviews

Date of Policy Owner's Review	High Grade Description
2019/02/20	Initial Release. Reviewed Bylaw No. 8912.  Schedule 'A' to Bylaw No. 8912 was repealed by Council on 2019/03/25 and replaced by current policy.
2021/06/01	

## 7.0 Amendments (mandatory)

*These are generally housekeeping or small changes to the policy where a full review would cover more significant changes*

Date of Council Decision	Council Report #	Main Committee	Date of Main Committee Review	Description
2019/03/25	CR19-##	Priorities & Planning Committee	2019/02/20	Policy adopted

## 10.0 Policy Monitoring

The Heritage Inventory Policy will be monitored through an annual report to Council using indicators and metrics from the Regina Cultural Plan.

**Appendix A-2**

<b>City of Regina HERITAGE INVENTORY EVALUATION FORM</b>	Evaluation Date
	Neighbourhood
	Designation
The place should be rated for each of the criteria below, in order to establish its relative significance. This will determine if the place merits inclusion on the City of Regina Heritage Inventory or not and whether it is Grade 2 (Neighbourhood-wide significance) or Grade 1 (City-wide significance).	

Historic Place Name	
Municipal Address	Year of Construction
Architectural Style	Legal Address/Description
Architect/Designer	Theme(s)
Builder	
Consultant	
Heritage Planner	
Contemporary Photo (6" Max. Width/Height)	
<p>Right Click &gt; Change Picture</p> 	

# HERITAGE INVENTORY EVALUATION FORM

<b>Statement of Significance</b>	Historic Place Name
----------------------------------	---------------------

<b><i>Description of Historic Place</i></b>
---

<b><i>Heritage Value of Historic Place</i></b>
--

<b><i>Character-Defining Elements</i></b> The character defining elements include but are not limited to: <ul style="list-style-type: none"><li data-bbox="203 651 219 672">•</li></ul>
--

# HERITAGE INVENTORY EVALUATION FORM

<b>Statement of Integrity</b>	Historic Place Name
-------------------------------	---------------------

Values Summary
----------------

Period of Significance
------------------------

Chronology of Alterations
---------------------------

<b>Aspects of Integrity</b>			
<b>1. LOCATION</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Location is the place where a building, structure or landscape was constructed or established or the place where an historic activity or event occurred.			
<b>2. DESIGN</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Design is the combination of elements that create the landscape or the form, scale, massing, plan, layout, and style of a building or structure.			
<b>3. ENVIRONMENT</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Environment is the physical setting of an historic place. Whereas location refers to a specific geographic coordinate, environment refers to the surrounding character of the place.			
<b>4. MATERIALS</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Materials are the physical elements that were combined or deposited during a particular period(s) or time frame and in a particular pattern or configuration to form an historic place.			
<b>5. WORKMANSHIP</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history. It is important because it can provide information about technological practices and aesthetic principles.			
<b>6. ASSOCIATION</b>	<input type="checkbox"/> YES	<input type="checkbox"/> NO	<input type="checkbox"/> N/A
Association is a direct link between an historic and a significant historical theme, activity or event, or an institution or person.			

<p><b>Statement of Integrity</b></p> <p><u>PLACE NAME</u> maintains all the aspects of integrity necessary for it to convey its significance/heritage value(s).</p> <ul style="list-style-type: none"> <li>Describe integrity of individual elements</li> </ul>
---

# HERITAGE INVENTORY EVALUATION FORM

<b>Criteria of Integrity</b>	Historic Place Name
------------------------------	---------------------

Criteria	Level of Heritage Significance			
	N/A	Low	Moderate	High
1. The place is closely and meaningfully associated with one or more themes, events, periods of time, or cultural traditions considered important in the history of Regina. ( <i>Historic</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. The place is strongly associated with the life or work of a person, group of persons, or institution(s) of importance in Regina's history. ( <i>Historic</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. The place is important in demonstrating aesthetic characteristics and/or represents an important creative achievement in design, architecture, landscape architecture, planning, construction, materials, or technology. ( <i>Aesthetic, Architectural, Technical</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The community, or a social or cultural group within the community, is deeply attached to the place for social, cultural, or spiritual reasons. ( <i>Social, Cultural, Spiritual</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. The place, by virtue of its location, its symbolism, or some other element, serves to communicate the heritage of Regina to a broad audience. ( <i>Landmark, Symbolism</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. The place could yield important information that will contribute to the understanding of Regina's past. ( <i>Scientific, Educational</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. The place possesses uncommon, rare or endangered aspects of Regina's cultural history. ( <i>Historic, Rarity</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. The place is important in the historic urban development of the neighbourhood or city. ( <i>Context, Landscape, Urban Context, Group Value</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Based on the above criteria, does the place merit inclusion on the Heritage Inventory? (at least 1 'High' or 4 'Moderate')	<input type="checkbox"/> No	<input type="checkbox"/> No
Does the place possess city-wide significance for any of the criteria listed above? If yes, please explain: •	<input type="checkbox"/> No (Result is GRADE 2)	<input type="checkbox"/> Yes (Result is GRADE 1)
Does the place retain sufficient integrity to convey significance? If not, the place will not qualify.	<input type="checkbox"/> No	<input type="checkbox"/> Yes
<b>FINAL EVALUATION</b>	<input type="checkbox"/> Grade 2	<input type="checkbox"/> Grade 1
Date Evaluated by City:		
Date Approved by City:		

# HERITAGE INVENTORY EVALUATION FORM

<b>Additional Images</b>	Historic Place Name
--------------------------	---------------------

Additional Images (6" Max. Width/Height)

Right Click > Change Picture



<b>Caption:</b>
<b>Date:</b>
<b>Source:</b>
<b>Copyright:</b>

# HERITAGE INVENTORY EVALUATION FORM

## EXPLANATORY NOTES

### 1.0 Eligibility for inclusion the Heritage Inventory:

- Places must be at least 30 years old to be eligible for inclusion, recognizing buildings from the 1980s have been designated in other municipalities.
- Places include: buildings, structures, groups of buildings or structures, landscape features (gardens, but not individual trees unless commemorative), cultural landscapes, and engineering works.
- Excluded places include archaeological sites, individual trees unless commemorative, movable objects, and intangible heritage. UNESCO Convention on the Safeguarding of Intangible Cultural Heritage including oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe, or the knowledge and skills to produce crafts.

### 2.0 Assessing Level of Heritage Significance:

Within each criterion, there should be a comparison of the place to similar places within the City of Regina in order to determine the relative merit of the place.

**CRITERIA 1** – This criterion assesses the place’s association with broad themes, events, periods of time and cultural traditions of local/civic history, including settlement patterns, economic growth or production, community development, cultural knowledge base and traditions, and government systems. The themes have been established in the City’s “Thematic Framework and Historical Context Statement.”

***N/A***

The place exhibits a limited connection to one or more of the identified city-wide historic themes or subthemes.

***Low***

The place exhibits a recognizable connection to one or more of the identified city-wide historic themes or subthemes.

***Moderate***

The place exhibits a significant connection to one or more of the identified city-wide historic themes or subthemes.

***High***

The place exhibits a direct connection to one or more of the identified city-wide historic themes or subthemes and is an excellent, tangible expression of one or more of the themes/subthemes.

**CRITERIA 2** – This criterion assesses the place’s association with a particular person, group of people or institution(s), including the importance of the architect, builder, landscape architect, or planner.

***N/A***

Little or no known historic association.

***Low***

Connected with a person, social or cultural group, or institution that is of limited importance to the neighbourhood.

# HERITAGE INVENTORY EVALUATION FORM

## ***Moderate***

Closely connected with a person, social or cultural group, or institution that is of considerable importance to the neighbourhood, or moderate importance to the city.

## ***High***

Closely connected with a person, social or cultural group, or institution that is of considerable importance to the city, province or nation.

**CRITERIA 3** – This criterion assesses the place’s architectural significance; its expression of style; its design details and features; its building materials; its method of construction; and its planning context.

## ***N/A***

An average example of a style, type, design or technology that remains common in Regina.

## ***Low***

A good example of a style, type, design or technology that is common in Regina or in a neighbourhood.

## ***Moderate***

A very good example of a style, type, design or technology in Regina or in a neighbourhood, or a good example of a style, type or design that is notably early or rare in Regina or in a neighbourhood.

## ***High***

An excellent example of a style, type, design or technology in Regina or one of few surviving and very good examples of a style, type, design or technology in Regina.

**CRITERIA 4** – This criterion assesses evidence of a strong/special association between the place and a particular community/cultural group.

## ***N/A***

The place possesses limited social, cultural or spiritual value.

## ***Low***

There is a weak social, cultural or spiritual connection between the place and a particular community/ cultural group.

## ***Moderate***

There is a moderate social, cultural or spiritual connection between the place and a particular community/cultural group.

## ***High***

There is a strong social, cultural or spiritual connection between the place and a particular community/cultural group.

# HERITAGE INVENTORY EVALUATION FORM

**CRITERIA 5** – This criterion assesses the visual landmark status or cultural, spiritual or symbolic value of the place.

***N/A***

A place of no landmark or symbolic significance.

***Low***

A landmark in an immediate area or a place of symbolic importance to an immediate area.

***Moderate***

A major landmark within a neighbourhood or a place of symbolic importance to a neighbourhood.

***High***

A landmark of civic importance or a place of significant symbolic value to the city, province or nation.

**CRITERIA 6** – This criterion assesses the physical fabric, documentary evidence, or oral history relating to the place that could yield meaningful information about Regina’s cultural history.

***N/A***

The place is not able communicate the history of the immediate area, neighbourhood, or city.

***Low***

The place communicates (physically or through documented/oral evidence) an aspect or aspects of the immediate area’s history.

***Moderate***

The place communicates (physically or through documented/oral evidence) an aspect or aspects of history on a neighbourhood scale.

***High***

The place directly communicates (physically or through documented/oral evidence) an aspect or aspects integral to the historic or cultural development of Regina, or is of provincial or national importance.

**CRITERIA 7** – This criterion assesses how rare or uncommon the place is within Regina, or whether it is among a small number of extant places that demonstrate an important style, phase, event, etc.

***N/A***

There are a significant number of similar places.

***Low***

The place demonstrates an uncommon, rare or endangered aspect of the immediate area’s cultural history.

# HERITAGE INVENTORY EVALUATION FORM

## ***Moderate***

The place demonstrates an uncommon, rare or endangered aspect of the neighbourhood's cultural history.

## ***High***

The place demonstrates an uncommon, rare or endangered aspect of the city's cultural history.

**CRITERIA 8** – This criterion assesses the significance of the place (building, landscape, urban context) within the historic urban development of the neighbourhood and/or city, including its place within a group of similar buildings, landscapes, or cultural landscapes.

## ***N/A***

A place with little evidence of a recognizable historic pattern.

## ***Low***

A place that provides some evidence of an historic pattern of importance for the immediate area.

## ***Moderate***

A place that can be directly linked to the establishment of an historic pattern of neighbourhood importance.

## ***High***

A place that can be directly linked to the establishment of an historic pattern of civic importance.

### **3.0 BASED ON THE EIGHT CRITERIA, THE PLACE MERITS INCLUSION ON REGINA'S HERITAGE INVENTORY WITH AT LEAST 1 'HIGH' RATING OR AT LEAST 4 'MODERATE' RATINGS**

#### **THRESHOLDS**

**Ranking:** If a place demonstrates **exceptional or outstanding** qualities for any of the criteria (above a 'High' level), it would be considered a **Grade 1** place with city-wide significance, whereas a place that does not exceed a 'High' level in any of the criteria would be considered a **Grade 2** place with neighbourhood-wide significance .

**Integrity:** This refers to the degree to which the heritage values of the place are still evident/authentic, and can be understood and appreciated (for example, the degree to which the original design or use of a place can still be discerned). This includes authenticity of materials, technology and design. If considerable change to the place has occurred, the significant values may not be readily identifiable. Changes that are reversible are not considered to affect integrity. In the City of Regina, degree of integrity is evaluated by a Statement of Integrity, included in this evaluation.



# Bylaw No. 8912

## **Disclaimer:**

**This information has been provided solely for research convenience. Official bylaws are available from the Office of the City Clerk and must be consulted for purposes of interpretation and application of the law.**

## **Office Consolidation**

**A BYLAW OF THE CITY OF REGINA  
TO DENY A PERMIT FOR THE ALTERATION  
OR DEMOLITION OF PROPERTIES THAT  
THE COUNCIL OF THE CITY OF REGINA  
MAY WISH TO DESIGNATE AS MUNICIPAL  
HERITAGE PROPERTIES**

No. 8912

Including Amendments to June 25, 2018

**This Bylaw has been consolidated under the authority of the City Clerk. It represents proof, in absence of evidence to the contrary of:**

- a) the original bylaw and of all bylaws amending it; and**
- b) the fact of passage of the original and all amending bylaws.**

AMENDMENTS

DATE PASSED

Bylaw No. 9030	May 22, 1990
Bylaw No. 9171	March 11, 1991
Bylaw No. 9202	May 21, 1991
Bylaw No. 9299	February 10, 1992
Bylaw No. 9348	May 4, 1992
Bylaw No. 9360	May 4, 1992
Bylaw No. 9372	June 15, 1992
Bylaw No. 9380	July 27, 1992
Bylaw No. 9452	January 25, 1993
Bylaw No. 9457	January 25, 1993
Bylaw No. 9458	January 25, 1993
Bylaw No. 9484	April 5, 1993
Bylaw No. 9486	April 5, 1993
Bylaw No. 9604	May 2, 1994
Bylaw No. 9610	May 16, 1994
Bylaw No. 9616	June 27, 1994
Bylaw No. 9629	August 22, 1994
Bylaw No. 9632	August 22, 1994
Bylaw No. 9651	October 17, 1994
Bylaw No. 9674	February 20, 1995
Bylaw No. 9712	June 26, 1995
Bylaw No. 9725	July 24, 1995

AMENDMENTS

DATE PASSED

Bylaw No. 9808	May 27, 1996
Bylaw No. 9810	June 24, 1996
Bylaw No. 9899	June 23, 1997
Bylaw No. 9908	June 23, 1997
Bylaw No. 9933	October 20, 1997
Bylaw No. 10011	June 22, 1998
Bylaw No. 10016	August 24, 1998
Bylaw No. 10049	December 14, 1998
Bylaw No. 10072	January 25, 1999
Bylaw No. 10081	March 8, 1999
Bylaw No. 10137	July 26, 1999
Bylaw No. 10168	November 8, 1999
Bylaw No. 10270	January 22, 2001
Bylaw No. 2001-17	April 9, 2001
Bylaw No. 2003-26	April 28, 2003
Bylaw No. 2003-93	November 17, 2003
Bylaw No. 2004-62	July 26, 2004
Bylaw No. 2004-80	September 20, 2004
Bylaw No. 2005-43	May 2, 2005
Bylaw No. 2005-48	June 20, 2005
Bylaw No. 2005-83	November 21, 2005

AMENDMENTS

DATE PASSED

Bylaw No. 2006-34

April 10, 2006

Bylaw No. 2006-79

December 18, 2006

Bylaw No. 2007-37

April 30, 2007

Bylaw No. 2007-43

September 17, 2007

Bylaw No. 2011-38

July 25, 2011

Bylaw No. 2011-56

December 19, 2011

Bylaw No. 2011-64

December 19, 2011

Bylaw No. 2011-65

December 19, 2011

Bylaw No. 2012-5

February 21, 2012

Bylaw No. 2012-17

March 12, 2012

Bylaw No. 2012-55

June 11, 2012

Bylaw No. 2014-63

July 28, 2014

Bylaw No. 2015-16

February 23, 2015

Bylaw No. 2016-11

April 25, 2016

Bylaw No. 2016-48

June 27, 2016

Bylaw No. 2016-59

September 26, 2016

Bylaw No. 2016-66

October 17, 2016

Bylaw No. 2017-27

July 31, 2017

Bylaw No. 2018-19

May 28, 2018

Bylaw No. 2018-25

June 25, 2018

BYLAW NO. 8912

A BYLAW OF THE CITY OF REGINA

TO DENY A PERMIT FOR THE ALTERATION  
OR DEMOLITION OF PROPERTIES THAT  
THE COUNCIL OF THE CITY OF REGINA  
MAY WISH TO DESIGNATE AS MUNICIPAL  
HERITAGE PROPERTIES

---

WHEREAS The Council of the Corporation of The City of Regina is desirous of avoiding demolition of buildings and structures of significant Heritage value until due consideration is given to their possible designation as Municipal Heritage Properties;

AND WHEREAS, The Heritage Property Act, S.S. 1980, c. H-2-2 Part III, authorizes the Council of a Municipality to enact bylaws to deny any permit for alteration of demolition of property that the Council may wish to designate as Municipal Heritage Property;

NOW THEREFORE, THE COUNCIL OF THE CITY OF REGINA ENACTS AS FOLLOWS:

1. The Executive Director, City Planning and Development, of the City of Regina, or his or her designate, shall deny any permit for alteration or demolition for not more than sixty (60) days from the date of application thereof for any of the properties set out under Schedule "A" attached hereto and forming part of this Bylaw.  
(#2011-64, s. 5, 2011, #2016-48, s. 5(2), 2016)

READ A FIRST TIME THIS 11th DAY OF SEPTEMBER A.D. 1989.

READ A SECOND TIME THIS 11th DAY OF SEPTEMBER A.D. 1989.

READ A THIRD TIME AND PASSED THIS 11th DAY OF SEPTEMBER A.D. 1989.

---

Mayor

---

City Clerk

HERHOLD.CON

## SCHEDULE "A"

### LIST OF POTENTIAL HERITAGE PROPERTIES

1. Downtown Area
  - 1.1 1819 Cornwall Street SUMA Building
  - 1.2 Repealed. (#9458, s. 1, 1993)
  - 1.3 1840 Cornwall Street R.M. of Sherwood #159
  - 1.4 1863 Cornwall Street Former St. Mary's Church site  
(Burns Hanley Bldg.)
  
  - 1.5 1767 Hamilton Street Wolfe Building
  - 1.6 Repealed. (#9372, s. 1, 1992)
  - 1.7 Repealed. (#9610, s. 1, 1994)
  - 1.8 1944 - 58 Hamilton Street Ratner Block
  - 1.9 1965 Hamilton Street Municipal Hail Building
  
  - 1.10 Repealed. (#2007-37, s. 1, 2007)
  - 1.11 1860 Lorne Street Regina Public School Board
  - 1.12 1870 Lorne Street Telephone Exchange Building
  - 1.13 1930 Lorne Street Masonic Temple
  
  - 1.14 Repealed. (#9810, s. 1, 1996)
  - 1.15 Repealed. (#9632, s. 1, 1994)
  - 1.16 1919 Rose Street ( )
  
  - 1.17 1880 Saskatchewan Drive Union Station
  - 1.18 2040 Saskatchewan Drive CN/CP Telecommunications
  - 1.19 Repealed. (#9712, s. 1, 1995)
  
  - 1.20 1770 Scarth Street Bank of Ottawa (Cornwall Centre)
  - 1.21 1775 Scarth Street Canadian Bank of Canada Commerce  
Facade (Cornwall Centre)
  
  - 1.22 1833 Scarth Street Gilmour Block
  - 1.23 Repealed. (#10270, s. 5, 2001)
  - 1.24 1838 Scarth Street Princess Theatre
  - 1.25 Repealed. (#10081, s. 5, 1999)
  - 1.26 Repealed. (#9457, s. 1, 1993)
  - 1.27 1857 Scarth Street McAra Block
  - 1.28 1859 Scarth Street Heintzman Block
  - 1.29 1861 Scarth Street Assiniboia Block

1.30	1874 Scarth Street	McCallum Hill Facade
1.31	Repealed. (#9360, s. 1, 1992)	
1.32	1945 Scarth Street	Victoria Park Building
1.33	1975 Scarth Street	Dominion Government Building (Wildun Lodge)
1.34	1785 Smith Street	Somerset Block (2401 - 19 - 11th Avenue)
1.35	1925 Victoria Avenue	Assiniboia Club
1.36	Repealed. (#9486, s. 1, 1993)	
1.37	Repealed. (#9372, s. 1, 1992)	
1.38	Repealed. (#9484, s. 1, 1993)	
1.39	Repealed (#10168, s. 1, 1999)	
1.40	1907 - 11th Avenue Hotel	Broder/Drake Hotel
1.41	Repealed (#2005-43, s. 2, 2005)	
1.42	Repealed (#10016, s. 1, 1998)	
1.43	2124 - 11th Avenue	Merchants Bank (Regina Transit)
1.44	2125 - 11th Avenue	Darke Block
1.45	Repealed. (#2006-79, s. 5, 2006)	
1.46	2323 - 11th Avenue	Lloyd's Building
1.47	2325 - 35 - 11th Avenue	( )
1.48	2425 - 11th Avenue	Yeager Block
1.49	Repealed. (#9360, s. 1, 1992)	
1.50	2158 - 2170 - 12th Avenue	Aldon (Gordon) Block
1.51	2184 - 12th Avenue	Credit Foncier (1879 Cornwall St.)

2. Old Lakeview Area

2.1	2800 Albert Street	Young Residence
2.2	2810 Albert Street	Barnard Residence
2.3	2876 Albert Street	Alport Residence
2.4	2920 Albert Street	McBeth Residence
2.5	3002 Albert Street	T.W. Wood (H. Smith) Residence
2.6	3036 Albert Street	E.A. McCallum (2nd) Residence
2.7	3070 Albert Street	Burton (2nd) Residence
2.8	3160 Albert Street	R.H. Cook Residence
2.9	3220 Albert Street	J. Bryant (2nd) Residence
2.10	3248 Albert Street	Broderick Residence
2.11	3260 Albert Street	Brandon Residence
2.12	2861 Angus Street	Owen Smith Residence
2.13	3030 Angus Street	Dakin Residence
2.14	3078 Angus Street	Talbot Residence
2.15	3128 Angus Street	McConnel Residence

2.16	3131 Angus Street	Harold Residence
2.17	3151 Angus Street	Strathdee Residence
2.18	2630 McCallum Avenue	Andre Residence
2.19	2639 McCallum Avenue	Rounding Residence
2.20	2700 McCallum Avenue	England Residence (Devon Court)
2.21	2805 McCallum Avenue	Poole Residence
2.22	2900 Rae Street	Bastedo Residence
2.23	2620 Regina Avenue	Van Egmond Residence
2.24	2635 Regina Avenue	Sharon Residence
2.25	2700 Regina Avenue	Mertz Residence (former Van Egmond Stable & Coachhouse)
2.26	2636 - 20th Avenue	Robinson Residence
3.	<u>Transitional Area</u>	
3.1	2231 Albert Street	Braemar Apartments
3.2	1800 College Avenue	McKillop Residence
3.3	2114 College Avenue	McGill Residence
3.4	Repealed. (#2004-62, s. 2, 2004)	
3.5	Repealed. (#9372, s. 1, 1992)	
3.6	2424 College Avenue	Gordon, Percy Residence
3.7	2520 College Avenue	McCaulsand (Shumiatcher) Residence
3.8	2105 Cornwall Street	Cornwall Court Apartments
3.9	2144 Cornwall Street	Howe Residence
3.10	Repealed (#10072, s. 5, 1999)	
3.11	Repealed. (#9372, s. 1, 1992)	
3.12	2259 Cornwall Street	D. Woodward Residence
3.13	Repealed. (#2011-56, s. 5, 2011)	
3.14	Repealed (#2003-93, s. 5, 2003)	
3.15	2129 Hamilton Street	Bellevue Apartments
3.16	2022 - 24 Lorne Street	Frontenac Apartments
3.17	Repealed (#10011, s. 1, 1998)	
3.18	Repealed. (#9610, s. 1, 1994)	
3.19	2275 Lorne Street	Williamson Apartments
3.20	2276 Lorne Street	Hannon Residence
3.21	Repealed. (#9933, s. 1, 1997)	
3.22	2334 Lorne Street	Palmer House (Residence)
3.23	2370 Lorne Street	McLeod Residence

3.24	2128 McIntyre Street	Harding Residence (Bishop's Court)
3.25	2138 McIntyre Street	J.S. Bartleman Residence
3.26	2169 McIntyre Street	Parsons Residence (relocated from 2271 McIntyre Street)
3.27	2204 McIntyre Street	Caroline Harding Residence
3.28	2209 McIntyre Street	( )
3.29	Repealed. (#2004-80, s. 2, 2004)	
3.30	2353 McIntyre Street	Johnson Residence
3.31	2363 McIntyre Street	Thomson Residence
3.32	Repealed. (#9808, s. 1, 1996)	
3.33	Repealed. (#9030, s. 1, 1990)	
3.34	2266 Rose Street	Weir (Barker) Residence
3.35	2049 Scarth Street	Blessed Sacrament Church
3.36	Repealed (#2005-83, s. 2, 2005)	
3.37	2102 Scarth Street	Haldane House
3.38	2324 Scarth Street	Michleborough Residence
3.39	Repealed. (#9616, s. 1, 1994)	
3.40	2356 Scarth Street	Broadfoot Residence
3.41	Repealed (#2014-63, s. 5, 2014)	
3.42	2207 - 11 Smith Street	McMurchie/Moore Residence
3.43	Repealed. (#9651, s. 1, 1994)	
3.44	2224 Smith Street	Angus Smith Residence
3.45	2300 Smith Street	Little Residence
3.46	2305 Smith Street	J.P. Brown Residence
3.47	2338 Smith Street	Walsh Residence
3.48	2352 Smith Street	Wilson Residence
3.49	2353 Smith Street	Allan Residence
3.50	2024 - 14th Avenue	Linden Manor Apartments
3.51	2104 - 14th Avenue	Chateau Apartments
3.52	2301 - 15th Avenue	Parsons Residence
4.	<u>Cathedral Area North</u>	
4.1	2170 Albert Street	First Presbyterian Church
4.2	2340 Albert Street	Saskatchewan Government Telephone Bldg.

4.3	2126 Angus Street	Court Residence
4.4	2228 Angus Street	Doyle Residence
4.5	2256 Angus Street	Trip Residence
4.6	1925 Athol Street	McGuinness Residence
4.7	1927 Athol Street	Reynolds Residence
4.8	Repealed. (#9629, s. 1, 1994)	
4.9	2221 Athol Street	James Residence
4.10	1903 Cameron Street	Watson Residence
4.11	2061 - 77 Cameron Street	Cameron Street Row House (3024 - 36 - 13th Avenue)
4.12	2140 Cameron Street	Holy Rosary Cathedral (3119 - 13th Avenue)
4.13	2234 Elphinstone Street	Smith Residence
4.14	2238 Elphinstone Street	Kramer Residence
4.15	2250 Elphinstone Street	Sydney Trip Residence
4.16	1930 Garnet Street	Cains Residence
4.17	2026 Garnet Street	John Smith Residence
4.18	2054 Garnet Street	Bridges Residence
4.19	1937 Montague Street	Avid Residence
4.20	1959 Montague Street	Martin Residence
4.21	2041 Montague Street	
4.22	Repealed. (#2005-48, s. 2, 2005)	
4.23	2210 Montague Street	Simpson Residence
4.24	2234 Montague Street	Alexander Residence
4.25	2275 Montague Street	Gemmill Residence
4.26	2336 Montague Street	
4.27	Repealed. (#9372, s. 1, 1992)	
4.28	Repealed. (#2012-55, s. 1, 2012)	
4.29	2034 Rae Street	( )
4.30	2040 Rae Street	( )
4.31	2223 Rae Street	F.P. Bridges Residence
4.32	2232 Rae Street	Rossie Residence
4.33	2250 Rae Street	H.B. Walker Residence
4.34	1848 Retallack Street	MacMath Residence
4.35	1852 Retallack Street	Ruttan Residence
4.36	Repealed. (#9452, s. 1, 1993)	
4.37	Repealed. (#9372, s. 1, 1992)	
4.38	Repealed. (#2011-38, s. 5, 2011)	
4.39	2223 Retallack Street	( )

4.40	2731 Saskatchewan Drive	Regina Little Theatre
4.41	2702 Victoria Avenue	( )
4.42	2703 Victoria Avenue	( )
4.43	2800 Victoria Avenue	Ross Residence
4.44	2802 Victoria Avenue	Doyal Residence
4.45	2816 Victoria Avenue	Conley Residence
4.46	2900 Victoria Avenue	Alfred Walker Residence
4.47	2915 Victoria Avenue	Peart Residence
4.48	3030 Victoria Avenue	McKibben Residence
4.49	3124 Victoria Avenue	Neal Institute
4.50	2620 - 12th Avenue	Huntingdon Block
4.51	2936 - 12th Avenue	Hall Residence
4.52	2730 - 13th Avenue	Beston Residence (2079 Rae St.)
4.53	Repealed. (#9899, s. 1, 1997)	
4.54	Repealed. (#9372, s. 1, 1992)	
4.55	2915 - 14th Avenue	Mayfair Apartments
4.56	Repealed. (#9674, s. 1, 1995)	
4.57	2249 Rae Street Elwood Residence	Elwood Residence
4.58	2140 Athol Street	Bruton Residence
5.	<u>Cathedral Area South</u>	
5.1	2666 Angus Blvd.	MacPherson Residence
5.2	27 Angus Crescent	Rimmer Residence
5.3	56 Angus Crescent	Bagshaw Residence
5.4	109 Angus Crescent	Portnall Residence
5.5	276 Angus Crescent	Mounteer Residence
5.6	2700 College Avenue	First Church of Christ Scientist
5.7	2806 College Avenue	Frazen Residence
5.8	Repealed (#2016-11, s. 1, 2016)	
5.9	53 Leopold Crescent	Champ Residence
5.10	77 Leopold Crescent	Watchler Residence
5.11	Repealed. (#2006-34, s. 5, 2006)	
5.12	Repealed. (#9372, s. 1, 1992)	
5.13	281 Leopold Crescent	Ernest Brown Residence
5.14	323 Leopold Crescent	Campbell Residence
5.15	407 Leopold Crescent	( )
5.16	2401 Retallack Street	Davin School

5.17	2522 Retallack Street	Newlands Residence
5.18	Repealed. (#10049, s. 1, 1998)	
5.19	2580 Retallack Street	Willoughby Residence
5.20	2834 - 19th Avenue	Bugg Residence
5.21	2724 Angus Boulevard	Kirkpatrick Residence
5.22	75 Leopold Crescent	Crabtree Residence
5.23	3137 College Avenue	
5.24	2544 Albert Street	
5.25	2605 Angus Boulevard	Bishop Residence
5.26	131 Connaught Crescent	Coldwell Residence
5.27	241 Leopold Crescent	Menzies Residence
6.	<u>General Hospital Area North</u>	
6.1	Repealed. (#9604, s. 1, 1994)	
6.2	Repealed. (#9604, s. 1, 1994)	
6.3	1759 Halifax Street	Regina Flour & Feed Co.
6.4	1763 Halifax Street	Regina Electric & Machine Co. Ltd.
6.5	1770 Halifax Street	Municipal Justice Building
6.6	1835 Halifax Street	Marian Centre
6.7	Repealed. (#2012-5, s. 5, 2012)	
6.8	1817 Osler Street	Chinese Nationalist Party Building
6.9	1771 Ottawa Street	Peter Darke Residence
6.10	1875/1831 Ottawa Street	Kalif Residence
6.11	1878/1880 Ottawa Street	Frank Residence
6.12	1900 Ottawa Street	Mayer Residence
6.13	1737 St. John Street	Ukrainian National Federation Auditorium
6.14	1770 St. John Street	St. Nicholas Romanian Orthodox Church
6.15	Repealed. (#9299, s. 1, 1992)	
6.16	Repealed. (#9632, s. 1, 1994)	
6.17	Repealed. (#9372, s. 1, 1992)	
6.18	1522 - 11th Avenue	Maple Leaf Bakery
6.19	1539 - 11th Avenue	Fuhrmann's Meats
6.20	Repealed. (#9202, s. 1, 1991)	
6.21	1651 - 11th Avenue	Pisch Block
6.22	Repealed. #2016-66, s. 1. 2016)	
6.23	1602 - 12th Avenue	Schwann's
6.24	Repealed. (#2011-65, s. 5, 2011)	
6.25	1757 Toronto Street	St. Basil's Ukranian Catholic Church

- 6.26 Repealed. (#2018-25, s. 5, 2018)
- 6.27 1301 Victoria Avenue Regina Fellowship Assembly

7. General Hospital Area South

- 7.1 1245 College Avenue Balfour Technical School
- 7.2 1300 College Avenue Balfour Residence
- 7.3 1318 College Avenue A.M. Frazen Residence
- 7.4 1410 College Avenue Dixon Residence
- 7.5 1420 College Avenue Potts Residence
- 7.6 1436 College Avenue Smale Residence
- 7.7 1438 College Avenue Neilson Residence
- 7.8 1700 College Avenue Sneath Residence
- 7.9 1726 College Avenue Madrid Apartments (2363 Broad Street)
  
- 7.10 2060 Halifax Street Hebrew School (CKRM - CFMQ Building)
- 7.11 2101 - 2103 Halifax Street Rink Residence
- 7.12 Repealed (#2015-16, s. 1, 2015)
- 7.13 2126 Halifax Street Hunter Residence
- 7.14 2135 Halifax Street Annex Apartments
- 7.15 2174 Halifax Street Walker Biggs Residence
- 7.16 2260 Halifax Street Neilson Residence
- 7.17 Repealed (#2005-83, s. 2, 2005)
- 7.18 2300 Halifax Street A.M. Frazen Residence
- 7.19 Repealed. (#9030, s. 1, 1990)
  
- 7.20 2323 Osler Street Bakke Residence
  
- 7.21 2033 Toronto Street Thomson School
- 7.22 2209 Toronto Street Emke Residence
- 7.23 2224 Toronto Street Howlett Residence
  
- 7.24 2020 St. John Street Bruce Apartments
  
- 7.25 2026 Winnipeg Street St. Mary's Church
  
- 7.26 Repealed. (#10137, s. 1, 1999)
  
- 7.27 Repealed. (#9725, s. 1, 1995)
- 7.28 Repealed. (#2012-17, s. 1, 2012)
  
- 7.29 1617 - 15th Avenue McCannell Residence
- 7.30 1622 - 15th Avenue Avalon Court Apartments
- 7.31 1706 - 15th Avenue Falls Residence
- 7.32 2344 Halifax Street

8. Warehouse Area

8.1	1066 Broad Street	Robert Simpson Warehouse
8.2	1170 Broad Street	Kozan Furniture
8.3	1209 Broad Street	Army & Navy Warehouse #4
8.4	Repealed. (#2001-17, s. 5, 2001)	
8.5	Repealed. (#2003-26, s. 2, 2003)	
8.6	1916 - 20 Dewdney Avenue	E.O. Gas and Sons Ltd.
8.7	1938 Dewdney Avenue	Cameron and Heap Wholesale Grocery
8.8	2002 Dewdney Avenue	McInnis Brothers Ltd.
8.9	2100 Dewdney Avenue	Promislow's Wholesale
8.10	Repealed. (#9372, s. 1, 1992)	
8.11	Repealed. (#9372, s. 1, 1992)	
8.12	Repealed. (#2018-19, s. 5, 2018)	
8.13	2226 Dewdney Avenue	Regina Cartage & Storage Warehouse
8.14	2300 Dewdney Avenue	( )
8.15	2338 Dewdney Avenue	Laird Building
8.16	Repealed. (#9348, s. 1, 1992)	
8.17	1233 Halifax Street	Tremaine Cartage
8.18	1331 Hamilton Street	Weston Bread
8.19	1377 Hamilton Street	Weston Bakery Building
8.20	1425 Hamilton Street	Wood, Vallance Ltd. Warehouse
8.21	Repealed. (#9380, s. 1, 1992)	
8.22	1148 Osler Street	Army & Navy Main Warehouse
8.23	1202 Osler Street	Canadian Fairbanks Morse Co. Ltd. Bldg.
8.24	1373 Rose Street	Tribute Memorials
8.25	1437 Rose Street	Teese & Perse Building
8.26	1373 St. John Street	The MacPherson & Thom Building
8.27	2430 - 7th Avenue	Lynch, Parker & Plews Hardware
8.28	1102 - 8th Avenue	General Motors Corp. Factory
8.29	1630 - 8th Avenue	Western Supply
8.30	1157 Albert Street	(Northeast intersection of Albert Street and 5 <sup>th</sup> Avenue)

9. Other Areas

9.1	Repealed. (#9908, s. 1, 1997)	
9.2	2476 Wallace Street	Barr Residence

9.3 Repealed. (#9171, s. 1, 1991)

9.4 Exhibition Grounds Grain Show Building

(#9030, s. 1, 1990; #9171, s. 1, 1991; #9202, s. 1, 1991;  
#9299, s. 1, 1992; #9348, s. 1, 1992; #9360, s. 1, 1992;  
#9372, s. 1, 1992; #9380, s. 1, 1992; #9452, s. 1, 1993;  
#9457, s. 1, 1993; #9458, s. 1, 1993; #9484, s. 1, 1993;  
#9486, s. 1, 1993; #9604, s. 1, 1994; #9610, s. 1, 1994;  
#9616, s. 1, 1994; #9629, s. 1, 1994; #9632, s. 1, 1994;  
#9651, s. 1, 1994; #9674, s. 1, 1995; #9712, s. 1, 1995;  
#9725, s. 1, 1995; #9808, s. 1, 1996; #9810, s. 1, 1996;  
#9899, s. 1, 1997; #9908, s. 1, 1997; #9933, s. 1, 1997;  
#10011, s. 1, 1998; #10049, s. 1, 1998; #10072, s. 5, 1999; #10081, s. 5, 1999, #10168, s.1, 1999;  
#2001-17, s. 5, 2001;  
#2007-43, s. 1(1), 1(2), 1(3), 1(4), 1(5), 2007, #2014-63, s. 5, 2014, #2015-16, s. 1, 2015, #2016-  
11, s. 1, 2016)

**Appendix A-4**

**Five Year Work Plan (2020-2025) for Recommended Option**

Deliverables	Lead(s)	Date
City Council approves recommendations and Implementation Plan	Planning & Development Services	Q2 2019
Implementation of project including Project Charter and Communications Strategy launched	Planning & Development Services and Communications	Q4 2019
Research, Statements of Significance and Evaluation Forms completed for 40 historic places each year	Planning & Development Services	2020-2025
Heritage Building Rehabilitation Program review and enforcement of building maintenance	Planning & Development Services and Assessment and Taxation	2020-2021
Call for nominations to add properties to the Heritage Inventory under priority themes	Planning & Development Services or Community Services	2022-2025
Heritage Inventory information on each property uploaded to public portal of the CityView software	Planning & Development Services and GIS Team	2025
Heritage Inventory updated	Planning & Development Services	2025



# Standard Operating Procedure

<b>Procedure Title:</b> Procedures for the administration of an Inventory of Heritage Property in Regina	<b>Approved by:</b> Director, Planning & Development Services	<b>Reference #</b>
<b>Division / Department / Branch Applicable:</b> Planning & Development Services Department	<b>Dates:</b> <b>Effective:</b> 25-MAR-19 <b>Review:</b> 01-JUN-21	<b>Page #</b> 4

## 1.0 Purpose

Historic places are integral in providing a sense of identity and place both for tourists and, more importantly, for local citizens. Historic buildings, structures and landscapes in Regina provide a tangible connection to the past and serve as a testament to the passage of time, reminding us of our collective history.

This policy provides direction for the **identification** of historic places to enhance the quality of Regina’s environment for the benefit of present and future generations.

## 2.0 Scope

The procedure applies to City Planners within the Planning & Development Services Department. The procedure does not apply to consultants retained by the City of Regina.

## 3.0 Definitions

### *Executive Director*

The Executive Director of City Planning & Community Development, or his or her designate.

### *Heritage Value*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

### *Historic Place*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

A structure, building, group of buildings, district, landscape, and/or an archaeological site that has been formally recognized by the appropriate jurisdiction (e.g. City Council, the Provincial Minister responsible for heritage, or the appropriate Federal jurisdiction) for its heritage value.

### *Integrity*

Refers to the degree to which the heritage values of the place are still evident and authentic, and can be understood and appreciated (for example, the degree to which the original design or use of a place can still be discerned).

### *Inventory of Heritage Properties in Regina ('Heritage Inventory')*

Source: City of Regina "Thematic Framework & Historic Context Statement"

An inventory of non-designated properties located within the corporate boundaries of the City of Regina that have been identified as having Heritage Value in accordance with the Thematic Framework.

### *Municipal Heritage Property*

Source: *The Heritage Property Act*

Any real property designated as a Municipal Heritage Property by council bylaw pursuant to *The Heritage Property Act*.

### *Municipal Heritage Conservation District*

Source: *The Heritage Property Act*

A municipality or any area of a municipality designated by council bylaw pursuant to *The Heritage Property Act*.

### *Register*

Source: *The Heritage Property Act*

A register of all designated property in the municipality, kept by the municipal official.

### *Thematic Framework*

Source: City of Regina "Thematic Framework & Historic Context Statement"

A structure for the Heritage Inventory that uses themes to help conceptualize past events and to place sites, places and events within their historical contexts.

## **4.0 Roles & Responsibilities**

The City Planner is responsible for conducting reviews of the Heritage Inventory to ensure that significant historic places are identified, and all themes in the Thematic Framework are represented. The City Planner may issue a call for public nominations but no more than ten nominations will be added each year. The City Planner will provide recommendations

to the Executive Director on additions to the Heritage Inventory based on the Heritage Inventory Policy.

The City Planner is responsible for conducting reviews of the Heritage Inventory to identify historic places that no longer retain integrity. The City Planner is responsible for tracking City Council decisions not to designate a property on the Heritage Inventory, which would require the removal of the property from the Heritage Inventory. The City Planner will provide recommendations on removals to the Executive Director.

The Executive Director has been directed by City Council to decide whether to add a property to the Heritage Inventory, based on the Heritage Inventory Policy, but has not been directed to remove a property. The Executive Director will provide a recommendation to City Council to approve the removal of any property from the Heritage Inventory. Annual reporting to City Council would focus on the outcome of the Executive Directors decision to add properties to the Heritage Inventory, and to request Council's approval to remove properties that no longer retain integrity.

## **5.0 Frequency/Schedule**

The review of the Heritage Inventory will occur on an annual basis.

## **6.0 Procedure - Additions**

Properties may be added to the Heritage Inventory as follows:

- (a) a recommendation by the City Planner for addition of a property shall be submitted in the manner and form specified by the Executive Director, and must include a Statement of Significance;
- (b) the subject property shall be evaluated using the Criteria for Integrity in the Evaluation Form established by section 7;
- (c) if the subject property is determined to be a Grade One or Grade Two property the Executive Director may approve it to be added to the Heritage Inventory, provided it is also determined to retain sufficient integrity to convey significance; and
- (d) if the subject property is not determined to be a Grade One or Grade Two property or if it is deemed to lack sufficient integrity to convey significance, the Executive Director will not approve it to be added to the Heritage Inventory.

## 7.0 Procedure - Removals

Properties may be removed from the Heritage Inventory as follows:

- (a) a recommendation by the City Planner for removal of a property shall be submitted in the manner and form specified by the Executive Director;
- (b) the subject property as described in the application shall be evaluated using the Criteria for Integrity in the Evaluation Form established by section 7; and
- (c) if the subject property is determined to no longer retain sufficient integrity to convey significance the Executive Director shall recommend to City Council that it approve its removal from the Heritage Inventory.

## 8.0 Related Forms

The Administration will use the Heritage Inventory Evaluation Form and the criteria contained within the form to evaluate the Heritage Value and significance of properties in Regina. In completing the form, the Administration will reference the applicable themes of the City of Regina's "Thematic Framework & Historic Context Statement."

## 9.0 Reference Material

The Policy to administer an Inventory of Heritage Property in Regina ('Heritage Inventory Policy') complements this procedure.

## 9.0 Revision History

Complete the table below with "Revision History" information.

Effective Date	Description of Change
25-MAR-19*	Initial Release.

\* The date listed in the first line of the Revision History table, is the date the document received its final approval. Hereafter, the date becomes the revision date, displayed as the Effective Date on the first page header information.

<b>Procedure Title:</b> Procedures for the designation of Heritage Property by council bylaw	<b>Approved by:</b> Director, Planning & Development Services	<b>Reference #</b>
<b>Division / Department / Branch Applicable:</b> Planning & Development Services Department	<b>Dates:</b> <b>Effective:</b> 25-MAR-19 <b>Review:</b> 01-JUN-21	<b>Page #</b> 5

## 1.0 Purpose

Historic places are integral in providing a sense of identity and place both for tourists and, more importantly, for local citizens. Historic buildings, structures and landscapes in Regina provide a tangible connection to the past and serve as a testament to the passage of time, reminding us of our collective history.

This policy provides direction for the **protection** of historic places to enhance the quality of Regina’s environment for the benefit of present and future generations.

## 2.0 Scope

The procedure applies to City Planners within the Planning & Development Services Department. The procedure does not apply to consultants retained by the City of Regina.

## 3.0 Definitions

### *Executive Director*

The Executive Director of City Planning & Community Development, or his or her designate.

### *Heritage Value*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of a historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings.

### *Historic Place*

Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*

A structure, building, group of buildings, district, landscape, and/or an archaeological site that has been formally recognized by the appropriate jurisdiction (e.g. City Council, the Provincial Minister responsible for heritage, or the appropriate Federal jurisdiction) for its heritage value.

### *Integrity*

Refers to the degree to which the heritage values of the place are still evident and authentic, and can be understood and appreciated (for example, the degree to which the original design or use of a place can still be discerned).

### *Inventory of Heritage Properties in Regina (“Heritage Inventory”)*

Source: City of Regina “Thematic Framework & Historic Context Statement”

An inventory of non-designated properties located within the corporate boundaries of the City of Regina that have been identified as having Heritage Value in accordance with the Thematic Framework.

### *Municipal Heritage Property*

Source: *The Heritage Property Act*

Any real property designated as a Municipal Heritage Property by council bylaw pursuant to *The Heritage Property Act*.

### *Municipal Heritage Conservation District*

Source: *The Heritage Property Act*

A municipality or any area of a municipality designated by council bylaw pursuant to *The Heritage Property Act*.

### *Register*

Source: *The Heritage Property Act*

A register of all designated property in the municipality, kept by the municipal official.

### *Thematic Framework*

Source: City of Regina “Thematic Framework & Historic Context Statement”

A structure for the Heritage Inventory that uses themes to help conceptualize past events and to place sites, places and events within their historical contexts.

## **4.0 Roles & Responsibilities**

A Property Owner may submit a Building Permit application to demolish a property or significantly alter a property on the Heritage Inventory, or an application to designate a property.

The City Planner is responsible for conducting application reviews to determine the significance of the property and the Executive Director will provide a recommendation to City Council whether to designate the property as Municipal Heritage Property or as part of a Heritage Conservation District.

## **5.0 Frequency/Schedule**

An application made by the Property Owner may be received at any time.

## **6.0 Procedure – Application to Designate**

Properties may be designated as Municipal Heritage Property or as part of a Heritage Conservation District as follows:

- (a) an application is made by the Property Owner for designation of a property and shall be submitted in the manner and form specified by the Executive Director, and must include a Statement of Significance;
- (b) the subject property shall be evaluated by the City Planner using the Criteria for Integrity in the Evaluation Form established by section 7;
- (c) if the subject property is determined to be a Grade One or Grade Two property and it is also determined to retain sufficient integrity to convey significance, then the Executive Director will make recommendation to City Council at its next scheduled meeting to issue its Notice of Intention to Designate and otherwise proceed with the statutory requirements to formally designate the property as a municipal heritage property; and
- (d) if the subject property is not determined to be a Grade One or Grade Two property or if it is deemed to lack sufficient integrity to convey significance, the Executive Director will recommend that City Council not designate the property.

## **7.0 Procedure – Application to Alter or Demolish**

Pursuant to resolution of City Council **CR-\*\*, every application for a permit for alteration or demolition of a property listed on the Heritage Inventory shall be denied for up to sixty (60) days, or such shorter time as may be required, to allow for consideration of formal designation of the property as Municipal Heritage Property or as part of a Heritage Conservation District**

pursuant to *The Heritage Property Act*. In these cases, consideration of designation shall occur as follows:

- (a) every property on the Heritage Inventory that is the subject of the application for alteration or demolition shall, prior to issuance or denial of a permit, be evaluated using the Criteria for Integrity in the Evaluation Form established by section 7;
- (b) if the subject property is determined to be a Grade One or Grade Two property retaining sufficient integrity to convey significance, and the proposed alterations will not impact or be detrimental to the property's Heritage Value, the Executive Director may allow the alteration permit application to proceed;
- (c) if the subject property is determined to be a Grade One property retaining sufficient integrity to convey significance, the Executive Director will confirm the 60 day denial of the alteration or demolition permit and make recommendation to City Council at its next scheduled meeting to issue its Notice of Intention to Designate and otherwise proceed with the statutory requirements to formally designate the property as a municipal heritage property; and
- (d) in all other cases, if the subject property is determined to be a Grade One property which no longer retains sufficient integrity to convey significance or is a Grade Two property, the Executive Director will confirm the 60 day denial of the alteration or demolition permit and make recommendation to City Council at its next scheduled meeting to remove the property from the Heritage Inventory.

## **8.0 Related Forms**

The Administration will use the Heritage Inventory Evaluation Form and the criteria contained within the form to evaluate the Heritage Value and significance of properties in Regina. In completing the form, the Administration will reference the applicable themes of the City of Regina's "Thematic Framework & Historic Context Statement."

## **9.0 Reference Material**

The Policy to administer an Inventory of Heritage Property in Regina ('Heritage Inventory Policy') complements this procedure.

## 10.0 Revision History

Complete the table below with “Revision History” information.

Effective Date	Description of Change
25-MAR-19*	Initial Release.

\* The date listed in the first line of the Revision History table, is the date the document received its final approval. Hereafter, the date becomes the revision date, displayed as the Effective Date on the first page header information.



# THEMATIC FRAMEWORK & HISTORICAL CONTEXT

December 2017



## TABLE OF CONTENTS

INTRODUCTION .....	1
NATIONAL THEMES.....	2
CITY OF REGINA THEMES.....	3
THEMATIC FRAMEWORK.....	4
<b>HISTORICAL CONTEXT PAPER</b>	
<b>THEME 1: HABITATION.....</b>	<b>28</b>
1.1 Natural & Cultural Landscapes .....	30
1.2 Enduring First Nations Presence.....	32
1.3 Multi-cultural Settlement .....	35
1.4 Capital City Development.....	39
<b>THEME 2: ECONOMIES.....</b>	<b>47</b>
2.1 Early Economies.....	48
2.2 Building a Capital: Transportation & Infrastructure.....	49
2.2.1 Trails & Roads .....	49
2.2.2 Railways.....	49
2.2.3 Roads.....	52
2.2.4 Bridges .....	53
2.2.5 Public Transport .....	54
2.2.6 Aviation .....	55
2.2.7 Water & Sanitation.....	57
2.2.8 Power Generation & Distribution.....	59
2.3 Communication Networks.....	60
2.3.1 Postal System.....	60
2.3.2 Telecommunications .....	61
2.4 Extraction, Production, & Distribution.....	62
2.4.1 Agriculture.....	62
2.4.2 Breweries.....	65
2.4.3 Mining & Minerals.....	65
2.4.4 Petroleum.....	67
2.4.5 Industry & Manufacturing.....	68
2.4.6 Warehousing.....	69
2.5 Commerce & Service Industries.....	70
2.5.1 Banking & Finance .....	70
2.5.2 Shopping & Retail.....	72
2.5.3 Hotel & Services Industries.....	75

<b>THEME 3: GOVERNANCE.....</b>	<b>76</b>
3.1 A Capital Idea: Administration & Politics.....	78
3.1.1 Territorial & Provincial Capital.....	78
3.1.2 Civic.....	81
3.2 Law, Order, & Security.....	83
3.2.1 NWMP/RCMP .....	83
3.2.2 City Police .....	85
3.2.3 Fire Service.....	87
3.2.4 Justice.....	87
3.3 Defending Regina .....	89
3.3.1 Regina's Call to Service.....	89
3.3.2 Commemoration & Remembrance.....	93
<b>THEME 4: SOCIETY.....</b>	<b>94</b>
4.1 Spiritual Life .....	96
4.1.1 Indigenous People.....	96
4.1.2 Religion.....	96
4.1.3 Burial Grounds & Cemeteries.....	99
4.2 Education.....	101
4.2.1 Indigenous People .....	101
4.2.2 Public Schools.....	102
4.2.3 Separate Schools.....	103
4.2.4 Post-secondary Schools.....	104
4.3 Health Care & Social Services.....	106
4.3.1 Hospitals, Clinics, & Care Homes.....	106
4.3.2 Social Services.....	108
4.4 Community Groups.....	109
4.5 Sports & Recreation .....	111
4.6 Exhibitions & Fairs.....	114
4.7 Social Movements.....	116
<b>THEME 5: ARTS .....</b>	<b>118</b>
5.1 Architecture & Design .....	120
5.2 Visual & Performing Arts .....	124
5.3 Community Collections .....	126
5.4 Media.....	127
5.4.1 Newspapers .....	127
5.4.2 Radio .....	127
5.4.3 Television.....	128

## APPENDIX A



## INTRODUCTION

The Thematic Framework and Historical Context Document for the City of Regina together provide a foundation for the current and future planning for the city. This document is an integral planning tool that defines the city's broad patterns of historic development, and promotes a sense of identity and stewardship for residents. Development of this Thematic Framework and Historical Context Document was achieved through two meetings with a focus group established by the City of Regina specifically for this project. The meetings were held in October and November 2017.

A public open house in November 2017 was also held providing the public an opportunity to review the documents and provide comments and feedback. The documents were enriched through the focus group's rigorous review of existing historic documentation and community stories, as well as analyzing other indicators of the area's historic evolution. The historic themes that emerged are those that represent the development of the city up to the present day and continuing into the future and lists sites that are representative of each theme. The Historical Context Document expands on these themes.

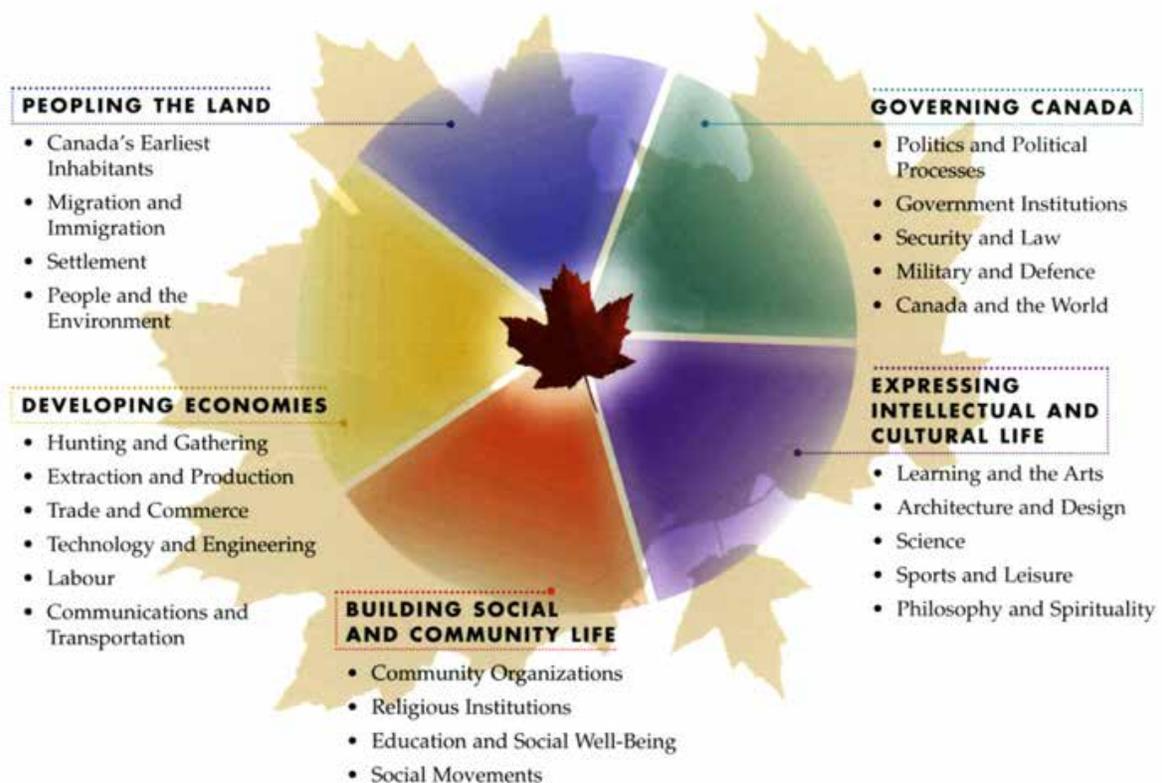
### What is a Historical Context?

- Historic Contexts explore the identified themes at a high-level, outlining the events and processes that have shaped the development of a location.
- The Historic Context should be considered in conjunction with the Thematic Framework.
- The intention of the Historic Context is to aid in the identification of historic resources that represent the development of an area.
- Historic Contexts are not intended to account for all elements of a place's history.
- Historic Contexts do not replace existing histories, written or oral, of people, places, events, buildings, groups, and/or activities.

## NATIONAL THEMES

As a component of Parks Canada's National Historic Sites of Canada System Plan, a Canada-wide thematic framework was established to identify the major themes that influenced the history and heritage of Canada. The framework serves to organize and define Canada's past and to guide the identification of significant individuals, sites, and events. The National Historic Site's thematic framework comprehensively addresses Canadian

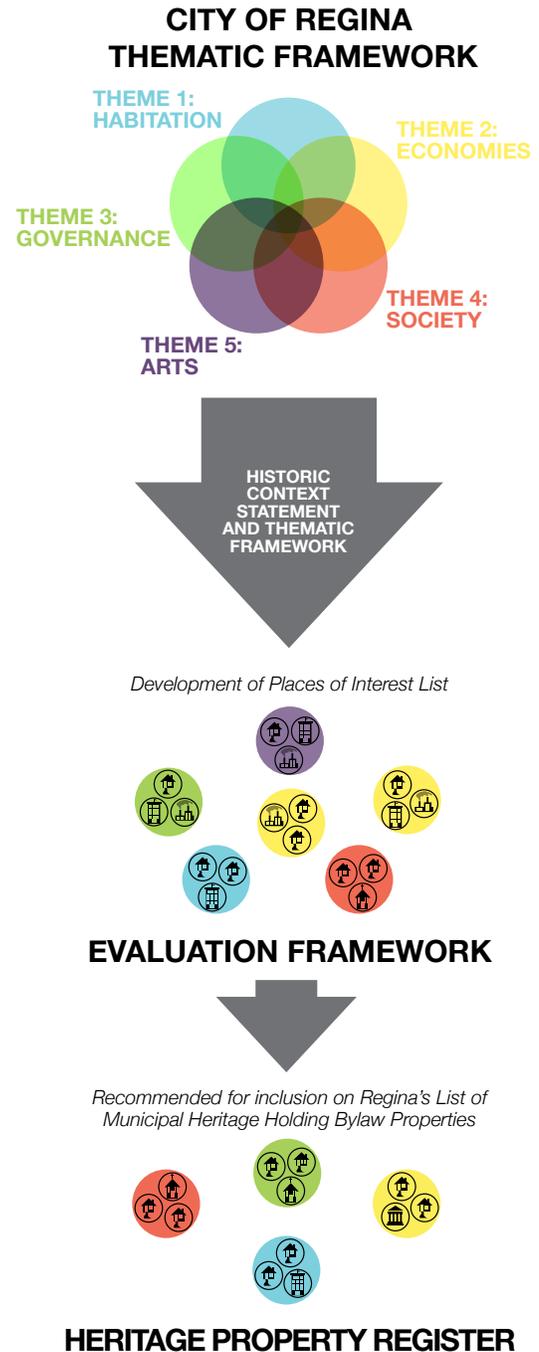
history as presently understood, and is capable of evolving to encompass current areas of interest, as well as new scholarly research and discoveries. Parks Canada's System Plan is used as an overarching guide with each national theme then broken down to the municipal level, and modified or added to in order to suit the local context.



## CITY OF REGINA THEMES

The Thematic Framework developed for the City of Regina functions as the key tool to systematically develop a heritage inventory in the community. The themes provide context for identifying and selecting heritage resources in the community for future evaluation and consideration for possible inclusion on the City’s list of Municipal Heritage Properties. Each theme identifies categories of site types reflective of the theme. As well, a number of sites already designated and listed on the Municipal Heritage Properties inventory that align with specific themes are included in the Thematic Framework. This technique will not only identify a broader, values-based cross-section of sites, but will also ensure that there is a physical site representing each of the themes developed for the City.

The themes presented in the following table are expanded upon in detail in the Historic Context. Historic Contexts provide a general basis for understanding the themes that shaped a place’s history and development. Historic Contexts are theme based and are not intended to account for all elements in a place’s history. A heritage resource and/or theme can be multi-valiant - reflecting more than one heritage value. Identifying heritage resources that represent each theme and taking measures to evaluate and protect these resources ensures that the entire breadth of a community’s history is recognized and preserved.



## THEMATIC FRAMEWORK

Sites that are listed under “Designated Properties” portion of the table include some of the sites already designated on a municipal, provincial, and/or federal level in the City of Regina.

Refer to Appendix A for a preliminary list of Regina properties for possible consideration for future evaluation.

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>1. HABITATION</b></p> <p>The landscape on which Regina was established has been occupied for thousands of years by Indigenous people, who adapted to the region’s geography and the available natural resources. The first non-Indigenous settlers moved into the area for the available animal resources for the fur trade. However, it was not until the arrival of the transcontinental railway that settlement of the area began in earnest.</p> <p>This theme examines the diverse range of factors that influenced Regina’s development from its earliest occupation by First Nations people through the transformations that have made Regina what it is today.</p>	<p><b>1.1 Natural &amp; Cultural Landscapes</b></p> <p>This theme explores the geographical, environmental, and geological aspects that shaped the landscape and influenced Regina’s early settlement and how its inhabitants have shaped and modified this landscape.</p>	<ul style="list-style-type: none"> <li>• Physiographic region of the Interior Plains – Saskatchewan Plains</li> <li>• Landscape of gentle rolling plains with upland</li> <li>• Prairie Ecozone – semi-arid climate</li> <li>• Heaviest precipitation typically May through October</li> <li>• Sedimentary bedrocks of shales, siltstones, sandstones</li> <li>• Glacial deposits</li> <li>• Large aquifer</li> <li>• Sediment deposits suitable for agriculture</li> <li>• Adequate growing season for cereal crops</li> <li>• Wascana Centre – Wascana Lake, result of dammed creek, reworked overtime to improve public use, create wildlife areas</li> <li>• Deepening of Wascana Creek in 1900s and later Wascana Lake “Big Dig”</li> <li>• Treeless plain transformed into an urban forest</li> <li>• Rerouting of waterways to provide drinking water to the city</li> <li>• Sediments limited heights of city’s early buildings</li> </ul>	<ul style="list-style-type: none"> <li>• Streams</li> <li>• Upland areas</li> <li>• Native grass areas</li> <li>• Lakes</li> <li>• Public parks</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<b>1. HABITATION</b>	<p><b>1.2 Enduring First Nations Presence</b></p> <p>This theme examines the multi-faceted layers of the area's Indigenous peoples' legacy extending back in time for generations and their ongoing connection with the city.</p>	<ul style="list-style-type: none"> <li>• Documented ancestral home to multiple First Nations for over 18,000 years</li> <li>• Oral histories connecting Indigenous people with the land extending back over 27,000 years</li> <li>• Ancestral land of Cree, Saulteaux, Métis, Assiniboine</li> <li>• Practiced hunting and gathering lifestyle which left little material form on the prairie landscape</li> <li>• Grasslands, streams, and wildlife provided food, materials, and trade goods</li> <li>• Buffalo crucial component of Indigenous peoples' lives</li> <li>• Buffalo decimation in the late 1800s, Treaties, residential schools significantly impacted traditional Indigenous culture and practices</li> <li>• Introduction of the horse influenced lives of Indigenous people through shift to animal husbandry and pastoralism, thus increasing material presence on the landscape</li> <li>• Regina is within Treaty 4 land</li> <li>• Cree people named the place "oskana ka-asastēki" or "bone piles"</li> <li>• Continued and constant presence of Indigenous people interwoven throughout Regina's history and development to the present day</li> <li>• Enduring connection with first inhabitants and modern day Cree and Métis populations</li> </ul>	<ul style="list-style-type: none"> <li>• Archaeological site</li> <li>• Tipi rings</li> <li>• First Nations sites and settlements</li> <li>• Spiritual sites</li> <li>• Buffalo hunting landscapes</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>1. HABITATION</b></p>	<p><b><i>1.3 Multi-cultural Settlement</i></b></p> <p>This theme explores how Regina's early and continuing diversity of its inhabitants has uniquely shaped the city's development and composition.</p>	<ul style="list-style-type: none"> <li>• Regina is located on the traditional lands of Cree, Saulteaux, Métis, Assiniboine</li> <li>• Cpt. John Palliser first referred to the area as "Wascana" in 1857</li> <li>• King Charles II's land grant to Hudson's Bay Company of territory of Rupert's Land in 1670 - opened land for fur trade</li> <li>• Rupert's Land annexed by Dominion of Canada in 1868 to create North-West Territories – small and sparsely distributed non-Indigenous population at the time</li> <li>• In 1872, J. Macoun notes agricultural potential of the land – attractive for settlers "Last Best West"</li> <li>• Dominion Lands Act (1872) permitted surveying, and selling of land</li> <li>• Squatters and speculators on land around Wascana Creek and future Regina townsite</li> <li>• Arrival of railway in 1882 opened up land for settlement</li> <li>• Early settlers predominantly British, Germanic groups, Ukrainians</li> <li>• Early businesses (lumber yards, general stores, livery, etc.) established to meet the needs of early settlers</li> <li>• Treaty 4 (1874) and the establishment of reserves significantly impacted Indigenous people's presence and distribution across the landscape and in Regina, removed ownership of their lands</li> <li>• Multiple early waves of immigration and settlement of European, Asian, Canadian, and American settlers in Edwardian period, Inter-war period, and post-Second World War period</li> <li>• Immigrants clustering together in neighbourhoods creating culturally-based enclaves such as Germantown</li> <li>• Land grants for returning military personnel influenced settlement patterns and neighbourhood</li> <li>• Global immigration during the 1960-80s of immigrants from South America, China, Asia</li> <li>• Greater presence of Indigenous people in urban centres – urban reserves</li> <li>• 21st century immigrants arriving from even wider range of countries</li> </ul>	<ul style="list-style-type: none"> <li>• Tent town landscape</li> <li>• Early houses – sod houses</li> <li>• Immigration Halls</li> <li>• Custom Houses</li> <li>• Early businesses providing goods and services</li> <li>• Early hotels</li> <li>• Farming landscapes</li> <li>• Neighbourhoods representing waves of immigration</li> <li>• Residential building booms (e.g. post-war houses and neighbourhoods)</li> <li>• Intact historic residential streetscapes</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>1. HABITATION</b></p>	<p><b><i>1.4 Capital City Development</i></b></p> <p>This theme encompasses Regina’s multi-layered planning and civic development history that has shaped and continues to shape the city’s development, communities, and neighbourhoods.</p>	<ul style="list-style-type: none"> <li>• June 1882, Lieutenant-Governor Dewdney established the Regina Reserve</li> <li>• First subdivided in 1882 in a “gridiron” plan by CPR with blocks north and south of the main rail line reserved for public buildings</li> <li>• Declared a town in December 1883, and associated buildings Town Hall, Dominion Lands Office constructed shortly after</li> <li>• Dispute over townsite location: CPR Station vs. Lieutenant-Governor’s house (5 km east)</li> <li>• Initial residential development around railway with later building booms pushing development outwards</li> <li>• Key lots offered to churches and businesses for free to encourage settlement</li> <li>• Early establishment of Board of Trade (1886)</li> <li>• Boosters promoting Regina to the world</li> <li>• Creation of reserves significantly altered Indigenous people’s land ownership and movement</li> <li>• Incorporated as a city in 1903</li> <li>• Regina “Cyclone” of 1912 damaged many of the city’s earliest buildings and neighbourhoods, created rebuilding period</li> <li>• Layers of surveys and planning have shaped the city: <ul style="list-style-type: none"> <li>• 1914 Mawson and Sons completed “City of Regina Plan” little of it was instituted due to world events</li> <li>• 1920 Regina Town Planning Association drove planning</li> <li>• 1927 First zoning bylaw</li> <li>• 1930 Town Planning Commission established – recommended to council hiring planning consultant to address Federal Wartime Housing Legislation</li> <li>• 1930s “Garden City of the Prairies” re-envisioning of Mawson’s plan</li> <li>• National Housing Act of 1944 instigated new phase of urban growth</li> <li>• 1946 Eugene Faludi’s Municipal Plan, which was to cover 30 yrs</li> <li>• 1951 city’s Planning Department established</li> <li>• 1961 new Community Planning Scheme</li> <li>• c1978 new Regina Plan</li> <li>• 2013 Design Regina: the Official Community Plan</li> </ul> </li> <li>• Multiple periods of development booms influencing existing neighbourhoods and creating new ones</li> <li>• Post-war expansion to the north, east, and southeast with large-scale subdivision and shopping centre developments</li> <li>• Suburbia of 1940s-50s represented radical shift in urban development</li> <li>• 1969-1971 economic decline significantly impacted city development</li> <li>• 1980s city enacted strategies to rejuvenate its historic commercial centre</li> </ul>	<ul style="list-style-type: none"> <li>• Positioning of civic buildings, parks</li> <li>• Landscapes and sites reflecting early subdivision plans</li> <li>• Distinctive neighbourhood plans representing later waves of settlement</li> <li>• Mature landscapes and streetscapes</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Victoria Park Heritage Conservation District</li> <li>• Eddy Apartments</li> <li>• Albert Cook Row House</li> <li>• Cornwall Row House</li> <li>• Qu’Appelle Apartments</li> <li>• Gollnick Residence</li> <li>• Clifton Court Apartments</li> <li>• Henderson Terrace</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>2. ECONOMIES</b></p> <p>From the first hunters and gathers to Regina's present-day post-industrial workers, residents of the City have pursued a diverse array of occupations to sustain themselves. Here Regina's early economies will be explored examining its first subsistence economies; agriculture; mining; petroleum industry; manufacturing; production and distribution; trade and commerce. Development of needed support infrastructure ensured the success of these economies. Furthermore, Regina's labour force, technology, and innovation continue to drive these economies.</p>	<p><b>2.1 Early Economies</b></p> <p>This theme explores the earliest economy of hunters and gathers who depended upon the region's available natural resources for food, materials, and trade goods. In the post-contact period, settlement, the railway, migration, treaties, rise of agriculture significantly impacted traditional land use.</p>	<ul style="list-style-type: none"> <li>• Area's early Indigenous people collected a range of resources from the grasslands and local waterways</li> <li>• Buffalo were a key resource</li> <li>• Resources hunted and harvested to meet their primary needs and for trade with other First Nations people and later Europeans (post-contact)</li> <li>• Introduction of horse and rise of agriculture economy shifted subsistence economy</li> <li>• Establishment of treaties impact land and resource ownership and use, as well as movement</li> <li>• Decimation of buffalo, decline in buffalo based economies (food, fertilizer, materials)</li> </ul>	<ul style="list-style-type: none"> <li>• Landscapes associated with hunting and gathering</li> <li>• Landscapes and sites associated with buffalo hunting and processing</li> <li>• Early trails</li> <li>• Resource processing sites</li> <li>• Historic archaeological sites</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>2. ECONOMIES</b></p>	<p><b>2.2 Building the Capital: Transportation &amp; Infrastructure</b></p> <p>The theme encompasses the establishment and expansion of transportation networks such as trails, public roads, railways, bridges, and public transportation services. Also to consider, technological and engineering advancements in transportation that established Regina as a regional centre and significant transportation and distribution hub for Canada and North America.</p>	<p><u>2.2.1 Trails</u></p> <ul style="list-style-type: none"> <li>• Trails served as the first means of accessing the land, these were often improved upon or made into roads</li> <li>• Historic cart trails east and west of the City</li> <li>• Use declined with arrival of railway</li> </ul> <p><u>2.2.2 Railways</u></p> <ul style="list-style-type: none"> <li>• CPR arrived in 1882</li> <li>• Wascana Creek influenced location of crossing point for railway</li> <li>• Station established east of crossing point, around which townsite developed</li> <li>• Regina furnished by numerous railways early on: <ul style="list-style-type: none"> <li>• Canadian Northern Railway (CNoR)</li> <li>• Grand Trunk Pacific Railway (GTP)</li> </ul> </li> <li>• Evolution of CPR railway stations increasing in size and services to meet the rail transportation needs of the City</li> <li>• Branch lines connecting nearby towns started 1883</li> <li>• Branch lines installed in Warehouse district to grow industry and attract companies to Regina</li> <li>• Boom of railway facility construction (stations, offices, depots) in 1900s for all the City’s major railways</li> <li>• Placement of railway lines, yards, and stations shaped the development of neighbourhoods</li> <li>• Rise of automobile ownership and advent of air travel reduced railway travel by people</li> <li>• Today, railway largely used to move freight</li> </ul> <p><u>2.2.3 Roads</u></p> <ul style="list-style-type: none"> <li>• Dewdney and Victoria Avenues and Broad and Albert Streets were the first defined roads in the City</li> <li>• Early subdivision plan roads arranged in “gridiron” pattern</li> <li>• Increase in automobile ownership and use of trucks for shipping shaped planning through the scale and placement of roads within and around the city (e.g. Ring Rd.)</li> <li>• Emergence of businesses and services related to the automobile</li> </ul> <p><u>2.2.4 Bridges</u></p> <ul style="list-style-type: none"> <li>• Bridges (rail, automobile, pedestrian) further opened access to land for settlement and transportation purposes</li> <li>• Early bridges wooden trestle bridges</li> <li>• Wascana Creek required bridges to be built to ensure growth of Regina</li> <li>• Iconic Albert Memorial Bridge part of public relief program of Great Depression</li> </ul>	<ul style="list-style-type: none"> <li>• Early trails, roads, highways,</li> <li>• Waterways</li> <li>• Railway station and rail lines</li> <li>• Bridges</li> <li>• Liveries, stables, blacksmiths</li> <li>• Businesses and services associated with automobile travel</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Union Station</li> <li>• Albert Memorial Bridge (1930)</li> <li>• Rainbow Bridge</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
2. ECONOMIES	<p><b>2.2 Building the Capital: Transportation &amp; Infrastructure</b></p> <p>...continued</p>	<p><u>2.2.5 Public Transit</u></p> <ul style="list-style-type: none"> <li>• Regina Municipal Railway initiated in 1911, four streetcars put into service, which opened up new areas for development and settlement</li> <li>• Expansion of streetcar service limited by increased personal automobile ownership</li> <li>• Electric trolley service started in 1948, replaced with power-driven trolleys (1950-1966), and gas buses (1950)</li> <li>• Public transit improved movement of people and opened up access to new residential subdivisions</li> </ul> <p><u>2.2.6 Aviation</u></p> <ul style="list-style-type: none"> <li>• Prairie landscape made the area and City ideal site for early aviation</li> <li>• Early presence of aviation in Regina</li> <li>• Canada's first licensed aerodrome (1920)</li> <li>• 1927 Regina Flying Club formed</li> <li>• Land west of RCMP Depot purchased for future airport</li> <li>• Regina Municipal Airport opens (1930)</li> <li>• Airport, hangers, and airfields taken over during Second World War by BCATP</li> <li>• City purchases airport from Ministry of Transport 1972</li> <li>• Airport expanded as flight travel became more popular</li> <li>• 1999 Regina Airport Authority assumed control of the airport</li> </ul> <p><u>2.2.7 Water &amp; Sanitation</u></p> <ul style="list-style-type: none"> <li>• Creeks provided initial water source, water also hauled to town</li> <li>• Public wells were dug (1904)</li> <li>• Wascana Lake – formed by CPR to supply for CPR and livestock</li> <li>• First waterworks supplied by Boggy Creek watershed</li> <li>• First pumping station built at Broad Street and Dewdney Avenue</li> <li>• Mallory Springs second water source used by City for potable water</li> <li>• Buffalo Pound Lake became primary water source 1949, new water plant 1951</li> <li>• Local aquifers also drilled</li> <li>• Sewer construction begin 1891 due to public health hazard associated with open-air dumps</li> </ul>	<ul style="list-style-type: none"> <li>• Buildings and infrastructure of early forms of public transit</li> <li>• Buildings and landscapes associated with airplanes and air travel</li> <li>• Airports</li> <li>• Buildings and infrastructure associate with water and sewage treatment</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
2. ECONOMIES	<p><b>2.2 Building the Capital: Transportation &amp; Infrastructure</b></p> <p>...continued</p> <p><b>2.3 Communication Networks</b></p> <p>This theme emphasises the development of communication networks to exchange information and maintain a link both within the City and province, and throughout the country. Such networks require investment and commitment of maintenance and continued development to match the pace of Regina's growth.</p>	<p><u>2.2.7 Water &amp; Sanitation (continued)</u></p> <ul style="list-style-type: none"> <li>• First sewage treatment plant on north side of Wascana Creek near Angus Street</li> <li>• Current lagoon treatment plant west of City opened 1960</li> </ul> <p><u>2.2.8 Power Generation &amp; Distribution</u></p> <ul style="list-style-type: none"> <li>• In 1890, Regina Light and Power Company established, purchased by the City in 1904</li> <li>• Power generated by burning coal, oil, natural gas</li> <li>• In 1914, power plant built on north side of Wascana Lake near Winnipeg Street</li> <li>• Saskatchewan Power Commission formed 1929, incorporated as Crown corporation Saskatchewan Power Corporation 1949</li> <li>• SaskPower 1987</li> <li>• Corporate and associated industry offices established in downtown</li> <li>• Alternate energy sources being pursued in modern day</li> </ul> <p><u>2.3.1 Postal System</u></p> <ul style="list-style-type: none"> <li>• Postal service was established early, first postmaster being engaged in 1882</li> <li>• First purpose-built post office completed in 1886</li> <li>• Letterboxes installed 1905</li> <li>• Beaux-Arts style "Old Regina Post Office" built 1906</li> <li>• Postal service grew with postal outlets established in new neighbourhoods</li> <li>• Postal outlets now integrated into select commercial businesses</li> </ul> <p><u>2.3.2 Telecommunications</u></p> <ul style="list-style-type: none"> <li>• First telephone installed in 1882 between NWMP barracks and Territorial Assembly building</li> <li>• Telephone exchange set up 1887 in a bookstore</li> <li>• Telephone Act (1908) aided rural telephone service development</li> <li>• In 1924 telephone service available throughout most of the province</li> <li>• Saskatchewan Government Telephone (SGT, later SaskTel (1969)) established 1947</li> <li>• In 1957, Regina became regional centre for telephone communication in western Canada drove development of communication infrastructure and offices</li> </ul>	<ul style="list-style-type: none"> <li>• Buildings and infrastructure associated with power generation and distribution</li> <li>• Post offices</li> <li>• Postal sorting and distribution centres</li> <li>• Government telephone buildings</li> <li>• Telephone exchanges</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Prince Edward Building/Old Regina Post Office/Old City Hall</li> <li>• Saskatchewan Government Telephone Building</li> <li>• Telephone Exchange Building</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>2. ECONOMIES</b></p>	<p><b>2.4 Agriculture, Extraction, Production, &amp; Distribution</b></p> <p>This theme addresses Regina’s agricultural production, and natural resource extraction industries. Industrial development, manufacturing, warehousing, and associated infrastructure influenced the nature of development in Regina.</p>	<p><u>2.4.1 Agriculture</u></p> <ul style="list-style-type: none"> <li>• Soil, precipitation, growing season, and climate ideal for agriculture; attractive conditions to potential settlers</li> <li>• Railway facilitated transportation of grain to market and import of farming implements and settlers</li> <li>• Prosperity of high agricultural yields instigated development booms in the City</li> <li>• Construction of grain elevators in the City</li> <li>• Region’s agricultural success resulted in agriculture related companies establishing offices, warehouses, showrooms, and manufacturing spaces</li> <li>• Initiative of Saskatchewan farmers to form Saskatchewan Co-operative Elevator Company to manage storage and shipping</li> <li>• In 1924, Saskatchewan Co-operative Wheat Producers Ltd (later Saskatchewan Wheat Pool, renamed 1954) established</li> <li>• Mergers resulted in Viterra forming in 2007</li> <li>• Corporate head-offices established in the City</li> <li>• Western Canada Farm Progress Show, World Grain Conference, Agribition placed City on world-stage</li> <li>• Shift in farming providing sole income source, increase presence of rural residents working in urban centres</li> </ul> <p><u>2.4.2 Breweries</u></p> <ul style="list-style-type: none"> <li>• Availability of wheat, railway, industrial area, warehouse district made Regina suited for breweries</li> <li>• First brewery established 1887</li> <li>• Early presence of multiple breweries (e.g. Adanac Brewing Co, Wascana Brewery, Regina Brewing Co.)</li> <li>• Neighbourhoods developed in proximity to breweries to house</li> <li>• Saskatchewan was a “dry” province 1915-1924</li> <li>• Establishment of manufacturing companies associated with breweries (e.g. bottle making)</li> <li>• National breweries Carling Brewery, Molson brought Regina’s beer production to a new scale resulting in the construction of new offices, warehouse, facilities</li> <li>• Growth in micro and craft breweries</li> </ul> <p><u>2.4.3 Mining &amp; Minerals</u></p> <ul style="list-style-type: none"> <li>• Mining of coal, potash, aggregate</li> <li>• Aggregate quarry within city limits</li> <li>• Coal and potash mining occurs beyond city-limits, corporate offices situated in Regina</li> </ul>	<ul style="list-style-type: none"> <li>• Sites and landscapes associated with farming: farms, ranches, dairies, mills, grain elevators, seed cleaning facilities</li> <li>• Businesses and services relating to farming</li> <li>• Spur lines</li> <li>• Businesses and services relating to brewing</li> <li>• Neighbourhoods in proximity to former sites of industries</li> <li>• Historic warehouses</li> <li>• Spur lines</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• John Deere Plow Co. Building</li> <li>• Whitmore Warehouse</li> <li>• Ackerman Building</li> <li>• Campbell, Wilson &amp; Strathdee Building</li> <li>• Kerr/Bronfman Residence</li> <li>• Downing Building</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
2. ECONOMIES	<p><b>2.4 Agriculture, Extraction, Production, &amp; Distribution</b></p> <p>...continued</p>	<p><u>2.4.4 Petroleum</u></p> <ul style="list-style-type: none"> <li>• Imperial Ltd Refinery open northeast of downtown (1916-1974), brought employment opportunity attracting skilled workers</li> <li>• Neighbourhoods for refinery workers established near refinery</li> <li>• In 1933, Consumers' Co-operative Refineries Ltd. established to reduce the cost of fuel for farmers, opened their first refinery 1935</li> <li>• Growth of production resulted in facility expansion and corporate offices expanded</li> <li>• Established of local industries to provide related materials and equipment, and maintain refineries</li> </ul> <p><u>2.4.5 Industry &amp; Manufacturing</u></p> <ul style="list-style-type: none"> <li>• Early industries linked with agricultural endeavours</li> <li>• Incentives (branch lines, warehouse district, land) attracted manufacturers to Regina, resulting in pre-First World War boom in firms such as: Massey Manufacturing (1903), John Deere Plow Company (1913)</li> <li>• General Motors assembly plant established in Regina in 1927</li> <li>• Repositioning of industries during wartime</li> <li>• Establishment of companies associated with transportation and equipment production</li> <li>• Industries developing in specific areas of Regina as transportation shifted from rail to road for distribution</li> </ul> <p><u>2.4.6 Warehousing</u></p> <ul style="list-style-type: none"> <li>• Location, branch lines, geography, and railway (later highways) contributed to Regina becoming a distribution centre</li> <li>• Warehouses for farm implements, groceries, automobile industry, hardware companies, department stores</li> <li>• Placed in proximity to main rail line and construction of branch lines for easy movement of goods</li> <li>• Neighbourhoods of warehouse workers established near Warehouse District</li> <li>• Global Transportation Hub development shifts warehouse district outside City's centre</li> </ul>	<ul style="list-style-type: none"> <li>• Industrial neighbourhoods and parks</li> <li>• Historic warehouses</li> <li>• Businesses and services relating to refineries</li> <li>• Landscapes, structures, infrastructure related to natural resource extraction</li> <li>• Spur lines</li> <li>• Businesses and services relating to farm implements</li> <li>• Historic warehouses</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>2. ECONOMIES</b></p>	<p><b>2.5 Commerce &amp; Service Industries</b></p> <p>This theme explores Regina's role as a centre of commerce and service for its own urban residents and residents of the surrounding area. The City is a major centre of financial institutions, goods and services, and personal amenities, which grew and evolved to meet the changing needs of Regina's residents.</p>	<p><u>2.5.1 Banking &amp; Finance</u></p> <ul style="list-style-type: none"> <li>• First bank Hepburn, Irwin, &amp; Smith opened in 1883</li> <li>• First eastern-based bank, Bank of Montreal, opened 1885</li> <li>• Over 10 chartered banks by 1903 such as: Bank of Montreal, Union Bank of Canada, Bank of Ottawa, Imperial Bank of Canada, Northern Bank</li> <li>• Early presence of numerous banks demonstrated Regina's stability – attractive to immigrants and businesses</li> <li>• Early banks were modest wooden-frame buildings, gave way to large, elegant, masonry buildings</li> <li>• First credit union, Regina Hebrew Savings &amp; Credit Union, opened 1937</li> <li>• World's first ATM installed at Sherwood Credit Union (1977)</li> <li>• Bank and credit union main branches and head offices based in City's centre</li> <li>• In 1945, Saskatchewan Government Insurance established</li> </ul> <p><u>2.5.2 Shopping &amp; Retail</u></p> <ul style="list-style-type: none"> <li>• Land for a public market set aside after Regina was founded</li> <li>• Initial commercial development north of Victoria Avenue to south Railway between Lorne and St. John streets</li> <li>• Large department stores (Eaton's, Simpson's, Hudson's Bay, Army and Navy Store, R.H. Williams) established early in the development of the City's downtown</li> <li>• Post-Second World War development of shopping malls and strip malls – collection of stores replacing individual commercial blocks</li> <li>• Retail destination centres have altered the historic commercial city centre and pushing commercial development to large sites based in neighbourhoods or on at city fringe</li> </ul> <p><u>2.5.3 Hotel &amp; Service Industries</u></p> <ul style="list-style-type: none"> <li>• Service industry intangible, but critical to a city's growth and success</li> <li>• Services such as bars, restaurants, salons, tourism industry</li> <li>• Regina possessed multiple early hotels strategically place in proximity to the railway station</li> <li>• Hotels served as an entry point to new settlers</li> <li>• Boom in hotel construction typically mirrored booms in population and periods of prosperity</li> <li>• Construction of automobile motels along major roads in post-Second World War period</li> </ul>	<ul style="list-style-type: none"> <li>• Early financial institutions</li> <li>• Early stores and businesses</li> <li>• Hotels</li> <li>• Commercial blocks</li> <li>• Automotive businesses and services</li> <li>• Shopping malls</li> <li>• Strip malls</li> <li>• Intact historic commercial streetscapes</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Hotel Saskatchewan</li> <li>• Sherwood Department Store/ Saskatchewan Wheat Pool</li> <li>• Canadian Bank of Commerce, façade</li> <li>• Northern Bank</li> <li>• Canada Life Assurance Co. Building</li> <li>• Armstrong, Smyth &amp; Dowsell Building</li> <li>• Mitchell Building</li> <li>• Willoughby &amp; Duncan Building</li> <li>• Hosie Residence</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>3. GOVERNANCE</b></p> <p>Governance encompasses sites, people, and events that reflect the unique socio-political organization of local Indigenous groups, civic and provincial governments, law enforcement, and legal institutions. These aspects have contributed to the nature of Regina's political administration, protection during periods of conflict and peace, and commemoration and remembrance of those who fought and gave their lives during conflicts.</p>	<p><b>3.1 A Capital Idea</b></p> <p>Since its founding, Regina has always been a "capital" city. This theme involves the complex relationship of Regina's political administrations that span multiple levels including its evolution from frontier town to civic development and seat of the provincial capital.</p>	<p><u>3.1.1 Territorial &amp; Provincial Capital</u></p> <ul style="list-style-type: none"> <li>• Capital of the Northwest Territory August 1882, transferred from Battleford</li> <li>• Territorial Legislative Assembly building started 1886, on Dewdney Avenue, site held Administration Building, Legislative Building, and Indian Office, used until 1910</li> <li>• Saskatchewan became a province in 1905, and Regina its capital that same year</li> <li>• Need to construct legislative building reflective of its new status</li> <li>• Work on the new legislative building began in 1908,</li> <li>• Capital status drew businesses, other agencies, and people to the City</li> <li>• Centralization of Federal services to Regina</li> <li>• First Government House, Lieutenant-Governor's home, built 1883, extant Government House completed 1891</li> </ul> <p><u>3.1.2 Civic</u></p> <ul style="list-style-type: none"> <li>• Declared a town in December 1883, with first town hall completed in 1885</li> <li>• First wooden-frame town hall was multi-functional serving also as jail, fire station, school, meeting hall</li> <li>• Incorporated as a city in 1903, J.W. Smith served as the first mayor</li> <li>• First city hall completed 1906, used until 1963, demolished 1965</li> <li>• Current International-style city hall completed 1976, landmark in the City</li> <li>• Early civic actions focused on improving the quality of life for the city's residents through providing stable utilities, improving roads</li> <li>• During periods of economic hardship municipal organized relief projects building infrastructure were established resulting in works such as Albert Street Bridge, Winnipeg Street subway</li> <li>• Evolution of design and size of civic administration buildings reflective of Regina's growth</li> </ul>	<ul style="list-style-type: none"> <li>• City halls, municipal buildings</li> <li>• Early provincial buildings</li> <li>• Homes connected with early provincial and municipal leaders (e.g. Tommy Douglas House)</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Saskatchewan Legislative Building &amp; Grounds</li> <li>• Government House</li> <li>• Saskatchewan Revenue Building/ Dunning Place</li> <li>• Regina Federal Building/Dominion Government Building</li> <li>• Territorial Administration Building</li> <li>• Prince Edward Building/Old Post Office/Old City Hall</li> <li>• Motherwell Building</li> <li>• Bruce Apartments/J.K. McInnis Residence</li> <li>• Sneath/Douglas Residence</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
3. GOVERNANCE	<p><b>3.2 Law, Order, &amp; Security</b></p> <p>This theme delves into Regina's protective services established to maintain order, protect its residents and property, and administer justice.</p>	<p><b>3.2.1 NWMP/RCMP</b></p> <ul style="list-style-type: none"> <li>• RCMP and City of Regina's identities are intrinsically linked, each significantly influencing the others histories and development</li> <li>• NWMP headquarters moved to west of Regina townsite in 1882</li> <li>• Following North-West Rebellion (1885) influx of men joined the NWMP</li> <li>• NWMP headquarter facilities evolved and grew to accommodate the changing needs of the force</li> <li>• Named RNWMP in 1904</li> <li>• Named RCMP in 1920 and headquarters moved to Ottawa</li> <li>• Regina is the site of the force's only training depot in the country</li> <li>• Site of oldest structure in the City, RCMP Depot Chapel</li> <li>• RCMP is recognized worldwide, the facility attracts diverse visitors, staff, applicants and their families, which contribute to Regina's rich community</li> </ul> <p><b>3.2.2 City Police</b></p> <ul style="list-style-type: none"> <li>• First Town Constable appointed in 1892, worked out of the Town Hall, moved to City Hall 1908</li> <li>• Force's size and services expanded to meet Regina's needs</li> <li>• First purpose-built headquarters of Regina Police completed 1931 at 11 Ave and Halifax St</li> <li>• 1978 completion of new headquarters on Osler Street</li> <li>• Presence expanded into City neighbourhoods</li> <li>• Saskatchewan Provincial Police operated 1917-28 to prevent illegal liquor sales, initially based in the Legislative Building</li> </ul> <p><b>3.2.3 Fire Service</b></p> <ul style="list-style-type: none"> <li>• Early residents fought fires themselves or aided by the volunteer fire brigade (1882)</li> <li>• Early fire service based in Regina's Town Hall</li> <li>• First fire engine 1886</li> <li>• In 1908, Fire Hall No. 1 built and installation of street alarm system</li> <li>• Rapid building of fire halls during Edwardian era to keep pace with Regina's growth</li> <li>• Regina's fire service would evolve to meet the needs of its citizens with the construction of fire halls within neighbourhoods</li> <li>• Creation of local education and training facility</li> </ul>	<ul style="list-style-type: none"> <li>• Early jails, courthouses, police station</li> <li>• Fire halls</li> <li>• Buildings and landscapes associated with the NWMP/RCMP and City police</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• RCMP Depot Chapel</li> <li>• RCMP Depot Division, Drill Hall – Building 17</li> <li>• RCMP Depot Division, Gym/Pool – Building 25</li> <li>• RCMP Depot Division Block A – Building 14</li> <li>• Western Trust Co. Building</li> <li>• Old Number One Fire Hall</li> </ul> <p>Note - RCMP sites are federally designated sites.</p>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
3. GOVERNANCE	<p><b>3.2 Law, Order, &amp; Security</b></p> <p>...continued</p> <p><b>3.3 Defending Regina</b></p> <p>This theme includes the people, organizations, buildings, and events associated with the military and civil defence of Regina during periods of conflict</p>	<p><u>3.2.4 Justice</u></p> <ul style="list-style-type: none"> <li>• First jail and courthouse based in Town Hall</li> <li>• Supreme Court of the North-West Territories established in Regina in 1886</li> <li>• First purpose-built courthouse completed in 1894</li> <li>• In 1907, Supreme Court of Saskatchewan created, then in 1917 Court of the King's Bench and Court of Appeal replaced the Supreme Court</li> <li>• Federal government established jail and farm north of Wascana Lake on College Avenue (1910-11)</li> <li>• Regina Indian Industrial School site used as a temporary jail, before penitentiary opened in Prince Albert in 1911</li> </ul> <p><u>3.3.1 Regina's Call to Service</u></p> <ul style="list-style-type: none"> <li>• Regina Rifle Regiment founded in 1905, later Royal Regina Rifles</li> <li>• During First and Second World Wars, Regina served as a training and mobilization centre with landscapes and buildings constructed to meet the needs of the armed services</li> <li>• Province had lower enlistment level than others in the First World War, Saskatchewan's wheat harvest critical to the war effort kept eligible men in the fields</li> <li>• Manufacturing plants and buildings re-purposed for the war effort</li> <li>• Change in traditional gender roles during First and Second World Wars</li> <li>• Animosity to Germanic residents during wartime</li> <li>• Establishment of internment camps across Canada to hold "enemy aliens"</li> <li>• Second World War Regina became a training centre for navy and air force</li> <li>• Regina Armoury military headquarters until 1939, ongoing connection with Canada's military forces</li> </ul> <p><u>3.3.2 Commemoration &amp; Remembrance</u></p> <ul style="list-style-type: none"> <li>• Initiative of memorial monuments following the First World War</li> <li>• Monuments embraced a range of forms and designs</li> <li>• Victoria Park Cenotaph erected in 1926, ongoing site for commemoration in the City for those who fought and died in First World War, Second World War, and Korean War</li> <li>• Sites of remembrance</li> <li>• Designated soldier plots and memorial monuments in public cemeteries</li> </ul>	<ul style="list-style-type: none"> <li>• Parade yards</li> <li>• Sites and landscapes associated with Canadian military</li> <li>• Flying schools and associated landscapes</li> <li>• Navy buildings and associated landscapes</li> <li>• Sites of commemoration</li> <li>• Cenotaphs and military memorials</li> <li>• Military plots in cemeteries</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Regina Armoury</li> <li>• Queen Building</li> </ul> <p>Note - Regina Armoury and Queen Building are federally designated sites.</p>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>4. SOCIETY</b></p> <p>Within this theme, Regina's community life is examined by the exploration and understanding of the social interactions of its residents. The manner in which residents interact and care for each other temporary and long-lasting, formal and informal contributes to societal development. Regina's residents have benefited from the establishment and delivery of health, education, and welfare services; the right to practice and adhere to their spiritual beliefs; and through the establishment of a diverse collection of clubs and organizations.</p>	<p><b>4.1 Spiritual Life</b></p> <p>This theme articulates the expression of spirituality, belief systems, and remembrance. Indigenous peoples' deep connection with the prairie landscape, and waves of immigrants from diverse multi-cultural groups has created a mosaic of diverse and rich spiritual life in Regina.</p>	<p><u>4.1.1 Indigenous People</u></p> <ul style="list-style-type: none"> <li>The region's Indigenous people have a deep and enduring connection with the prairie landscape, which manifests itself through practices, beliefs, objects and spiritual sites that hold significant importance to them</li> </ul> <p><u>4.1.2 Religion</u></p> <ul style="list-style-type: none"> <li>First services held in tents, homes, and commercial buildings until religious buildings were built</li> <li>Early establishment of multiple denominations in Regina: Presbyterian (1882), Roman Catholic (1882), Anglican (1882), Methodist (1882), Baptists (1891), Lutheran (1907), and Judaism (1900)</li> <li>Religious buildings serve as community anchors with congregations settling in proximity to them</li> <li>Associate buildings such as manses, rectories, colleges, schools, halls, and missions built to meet the religious needs of the community</li> <li>Roman Catholic Diocese of Regina (1910) elevated to Archdiocese (1915)</li> <li>Regina established as Anglican Church's Qu'Appelle Diocese in 1884</li> <li>Establishment of cultural-based churches: Greek Orthodox, Romanian Orthodox, Ukrainian Catholic</li> <li>Global immigration has brought even greater spiritual diversity to the City</li> </ul> <p><u>4.1.3 Burial Grounds &amp; Cemeteries</u></p> <ul style="list-style-type: none"> <li>Physical reminders of early settlers and residents</li> <li>First cemetery, Regina Cemetery, established north of the CPR line 1883, later Riverside Memorial Park Cemetery</li> <li>Provincially designated Regina Indian Industrial School cemetery</li> </ul>	<ul style="list-style-type: none"> <li>First Nations spiritual sites and landscapes</li> <li>Churches</li> <li>Convents</li> <li>Religious buildings</li> <li>Synagogues</li> <li>Mosques</li> <li>Temples</li> <li>Cemeteries</li> <li>Associate buildings: manses, halls, rectory</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>Westminster Presbyterian Church</li> <li>Diocese of Qu'Appelle Property</li> <li>Knox-Metropolitan United Church</li> <li>St. Paul's Anglican Church/Cathedral</li> <li>Anglican Church of the Redeemer (former Salvation Army Citadel)</li> <li>St. Mathew's Anglican Church</li> <li>First Baptist Church</li> <li>Regina Indian Industrial School Cemetery</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
4. SOCIETY	<p><b>4.2 Education</b></p> <p>This theme includes the development of early educational systems that were established to meet the needs of Regina's residents and how they evolved over time. This theme encompasses the education of children and adults through both private and public institutions.</p>	<p><u>4.2.1 Indigenous People</u></p> <ul style="list-style-type: none"> <li>• Children taught by elders and family using their own distinct educational systems for sharing their cultural and family traditions in their communities</li> <li>• Importance of oral histories and sharing of traditional knowledge and languages</li> <li>• In 1891, Presbyterian Church opened the Indian Industrial School west of Regina</li> <li>• Saskatchewan Indian Federated College established in 1976, federated with the University of Regina, became First Nations University of Canada in 2003</li> </ul> <p><u>4.2.2 Public Schools</u></p> <ul style="list-style-type: none"> <li>• Early organization of first school (1883) and school trustees</li> <li>• Territorial Assembly pass legislation passed in 1884 for formation of then Regina Protestant School District No. 4</li> <li>• Town Hall housed early classes in 1886</li> <li>• Union School, first purpose-built school, opened in 1892 teaching students in grades K-12</li> <li>• Edwardian era school building program to meet Regina's expanding population's educational needs</li> <li>• Schools named after prominent Regina citizens</li> <li>• Schools, staff, and services continue to evolve to meet the changing needs of the community</li> <li>• Central Collegiate (1909) first solely secondary school in Regina</li> <li>• Post-Second World War school building program</li> <li>• Francophone Education initiated in 1980</li> </ul> <p><u>4.2.3 Private Schools/ Separate Schools</u></p> <ul style="list-style-type: none"> <li>• Gratton Roman Catholic Separate School District No. 13 founded in 1899</li> <li>• First school run in private home was built at 13 Ave and Cornwall St in 1900</li> <li>• High Catholic immigration levels necessitated construction of more schools</li> <li>• School building program prior to Great Depression, following Second World War</li> <li>• Regina Separate High School District formed in 1965, first high schools opened in 1966</li> <li>• In 1979, elementary and secondary school boards merged to Regina Roman Catholic Separate School Division #81</li> </ul>	<ul style="list-style-type: none"> <li>• Schools</li> <li>• Education landscapes</li> <li>• Education administration buildings</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Sacred Heart Academy</li> <li>• Regina Indian Industrial School Cemetery</li> <li>• T.E. Perret Residence</li> </ul>



CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
4. SOCIETY	<p><b>4.3 Health Care &amp; Social Services</b></p> <p>...continued</p> <p><b>4.4 Community Groups</b></p> <p>This theme addresses the social and cultural groups and organizations that have been established to meet the communities' interests and the associated benefits that they have produced enriching the lives of Regina's citizens.</p>	<p><u>4.3.2 Social Services</u></p> <ul style="list-style-type: none"> <li>• Early establishment, circa 1910, of child welfare office and facilities to care for and treat children</li> <li>• Programs and facilities established to meet the needs of those at risk, and the elderly</li> <li>• Private, public, and faith-based providers of social services</li> <li>• Bureau of Public Welfare established in 1913</li> <li>• First Children's Aid Home constructed 1917</li> <li>• Great Depression participated the opening of the Welfare Bureau in 1931, refocused to aid families and soldiers during and after Second World War</li> <li>• Welfare Bureau became Family Service Bureau of Regina in 1956, continues to serve the City's residents</li> </ul> <ul style="list-style-type: none"> <li>• Early, diverse, and long-standing community groups</li> <li>• Early groups included the: Masons (1880s), Local Council for Women (1895), Odd Fellows (1893), Rebekahs (1908), Shriners, Elks (1912)</li> <li>• Culturally based clubs established early in the community by immigrants from countries such as Ukraine, Hungary, Poland, Germany, Italy</li> <li>• Early presence of private clubs – Assiniboia Club (1882)</li> <li>• Canada's first Legion, Royal Canadian Legion Branch No. 1, established in Regina in 1926</li> <li>• Clubs and associations connected with agriculture – 4H</li> <li>• Clubs and organizations for the City's youth – Girl Guides, Scouts</li> </ul>	<ul style="list-style-type: none"> <li>• Community halls and clubs</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Royal Canadian Legion Memorial Hall</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>4. SOCIETY</b></p>	<p><b>4.5 Sports &amp; Recreation</b></p> <p>The development of amateur and professional sports, spectator events, and recreational activities and facilities for the enjoyment and use of Regina's residents is emphasized in this theme. Changes in public health policies, world-events, and immigration have produced a diverse range of sports and recreation activities for Regina's residents to watch and participate in.</p> <p><b>4.6 Exhibitions, Fairs, &amp; Festivals</b></p> <p>This theme investigates the opportunities for residents to gather, exchange knowledge, celebrate, and gain amusement through fairs, festivals, and exhibitions. Such events and activities significantly contribute to Regina's social life and cultural identity.</p>	<ul style="list-style-type: none"> <li>• Early occurrence of organized sports in Regina, some associated with the NWMP rugby (1883),</li> <li>• Early organized sports such as tennis (1883), football (1891), curling (1892), women's hockey (1896), golf (1899)</li> <li>• Multi-functional parks and sports buildings used for sports, social, and community events</li> <li>• Vast range of sports such as: curling, hockey, football, skating, golf, baseball, softball, water sports, racket sports, equestrian</li> <li>• Local teams include amateur, junior, and professional ranks such as: Regina Pats, Saskatchewan Roughriders</li> <li>• Ladies' softball of the 1930s-50s</li> <li>• Wascana Centre serves as the City's largest park and main recreation and contains numerous monuments and buildings significant to Regina's history</li> <li>• First public park, Stanley Park, established in 1882</li> <li>• Integration of public recreation spaces in post-Second World War neighbourhood planning</li> <li>• City program of park development of over 120 parks between 1950s-80s</li> <li>• Development of trails for public use</li> <li>• Early exhibitions associated with agriculture</li> <li>• Assiniboia Agricultural Association organized the first fair in 1883 at Victoria Park, provided an annual opportunity for the rural and urban residents to come together</li> <li>• First Territorial Exhibition held 1895, on site present-day exhibition</li> <li>• In 1907, Regina Agricultural and Industrial Exhibition Association Limited created, would become Regina Exhibition Association</li> <li>• Long-standing participation of Indigenous people at exhibition and summer fairs</li> <li>• Exhibitions such as the World Grain Show (1933) promoted Regina, its people and products to the world stage</li> <li>• Canada's Farm Progress Show started in 1978</li> <li>• Canadian Western Agribition largest livestock show in Canada with international attendance</li> <li>• Development of music and cultural festivals: Mosaic Festival, Regina Fold Festival</li> </ul>	<ul style="list-style-type: none"> <li>• Sports fields</li> <li>• Public parks and water ways (neighbourhood and regional)</li> <li>• Public pools</li> <li>• Arenas</li> <li>• Neighbourhood hockey rinks, pools, parks</li> <li>• Sports complexes</li> <li>• Exhibition buildings and grounds</li> <li>• Community fairs</li> <li>• Music festivals</li> <li>• Outdoor cultural venues</li> </ul>

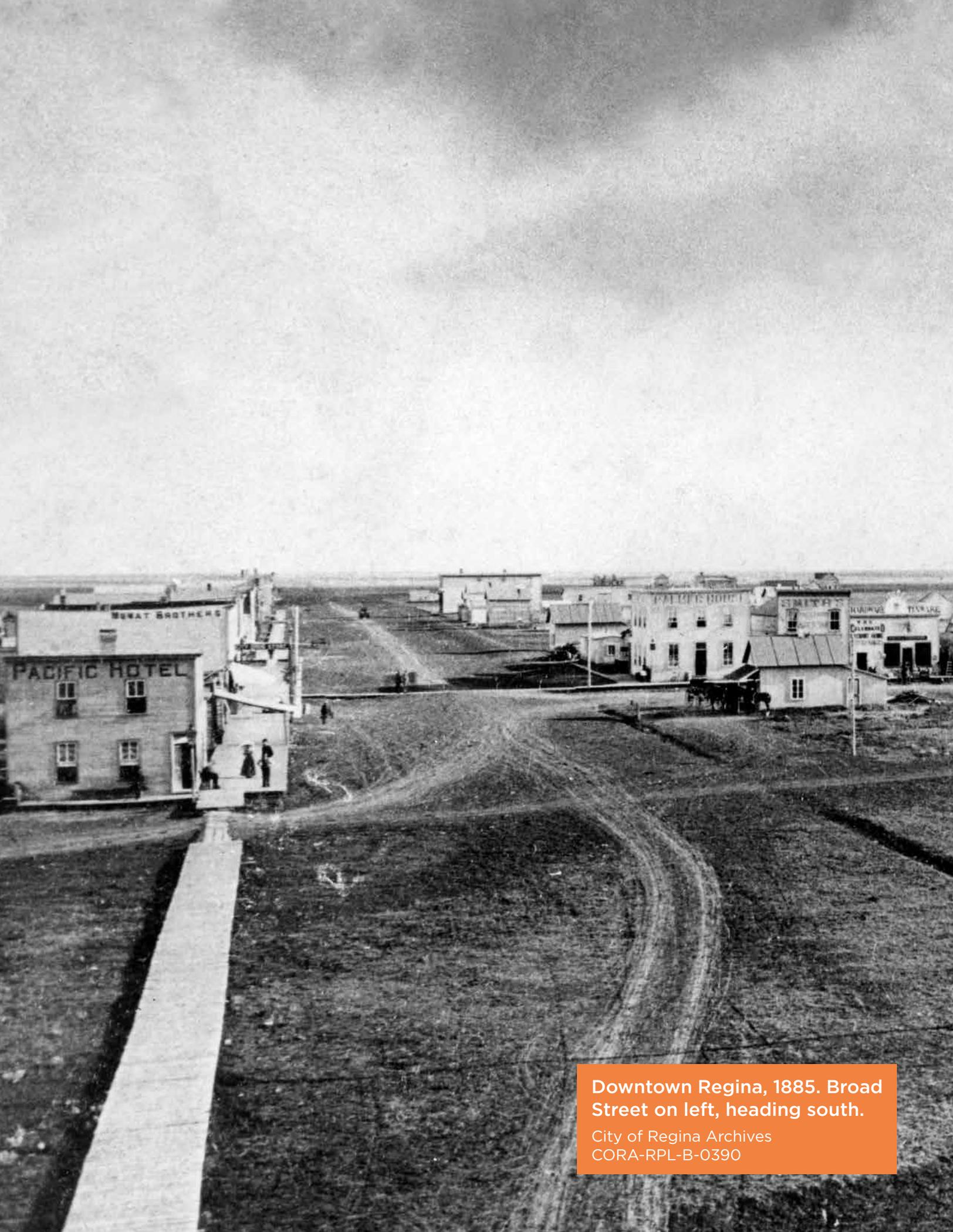
CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
<p><b>4. SOCIETY</b></p>	<p><b>4.7 Social Movements</b></p> <p>This theme examines groups, individuals, and organizations which through their actions, raised awareness and accountability of political and social issues and enacted social change.</p>	<ul style="list-style-type: none"> <li>• Co-operative nature of early pioneer life influenced social movements and actions</li> <li>• Co-operative Commonwealth Federation, Regina Manifesto, universal health care</li> <li>• Pivotal events and topics: On to Ottawa (1935); Occupy Regina; Indigenous marches and conferences over rights, missing and murdered people; March of Rights; Pride Parade, women’s rights, global warming and environmental issues</li> <li>• Continued concern in Regina for community, environmental, and social welfare issues</li> </ul>	<ul style="list-style-type: none"> <li>• Sites, streets, landscapes of social activism</li> <li>• Buildings associated with social movements</li> </ul>
<p><b>5. ARTS</b></p> <p>This theme examines Regina’s diverse artistic expressions including art, dance, language, music, and architecture. Regina’s rich and diverse creativity is expressed through visual and performing arts and encompasses its libraries, museums, galleries, and performance spaces.</p> <p>Regina’s architectural expression represents a range of styles, technologies, and preferences. The City’s built form illustrates waves of rapid development as Regina grew and matured, and is dominated by popular styles of architecture of the time.</p>	<p><b>5.1 Architecture &amp; Design</b></p> <p>This theme examines Regina’s built environment from early frontier town to its present form. The City’s architecture has evolved in its style, form, and use of construction materials. Significant works by renowned architects have further enhanced the character of the City’s built environment.</p>	<ul style="list-style-type: none"> <li>• Material, form, and structure of First Nations structures and architecture. Nature of these structures evolved with arrival of Europeans and introduction of new materials. Modern facilities and buildings inspired by First Nations traditional architecture and forms.</li> <li>• Early settler buildings were largely vernacular and utilitarian, built to meet the immediate needs</li> <li>• Use of local materials and/or materials shipped by railway</li> <li>• Periods of economic prosperity influenced scale, designs, and construction materials used in residential, commercial, and institutional buildings</li> <li>• Strong British architectural influence in early 20th century</li> <li>• Post-Second World War homes – modern styles, inexpensive and easy to build</li> <li>• Continued evolution of architectural styles and construction materials and techniques</li> </ul>	<ul style="list-style-type: none"> <li>• Examples of First Nations traditional structures</li> <li>• Early sod houses</li> <li>• Examples of prominent architect’s work</li> <li>• Homes of different architectural styles</li> <li>• Homes and buildings from different time periods (Victorian, Edwardian, Inter-war, Modern, Post Modern)</li> <li>• Industrial sites representative of a particular period (e.g. Edwardian warehouses)</li> <li>• Unique design achievements</li> <li>• Unique construction achievements</li> <li>• Intact historic residential streetscapes</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Balfour Apartments</li> <li>• Western Trust Co. Building</li> <li>• Donahue Building</li> <li>• “The Doll’s House”</li> <li>• Mulligan Residence</li> <li>• Hutcheson Residence</li> <li>• Thornton Residence</li> <li>• Schaab Residence</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
5. ARTS	<p><b>5.2 Visual &amp; Performing Arts</b></p> <p>This theme encompasses the City’s diverse forms of visual arts such as prints, paintings, sculptures, photography, and installation pieces. The early and ongoing expression of this art form contributes to the rich artistic composition of Regina. Also considered, the creation, performance, and enjoyment of all forms of performing arts including music, theatre, and dance. Performances can encompass professional and amateur artists performing to a range of audiences and occur in formal and informal venues.</p>	<ul style="list-style-type: none"> <li>• First Nations varied artistic expressions of rich forms conveying connection with the landscape, histories, and peoples</li> <li>• Visual expression of art has evolved beyond the traditional forms of paintings and prints to encompass public works, installations, and landscapes</li> <li>• Deep history of performing arts in Regina with very early establishment of local performance troupes, bands, societies, orchestras</li> <li>• Regina’s first City Hall served as early performance space, second City Hall had purpose-built theatre</li> <li>• Movies first shown in a tent starting circa 1910</li> <li>• Edwardian period boom in venues including dance halls, theatres, and cinemas</li> <li>• Importance of the arts for Regina solidified through the construction of purpose-built theatres, cinemas, auditoriums</li> <li>• Early formation of Art Society</li> <li>• Continued strong visual arts presence in art programs, societies, and galleries</li> <li>• Civic Art Collection of art pieces installed in interior and exterior public places enhancing the enjoyment and understanding of a place</li> </ul>	<ul style="list-style-type: none"> <li>• Galleries</li> <li>• Studios</li> <li>• Homes of prominent artists</li> <li>• Public art installation and landscapes</li> <li>• Theatres</li> <li>• Cinemas</li> <li>• Open-air venues</li> <li>• Bandstands</li> <li>• Dance Halls</li> <li>• Concert halls</li> </ul>

CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
5. ARTS	<p><b>5.3 Community Collections</b></p> <p>Community collections which compose the basis of museums, galleries, and libraries serve as repositories of our collective memories and experiences. The collection, conservation, interpretation, and exhibition of these collections ensure Regina's artistic, historic, cultural, and scientific histories are preserved and available to all its residents.</p>	<ul style="list-style-type: none"> <li>• City's first library established in 1909 in City Hall</li> <li>• First purpose-built library opened 1912</li> <li>• Library branches established in neighbourhoods extending library services to all residents</li> <li>• Repository for the provincial and city archives</li> <li>• Citizens early actions to record and preserve Regina's history through establishment of the Provincial Museum of Natural History (1906), which became the Royal Saskatchewan Museum of Natural History in 1955</li> <li>• Establishment of MacKenzie Art Gallery (1936)</li> <li>• Historic buildings repurposed as cultural institutions</li> <li>• City possesses diverse range of cultural institutions encompassing a range of focuses (e.g. Indigenous people, medicine, military history, sports)</li> </ul>	<ul style="list-style-type: none"> <li>• Public galleries</li> <li>• Libraries</li> <li>• Museums</li> <li>• Archives</li> <li>• Cultural institutions</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Connaught Library</li> <li>• Albert Public Library</li> </ul>

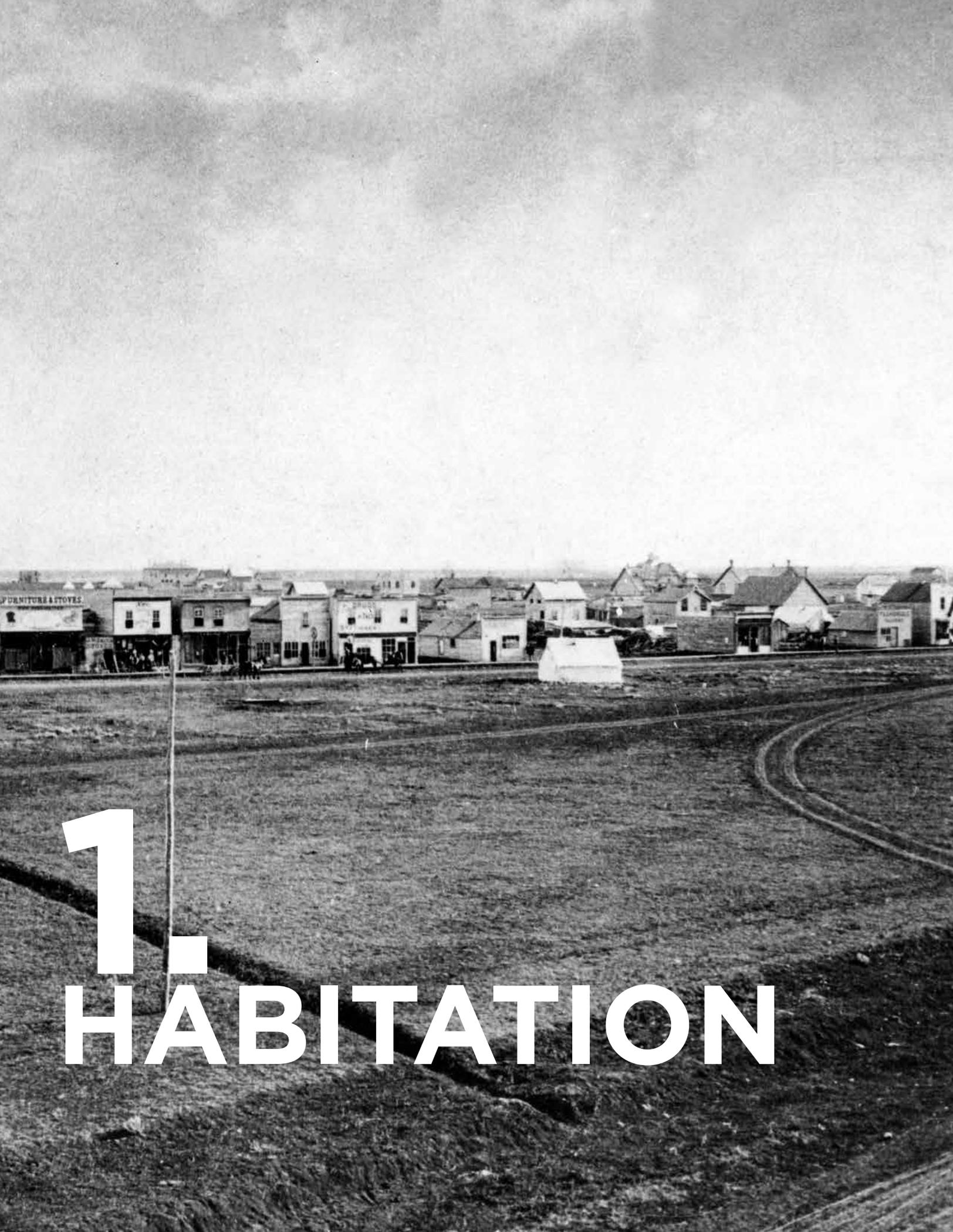
CANADIAN THEME	REGINA THEME	NOTES	EXAMPLES OF REPRESENTATIVE SITE TYPES
5. ARTS	<p><b>5.4 Media</b></p> <p>This theme focuses upon Regina’s history of communication media through print, radio, and television. Their popularity has ebbed and flowed overtime and technological advances have driven each market in to new emerging platforms.</p>	<p><u>5.4.1 Newspapers</u></p> <ul style="list-style-type: none"> <li>• Exceptionally early establishment of Regina’s local paper, Leader on March 1, 1883</li> <li>• Multiple newspapers established in early 20th century in the City including: Regina Evening Post; Regina Daily Star; The Province</li> <li>• Newspaper and magazines served as a medium to convey news and information</li> <li>• Form and scale of newspaper buildings evolved as printing technology changed, readership increased</li> </ul> <p><u>5.4.2 Radio</u></p> <ul style="list-style-type: none"> <li>• Commercial radio stations emerged following First World War</li> <li>• Commercial radio boom in 1920s</li> <li>• Prairie landscape ideal for radio-wave transmission, Regina strategically place in province as southern centre for radio network</li> <li>• CKCK Radio started broadcasting in 1922.</li> <li>• Canada-wide radio broadcasting network established in 1939</li> <li>• Significant cultural force connecting a community to the world through news and entertainment</li> <li>• Key marketing platform</li> <li>• Growing popularity resulted in establishment of more stations such as: CHWC, CJTR, CJRM/CKRM, CBC</li> </ul> <p><u>5.4.3 Television</u></p> <ul style="list-style-type: none"> <li>• CKCK-TV first licenced TV station in the City in 1954</li> <li>• Content and programming evolved as technology improved</li> <li>• As televisions, services, and equipment became more economical, access increased</li> <li>• Networks established studios in capital city</li> <li>• City has a number of television stations providing diverse content</li> </ul>	<ul style="list-style-type: none"> <li>• Newspaper buildings</li> <li>• Printing houses</li> <li>• Buildings and services associated with TV and Radio</li> <li>• Towers, antennas, receivers</li> </ul> <p><u>Designated Properties</u></p> <ul style="list-style-type: none"> <li>• Leader Building</li> <li>• Flood Residence</li> </ul>





**Downtown Regina, 1885. Broad Street on left, heading south.**

City of Regina Archives  
CORA-RPL-B-0390



# 1. HABITATION



# 1.1 NATURAL & CULTURAL LANDSCAPES

Situated in the middle of Canada's vast grasslands, Regina has been continually influenced by the prairie landscape. Located in the physiographical region of the Interior Plains, the land upon which Regina was founded was shaped for millennia by natural geologic, climatic, and hydrological forces, which created the prairie's fertile land and sinuous waterways. The grasslands provided food and shelter for prairie wildlife and natural resources for the area's Indigenous peoples. Farmers and early settlers also made use of all the natural resources that the prairie had to offer. Its rich and productive soils made the region highly attractive to early pioneers, fueled settlement, and allowed for the establishment of early industries. The prairie landscape, wind, and winding Wascana Creek influenced the early shaping of Regina, and the city's history, growth, and evolution.



Regina in the 1970s. The human environment sprawling over what had been virgin grasslands nearly a century ago.  
(City of Regina Archives CORA-C-0166)

The silt and clay sediments upon which Regina's stands were deposited in Glacial Lake Regina over a thousand years during the deglaciation of Southern Saskatchewan's Laurentide ice sheet. The lake was created at the retreating edge of the glacier where it formed a Proglacial lake basin, which is characterized

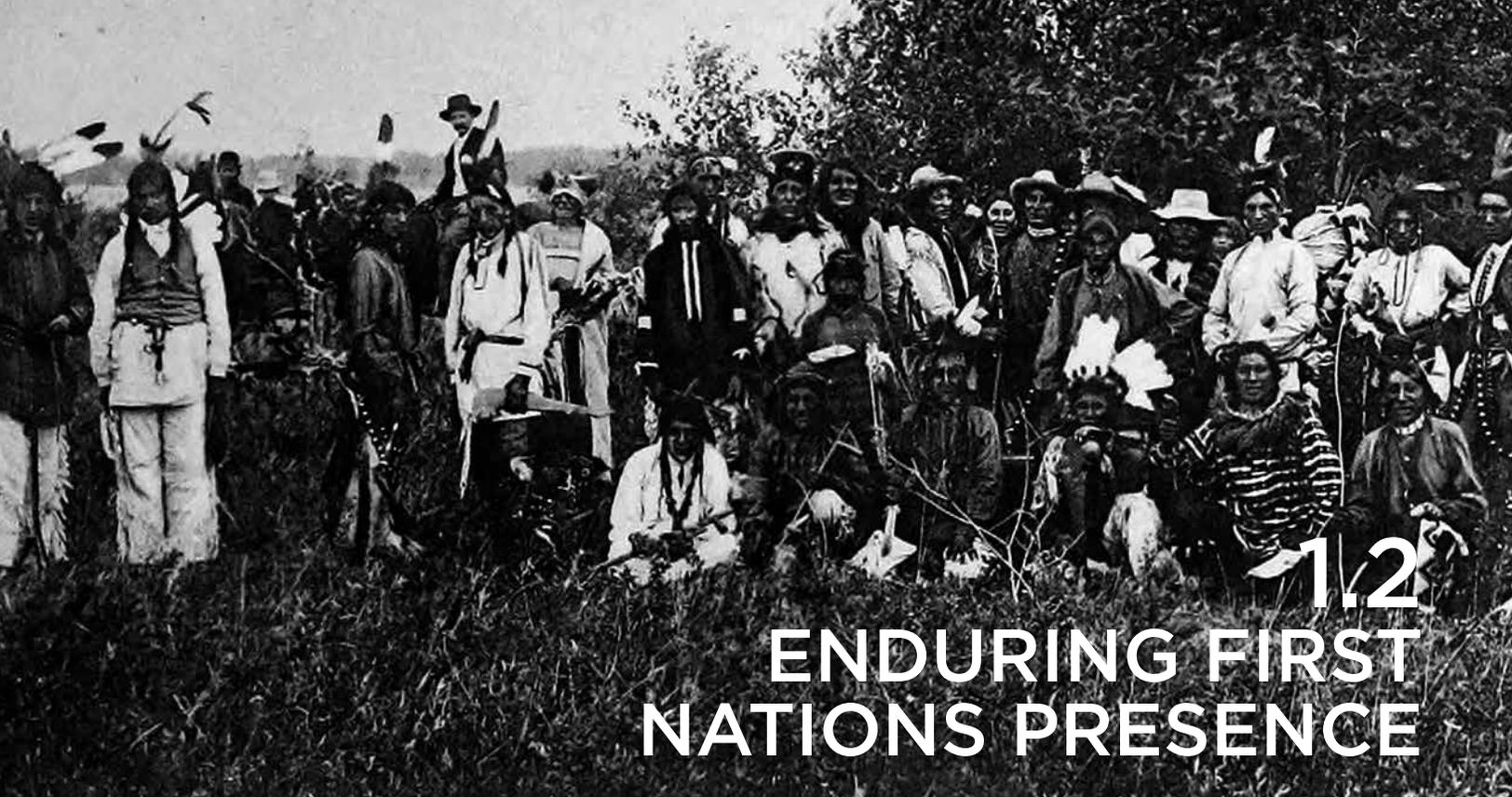
**Top:** Wascana Creek winding its way past the North-West Mounted Police headquarters in the late 19th century.  
Thompson, Stephen J. (City of Vancouver Archives CVA 137-47)

by flat, featureless plains with fine sediment. The flat plain afforded unceasing views across the plains for early inhabitants. While highly agriculturally productive, the nature of the sediments was challenging for development due to its high clay content and ability to dramatically expand and contract depending on moisture levels. This issue shaped Regina's early built environment by limiting the height of buildings and fostered innovations in construction to extend Regina's skyline upwards.

While the land has influenced and managed Regina's development, its residents have shaped aspects of the landscape for hundreds of years to suit their needs. Human modification of landscapes is not a modern condition, but has been practiced for thousands of years. Creation of pounds and taking advantage of the lands natural topography for hunting by Indigenous people represent some of the area's earliest land modifications. During Regina's early settlement period, land modifications were executed for utilitarian purposes, such as the damming of Wascana Creek, initially by the railway, to provide drinking water for livestock and non-potable water for household use. Later establishment of greenspaces, modification of land surrounding Wascana Lake, the deepening of the lake creating the unique landscape of Wascana Centre, and planting of an urban forest are examples of modifications to the prairie landscape to benefit the quality of life and enjoyment of the city's residents. However, these modifications have not erased the original form of the landscape. The expansive vistas of the prairie absent of trees and the sinuous nature of Wascana Creek as it flows through the city are still evident as one moves over the landscape whether by foot, bike, automobile, or airplane.



Conflict between landscapes: Flooding of a residential section in Regina by Wascana Creek in 1948.  
*Baker, Everett (Saskatchewan History & Folklore Society SHFS 6180-X4; SHFS 6181-X4)*



## 1.2 ENDURING FIRST NATIONS PRESENCE

Regina and the surrounding landscape possess a rich and complex history that spans thousands of years. Indigenous people have called southern Saskatchewan home since time immemorial and maintain a strong connection with the land. The land upon which Regina is situated is Treaty 4 lands, ancestral home of the Cree, Saulteaux, Métis, and Assiniboine. Treaty 4 was initiated in 1874 between the Government of Canada and First Nations groups situated predominantly in southern Saskatchewan and small portions of Manitoba and Alberta. The government's objective was to gain land for settlement, farming, industry, and to enable the completion of the transcontinental railway. Under the Treaty 4, affected Indigenous people were promised reserve lands, annuities, annual material allowances, and the right to hunt, fish, and gather on unoccupied Crown land. Additional clauses for the establishment of schools and provision of agricultural implements were also included. Treaty 4 is one element of the vast history of southern Saskatchewan's Indigenous people, who's collective histories, place names, economies, languages, habitation, and spiritual sites reiterate their connection with the land, waterways, and wildlife.

The first people to enter the plains of southern Saskatchewan did so following the retreat of the Laurentide Glacier over 10,000 of thousands of years ago. These first inhabitants made use of the available natural materials and wildlife to create a life within this new landscape that had been hidden and scarred



The hanging of Métis leader Louis Riel on November 16, 1885 in this structure on the grounds of the North-West Mounted Police headquarters remains a pivotal moment in the city's, and Canada's, history.  
(City of Regina Archives CORA-RPL-B-0224)

*Top:* A group of Plains Cree First Nations in the Regina vicinity, circa 1890.  
Canada Drug & Book Co. (City of Regina Archives CORA-E-8.22)

by eons of climatic and geological actions. The land upon which the Regina townsite was established was once the home to large herds of buffalo, and served as hunting grounds for Indigenous people. The area's early name was given by the Cree people who called the place "oskana ka-asastēki" (bone piles). This name alludes to the piles of buffalo bones that once marked the landscape, created to honour the animals and ensure the continued presence of the buffalo on the plains. Later explorers, fur traders, and early settlers would call the area Pile of Bones, Manybones, Bone Creek, Oskana, and Wascana. It was not until 1882, that the name "Regina" was adopted; suggested by the then Governor General's wife Princess Louise, daughter of Queen Victoria.

The Indigenous people of the area were highly mobile, living a seasonal round and hunting and gathering what was needed. Moving through the landscape as the seasons crossed the plains. Their mobility reduced their footprint on the landscape for archaeologists to detect in the modern day. Nearly two-dozen archaeological sites have been detected within the city limits, with many associated with local waterways. Identified sites include artefact scatters of stone tools and mammal bones, occupation sites, and tipi ring. Indigenous cultural and traditions remained largely untouched by Europeans until the arrival of the fur trade. Earlier explorers and missionaries had moved through the lands; however, the fur trade enticed greater numbers of non-Indigenous people with their own culture and practices to the prairies. Indigenous people of southern Saskatchewan remained largely untouched by the fur trade, which was more dominant in the northern and eastern portions of the province. The introduction of trade goods and the horse did impact Indigenous



A parade of Indigenous people in Regina celebrating on the eve of the inauguration of the Province of Saskatchewan.  
(City of Regina Archives CORA-RPL-A-0228)



A woman erecting a tipi at the Regina Exhibition in 1941.  
Martin, William A.C. (City of Regina Archives CORA-E-2.096)

people of southern Saskatchewan. Far greater impact to the Indigenous people of the area was the decimation of the buffalo, disease epidemics, the building of the transcontinental railway and resulting flood of settlers, and the creation of treaties, reserves, and residential schools. Recognizing the changing economy in southern Saskatchewan, Indigenous people asked for education for their children, medicine chests, and agricultural training and implements as part of treaty negotiations with the federal government. Some of the agreed upon components of the treaty were slow to be delivered by the federal government or altered beyond the original understanding of the agreement. The establishment of reserves, also part of the treaties, controlled where Indigenous people lived and associated policy measures controlled who could leave the reserve, for how long, and where they could go. This “pass” system persisted until 1941, when it was replaced with a “permit” system, which remained in place until the 1960s. These systems controlled how

Saskatchewan’s Indigenous people moved from rural to urban areas and influenced their presence in Regina.

In the 1940s, 67% of the province’s population was rural; however, following the Second World War there was a shift of people to urban centres. This shift was also reflected amongst Indigenous people whose population in Regina had begun to grow significantly in the 1970s. As this population continued to grow over the next decades, consideration for the establishment of urban reserves emerged. First occurring in the mid-1980s, urban reserves provided unique urban social and economic opportunities. Indigenous people who have chosen to live in Regina continue to influence the city on multiple levels. They continue to gain strength and prominence in Regina and their histories and traditions are woven into the prairie landscape upon which Regina stands.

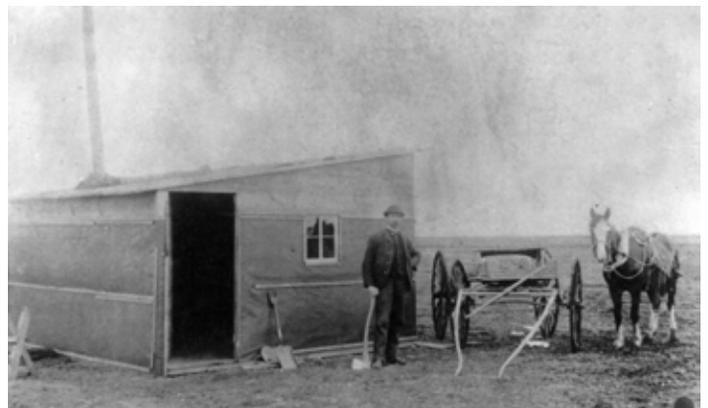


Métis performers at the Canadian Heritage Festival in Victoria Park, 1980.  
*Caron, Lucien (City of Regina Archives CORA-C-2066)*



# 1.3 MULTI-CULTURAL SETTLEMENT

The southern Saskatchewan landscape where the Regina townsite was established is the ancestral home to the Cree, Saulteaux, Métis, and Assiniboine. Very few early explorers, surveyors, and missionaries had reached the area; however, it was the fur trade in northern and eastern Saskatchewan that brought the largest presence of non-Indigenous people to the area in the 1700s. British and French employees working for the Hudson's Bay Company (HBC) and eastern Indigenous people who worked as guides, middlemen, and interpreters were the first large parties to enter the land that would become Saskatchewan. Regina's future townsite, by the mid-19th century, was home to only a few intrepid pioneers that had established homesteads on the land that was then known as "Pile O' Bones." The sparse non-Indigenous population was in part due to the perception that the west held no additional economic substance following the collapse of the fur trade in the mid 1800s. However, H.Y. Hind's expedition identified a new potential for the area – agriculture. Regions of rich soil suitable for farming within what was then Rupert's Land, still under ownership of the HBC, were identified. The federal government purchased Rupert's Land in 1869, and the following year the North-West



Purportedly the first dwelling built in Regina - thought to have been located along Cornwall Street where the Cornwall Centre is now located. Tipi rings, unearthed in the Hillsdale neighbourhood (EcNd-5), provide tangible evidence of residency in what would become the city of Regina prior to European settlement. (City of Regina Archives CORA-F-0806)

*Top:* Romanian-Canadians in Regina posing for a photo, 1931. Paton, Adrian (Saskatchewan History & Folklore Society SHFS 644-X4)

Territories was established. Later exploration by naturalist J. Macoun in 1872 reiterated its agricultural potential.

To facilitate settlement in the newly opened west, the *Dominion Lands Act* (1872) was passed offering 160 acres of land for a \$10 administration fee under the condition that applicants would cultivate 40 acres and build a permanent dwelling within three years. However, this piece of federal legislation did not result in a mass influx of people to the prairies on its own. It was not until the Canadian Pacific Railway (CPR) made its inevitable procession westward that settlement in the prairies began in earnest and Canada's nation-building efforts progressed. The railway crossed Wascana Creek in 1882, at the time the land was still only sparsely populated by homesteaders, less than two-dozen occupants in total. The railway provided the means for settlers to reach the prairies. Boosters also promoted the region's available land and highly productive soil throughout eastern Canada, the United

States, and eastern and central Europe to attract settlers to the area. Regina became the North-West Territories capital in 1883, a decision that would further attract people and businesses to the townsite. The majority of the first settlers traveling to Regina were of British descent with smaller groups of Ukrainians, Germans, and eastern Europeans. The opportunity to own land was the primary draw for people arriving in Regina. In addition to the farmers, intrepid business owners also came setting up those businesses and services typical of early prairie settlements and contributing to the Regina's early growth and economic diversification. Regina's early settlers brought with them their own religion, culture, and traditions, which they retained as they established their lives in this new land.

By the 1890s, waves of immigrants travelled west creating a patchwork of "block" settlements, typically in proximity to the CPR line. These pioneers were drawn to the available land and promised "Eden" of the "Last Best West." As waves of settlers reached Regina, the demographic composition remained largely the same with early immigration policies and promotions focused on attracting "white" settlers to the town. In addition to immigrants from other countries, there was a boom in Canadian-born immigrants settling in the prairies. Economic booms and world events caused immigration to fluctuate throughout the early decades of the 20th century. British immigrant levels remained dominant, although prior to the First World War, Italians, and Germanic immigrants from the Austro-Hungarian and Russian empires began arriving in Regina. Some immigrant groups clustered together in the city for shared familiarity, language, and religion, creating enclaves, such as Germantown, where cultural-based churches and businesses would also develop.



Immigrants from the United States in Regina, 1913.  
(City of Regina Archives CORA-F-0806)

During both the First and Second World Wars, immigrant rates lowered as the country's attentions were placed towards the war effort. Ukrainians immigrants continued to settle in Regina joining the already strong Ukrainian community in the city. Prior to the onset of the Great Depression, the occurrence of immigrants from Scandinavian countries also increased. With the onset of drought conditions and the country's overall economic depression during the 1930s, immigration of farmers, and others who sought work in the city from the countryside was more significant than immigration from outside the country. Many cities experienced population increases during this time as residents from rural areas moved to urban centres. Following the Second World War, immigration rates began to climb once again. In the Post-war 1950s, new Canadians arrived from European countries still recovering from the Second World War as well as those fleeing the new configuration of post-war Europe. Regina was further transformed by the Canadian Government's land grant program for returning Second World War military personnel, which saw the rapid development of neighbourhoods in parts of the city with previously low-population density levels. The "global immigration" of the 1960s-1980s brought immigrants from further distances such as Asia, China, and South America who previously had low representation in Regina.

Over the ensuing decades, federal and provincial actions, economic competition on the world-stage, diversification of the province's monoculture base, and shifts in transportation influenced the province's population, which had been predominantly rural, to mass in urban centres. This shift to urban centres in the latter half of the 20th century, was also reflected amongst southern Saskatchewan's Indigenous people



The Chinese National Building, 1817 Osler Street, in 1962.  
*Flexman, Ruby (City of Regina Archives CORA-E-5.210)*



The Ukrainian Cultural Centre, 1809 Toronto Street, in 1962.  
*Flexman, Ruby (City of Regina Archives CORA-E-5.240)*

whose population in the 1970s in the city had begun to grow significantly. As this population grew, a unique opportunity arose for the establishment of urban reserves emerged. Although not a new concept, first occurring in the mid-1980s, urban reserves provided greater economic opportunity for Indigenous people through the establishment of their businesses in urban centres, creating jobs, and building strategic relationships within the business community.

Regina's unique multi-cultural composition is a boon to the city as it influenced all areas of its development. The city's diverse collection of multi-cultural halls, restaurants, religious buildings, businesses, and languages reflect its multi-cultural state. The number of immigrants settling in the city has increased over 8-fold since 2000. There is also greater diversity in the countries immigrants are arriving from such as India, Philippines, Pakistan, Middle East, than early waves of immigration. Many new immigrants arriving are to Regina are fleeing countries in conflict or are countries where they are at risk of social or political persecution. Their settlement patterns within the city are similar to previous waves of immigration in the late 19th and early 20th centuries with neighbourhoods such as Germantown continuing to receive new immigrant groups. Furthermore, recent multi-unit residential development in areas of the city such as the Golden Mile have occurred in proximity to commercial and service industries which catered to the needs of the city's new immigrant populations. All of Regina's citizens contribute to its complex multi-cultural composition which makes the city like no other in Canada.



# 1.4 CAPITAL CITY DEVELOPMENT

Before the arrival of the railway, Wascana was vast open grassland with shrubs and few trees. The land was the traditional territory of the Cree, Saulteaux, Métis, and Assiniboine people who used the landscape upon which Regina was founded to hunt buffalo and gather resources. Regina's townsite placement, layout, and its early growth were linked to a number of factors including: the Canadian Pacific Railway (CPR), the Canada North West Land Company, federal government policies, and, in part, the actions of then Lieutenant-Governor Edgar Dewdney. The agriculture potential of the land and the presence of the railway served as the

foundation from which the urban centre evolved with early development focused on meeting the needs of the rural population. As new layers of administration, first territorial then provincial and federal, were developed, Regina evolved to be an administrative seat as well as a place of manufacturing industries, warehousing, goods and services, and the business and financial centre of the province. Regina's geographic positioning and multiple transportation methods drove development, pushing the city's boundaries outwards.

In June 1882, Lieutenant-Governor Dewdney established the Regina reserve that consisted of sections of range 19 and 20 in township 17. Lieutenant-Governor Dewdney, who lived in the townsite only briefly, played a role in shaping the city's early planning. He owned land near the railway's Wascana Creek crossing point and, as a land speculator, endeavoured to have the townsite and CPR station established near his holdings, which would inevitably improve the price of his land. However, the CPR and Federal Land Commissioner, J.H. McTavish, did not agree, believing Dewdney's interests were purely self-serving. The townsite was subsequently established roughly three kilometres east of the CPR's crossing point.



The Cameron Street row house complex at the corner of 13th Avenue, presumably shortly after they were built in 1911.  
(City of Regina Archives CORA-RPL-B-0209)

**Top:** 1960s aerial view of Regina's South Zone, looking east, showing the city's expanding suburban residential areas, including the Golden Mile Shopping Centre (mid ground), and the city's 'Apartment Jungle' (foreground).  
(City of Regina Archives CORA-B-0067)

The CPR's first station was a portable wooden-frame structure situated north of the tracks. The first purpose-built CPR station was constructed south of the main line, roughly where Casino Regina is currently located. As settlers arrived, those choosing to remain in the townsite typically purchased lots in close proximity to the railway station, thus Dewdney's attempt control the settlement of the town was lost. Undeterred, Dewdney pressured the federal government to establish public buildings near his land, his influence contributed to the placement of the Northwest Mounted Police (NWMP) barracks and the Lieutenant-Governor's residence west of the CPR Station.

An even greater influence in the early development of Regina was the federal government, the CPR, and the Canada North-West Land Company (CNWLC). The parameters for the development of the townsite and the purchasing of sections were established in the Dominion Lands Act (1872). The CPR and federal government alternately owned sections along the CPR's main line. In June 1882, the CPR proposed to sell 2,200,000 acres of its holdings to a British-Canadian syndicate, the Canada North-West Land Company. The sale encompassed all odd-numbered sections

(except 11 and 29) in each Township. The CNWLC then took responsibility for the sale of the land for settlement with four trustees, Donald Smith and R.B. Angus representing the CPR, and W.B. Scarth and E.B. Osler representing the CNWLC, specifically William Bain Scarth would oversee the sale of lots in Regina.

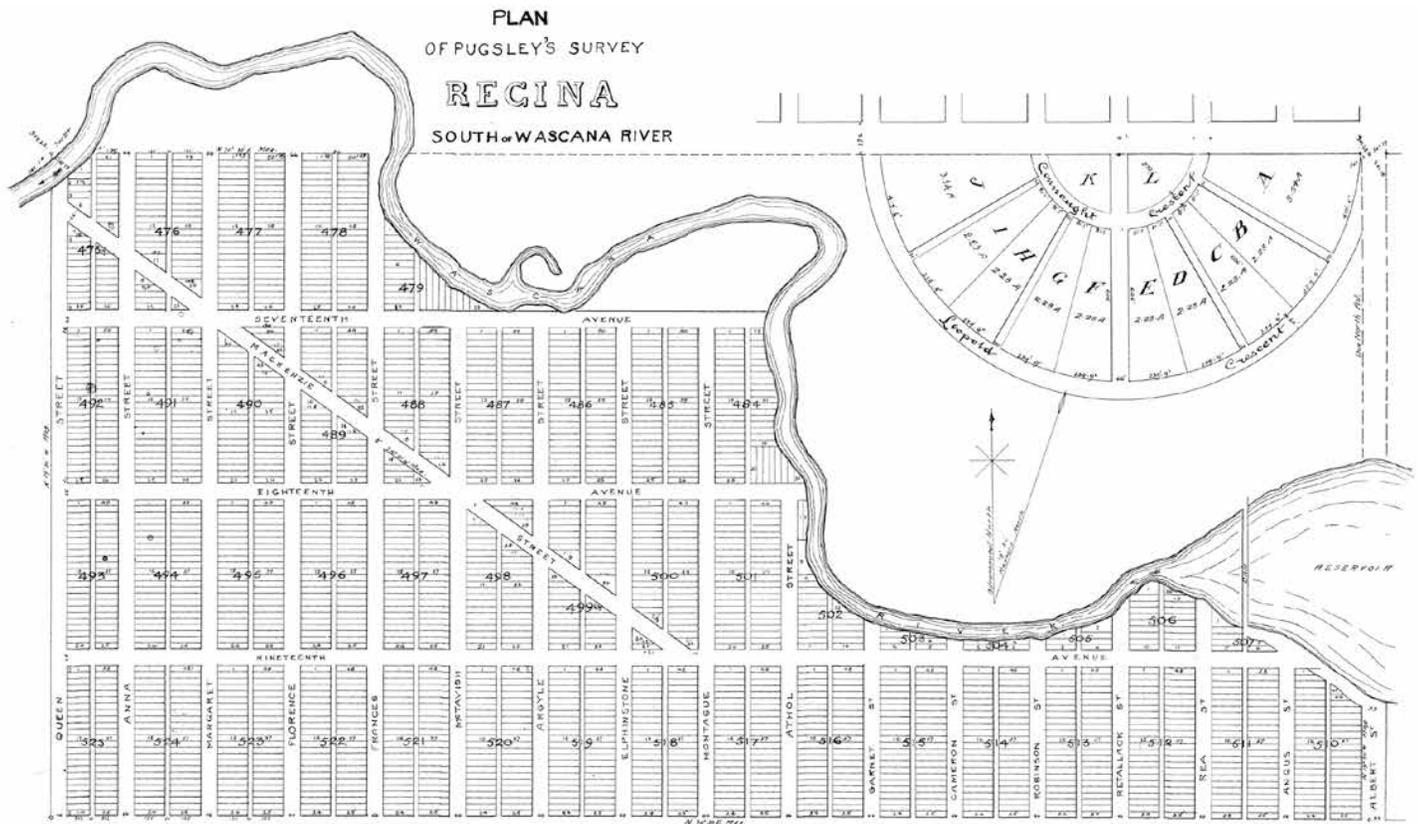
Once the location of the townsite was decided, the CPR surveyed the site establishing a typical "gridiron" plan of streets and blocks in their 1882 subdivision. Within the historic subdivision plan, select lots were set aside for public buildings. The plan was punctuated with a few parks and crescents positioned at its periphery. Lots for commercial development were to be 25' by 125' and lots of 50' by 125' were to be used for residences. The naming convention for the roads placed predominantly numbered avenues running east-west and streets running north-south. Streets and early neighbourhoods were often named after prominent individuals and locations. The CPR Station Grounds consisting of a large triangular shaped lot as a result of the CPR's diagonal path across the then townsite, was located roughly in the middle of the CPR's subdivision plan. The depot was the centre of activity in an emerging prairie town and its placement managed the



View of Regina in the early 1910s, looking north from the Legislative Building. Note that the publishers drew in the proposed Chateau Qu'Appelle (southeast corner of College Avenue and Albert Street), albeit, at a much smaller scale than its original design.  
*Novelty Manufacturing & Art Printing Co. (City of Regina Archives CORA-RPL-H-0001)*

early spatial growth of Regina. The railway line formed the spine from which residential, commercial, and industrial development radiated outward. The city's first commercial core and early public buildings were established adjacent to the station, as was the city's first green space: the CPR Gardens, also known as Stanley Park. Regina continued to develop within the confines of the "gridiron" plan over the next decade. The actions of the CPR in the damming of Wascana Creek in 1882, also had a profound impact on the initial planning of Regina. The following year a more permanent dam was constructed at Albert Street and the resulting man-made lake provided early residents with water and a place of recreation - an oasis in the prairie town.

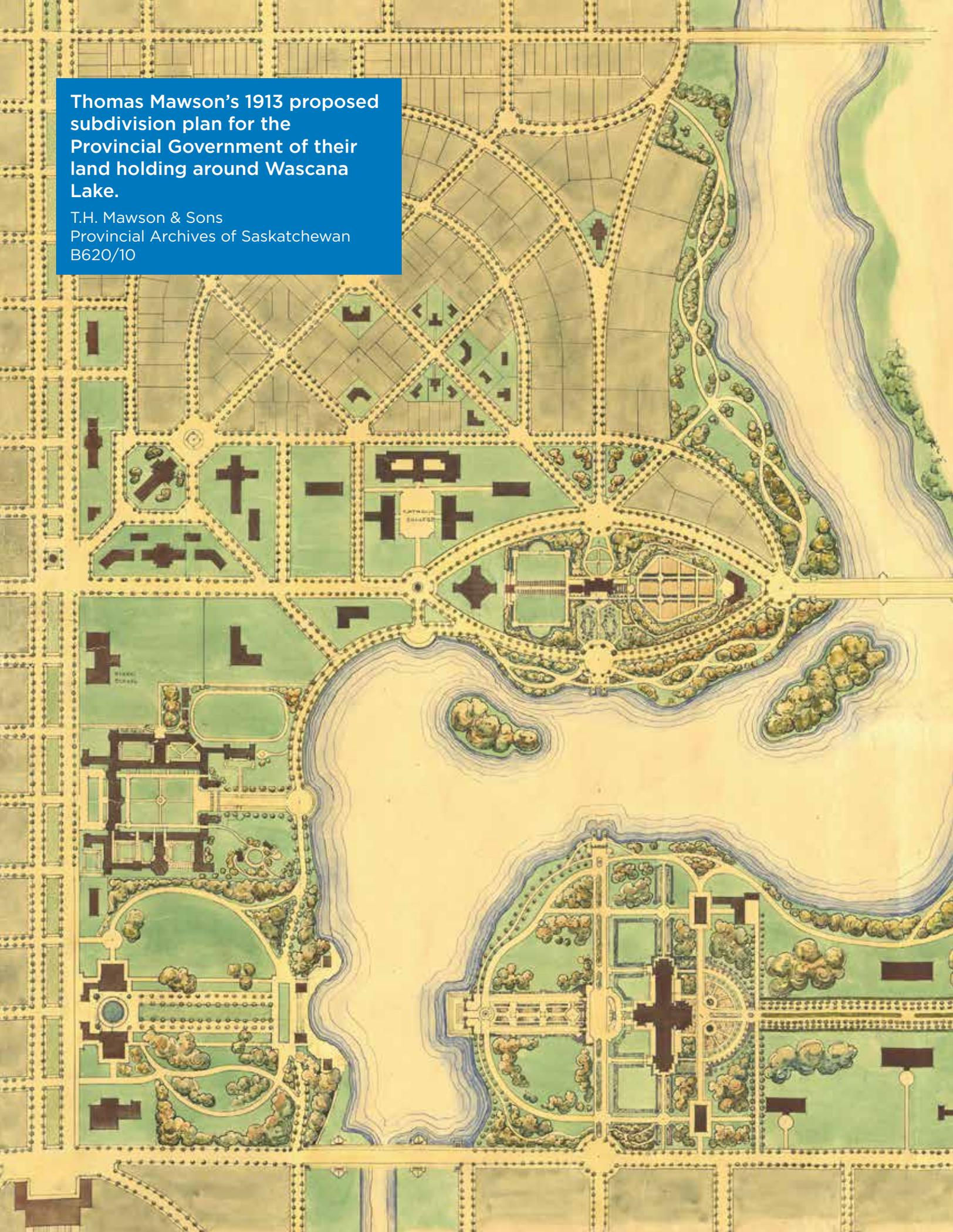
From the mid-1890s to the First World War, Regina's development largely mirrored the rest of Canada. Throughout this time, periods of rapid population growth and increased economic activity played off each another creating a boom-like atmosphere that drove development. Interspersed in the booms, were periods of low economic productivity. Regina's establishment as the capital of the North-West Territories (1883), as a town in 1883, incorporated as a city in 1903, and as the capital of Saskatchewan in 1906, brought unique planning challenges. Each level of governance has resulted in the establishment of administration buildings many of which still stand in the city today. Perhaps creating the greatest impact



'Pugsley's Survey', a subdivision of land south of Wascana Creek, staked in 1884 - one of many initiatives to attract investment and settlement in Regina by commercial enterprises, real estate firms, and speculators.  
 Gore, Thomas S. (*Information Services Corporation Plan 325*)

Thomas Mawson's 1913 proposed subdivision plan for the Provincial Government of their land holding around Wascana Lake.

T.H. Mawson & Sons  
Provincial Archives of Saskatchewan  
B620/10



on the Regina's collection of administrative buildings was the city becoming the provincial capital and the construction of the legislature. Prior to its construction, the legislative assembly temporarily used existing territorial and municipal buildings until a legislative building was built. To plan for this new legislative building and surrounding precinct, landscape architect Frederick Todd was first hired in 1906 to provide a plan for the provincial and municipal lands around Wascana Lake. The province also retained Edward and William Sutherland Maxwell, as the architects of the new legislative building. Work began on the legislature in 1908 and was completed four years later. The land surrounding the legislature remained larger undeveloped due to dissatisfaction of the earlier landscape plans put forth by Todd and the Maxwells. Recognizing the need to develop the land around the legislative building in a manner that reflected the design and importance of the building, the firm of T.H. Mawson & Sons was hired in 1913. Mawson was hired to prepare a landscape plan for the legislative grounds, as well as plans for the new Lieutenant-Governor's residence (proposed across the lake east of the legislature) and for the federally owned land north of Wascana Lake. Malcolm Ross, the province's landscape architect, worked closely with Mawson on the landscaping plans. When Mawson's report was completed, economic conditions in 1913-14 limited the institution of his plans, with the new Lieutenant-Governor's residence was cancelled altogether.

An event that the city could not plan for or foreseen was the tornado, known as the "Regina Cyclone," that struck the city on June 30, 1912. The funnel first struck south of the downtown and traveled north destroying residential neighbourhoods, commercial blocks,

warehouses, rail yards, and city infrastructure. Many of the city's early buildings in its downtown core were damaged or destroyed. As a result, the city experienced a boom in construction as it rapidly rebuilt by the following year.

In 1917, the Province passed the Town Planning and Rural Development Act, from which municipalities were required to craft development plans. Regina once again retained Mawson to devise a development plan for the city. The report, finished in 1921, followed the sentiment of his previous 1913 plans for the land around Wascana Lake. Mawson's report proposed a number of changes including: discontinuing the CPR's standard "gridiron" plan; for some roads to be placed on a diagonal across blocks; and for the development of an impressive civic centre. Fluctuating wheat prices and economic uncertainty resulted in the city once again being not able to follow through with his recommendations and Mawson's report "Regina: A Preliminary Report on the Development of the City" was shelved.

Regina has witnessed a number of planning and policy endeavours that have shaped its layout and continued development. Following Mawson's work and the end of the First World War, planning was managed by the Regina Town Planning Association (1920). As the country and province recovered from the war, the recommendation put forth by former legislature landscape architect Frederick Todd, to plant seedlings to create an urban forest in the city was carried out. The effect of this is evident in Regina's numerous neighbourhoods with forests of mature trees whose canopies, over time, have knitted together shading streets, sidewalks, and yards throughout the city. In



Tower Gardens, Regina's first post-war residential high-rise, as it appeared in the 1960s. Located at 1100 Broadway Avenue, and built 1955-56, Tower Gardens was an envisioned complex of five identical buildings, collaboratively designed by notable local architects McCudden & Robbins, and Winnipeg-based architects Green Blankstein Russell & Associates.  
(City of Regina Archives CORA-A-0892)



Built in 1966-67, Midtowne Centre (now the Alvin Hamilton Building) overshadows and provides a contrast between downtown's historic commercial blocks and its modern construction techniques, technology, and design.  
Dean, C.O. (City of Regina Archives CORA-B-0086)

1927, the first zoning bylaw was passed and three years later the City's first Planning Commission formed. One of the latter's key recommendations to City Council was to engage consultants to address the National Housing Act (1938), which had been established by the federal government to promote residential development and maintenance. Unlike following the First World War, Regina did not experience the same economic downturn following the Second World War and the need to manage the city's booming growth was recognized by the city. In 1946, the Planning Commission initiated Regina's second major planning scheme with the engagement of Toronto planning consultant, Eugene Faludi. The master plan was to address Regina's growth for three decades and it, like its predecessor, had varied successes. A significant change advocated by Faludi was for destination shopping centres to be established outside a city's historic commercial centre. An unforeseen consequence of this planning practice, which was instituted in cities across the country, resulted in the decimation of historic downtowns through the shuttering of service and commercial businesses. Faludi's plan did position the Regina to benefit from the Post-war housing boom associated with the 1944 National Housing Act, which instigated a radical shift in urban growth – suburbia. The pervasiveness of personal automobile ownership in the 1940s and 1950s further shaped Regina's residential neighbourhoods allowing them to spread further from historic amenity centres. Roads in residential neighbourhoods shifted from the "gridiron" style to curvilinear, which served as traffic calming measures. House styles also evolved to include attached garages and carports. City centres gradually shifted to be predominantly places of employment, as commercial centres moved to developing suburban neighbourhoods.

To address past master plan inadequacies and bring Regina's planning to the future, the City of Regina's Planning Department (established in 1951) undertook the creation of the Community Planning Scheme in 1961. While the scheme examined all aspects of city development, it served as a starting point for further study and the development of a more comprehensive plan. Growth in Regina continued throughout the 1960s and 1970s, albeit not at the same pace as earlier decades, notably the city experienced a significant boom during a period of economic decline in 1969-

70. In 1978, a new Regina Plan was created that took into account the change in the city's electoral system to a Wards system and viewed public input on planning decisions as being a foundational aspect in Regina's future planning. More recently, "Design Regina: the Official Community Plan" has been completed which will serve the growth and development needs of the city for the ensuing decades.



Model of the City of Regina's proposed Renaissance project from the late 1980s, conceptualizing the development of the former Canadian Pacific Railway lands following the (unsuccessful) relocation of the rail facilities.  
(City of Regina Archives CORA-C-0954)

Looking northeast at the 1700 block of Scarth Street (immediately north of 11th Avenue) in 1962.

Flexman, Ruby  
City of Regina Archives  
CORA-E-5.89





# 2. ECONOMIES



## 2.1 EARLY ECONOMIES

The Indigenous people who lived on the prairies upon which Regina was founded practiced a hunter and gather subsistence based economy. Regina was an area to hunt buffalo as the animals provided materials, food, and goods for trade. Plants, and other mammals including birds and fish supplemented Indigenous peoples' material needs. The great herds were followed across the landscape, with Indigenous people hunting and collecting what was needed, as well as trading with other groups for foods and materials not readily available to them along established trade networks. The westward expansion of the European fur trade into present day Saskatchewan in the mid-1700s, did not significantly impact the lives of Indigenous people who occupied the landscape around Regina; however, the later decimation of the buffalo by the 1880s, the arrival of settlers, establishment of reserves, and the push to take up farming did significantly change the economic traditions of Indigenous people.

The arrival of the railway permitted an early prairie export to be sent eastward – buffalo bones. The presence of buffalo bones on the prairies was of significance for the area's Indigenous people, who would build bone

piles to honour the animals and ensure the continued presence of the buffalo on the plains. With the massing killing off of the buffalo in the 1880s, huge piles of bones existed around Regina. The bones were shipped east, where they were made in to fertilizer, further removing the presence of the buffalo from the prairies.

*Top:* John Palliser's 1857 route through southern Saskatchewan, noting the location of Many-bone (Wascana) Creek, a Cree encampment immediately to the west, and the original Fort Qu'Appelle (Trading Post) to the east.  
 Robert MacLehose & Co. Ltd. (Spatial and Numeric Data Services, University of Calgary G3531 .S1 2,200 1860)



## 2.2 TRANSPORTATION & INFRASTRUCTURE

### 2.2.1 Trails

Trails often formed the earliest routes for people to move through a landscape. Trails could be the result of animal movement and also created by Indigenous people as early transportation corridors. Many these trails would later be used by explorers and surveyors, and selected as routes during the construction of later railway and roads. Southern Saskatchewan was

crisscrossed with trails, prior to the arrival of the railway in 1882, with significant cart trails to the east and west of the city radiating out from Fort Qu'Appelle and Fort Ellice. These trails connected key settlements and trading centres in the south of the province and beyond. With the appearance of new methods of transportation, use of historic trails would decline.



While no longer extant, this structure, originally located at 2720 College Avenue, served as a temporary train station for the Grand Trunk Pacific.  
(City of Regina Archives CORA-RPL-B-0425)

### 2.2.2 Railways

The construction of Canada's pacific transcontinental railway, connecting the west to the east, was a promise made to British Columbia when it joined Canada in 1871. The railway was critical to the settlement and development of the prairies and was imperative to the federal government's national-building policy of the late 1800s. Formed in 1881, the Canadian Pacific Railway Company (CPR) began its four-year progress to the west coast from Bonfield (formerly Callander Station), Ontario. The original route through the prairies and mountain passes proposed by Sir Sandford Fleming was further north following the North Saskatchewan River valley, through the then North-West territorial capital of Battleford and on to Edmonton. The CPR proposed a more southern route that headed straight west from

**Top:** The inaugural run of streetcars of the Regina Municipal Railway system, July 28, 1911.  
(City of Regina Archives CORA-B-0081)

Winnipeg and was in closer proximity to the United States' border. A more southern route would traverse the fertile prairie land and also manage the northern push of Americans along the Canada and United States of America border.

The selection of a southerly route and the obstacle of Wascana Creek ensured the development of a settlement at the most suitable crossing point. The initial survey of the route through southern Saskatchewan was completed in 1881 and the proposed Wascana Creek crossing point was roughly six miles south of the present city centre. The rail route was eventually "straightened out" and moved north to its current path, to the disappointment of land speculators who had squatted on land along what they thought would be the CPR's route. However, three settlers including Dominion Land Surveyor (DLS), Thomas Sinclair Gore, had fortuitously chosen land in proximity to the new crossing point. Gore was the first Dominion Land Surveyor to complete (August 1882) and submit a survey of township 17, range 19 and 20 within which the Regina townsite would be founded. Lieutenant-Governor Dewdney set aside rangeland for a settlement.

The development of townsites and the granting of sections of land had been formalized in the Dominion Lands Act (1872). Both the CPR and the federal government had vested interests in the development of land along the rail line, as each owned alternating sections of land. In June 1882, the CPR proposed to sell 5,000,000 acres, later reduced to 2,200,000 acres, of its holdings in the North-West Territories to a British-Canadian syndicate, the Canada North-West Land Company (CNWLC). The sale encompassed all odd-numbered sections (except 11 and 29) in each



The Canadian Pacific Railway's second train station, built in 1892. Following construction of the Union Station in 1911, the Canadian Pacific Railway dismantled this station and moved it to Broadview, Saskatchewan. (Library and Archives Canada PA-048275)



Passengers walking along the platforms at the Union Depot in 1923. (City of Regina Archives CORA-A-0173)

township along the main railway line. The CNWLC took responsibility for the sale of the land, the survey of town lots, building of roads, and attracting immigrants to settle in the west. Four trustees, Donald Smith and R.B. Angus representing the CPR, and W.B. Scarth and E.B. Osler for the CNWLC, were responsible for these tasks. William Bain Scarth would oversee the sale of lots in Regina and, with the CPR, would play an integral role in the determining the place of the townsite and key buildings.

Unlike other early settlements that would develop around a crossing point, Regina's townsite was established to the east of the crossing. Regina's first subdivision was registered in October 1882 and showed the CPR Station Ground's triangular wedge of land at its centre. The first permanent train station, a two-storey wooden standardized plan building, and early government buildings (post office, land titles building) were established near the main line that cut diagonally across the townsite and from which development radiated out. The location of the station, rail yards, sidings, and CPR gardens

influenced the early development of Regina. Blocks were also set aside for parks and public buildings.

The CPR's early wooden-frame railway stations would be replaced with stations of grander scale and design; matching the pace of growth in Regina and conveying the city's optimism and prosperity to all who arrived. Without the railway, the agricultural potential of the prairies would have remained largely untouched as it served as the means to move both settlers to the prairies and transport grain, goods, and livestock from them. One could not succeed without the other and Regina benefitted from them both.

An aspect that hampered the early development of Regina was the lack of branch lines. The Qu'Appelle, Long Lake, and Saskatchewan Railway and Steamboat Company began construction of a rail line between Regina and Prince Alberta in 1883. The CPR would not begin work on branch lines until 1892 with the construction of lines from Portal, the "Soo Line" at the United States border, and later the Arcola Line in 1903. Branch lines



Looking east at the backside of the Canadian National Railway roundhouse, formerly located at the southwest corner of 1st Avenue N and Lewvan Drive. *Flexman, Ruby (City of Regina Archives CORA-E-5.149)*

were not economically viable on their own, however, by extending rail service to outlying communities they helped cover the cost of operating and maintaining the main line.

In addition to the CPR, Regina would be serviced by two other railways the Canadian Northern Railway (CNoR) and the Grand Trunk Pacific (GTP). The latter would not reach Regina until the early-1900s. The CNoR purchased an existing rail line to Prince Albert and also constructed a line to Brandon in 1908. The GTP completed a line to Yorkton in 1911. Both railways were afforded land in Regina for their yards, stations, and shops. By the outbreak of the First World War, Regina's landscape would be crisscrossed with rail lines solidifying its importance as a commercial and distribution centre.

The city's railway stations, yards, and lines have left an indelible mark on Regina, shaping its growth from its founding to the present day. The placement of the CPR station and freight yards impacted how businesses and

neighbourhoods developed north and south of the rail line. North of the line developed as the industrial and warehouse lands of the city. The construction of spur lines in to the neighbourhood aided in the success of businesses established there and served as selling feature to new businesses considering settling in Regina. Neighbourhoods that developed north of the rail line typically housed workers associated with manufacturing and warehousing industries. The modest economic position of the neighbourhood is reflected in the scale and nature of homes that were built. The land south of the rail lines served all the city's early needs with its public buildings, parks, commercial and financial centres, entertainment district, and religious and educational institutions. Residential neighbourhoods south of the CPR main line possessed homes belong to the city's more affluent residents. This dichotomy of development north and south of the railway continues to persist today.

Over time, the major railway companies that served the city would evolve through mergers and bankruptcies. Similarly, the dependency on the railway and its use would also change. The rise of the automobile and the increased use of trucks for freight transport shifted the dependence away from the railway for the movement of people and goods. A number of the city's railway tracks were repurposed for roads; maintaining their role as transportation corridors in the city.

### **2.2.3 Roads**

The railway had established Regina as an early distribution hub in southern Saskatchewan, and the subsequent development of roads and later highways transformed the city into a key transportation centre within the province, Canada, and internationally. The



Where roads and rails meet: the Winnipeg Street subway in 1961, underneath the Canadian Pacific Railway line - one of several subways in the city. (City of Regina Archives CORA-A-0308)



Traffic heading southbound on Albert Street, just south of 9th Avenue, in 1957.  
(City of Regina Archives CORA-A-0498)



Mayor Henry H.P. Baker and media gather for the opening of a segment of the ring road in 1977.  
(City of Regina Archives CORA-A-0173)

city's first defined roads were Dewdney and Victoria Avenues and Broad and Albert Streets. As the city grew and new neighbourhoods were established, the road network was expanded. Changes in modes of transportation from horse to automobile further altered the city's road network with graded dirt roads giving way to gravel roads and then paved ones. Increase in personal automobile ownership in the post-Second World War period, and the decline in the use of rail for the movement of people and freight, placed pressure on the city's existing road network and how to manage the growing volume of traffic in the city. The establishment of a number of highway projects such as the Trans-Canada Highway, which provided an east-west link connecting Regina with the rest of the country, improved traffic circulation through the city. Businesses including auto courts, motels, and automobile sales and repair shops emerged on high traffic routes in the city such as Victoria Avenue and Albert Street. Increased traffic, particularly commercial traffic, through the city centre brought the need for a bypass to the forefront. Work on the bypass began in 1968. Known as the "ring road," the route not only redirected traffic around the perimeter of the city for the Trans-Canada Highway, but also traffic north to Saskatoon and beyond.

#### 2.2.4 Bridges

Bridges serve as a key transportation artery in communities when contending with transportation obstacles such as waterways. The site of Regina's first bridge, a wooden trestle bridge built in 1882, caused rampant land speculation and real estate disputes in connection with Regina's townsite location. Although the location of the town was not established at the crossing, the sinuous nature of Wascana Creek through the city and the formation of Wascana Lake stemmed

a bridge building program from the time of Regina's founding. Throughout the city's history, bridges were constructed to maintain connection to all areas of the city whether for rail, automobile, or pedestrian traffic. Regina's most iconic bridge, Albert Memorial Bridge, was the product of a public relief program initiated during the Great Depression. The project began in 1930 and employed over 700 men by the time it was completed in November of that same year. Unlike other bridges in the city whose primary purpose was transportation, the Art-Deco style bridge serves multiple roles: it demarks the location of the Wascana Creek dam; is a war memorial for soldiers of the First World War; and, a gateway to Wascana Centre offering sightlines across the lake. Regina's bridges provide unimpeded movement of traffic through the city. As the city continues to expand, and as the life of its bridges near the end of their use, new bridges will be required to ensure the continued growth of the city.

### 2.2.5 Public Transit

The CPR, CNoR, and GTP brought people to the prairie city by rail; however, it was the Regina Municipal Railway that provided a means for residents to move through the city. Established in 1911, Saskatchewan was the first province to operate its own streetcar line. Four streetcars were put into use serving primarily already developed areas along 11 Avenue, Albert Street, 13 Avenue, and Dewdney Avenue. Regina's growing population warranted the expansion of existing routes to accommodate new residential and commercial development throughout the city. In addition to meeting the needs of settled residents, the streetcar service also served as a tool to attract people to new areas of the city being developed, as well as aided in the growth of neighbourhood-based commercial areas. Expansion of



The wooden Retallack Street traffic bridge over Wascana Creek in 1946. Baker, Everett (Saskatchewan History & Folklore Society SHFS 6077-X4)



Albert Memorial Bridge, opened in 1930 and designed by local the local architectural and engineering firm Puntin, O'Leary & Coxall, 1938. Hall, A.C.V. (City of Regina Archives CORA-A-0541)



Maintenance crew in front of a Regina Municipal Railway streetcar at the car barns in the mid 1940s. The car barns would burn down later in the decade, with streetcar service ending a year later in 1950. (City of Regina Archives CORA-A-0465)



View of the Regina Flying Club in 1929, a year after the club and airport were first established.

*Paton, Adrian (Saskatchewan History & Folklore Society SHFS 471-X4)*



A TCA plane in front of the Regina Municipal Airport terminal and administration building. The structure was constructed in 1939 and designed by the local architectural firm of Storey & Van Egmond. It was replaced with a modern terminal in 1960.

*(Library and Archives Canada PA-211690)*

existing lines was limited after 1914, and the rise of the automobile curtailed further development of the city's streetcar service.

Regina's public transit underwent a change in 1948 with the introduction of electric trolley buses. This shift instigated the expansion of Regina Transit Service (RTS) starting in the 1950s to provide additional routes and longer operating hours. As with the earlier streetcar service, expansion of the trolley routes enabled the development of new subdivisions throughout the city. In 1955, diesel buses were introduced into service with the last trolley run occurring in 1966. Over the next decades, the RTS would offer additional services such as Telebus, Paratransit Service, Night Stop, Safe Bus, and acquire buses that improved accessibility to its customers. The city's ability to adapt its public transit service to meet the evolving needs of its riders and the expanding scale of the city, has been key element to the city's ongoing growth.

### 2.2.6 Aviation

The vast openness of the prairies made it a logical site for the development aviation. Regina would be the site of a number of aviation "firsts" unmatched elsewhere in the country. The first recorded flight of an airplane over Regina was that of American Bob St. Henry's biplane during the Regina Exhibition. Although the first flight was by an American, Regina would be at the forefront of aviation history in the early decades of the 20th century. First World War veterans Roland J. Groome and Ed Clark established the city's first airfield on the open prairie south of the Legislature and, in 1919, established Canada's first licenced aerodrome with Groome obtaining the first commercial pilot licence in the country. Another first placing Regina as a leader in

early aviation was Groome's flight between Saskatoon and Regina with Robert McCombie, the latter would become the country's first licenced aviation engineer. As flight for the transportation of mail, goods, and people became more popular, Regina recognized the need to improve its aviation facilities. The Regina Flying Club, formed in 1927, purchased land west of Wascana Creek near the RCMP Depot for the site of an airport. The following year the City of Regina purchased the land from the club and built a hanger and gas storage facility. In 1930, the Regina Municipal Airport opened. Economic events of the 1930s limited further development of the airport until 1939, when the first terminal and control tower were built.

During the Second World War, Regina became a centre for aviation training in Canada. From 1940-45,

the Department of National Defence took control of Regina's airport for use in its Commonwealth Training Plan. Regina played a significant role in the training of thousands of Royal Canadian Air Force pilots, engineers, and flight personnel. The establishment of flight training programs in the city placed pressure on available housing to accommodate the influx of staff and trainees. Although the majority of the country's economy and labour was focused on the war effort overseas, elements were repositioned on the home front to support the development of needed infrastructure to furnish Canada's military forces. Following the war, the airport facilities were expanded to meet changes in technology, expanded services, and increasing popularity of air travel. In 1972, the city purchased the airport from the Ministry of Transportation. The presence of the airport close to the city's centre makes

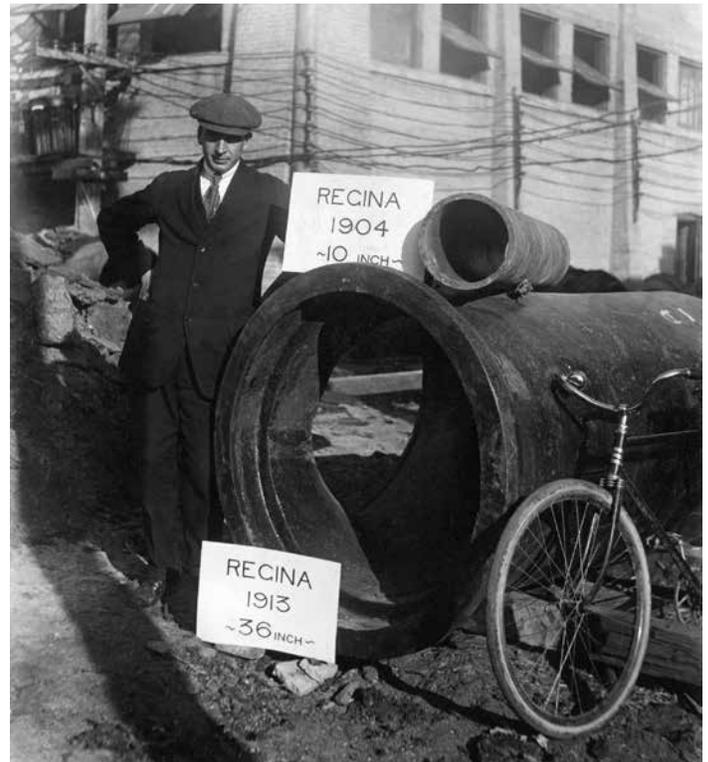


Built in 1883 and located along Angus Street, this dam resulted in the creation of Wascana Lake, allowing for storage of water to meet the needs of Regina. It was replaced by a new dam along Albert Street in 1908.  
*(City of Regina Archives CORA-RPL-A-0422)*

it highly convenient for residents and visitors; however, its positioning has stunted the development of land to the west. Air travel revolutionized transportation in Regina and permitted the rapid transmission of ideas, people, and goods.

### 2.2.7 Water & Sanitation

Although established in the basin of a former glacial lake, in the beginning Regina's available water was limited. Wascana Creek, part of the Qu'Appelle Valley watershed, was the primary source of water for its early settlers. The damming of the creek by the CPR was done to provide water for the CPR's needs and for watering livestock. Its early use for household purposes was less desirable. The resulting reservoir, Wascana Lake, would freeze over during Regina's winters rendering it useless. Water was then hauled to the town in barrels for more dependable sources. An early promise made by the town's trustees was for the digging of wells to provide the growing community with a stable water source. Water from the open dug wells was pumped into cisterns and used by residents and for fighting fires. The wells were strategically placed in the city at Broad Street and South Railway Street (present day Saskatchewan Drive), near the former Market Square, Victoria Avenue and Winnipeg Street, and another near the site of the Post Office. The public wells were used until a water system was begun in 1904. Water for the city's first waterworks was drawn from the Boggy Creek watershed, which was eventually dammed to create a reservoir large enough to meet the city's needs. With a largely dependable water source secured, waterworks within the city were constructed and expanded upon as development expanded into new neighbourhoods. Water reached the city through a number of mains and a reservoir before reaching the pumping station at



A man standing beside different sizes of pipes used to supply the city with water from Boggy Creek, 1913.  
(City of Regina Archives CORA-RPL-B-0386)



The City of Regina's sewage pumping station, located at 1010 McCarthy Boulevard, as it appeared in the 1960s.  
(City of Regina Archives CORA-A-1732)

Broad Street and Dewdney Avenue where it was then distributed throughout the city.

Regina's population prior to the Great Depression neared 50,000 and taxed the capacity of the Boggy Creek reservoir. A second source at Mallory Springs east of the city was established to support the creek's supply. However, even with this additional source, the city's water demand exceeded the supply. The South Saskatchewan River was proposed to serve as the city's new water source; however, the city's slow growth during the 1930s and 1940s and did not warrant pursuing this option. This situation changed in the post-war period as an influx of people to the city required officials to finally secure a larger supply source for potable water. In selecting a new source, the City ensured the source was large enough to not limit potential industrial and commercial development and would provide adequate water for fire protection. Buffalo Pound Lake was selected in 1949 and work began on a new plant in 1951. The resulting filtration plant would treat water for both Regina and Moose Jaw. From the time of its completion, the plant has been expanded upon to keep pace with demand. Local aquifers were also drilled for public and private use in the city.

As Regina's population grew and the density of its downtown core increased, the need for a formalized sewage system was raised, particularly to deal with the associated health hazards. Initially, waste was collected by cart and disposed of at an open-air dump at the boundary of the developed land. This practice created numerous health hazards. Construction of the city's first sewage system began in 1891, with the first treatment plant constructed on the north shore of Wascana Creek near Angus Street. In 1910, work began



The former municipally-owned Regina Light & Power Company electric station, constructed in 1905 and located at 1734 Dewdney Avenue, 1960s. *Flexman, Ruby (City of Regina Archives CORA-E-5.50)*



Designed by local architect Joseph Pettick, the Saskatchewan Power Corporation building opened in 1963. *(City of Regina Archives CORA-B-0349)*

on a larger treatment plant situated to the west of the city. This plant would operate until 1960, when a lagoon system was established (west of city limits) and the old plant was shut down and converted to A.E. Wilson Park in 1974. As Regina has grown and new residential, commercial, and industrial development has occurred, water and sewer systems have been expanded to keep pace. Water pipes and sewer lines have been buried under roadways keeping them out of sight from the public.

### ***2.2.8 Power Generation & Distribution***

As with many early prairie communities, absence and isolation drove innovation and ingenuity in Regina. In 1890, the Regina Light and Power Company was created, providing power for the town's lamp posts. Establishing this new utility in the prairie town conveyed to other communities and especially investors in the east, Regina's potential and sophistication. In 1904, the city purchased the company and began expanding services throughout the city. A decade later a power plant was built on the north shore of Wascana Lake near Winnipeg Street; the creek was used to cool the power turbines. The generation of power in Regina was also significant to the establishment and expansion of electric interurban transportation in the city. In 1929, at the cusp of the Great Depression, the Saskatchewan Power Commission was formed and, two decades later, incorporated as a Crown corporation under the Power Corporation Act (1949) as Saskatchewan Power Corporation (known as SaskPower as of 1987). During the early decades the company acquired other power companies and systems, gradually expanding their service throughout the province. Power was generated from a range of sources including coal, hydroelectric, natural gas, and wind and distributed throughout

the province. As modes of travel (automobile and aviation) and technology (radios, television) evolved and became more readily available, demand for power for infrastructure and personal use grew. Power substations, transformers, and transmission lines were extended beyond the downtown core into developing suburban neighbourhoods.

The early established of Crown corporation has left an impressive mark on Regina's downtown development. As provincial capital, the headquarters and offices of SaskPower were established in the city's commercial and financial centre. Its presence drew employees to the city and provided a stable payroll, which the city would further benefit from. As the company's holdings grew, a head office reflective of its success and prominence in the energy sector was needed. The result is one of the city's most iconic buildings. The "Y" shaped SaskPower building facing one of the city's main thoroughfares, Victoria Avenue, was designed by Regina architect Joseph Pettick. Its unique design, outdoor space, and site placement has made it a landmark in the city. Its presence has influenced subsequent office tower development in Regina, pushing architects and ideas beyond the basic glass box tower.



## 2.3 COMMUNICATION NETWORKS

### 2.3.1 Postal System

A post office was typically one of the earliest institutions established in a new community. As all of Regina's earliest settlers came from elsewhere in the country or the world, the desire to maintain connection and communication with family, friends, colleagues, and even employers was strong. The location of Regina's first post office was a component of the townsite dispute between Lieutenant-Governor Dewdney and the CPR and government, which resulted in the Customs House, Dominion Land Office, and Post Office constructed in proximity to the CPR's station creating an administrative precinct of federal services. The city's Edwardian era growth facilitated the installation of letterboxes throughout the city in 1905 and warranted the construction of the formidable building on 11 Avenue and Scarth Street in 1906. The extant impressive Beaux-Arts inspired building stands in contrast to the scale and nature of the city's postal service facilities today. As Regina grew, residents who previously picked up their mail from a post office now received home delivery service. As new neighbourhoods were developed, postal service was also expanded and community-based post offices and post boxes were



The former Regina Post Office, designed by Chief Dominion Architect David Ewart, was completed in 1906, and served as a post office for fifty years. (Library and Archives Canada PA-046548)

*Top:* Regina mail carriers pose along side their different modes of transportation for delivery in the 1930s.

(City of Regina Archives CORA-RPL-B-0471)

established. More recently, post office outlets have been integrated into commercial businesses. Since the time the city's first post office was established in 1882, the extent of mail service and method of mail transportation and delivery has also evolved to match competition from other delivery services.

### **2.3.2 Telecommunications**

The progress of telecommunication networks across the prairies mirrored that of the railway, reaching many early towns in the 1880s. Regina's first telephone line was installed in 1882 and served the NWMP barracks and North-West Territories assembly buildings. Regina's first telephone network of 39 telephones and an exchange, which was located in a bookstore on South Railway Street/Saskatchewan Drive, was set up five years later. A range of companies including Bell Telephone, who established the city's first long-distance line to Lumsden in 1905 and to Winnipeg the following year, provided Regina's early telephone service. The majority of the Canada's telephone companies focused on urban centres where demand was greatest and installation costs were more economical. This focus left rural areas underserved and instigated the provincial government to pass the Telephone Act in 1908. The act outlined the development, administration, and expansion of urban networks as well as permitted groups of farmers to establish rural telephone companies to provide service in rural areas of the province. As telephone service in the province improved, the government would gradually acquired existing telephone companies, such as Bell Telephone, and their networks and exchanges bringing them under the direct control and management of the Province's Department of Railways, Telegraphs and Telephones. By 1924, the telephone network formed an intricate

web across the province. Economic and world events would limit any further expansion of the network over the next two decades.

In 1947, Saskatchewan Government Telephone (SGT), later known as SaskTel starting in 1969, was established as a Crown corporation. Service in Regina grew becoming more widespread throughout the city as technology improved and equipment became more economical. Completion of a trans-continental microwave-radio network in 1957 connected the country coast to coast. That same year, Regina became the regional centre for all telephone communication in and out of western Canada. This landmark set the stage for Regina to become Saskatchewan's communication centre and drove the development of communication infrastructure and offices in the city. Further development of communication technology including satellites, coaxial cable systems, fibre-optics, and digital networks has pushed SaskTel to provide both traditional telecommunication services and new emerging technology to its customers. The evolution of Regina's telecommunication history can also be traced through its built form from the its earliest exchanges sharing space in other businesses, to the purpose-built multi-storey head offices and exchange buildings, to the modern steel and glass headquarters with service branches situated in neighbourhoods throughout the city.



## 2.4 EXTRACTION, PRODUCTION, & DISTRIBUTION

### 2.4.1 Agriculture

Regina is situated in the middle of the prairie grasslands. The area's soil and climate make it highly suited to agriculture and the cultivation of wheat. John Palliser surveyed the area in the 1850s, and later naturalist John Macoun deemed the area highly suited for wheat cultivation. Macoun's findings influenced not only the routing of the railway to a more southerly tract, but also the area's potential for settlement. As settlement of the west grew into a "national policy" and the railway reached the prairies, migration of people into the rich agricultural land of the prairies began in earnest, Regina became a focal point for westward expansion. During the city's and province's formative years, agriculture dominated its economy with the city serving as a key hub for the arrival of settlers and goods and the export of wheat.

Even with favourable aspects such as the region's soil, environment, and the railway, agriculture was a risky venture. Moisture and the length of the growing season could affect the success of a year's crop. Steps taken at the Indian Head Dominion Experimental Farm in the development of an earlier-ripening Marquis wheat was

crucial in the success of western farmers. The wheat was available for planting in 1909. Although wheat was the dominant crop grown in southern Saskatchewan, other grains such as oats and barley were also cultivated. Initially, farms were a mixed operation of agriculture and animal husbandry with farms planting and harvesting grain to support themselves and smaller quantities for sale at market. However, as farm equipment evolved and horsepower and manpower was replaced with machine power, larger sections of land could be cleared and production increased. This shift benefitted Regina not only as the central shipping point for grain, resulting in the establishment of grain elevators in the city, but also as warehouse and manufacturing centre for farm implement companies.

The prosperity associated with high wheat yields which began in 1895, drove not only the price of grain but also development in the city. Immigrants interested in owning their own farms arrived from elsewhere in Canada, the United States, and Europe and settled in the surrounding prairies. The growth in turn attracted businesses and services to the city. During the first decade of the 20th century, the number of acres under

*Top:* The Consumers' Co-operative Refinery in 1949. The refinery opened in 1935 and continues to provide fuel to Federated Co-operatives across Western Canada. Baker, Everett (*Saskatchewan History & Folklore Society SHFS 5821 2-X4*)

cultivation increased more than 12-fold. In 1906, over 50 million bushels were shipped from the province making it the “bread-basket” of the country. During high yield periods in the province, farmers’ success was affected by for-profit elevator operator monopoly, lack of rail bins to ship grain, and the inability to sell grain directly to market. In the 1910s, farmers banded together and formed the Saskatchewan Co-operative Elevator Company to provide storage and shipping services for the province’s farmers. The farmer-owned enterprise would operate for over a decade in the province; however, not all farmers could afford to purchase shares in the company, which limited its success.

The farmers’ continued frustration to obtain fair wheat prices, particularly during high yield years, continued

into the 1920s. In 1924, the Saskatchewan Co-operative Wheat Producers, a farmer-owner marketing co-operative, was established with the mandate to secure better prices for wheat. With head offices in Regina, the co-operative began acquiring elevators throughout the province and would purchase the Saskatchewan Co-operative Elevator Company in 1926. Farmers’ wheat was pooled and sold directly to importers with the returns from the sales divided among its members. Its success was linked with the province’s economy, experiencing high debt during the 1930s, but eventually rebounding in the post-Second World War period at which time the Saskatchewan Co-operative Wheat Producers was renamed the Saskatchewan Wheat Pool (1954).



A dog sits among sheaves of wheat in a field near Regina in the early 1900s.  
(City of Regina Archives CORA-RPL-B-0183)

Throughout its existence, the Saskatchewan Wheat Pool has expanded its facilities and headquarters in Regina to keep pace with its growth. Its presence in the city has attracted other agricultural-based companies to establish their headquarters in the Regina. In 1996, the company became publicly traded and no longer operated as a co-operative. The success of the pool declined in the early 2000s due to increased competition, primarily from Agricore, and low grain prices. Over the next seven years, through a number of complex mergers, the Wheat Pool became the sole owners of Agricore United in June 2007, once again changing the corporate landscape of the city. The combined companies became known as Viterra, Canada's largest grain handler, with their head office based in Regina. Now a global company and expanding into agri-products, their presence in Regina draws a range of professionals to the city.

As a major agricultural centre in the province, Regina has long-served as a centre for agricultural development. Regina has been the site of a number of agricultural exhibitions and conferences that have placed the city on the world stage and reinforced the importance of the rural community in the city's success. Events such as the Western Canada Farm Progress Show, World Grain Conference (1933), and Agribition are forums for the sharing of knowledge, goods, new industry technologies, and develop business relationships.

Wheat has long served as the seminal crop of the prairies, however, the 21st century brought changes to the province, and in turn Regina. New crops began to enter the prairies, advancements in farming technology occurred, and the size of farms increased in the province, although the number of farms declined. Where farmers could once live solely of their own production, the need to secure income from other sources beyond the farm is growing. This shift has resulting in an increased presence of rural residents working in urban centres.



The Downing Building at 1150 Rose Street as it appeared in 1949. Built in 1914 and designed by Storey & Van Egmond for W.G. Downing and Co., the building was purchased by the Saskatchewan Federated Co-operatives Ltd. in 1943. Baker, Everett (*Saskatchewan History & Folklore Society SHFS 5867 2-X4*)



While no longer extant, the Regina Brewing Co. Ltd., as it appeared in the 1920s, was located at the northwest corner of Dewdney Avenue and Toronto Street. (*City of Regina Archives CORA-RPL-B-0165*)

### 2.4.2 Breweries

The wheat fields of southern Saskatchewan and the presence of the railway made Regina an ideal location for the establishment of breweries, an early industry in the city. The first brewery was set up in 1887. The early industry was largely unregulated, with multiple breweries established in Regina to meet the demand of its residents. In 1907, the Regina Brewing Company Limited, founded by Julius Mueller, George Rumberger, and William Williams was established and soon joined by the Adanac Brewing Co. and Wascana Brewery. The city's early breweries were typically set up north of the CPR railway line in Regina's early warehouse and industrial area. Residential neighbourhoods, composed largely of brewery workers, would develop in close proximity to the breweries creating worker enclave neighbourhoods. The economic position of the brewery workers who lived in these neighbourhoods was evident in the modest scale and design of homes in these neighbourhoods. The success of the city's breweries would not last as temperance movements, afoot since the 1910s, were gaining momentum and Saskatchewan was the first province to declare itself "dry" in 1915. The following year all bar and club liquor licences were cancelled. Undeterred, a number of speakeasies were established and it was noted at the time that Regina had more illegal stills than anywhere else in Canada. The province would establish the Saskatchewan Police Service to specifically deal with the city's bootleggers. A decade after its creation, Saskatchewan's prohibition was repealed and breweries were once again in operating in the city. It was at this time, Fritz Sick entered into Regina's brewing history when he acquired the Regina Brewing Company in 1924. Sick purchased other smaller breweries in Regina achieving dominance in the market. To response costs

in the production of beer, Sick established a bottleshop near his brewery and created a tunnel under Ottawa Street connecting the shop with the main offices. In 1954, Carling Brewery acquired the city's Blue Label brewery, originally the Adanac Brewing Co., establishing its presence in the city. Molson purchased the city's namesake brewery in 1958. The company would subsequently expand their brewhouse, corporate offices, and warehouse facilities in the city over the next decades. In 1989, Molson purchased the Carling O'Keefe brewery, becoming the primary brewery in the city. In the early 1990s, with changes in provincial legislation, brew pubs gained popularity in the city and province. More recently a boom in micro and craft breweries has built upon Regina's rich brewing history.

### 2.4.3 Mining & Minerals

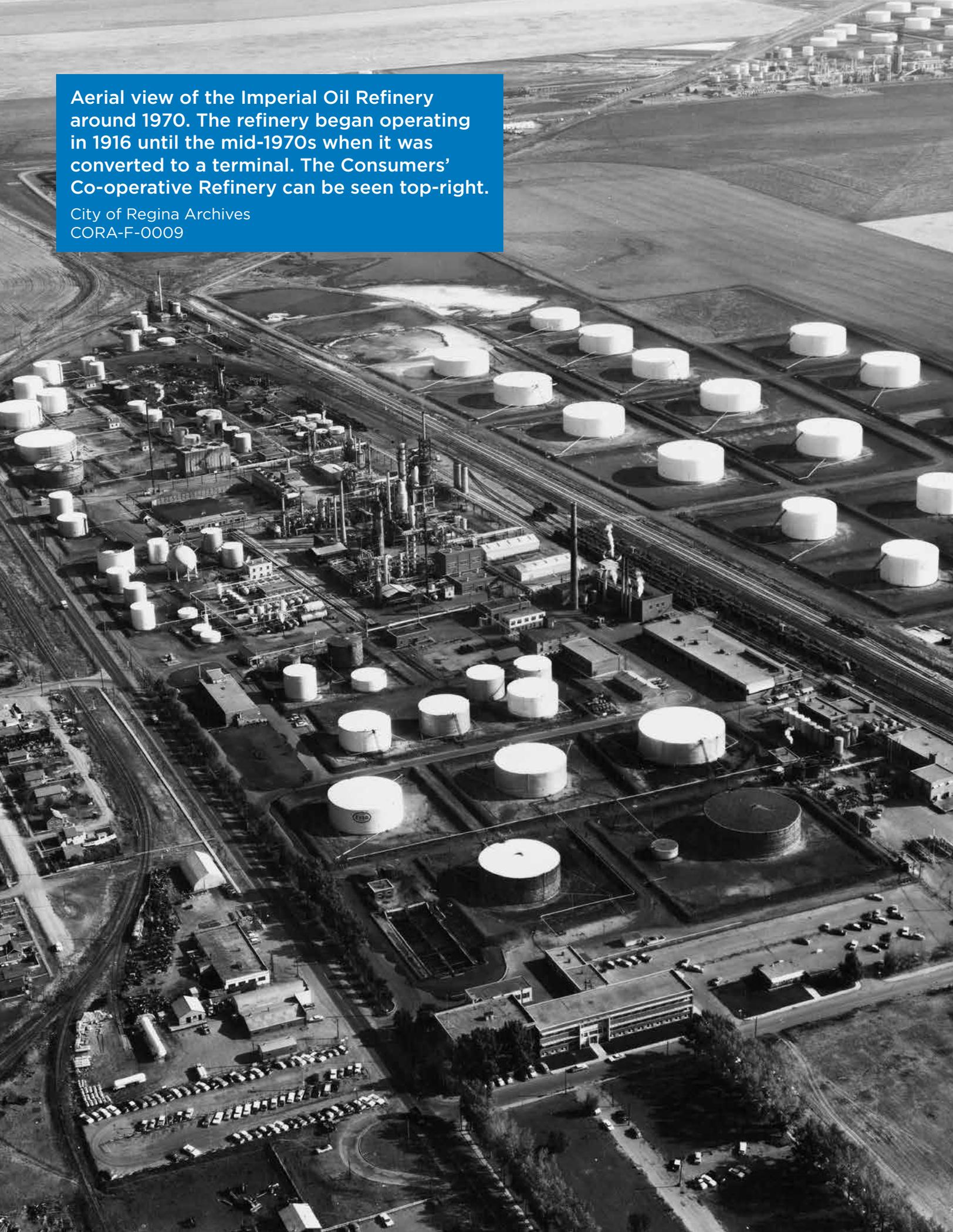
Regina's early association with mining matches that of other prairie communities with the focus on coal extraction. Although no mining of coal, or later potash,



Opened as the Saskatchewan Cement Corporation Ltd., the plant in 1956, the former plant, located on the outskirts of northeast Regina in the RM of Sherwood on Fleet Street, now serves as terminal for Lehigh Cement. Ilse's Photo Studio (City of Regina Archives CORA-D-0033)

Aerial view of the Imperial Oil Refinery around 1970. The refinery began operating in 1916 until the mid-1970s when it was converted to a terminal. The Consumers' Co-operative Refinery can be seen top-right.

City of Regina Archives  
CORA-F-0009



is carried out within city limits, company headquarters and distribution centres were established in the city. Its geographical position and multiple rail lines radiating outwards to the rest of Canada and the United States made it a strategic centre for the industry. The sole mining industry closest to the city was an aggregate quarry.

#### **2.4.4 Petroleum**

Regina's connection with Canada's oil and gas history extends for over 100 years. Drilling and extraction occurs outside of the city; however, the majority of the province's refining capacity occurs at refineries in the City of Regina. Regina's early connection to this industry was inevitable considering the province agricultural economic base. As animal powered farming equipment gave way to steam and gasoline-powered engines in the 1920s, farmers need of petroleum products increased. The Imperial Oil Company established its refinery in northeast Regina in 1916. Born out of the need of oil during the First World War, it would subsequently shift to meet the demands of farmers and city residents following the end of the war. Traditionally, farmers

raised the livestock needed to farm their land, a shift to gas powered farm equipment capable of increasing agricultural production, forced farmers to purchase fuel from refineries who set gas and oil prices. For farmers, this practice was acceptable during periods of high wheat yields and strong grain and livestock prices; however, during droughts and economic depressions this balance shifted in favour of the refineries. This was particularly the situation in southern Saskatchewan in the 1930s. The farmers' response was to establish a co-operative association for the wholesale purchase and distribution of oil products. This scheme worked for a number of years before the wholesale price of oil and gas became cost prohibitive. In response, co-operative members choose to set a precedent and establish their own refinery. In May 1935, the world's first co-op refinery was opened northeast of the Regina's downtown. The site was expanded on over time to continue to meet demand as dependence on gasoline-powered equipment grew. As the industry grew, so too did its associated workforce. Residential neighbourhoods were developed in close proximity to city's refineries to accommodate the worker's and their families.

New technology, source materials, and amalgamation with other co-ops have defined the Co-op's history. With head offices also in Regina, its presence has attracted skilled professionals, associated businesses, and emerging energy-based companies to the city. The growth of the city in the northeast was mitigated by the presence of the refinery and the warehouse and industrial parks directly to its south. As Regina grew, residential



Lakeview Service Station at the southwest corner of Albert Street and 15th Avenue in 1964.  
(City of Regina Archives CORA-A-0182)

neighbourhoods have reached the industrial landscape of the refineries creating a unique interplay between residential and industrial zones and development.

#### **2.4.5 Industry & Manufacturing**

As agriculture was Regina's first economic base, its early industries, and largely most aspects of the city, were connected to providing materials, goods, and services to farmers. Initially, there were limited local manufacturing industries other than those associated with agriculture. To attract industries to Regina during the Edwardian era, incentives were offered and boosters promoted the city's geography, railways, available land, and warehouse facilities. The Massey Manufacturing (later Massey-Harris and Massey Ferguson) established a large warehouse in Regina in 1903. A decade later, the John Deere Plow Company constructed a five-storey building during Regina's "wheat boom" of 1913. As financial indicators suggested that vast potential of Saskatchewan in the 1920s, other industry giants such as the General Motors Company

established plants, warehouses, and offices in the city, each leaving a distinctive mark on the city. General Motors constructed a plant north of the CPR tracks in an area then referred to as the Wholesale District (today's Warehouse District). When the plant opened there were already over 50 factories and warehouses in operation in the district. The plant's operation was short lived due to start of the Great Depression, and it would remain shuttered until the Second World War when it, like other industries in Regina, was repositioned to aid in the war effort.

Over time, Regina's industrial economy would shift away from its agricultural base to include steel, information and technology, and energy based companies. Regina's manufacturing industry evolved within the original Wholesale District, a site ideally suited due to its proximity to two railways and the construction of multiple spur lines. In the 1980s, industrial parks began to emerge in dedicated areas in the city, further from railway lines along key road



Looking northeast from the corner of Dewdney Avenue and Scarth Street over the city's burgeoning warehouse and manufacturing district in the early 1910s. (City of Regina Archives CORA-B-0551)

transportation corridors as rail transport gave way to truck transport. Today, Regina's former Wholesale District is now known as the Warehouse District and is undergoing a dramatic rebirth as historic warehouses are repurposed into highly sought after commercial and residential developments.

#### **2.4.6 Warehousing**

The establishment of Regina as a key distribution centre and the arrival of manufacturing industries necessitated the development of warehouses in the city. The creation of Regina's Wholesale District (present day Warehouse District) to the north of the CPR mainline and yards was an important step in the city's economic development. Favourable freight rates, particularly for agricultural implements, made the shipment of goods west more affordable and contributed to the rapid development of this district in the 1900s-20s. The construction of spur lines into the district also fed development and concentrated the warehouse district within a specific area of the city. A range of companies

established warehouses in Regina which held a diverse mixture goods such as farm implements (International Harvester, John Deere, Massey, J.I. Case), automobile companies (General Motors, Ford, Chrysler), automobile parts (Goodyear), groceries (Campbell, Wilson, and Strathdee), building supplies companies (Cushing Bros. Co.), department stores (Eaton's, Simpson's), and equipment and hardware companies (General Supply Co.). Multiple railways, sidings, and spur lines serviced these companies' warehouses and offices. To meet the housing demands of the Warehouse District's labour force, neighbourhoods were developed in proximity to the district that were predominantly occupied by warehouse workers. The homes and lots in these neighbourhoods were typically modest in design and scale. Locally based amenities were also established to fulfill the needs of the community. The district would continue to expand during Regina's boom periods. The shift from rail-transport to truck-transport and the advent of "big box" retailers impacted the viability of the district. Most recently, the ground breaking for the Global Transportation Hub (GTH) west of Regina will significantly influence the city's industry and warehouse economies and re-solidified the city as a key national and international manufacturing and distribution centre. The proposed trade and exhibition centre aims to attract international manufacturers and distributors to the facility, as well as benefit local businesses. As existing businesses move out of the city's historic warehouse district, the land and buildings will become available for commercial and residential redevelopment continuing the story of the historic neighbourhood.



Warehouses fronting Dewdney Street in the 1900 block from the early 1910s.  
(City of Regina Archives CORA-RPL-B-0214)



## 2.5 COMMERCE & SERVICE INDUSTRIES

### 2.5.1 Banking & Finance

Often one of the earliest and most important entities established in developing communities were financial institutions. For a bank to set up a branch in a town, it indicated their belief in its success and indicated a community's stability and potential. Frederick George Smith established Regina's first bank, Hepburn, Irwin & Smith, in 1883. The banks' success was short-lived and Smith would enter into a number of financial partnerships before abandoning banking entirely in 1891. A branch of the Merchants Bank was in Regina briefly, likely in association with the CPR and the managing of its payroll. The Bank of Montreal was the first of the country's large eastern-based charter banks to establish a branch in December 1883 on Victoria and Lorne Streets. In 1897, the modest branch was replaced with a wooden building at Scarth Street and 11 Avenue, which was destroyed by fire in 1905. With whispers of Regina becoming the provincial capital and a gradual refocusing of the then town's commercial and financial centre away from South Railway (Saskatchewan Drive) to Scarth Street and 11 Avenue, the Bank of Montreal chose to rebuild on the same site, constructing an impressive Classical Revival-style structure in 1905.

*Top:* A Marina-style Safeway located in the Regent Park Shopping Centre in the 1970s.  
(City of Regina Archives CORA-A-1146)



The Bank of Montreal, the first major financial institution to open a branch in Regina in 1883, pictured in 1884 at their location near Victoria Avenue and Lorne Street.  
(City of Regina Archives CORA-RPL-B-0447)



The Cr dit Foncier building (left) in 1962 with the McCallum Hill Building on the far right. The Cr dit Foncier building was built in 1912 and designed by Van Egmond & Storey.

*Flexman, Ruby (City of Regina Archives CORA-E-5.132)*



Built in 1962-63, the Bank of Canada building, as it appeared in the 1960s, was designed collaboratively by the Montreal-based architectural firm of Dunford, Bolton, Chadwick & Elwood and the local firm of Storey & Marvin.

*Flexman, Ruby (City of Regina Archives CORA-C-0891)*

In 1903, the Canadian Bank of Commerce opened its first branch in Regina, and by the end of the decade ten chartered banks were established in Regina including the Union Bank of Canada, Bank of Ottawa, Imperial Bank of Canada, and Northern Bank. Early branches were often set up in modest wooden-frame buildings, and as their economic position improved, larger more impressive buildings of brick and stone in the Classical Revival and Beaux-Arts styles were constructed. The number of banks in Regina, and their design and construction, conveyed to investors and businesses in the east that Regina was a success and worth investing in. During the first-half of the 19th century many banks would merge and be acquired creating the financial institutions we are familiar with today.

Credit Unions also have a length history in the city and arose out of the Great Depression. As farms went bankrupt and banks closed due to the economic downfall of the 1930s, the Department of Agriculture was charged with finding a solution to improve the province's economy. Through past experiences with co-operative models in the province, the solution was proposed for the establishment of credit unions using a framework that permitted clients to benefit from pooling their financial resources. Legislation was passed in 1937, and that same year Regina's first chartered credit union, Regina Hebrew Savings & Credit Union was formed. Changes to provincial legislation in the 1970s and 1980s improved the accountability and financial security of deposits in credit unions. Changes to technology have also benefited the city's credit unions with the world's first ATM installed at Regina's Sherwood Credit Union in 1977. In the 1960s and 1970s, credit unions and banks dramatically altered Regina's downtown core as modern bank towers

were constructed. Also occurring at the time was the positioning of branches of financial institutions within neighbourhoods and commercial areas improving the ease of access for its members.

One of Saskatchewan's Crown corporations that had a significant impact on the development of Regina was the Saskatchewan Government Insurance (SGI). The SGI was established in 1945, under the Co-operative Commonwealth Federation (CCF) party. The corporation was created to provide residents with insurance at a better rate than rates they were given by companies based in eastern Canada. As a provincially created and publicly owned company, its headquarters were first established in the province's capital. Its presence in Regina's downtown core attracted other financial and service companies to the city, shaping the growth of the city and attracting industry professionals to the city.

### **2.5.2 Shopping & Retail**

The trade of goods existed for centuries before the occurrence of modern shopping malls and "big box" stores. Indigenous people traded amongst themselves and with other groups to acquire materials and foodstuffs not readily available locally. The emergence of fur trade companies such as the Hudson's Bay Company and the Northwest Company brought European goods to the market. Although no fur trade posts were established in Regina, European goods often became part of early economies through direct and indirect trade.

When the Town of Regina was founded in 1882, businesses that could aid in its construction and development such as lumberyards, mercantiles, and hardware stores were some of the first to be established.

These businesses operated out of tents or vernacular wooden buildings placed in close proximity to the railway station and line. Regina's early commercial centre developed between the railway line and Victoria Avenue and Lorne and St. John Streets. As the population grew and shopping preferences evolved, businesses diversified to cater to the demand of their clientele. This in turn grew the commercial centre of Regina as one and two-storey commercial blocks gave way to multi-storey buildings housing multiple retail



Shoppers strolling along the businesses at the Rosemont Shopping Centre in the 1970s on 4th Avenue and McIntosh Street.  
(City of Regina Archives CORA-A-1090)



A 1960s rendering of the proposed Northgate Mall. When it opened in 1965, it was the city's first enclosed shopping mall. The project was spearheaded by Calgary-based developer Cal-Mor Management Ltd. and designed by the architectural firm of Abugov & Sutherland, also from Calgary. *Murphy, W.W. (City of Regina Archives CORA-C-2360)*



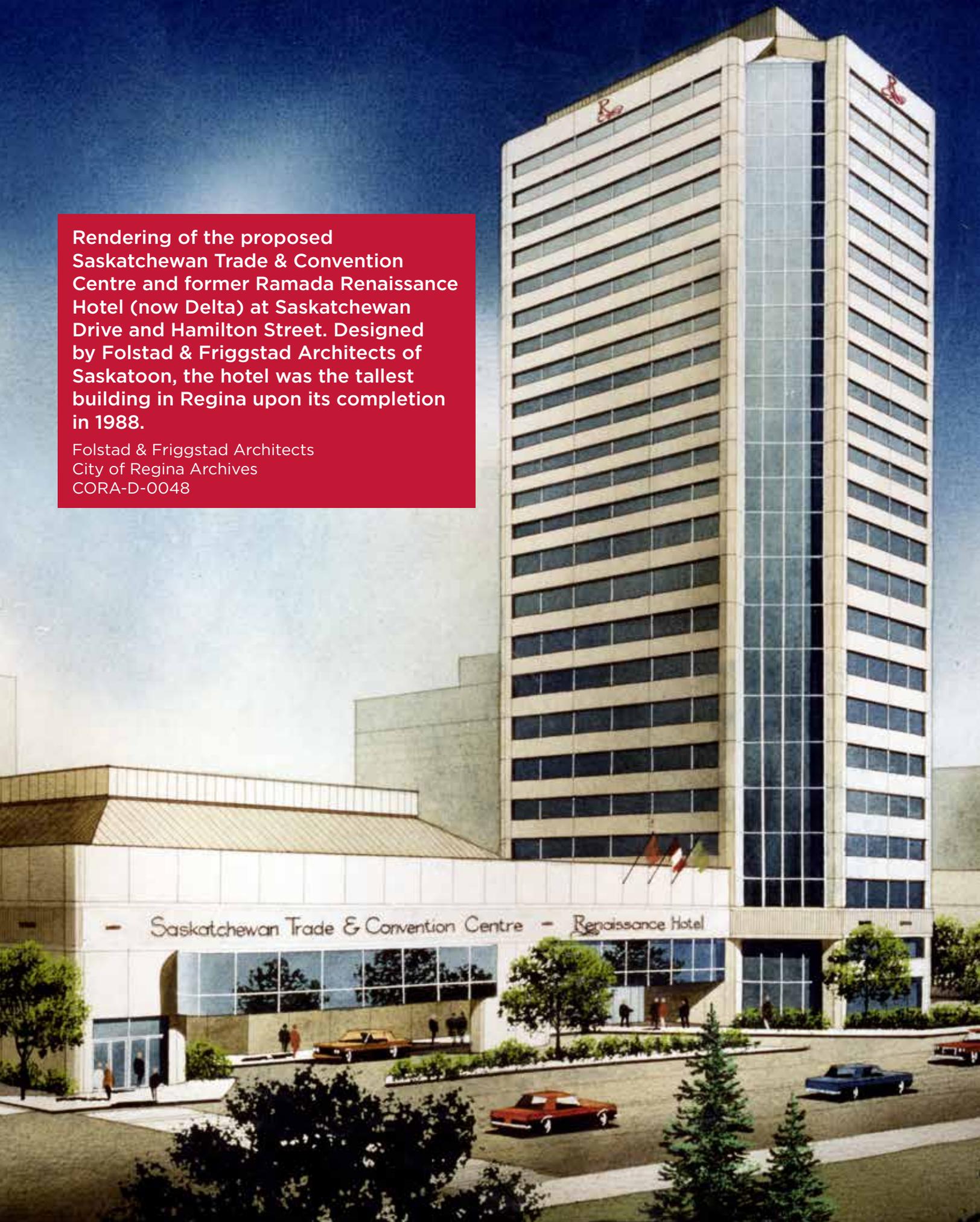
Formerly the R.H. Williams & Sons Department Store, purchased by the Robert Simpson Co. (later Simpson-Sears) in 1946, this large commercial edifice was demolished in the early 1980s. Located at the southeast corner of 11th Avenue and Hamilton Street. *Caron, Lucien (City of Regina Archives CORA-C-2360)*

businesses. Prior to the arrival of Canada's major department stores to the city, mail order catalogues served as a means of shopping for goods not available locally. Regina's economic success attracted large-scale retailers to the city such as Eaton's, Simpson's, the Hudson's Bay, Army and Navy Store, and R.H. Williams, who established grand department stores in the city's downtown. As the scale of Regina's commercial business evolved, so too did the pattern of shopping itself as customer service changed from being waited on by clerks behind counters to customers physically selecting goods themselves.

During the post-Second World War period retail patterns in the city shifted again. The emergence of suburbs, increased personal automobile ownership, and the rise of the "driving culture" saw the development of suburban shopping centres. This change, which occurred in urban centres across the country, would have a lasting impact on historic commercial downtowns including Regina's. Shoppers no longer wanted to travel from a suburb to a city centre stopping at multiple stores and commercial blocks to complete their shopping. Large-scale malls and strip malls established within a neighbourhood or within a short driving distance were a more attractive option. This caused once vibrant commercial areas in city centres to gradually disappear. Recently, destination shopping centres with "big box" retail stores have emerged, typical set at the edge of existing neighbourhoods or serving as anchors in new developments. This has changed the retail market once again, placing additional pressure on historic shopping districts and even shopping malls. In the 1980s, to revive the city's downtown, an ambitious retail, business, and residential complex was developed, Cornwall Centre, created in part through

Rendering of the proposed Saskatchewan Trade & Convention Centre and former Ramada Renaissance Hotel (now Delta) at Saskatchewan Drive and Hamilton Street. Designed by Folstad & Friggstad Architects of Saskatoon, the hotel was the tallest building in Regina upon its completion in 1988.

Folstad & Friggstad Architects  
City of Regina Archives  
CORA-D-0048



the demolition of earlier commercial buildings. Since then, Regina has continued to endeavour to revive its historic commercial centre through additional revitalization projects.

### 2.5.3 Hotel & Service Industries

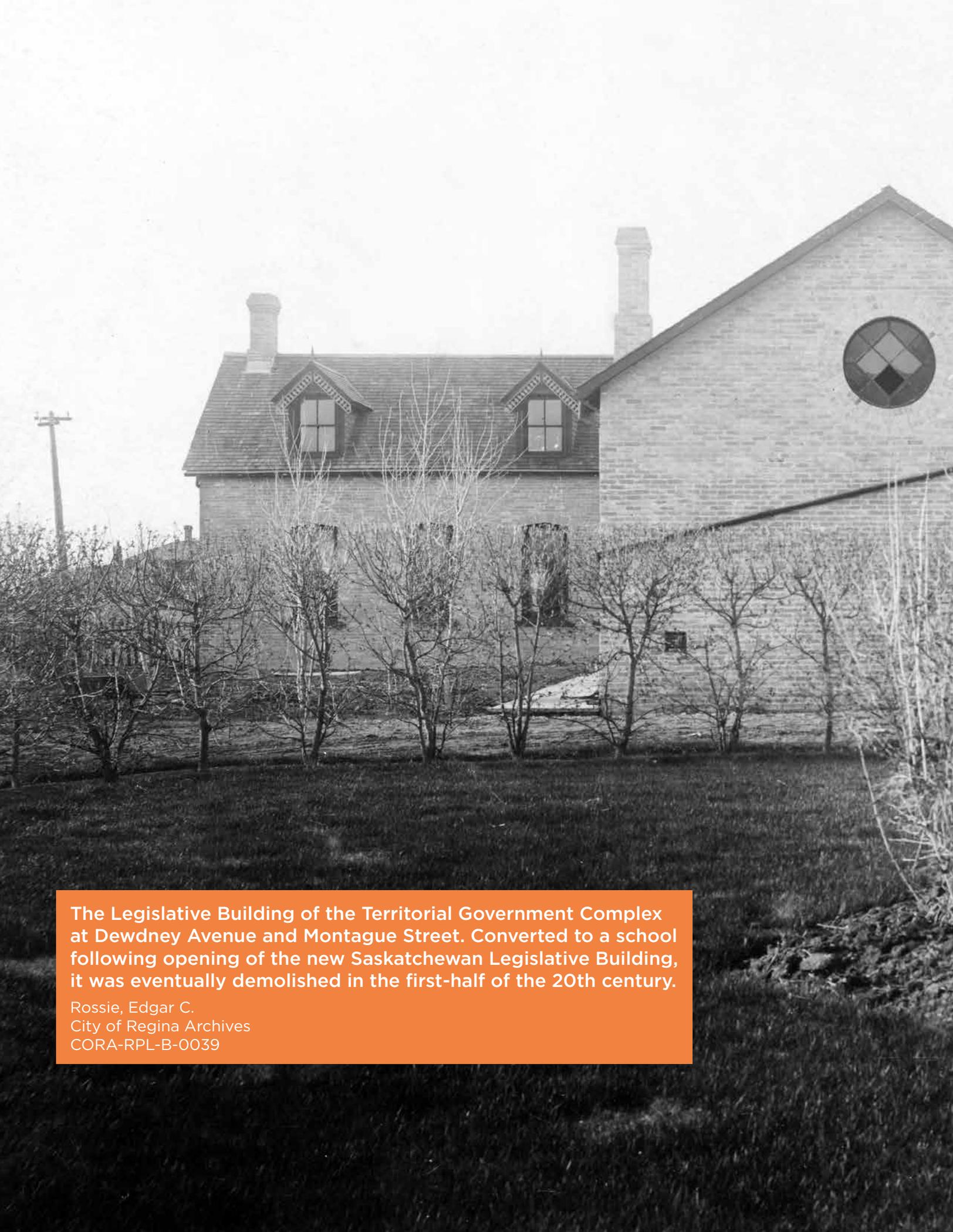
As commercial businesses grew in Regina, so too did its service industry. The nature of these businesses is intangible; but their presence is critical to the success of any community. They encompass industries such as retail, transport, food service, event spaces, accommodations, and included businesses such as hotels, bars, restaurants, salons and barbershops, and tourism. Their success reflects that of the economy, rapidly growing during boom periods and consequently declining during downturns; however, their rate of decline is buffered somewhat as many services are considered essential. The placement of service industry businesses in Regina mirrored that of Regina's commercial businesses with their initial establishment close to the railway station and commercial centre. This was manner of development was the same for Regina's early hotels such as the Alexandra Hotel, Clayton House Hotel, Grand Hotel, Empire Hotel and Champlain Hotel and restaurants, strategically placed near the railway making them the first stopping point for arriving settlers. The expansion of roads and the rise of personal automobile ownership produced motor court motels, typically on key transportation entry and exit routes in the city. Recently, historic motor courts have gradually disappeared as their sprawling nature and positioning within cities make them targets for redevelopment.



The King's Hotel under-construction along Scarth Street, north of 11th Avenue. (City of Regina Archives CORA-B-0300)



The Wheatland Motel, as it appeared circa 1980, located along the Trans-Canada Highway, just east of the ring road bypass. (City of Regina Archives CORA-A-0898)



The Legislative Building of the Territorial Government Complex at Dewdney Avenue and Montague Street. Converted to a school following opening of the new Saskatchewan Legislative Building, it was eventually demolished in the first-half of the 20th century.

Rossie, Edgar C.  
City of Regina Archives  
CORA-RPL-B-0039



# 3. GOVERNANCE



## 3.1 A CAPITAL IDEA

### **3.1.1 Territorial & Provincial Capital**

From the time of its founding in 1883, Regina has been a “capital” city. In 1869, the Dominion Government acquired Rupert’s Land from the Hudson’s Bay Company and the following year the North-West Territories was formed. The North-West Territories was the first Canadian territory to be established and encompassed the land from the 49th parallel to the Arctic Ocean and stretched from present day Labrador across northern Quebec and Ontario to the Rocky Mountains. Over time, the boundaries and size of the territory would be altered as provinces were created, existing provincial boundaries altered, and additional lands transferred to Canada. These actions were all completed with little consideration of the Indigenous people living in the territory. To improve the governance and development of the vast area the federal government passed the North-West Territories Act (1875), which would set the stage for Regina to become the legislative and administrative centre that it is today. The North-West Territories’ capital and legislative assembly was first established in Fort Garry (Winnipeg) and briefly transferred to Fort Livingstone before Battleford was selected as capital in 1877. The North-West Territories capital would remain

in Battleford until 1883, when concern of northern intrusion by Americans, civil unrest, and the westward progress of the transcontinental railway influenced the move of the capital south to Regina.

The role of the territorial capital in Regina was the same as in Battleford. Overseen by the federally appointed Lieutenant-Governor, the legislative assembly continued to be responsible for items such as roads, public health, settlers, and alcohol control. Work began on an administrative building in Regina circa 1886, and was built roughly half way between the CPR station and the Lieutenant-Governor’s Government House. The positioning of the administration building along the key transportation route of Dewdney Avenue encouraged development west of Regina’s downtown. The legislative assembly site would grow to include three buildings: the Administration Building, the Legislative Building, and the Indian Office. The Administration Building, designed in 1890 by Chief Dominion architect Thomas Fuller, still stands on the site providing a physical link to Regina’s early legislative history. The site served as the North-West Territories’ Territorial Administration Building until 1905, at which time the

*Top:* The Provincial Legislative Building as it appeared in the early 1940s. Coltman, Dan (City of Vancouver Archives CVA 586-847)

site was transferred to the newly formed province and was used for another five years for public services.

Once the territorial capital was moved to Regina, work began on the construction of a new Government House for then Lieutenant-Governor Dewdney. Located roughly three kilometres west of the CPR station, the site was initially considered to be a temporary site when it was built. The residence was a collection of prefabricated buildings that were shipped to Regina from eastern Canada. The building was expanded shortly after it was completed to better reflect the status and position of a Lieutenant-Governor of the North-West Territories. The residence was used by the Lieutenant-Governor until 1891, when a new Government House was completed directly east of the original residence. The extant Government House stands in stark contrast to the original Government House. The grand, imposing scale and design of the building was chosen to

physically express the importance and authority of the Lieutenant-Governor. The building was designed by Chief Dominion architect Thomas Fuller, who, with his partners, also designed Ottawa's Parliament Buildings and Rideau Hall, as well as barracks and the hospital at the NWMP headquarters in Regina. The design of the building reflects a refined form of popular architectural styles of the mid-late 19th century, including Gothic and Italianate.

On September 1, 1905, Saskatchewan became a province and on May 23 of the following year Regina became its capital. The federal government continued to promote Canada's economic interests, protection, and transportation infrastructure, while Saskatchewan took greater control in the province's public health and education, social services, roads, and justice. As provincial capital, Regina required a legislative building reflective of its new status. A number of sites were considered in the city for the new building, with



Dignitaries arriving at Government House in 1901.  
*Topley, William J. (Library and Archives Canada PA-012080)*



Designed by William M. Dodd, and finished in 1908, Regina's second city hall originally fronted 11th Avenue between Hamilton and Rose Streets. It was demolished in 1965.  
*Woodruff, John (Library and Archives Canada PA-021299)*

each location potentially having the power to influence future development of the surrounding land. The city offered present-day Victoria Park and land north of Wascana Lake as potential sites; however, the province chose a section of land south of Wascana Lake for the new legislature building purchasing the land for over \$96,000. A portion of land on the west edge of Wascana Lake was also chosen for the site of a new Lieutenant-Governor's house; however, it was later decided to continue to use the extant Government House on Dewdney Avenue. With the site chosen, a competition was announced for the design of the new legislative building. Montreal architects Edward and William S. Maxwell of the firm E. & W.S. Maxwell submitted the successful design. The design of the building represents

a blend of popular architectural styles of the period such as Beaux-Arts and English Renaissance. Construction began in August 1908 and was completed four years later at a cost of two million dollars. The building's form, scale, design, cream coloured Tyndall limestone, and prominent dome capped with copper evoked a sense of the province's potential and prosperity. The plans for the grounds of the legislature were completed by noteworthy landscape architects including Thomas Mawson and Frederick Todd, and contribute to the monumental aesthetic of the site.

In addition to the construction of the legislature, Regina's built environment has benefitted from being the province's seat of government through



Expanding administration and departments in the Provincial government necessitated the construction of additional work areas, including the Provincial Office Building in the late 1950s, located at 3211 Albert Street.  
*Evans, David N. (City of Regina Archives CORA-RPL-A-0026)*

the construction of buildings to house government services and offices. The construction of the Federal Building (1936), provincial courts, and buildings to house its Crown corporations such as Saskatchewan Government Telephone (now SaskTel), Saskatchewan Light and Power (SaskPower), and Saskatchewan Insurance have shaped Regina's skyline.

### 3.1.2 Civic

The passing of an ordinance respecting municipalities by the then territorial government in October 1883 permitted Regina to be incorporated as a town in December 1883. Regina's first Town Hall, located on Scarth Street, was completed two years later providing an administrative centre for the prairie town. As with most early administrative buildings, the Town Hall served multiple purposes. In addition to being the seat of municipal administration, it also housed the jail, school, fire hall, and served as a community meeting space. During the town's formative years, council focused on improving the quality of life of its residents such as securing a stable water supply, improving infrastructure, and managing growth.

Over the next two decades, periods of economic prosperity and multiple waves of immigrants drove the growth of the town, resulting in its incorporation as a city in 1903. The original Town Hall was no longer sufficient to meet the needs of the young city and work began on the first City Hall in 1906. The resulting brick and stone building, located on 11 Avenue east of Victoria Park, became a centrepiece for the city projecting maturity and sophistication to the rest of the province and Canada. The new building continued to serve multiple functions in the community and would be the city's administrative centre until 1963, at which



Queen Elizabeth II Court, the present location of City Hall and the City's Administration, was built in 1976 and designed by local architect Joseph Pettick. The archway of the former 1908 City Hall lays on a small knoll in the foreground. (City of Regina Archives CORA-D-0009)

time the civic offices were temporarily moved to the Old Post Office. The first City Hall was demolished two years later and plans for a new City Hall, reflective of the city's modern positioning, were initiated in 1970s. The extant 16-storey city hall was completed in 1976 and the complex occupies an entire city block. The scale, form, International-style design, construction materials, and its site placement and connection with Queen Elizabeth II Plaza make it a landmark in the Regina's downtown.

Since its establishment, Regina's civic administration has weathered periods of social and economic upheaval, world conflicts, civil unrest, changes in modes of transportation, increase demand on utilities and public services. As Regina grew, so too did the civic administration's responsibilities, services, and programs. This evolution is reflected in the increasing scale and design of Regina's civic administration buildings from a two-storey vernacular building to the stunning modern tower illustrating the increasing complexity and changing nature of public service.



## 3.2 LAW, ORDER, & SECURITY

### 3.2.1 North West Mounted Police/Royal Canadian Mounted Police

Law and order on the prairies prior to Canada's acquisition of Rupert's Land, was largely the responsibility of the fur trade companies. Indigenous peoples managed their own disputes without need for interference by non-Indigenous forces. During the mid-1800s, the state of security and lawlessness in southern Rupert's Land deteriorated, particularly along the country's southern border with the United States of America. When Rupert's Land was purchased by the federal government and the North-West Territories were established, responsibility for policing the territory and protecting its residents became the obligation of the government. The region's growing whiskey trade, the northern push of Americans, and the massacre of over 20 Indigenous people at Cypress Hills (1873), pushed the federal government to form a national police force. In May 1873, a parliamentary bill was passed for the creation of a police force with the primary purpose of policing the North-West Territories. A mounted police force of six divisions was formed and marched west to La Roche Percee, at which point the force split with divisions heading

to Edmonton and Fort MacLeod. The North West Mounted Police's (NWMP) initial focus was the illegal whiskey trade; however, as the prairie landscape changed with the arrival of settlers, establishment of treaties and reserves, and the construction of the transcontinental railway their responsibilities evolved. In 1882, the NWMP's headquarters were moved to Regina. The southern route of the transcontinental railway and government's desire to settle the prairie, reiterated the need for a locally based police force.



The North-West Mounted Police also maintained a station in downtown Regina during the early days of the town, 1895.  
(Library and Archives Canada PA-201150)

*Top:* View of the Royal North-West Mounted Police barracks in circa 1910.  
*Brinkworth, Colin (City of Regina Archives CORA-RPL-B-0178)*

Regina, as the new territorial capital, made it the ideal site for the NWMP headquarters with land west of the Wascana Creek crossing point selected as the site for the barracks. Their presence Regina projected a sense of security and permanency to potential settlers and investors.

In March 1885, tensions between the federal government and the Métis over loss of land, increased western settlement, and economic and political issues came to a peak at Duck Lake. This would be the first of a number of battles that would become collectively known as the North-West Rebellion. Unrest between the government and the Métis had first occurred in the Red River Rebellion of 1869, which was largely due to Canada's purchase and survey of Rupert's Land and its impact on Métis land rights. However, conditions in the prairies had changed, the transcontinental railway was in place and a national police force, strategically positioned in Regina, had been established. These elements aided in halting the rebellion at the Battle of Loon Lake in June. The Métis leader Louis Riel was

arrested and stood trial in Regina, and was executed at the NWMP barracks in 1885, forever linking Regina, Riel, and the NWMP in Canadian history.

Following the events of the North-West Rebellion, the NWMP experienced an influx of men interested in joining the force. This resulted in the expansion of the barracks through the construction of additional administration buildings, a chapel, and training facilities. Regina's NWMP barracks also became the force's main training depot. The presence of a large police force based in Regina was an attractive quality and used by boosters in the late 19th and early 20th centuries.

In 1920, the force's name was changed from the Royal North-West Mounted Police, which they had been granted in 1904, to the Royal Canadian Mounted Police (RCMP). That same year their headquarters were moved to Ottawa; however, the training centre remained in Regina. The continued growth of the RCMP force across Canada impacted Regina directly as



The North-West Mounted Police Riding School at Regina shortly after construction. Built in 1886, it burnt down the following year in 1887. *Brinkworth, George W. (Library and Archives Canada PA-032561)*



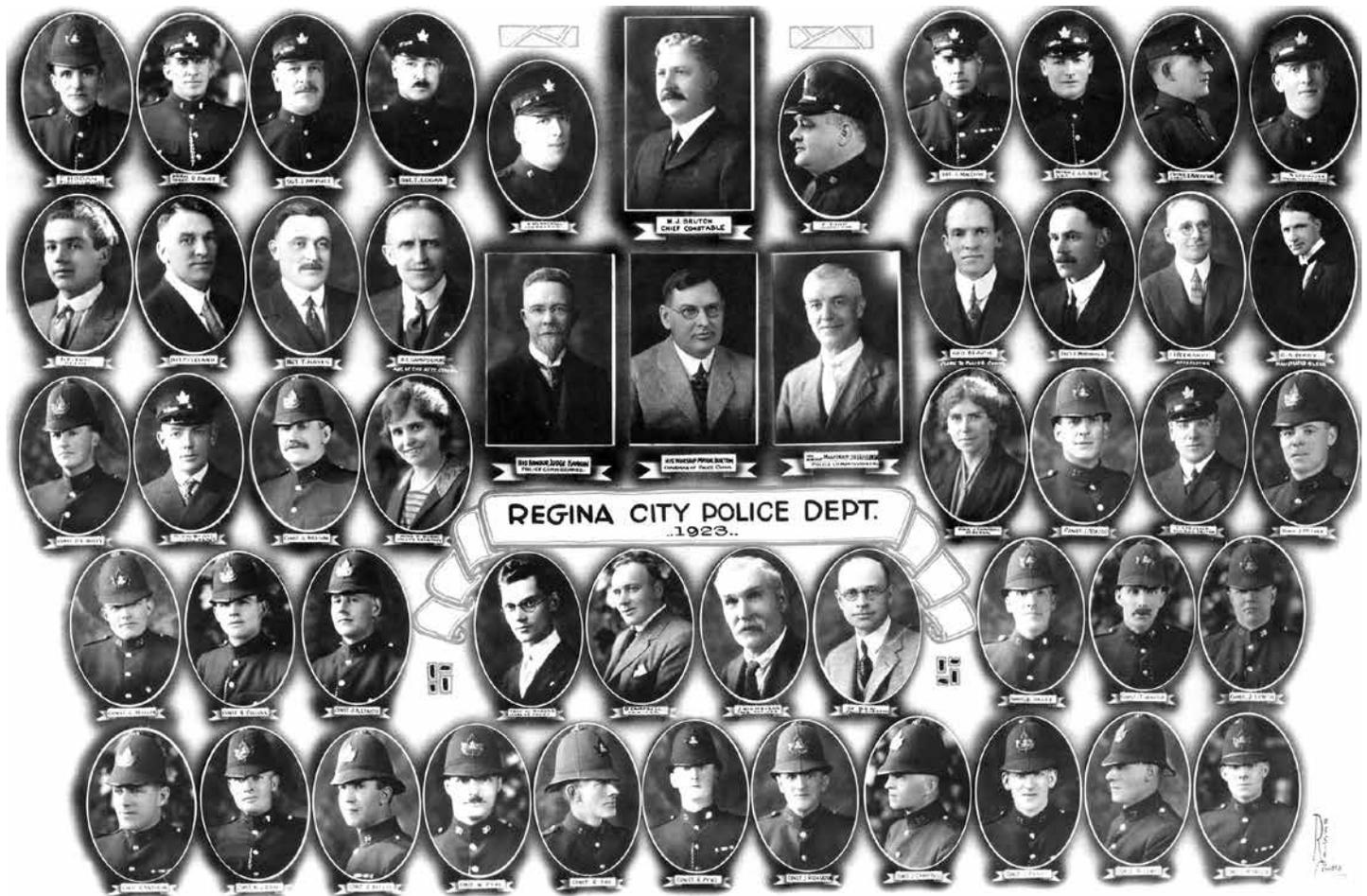
The RCMP Band performing in 1939 at Depot Division in Regina. 'A' Block, background, was built in 1913 and designed by local architect Neil R. Darrach. *(Library and Archives Canada MIKAN No. 4921979)*

it is the only training centre in the country. Over time, Regina's facilities have been expanded through the addition of training buildings and courses, barracks, and offices. Even with the expansion of the training facilities, a number of its earliest structures have been retained including the chapel, the oldest building in the city. These buildings, in conjunction with the RCMP Heritage Centre, illustrate the important role the force played in the development of the country and City of Regina. As trainees come to Regina, many with

families who reside and work in the city, they bring their culture and traditions with them. In turn, when the new Constables leave Regina to begin their service, they take their experiences and knowledge of the city with them – bringing Regina to the rest of Canada and the world.

### 3.2.2 City Police

Although a NWMP (later known as the RCMP) force were situated in Regina at the time of its founding



Collection of portraits of the 1923 Police Department.  
 Rossie, Edgar C. (City of Regina Archives CORA-RPL-B-0078)

in 1882, Town Council choose to appoint its first policeman, James Williams, in 1892. This act set Regina on its way to become responsible for its own security. A police headquarters was set up in Regina's first Town Hall. When the city was incorporated in 1903, Regina's organized police force expanded to four members. As the duties and role of the Regina Police Service expanded, so too did their need for suitable facilities. Space for the city's police force was integrated into the design of Regina's first City Hall and the force moved into the building when it was completed in 1908. Over the next decades, the police service continued to evolved to meet the needs of Regina through its boom and bust periods. Socio-economic changes and changes to the city's infrastructure necessitated the establishment of new services, equipment, and techniques over time such as: traffic division (1909), detective division (1909), early forensics (1909 & 1925), motorcycle and auto patrol (1913), radio cars (1941), K-9 section

(1972), tactical unit (1975). The force moved to the basement of Alexandra School in the 1920s, before its own purpose-built facility at 1770 Halifax Street was completed in 1931. The unique Art Deco inspired building projected a sense of sophistication of the city and its police force. The building was expanded in 1957 to accommodate additional garage and office facilities. In 1978, the Regina Police Service's new headquarters opened on Osler Street in a brutalism style concrete building. Modifications to the building in the 1980s and 2010s were necessary to keep pace with the needs of the city. Today, the Regina Police Service maintains a range of programs to ensure the security and safety of Regina's citizens and pursues local engagement on a variety of platforms including through the opening of community based service centres and programs.

The Saskatchewan Provincial Police existed briefly, 1917-28, and coincided with Saskatchewan becoming



Old No. 1 Fire Hall, as it appeared in 1931, had opened a decade earlier in 1921. Designed by the local architectural firm of Clemesha & Portnall, the structure continued to serve as a fire hall until 1988.  
(City of Regina)

a “dry” province from 1916-24. Born out of the board of licence commissioners, the provincial police’s main responsibility was to curb illegal liquor sales and enforce school attendance legislation. Detachments were present throughout the province. In Regina, the provincial police were situated first in the Legislative Building and later the McCallum Hill Building, Regina’s first high-rise when it was completed in 1912, on Scarth Street.

### 3.2.3 Fire Service

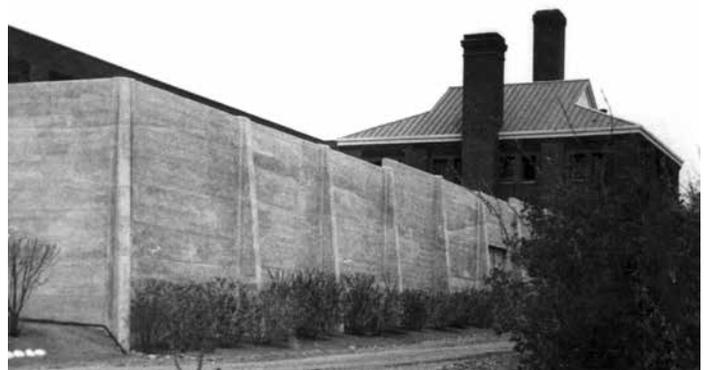
Prior to the construction of the city’s first purpose-built fire hall, residents fought structure and grass fires themselves or with the aide of the volunteer fire brigade (1882). The city’s early fire service was based behind the Town Hall, where they kept their first fire engine, acquired in 1886. In 1908, Fire Hall No. 1 was constructed on 11 Avenue with Regina’s second station opening in 1911, and halls No. 3 and No. 4 in 1914. The growth of the Regina during the Edwardian era boom and the rapid construction of new buildings placed increased pressure on the city’s fire service. A shift in construction materials from wooden frame with wood cladding to masonry buildings mitigated some of the city’s fire risk; as did the installation of a street alarm system in 1908 and fire hydrant system. Early fire halls reflected popular architectural styles of the period; however, they possessed utilitarian elements to accommodate the service’s specialized equipment. As the city expanded outwards from its historic core and new neighbourhoods were created, fire halls were strategically positioned throughout the city. Equipment, training, city infrastructure, and fire bylaws have also evolved as the nature of buildings (height, materials, etc.), manufacturing and industrial positioning within the city, and required services (water rescue unit, wildland fire unit) have also changed.

### 3.2.4 Justice

With each new milestone of governance from territorial capital, to town, to city, and provincial capital layers of judicial roles and responsibilities have been placed on the city. In the city’s justice history, Regina’s first significant role was as the seat for territorial administration, responsible for administering laws



An early courthouse in Regina that served as the location for the trial of Louis Riel in 1885.  
*Buell, Oliver (Library and Archives Canada PA-120244)*



Walls of the Regina Jail (Regina Correctional Centre), located northeast of the city in the RM of Sherwood. The structure in the background, right, was constructed in 1914 and served the jail for 94 years before being demolished in 2009.  
*Martin, William A.C. (City of Regina Archives CORA-E-2.015)*

and protecting the territories' residents. In Regina, the NWMP were the first police force responsible for enforcing established laws, catching and imprisoning lawbreakers, and protecting the then town's residents and new arriving settlers. In 1886, the Supreme Court of the North-West Territories was established with the Regina serving as its judicial and administrative centre. The court handled criminal and civil matters. When Saskatchewan became a province in 1905, the territorial court continued to serve as the primary judicial force until 1907, when the Supreme Court of Saskatchewan was formed. It too oversaw criminal and civil cases and reviewed appeals. The following decade saw further change to the province's judicial system through the establishment of the then "Court of the King's Bench" for trials and the "Court of Appeal" for appeals. Following their establishment, the Saskatchewan Supreme Court was eliminated. As the province's judicial system evolved and the growth of the province continued, it was necessary to build courthouses reflective of

Regina's status as the primary judicial centre. The city's early courthouses were imposing masonry and stone buildings which through their design and construction materials projected a sense of security, sternness, and permanency.

As the courts rendered justice, facilities to hold lawbreakers were needed. Regina's first municipal jails were based in its early administrative buildings. The federal government established a jail and associated farm on the land south of College Avenue between Albert Street and Winnipeg Street. Responsibility for the operation of the jail shifted to the province circa 1905, who continued to operate the jail at that location until 1911. The city's Edwardian era development boom made the jail and farm site highly desirable for redevelopment, which contributed to its closure. The former jail site was sold to the Methodist Church and became the site of Regina College. The land used for the jail's farm was intended to be transformed into an affluent residential neighbourhood under Mawson's 1913 development plan; however, this development did not occur due to the outbreak of the First World War. Instead, the Anglican Church was given land upon which it established its precinct of buildings including St. Chad's College. With the decision to close the jail situated north of Wascana Lake, resulted in prisoners began being transferred to a new jail site at the Regina Indian Industrial School starting in 1910. The former school would later be used as a home for delinquents. Additional jails were also located in the former Railway Station, police station, and courthouse; these were likely holding cells used before prisoners were transferred to other facilities. Presently, the province has correctional facilities in Prince Albert, Saskatoon, and Regina.



Looking northeast at Municipal Justice Building (originally the Bank of Ottawa) on Scarth Street, just north of 11th Avenue, prior to its relocation in 1978 to the former Police Station on Halifax Street.  
(City of Regina Archives CORA-A-1438)



## 3.3 DEFENDING REGINA

### 3.3.1 Regina's Call to Service

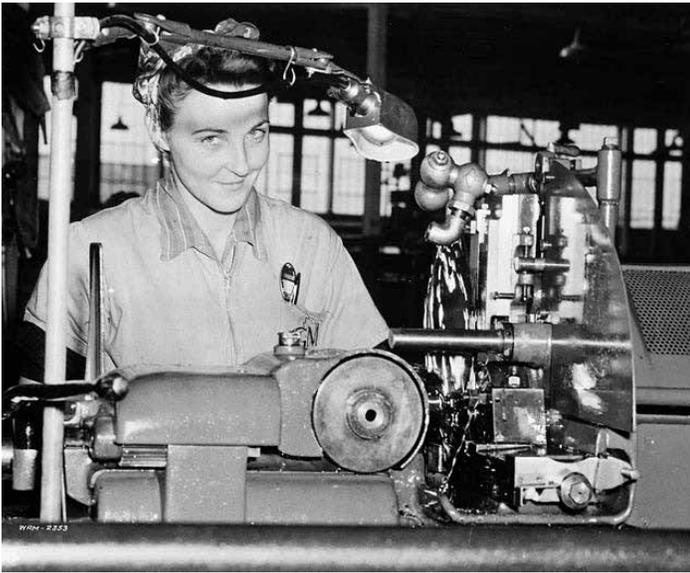
Regina's citizens have responded to the "call of war" whenever it has been issued providing personnel, funds, and supplies to aid in the war effort. Following the province's founding in 1905, the first major international conflict to impact Regina, and the province, was the First World War. In the years prior to its outbreak in 1914, Regina, the province, and the country had been experiencing an economic boom pushing its growth and development. However, a record Saskatchewan wheat harvest in 1913 was followed by a drought, which combined with increased unemployment predominantly in urban centres, and reductions in civic spending caused a depressed state to occur. For many young men, the opportunity to enlist and fight overseas was seen as a distraction and adventure, with many believing they'd be home by Christmas. Men, and women, throughout the British Commonwealth enlisted to serve. Saskatchewan's enlistment in the Canadian Expeditionary Force was lower than that of most other province's, which is likely a reflection of the importance placed on the province's agriculture-based economy. Saskatchewan's wheat harvests were a critical to the Canadian forces' and the

allies' success. A large labour force was needed to plant, harvest, and ship wheat first to Regina and from there, on to eastern shipping ports. This factor may account for the province's lower enlistment levels. Retaining a large labour force in the province was especially important during the later years of the war when good weather produced exceptionally high yields. As Regina was a key-shipping centre, it too benefitted during this period high production resulting in financial gain for the farmers and the city. In addition to agriculture, the city's manufacturing industries capable of repositioning themselves for the production of war goods did so during the First World War. City spaces such as the Exhibition Grounds were repurposed and used as training and staging grounds.

For those men that did enlist, they became part of the Royal Regina Rifles, formerly the Regina Rifle Regiment, an infantry regiment founded in Regina on July 3, 1905. The regiment was redesignated and reorganized multiple times preceding the First World War. The force was placed on local protective duty in August 1914, prior to being mobilized and sent overseas first to Britain and then to France. Throughout

*Top:* Torch Day parade in Regina in 1941 in support of the first Victory Loan campaign of the Second World War.

*Martin, William A.C. (City of Regina Archives CORA-E-2.082)*



A worker assembling fuses at the McKinnon Industries plant (owned by General Motors Corporation) in Regina which had been converted to help the war effort in the 1940s.  
*(Library and Archives Canada MIKAN No. 3198164)*



Workers building a Bofors gun at the Regina Industries plant in 1942.  
*Jaques, Rommy (Library and Archives Canada MIKAN No. 4295561)*

the course of the First World War three battalions of Regina's enlisted men would fight in a number of the major battles in France and Flanders from 1915-1918. The men of the Royal Regina Rifles who fought and gave their lives included Indigenous people, Canadians, and immigrants that came from a range of professions prior to the war. During the war, anti-German sentiment rose throughout Canada. Beginning in 1915, internment camps were established across Canada under the War Measures Act to hold "enemy aliens," immigrants of German and Austro-Hungarian empires. The camps typically held young men, many of which would be used as labour, particularly on farms in the last years of the war due to labour shortages. In Regina, animosity and suspicion was directed at German residents and businesses, particularly those of the city's Germantown. Following the war, those that returned to Saskatchewan went back to the roles, lives, and positions they held before the First World War, believing that never again would such a war occur.

In 1939, the cloud of war reappeared in Europe, and Regina's citizens again responded. The Royal Regina Rifles were placed on active duty and many of the city's men and women enlisted, some had who joined had previously fought in the First World War. Over 40 percent of the province's eligible (18-45 years of age) male population joined the navy, army, and air force. As seen during the First World War, the province's agricultural resources were in high demand. The city's manufacturing and industrial sectors once again repositioned themselves to aid the war effort. A shift in gender roles in Regina's workforce also occurred during the Second World War, to a greater degree than during the previous conflict, with women stepping into jobs and professionals previously held by men. Internment

camps were again established across Canada. Those held in the camps included Prisoners of War, as well as citizens born in Germany and Japan, who were thought to be risks to public safety or were members of German-sponsored organizations, were placed in internment camps.

During the Second World War, Regina's military role expanded with the city becoming a key training centre for the navy and air force. The Wascana Winter Club became the HMCS Queen where men were first trained on a stationary "make-believe" ship prior to being sent to eastern naval training centres and then overseas. Over 4,000 men trained at the HMCS Queen by the end of the war. After the war the navy would establish a permanent site for HMCS Queen on the east shore of the Wascana Lake in 1955. Prairie residents also enlisted in the Royal Canadian Air Force (RCAF). Regina's flat prairie landscape, connection to CPR main line, and its positioning within the province made the city the ideal site for flight training schools. Three local training-schools under the British Commonwealth Air Training Plan (BCATP) were established in Regina. The RCAF would also established one of its four Training Command Headquarters in Regina. Their Initial Training School took over portions of Regina College and the nearby Normal School repurposing the buildings for classrooms, accommodations, and offices for trainees and staff. The city's connection with the RCAF is not surprising given its early association with airplanes and aerodromes, which began in 1919. Two more training-schools would be established at the municipal airport before the end of the Second World War. Regina's enlisted men and women served in the Atlantic and throughout Europe, carrying on the city's proud military tradition.

During the Second World War new construction, with the exception of works associated with the war effort, was halted. All labour and goods were redirected to aid in the fight overseas. Even with enlisted citizens travelling overseas, Regina's population increased and the city experienced a housing shortage due to the influx of military personnel and trainees to the city. Large homes were divided into multiple suites, garages converted into homes, and overcrowding was common. This housing shortage would be exacerbated in the decade after the end of the Second World War due to returning military personnel, Veterans' Land Act (1942), and increased immigration from Europe. This influx caused rapid development of neighbourhoods in the northwest and eastern portions of the city and north of the then city limits.

Between the First and Second World Wars the Regina Armoury (1927) was built north of the CPR lines near the Regina Exhibition grounds. It was constructed as part of a federal program to construct drill halls across



Victory in Europe Day parade and celebrations in Regina following the surrender of Nazi Germany in 1945.

*Baker, Everett (Saskatchewan History & Folklore Society SHFS 5887 2-X4)*

Pictured shortly after its dedication, the Regina War Memorial in Victoria Park was designed by Montreal architect Robert G. Heughan and was unveiled in November 1926.

City of Regina Archives  
CORA-RPL-A-0428



the country for continued training following the First World War. The armoury maintains its connection with many of Regina's military units and cadet corps. In addition to serving as one of the city's war memorials, the armoury provides a physical link to Regina's military history.

### 3.3.2 Commemoration & Remembrance

Honouring through commemoration and remembrance those who died in the service of Canada evolved in the years following the First World War. When that conflict ended in 1918, most believed it would, and should, never happen again. Monuments memorializing those that fought, and especially those that died during the First World War were established overseas and in Canada. Such monuments were not only initiated by federal and provincial governments, but also by families and community groups. The form of such monuments varied greatly and included cenotaphs, plaques, and commemorative stained glass windows. Other forms of commemoration included the renaming of existing and new buildings such as

schools, churches, community buildings, as well as parks, and streets after significant battles and fallen soldiers. Memorials such as cenotaphs were given pride of place in communities, placed in public parks, gardens, and squares. Regina's most prominent war memorial, its cenotaph, was placed in the centre of Victoria Park. The design of the monument was the result of a competition established in November 1925. The competition was open to Canadian residents and resulted in 49 different submissions. The chosen design was by R.W.G. Heughan of the Montreal firm of Ross & Macdonald. The Stanstead gray granite monument depicts a soldier with bowed head, sword with laurel wreath, and inscriptions. Since its dedication on November 11, 1926, the monument served as the city's primary place of remembrance every November 11. The cenotaph was rededicated in 1990 to honour those who served in the Second World War and the Korean War. The cenotaph is not the only war memorial in the City others include: a granite memorial gate erected at the soldiers plot of the Regina Cemetery and a Cross of Sacrifice at the soldiers plot of the Riverside Memorial Cemetery.



Entrance to the Soldiers' Plot at the Regina Cemetery, flanked by two howitzers, and the Cross of Sacrifice in the background. The Plot was established in 1920. (City of Regina Archives CORA-B-0040)



The 1890-built Regina Union School, also referred to as the 'White School' due to the light colour of its bricks, provided both primary and secondary education to its students, and also housed a Normal School. Originally located on the southeast corner of Hamilton Street and 11th Avenue, it was demolished in the early 1900s.

City of Regina Archives  
CORA-RPL-B-0424



**4.**  
**SOCIETY**



## 4.1 SPIRITUAL LIFE

### 4.1.1 Indigenous People

Southern Saskatchewan's Indigenous people have an enduring connection with the prairie landscape and its animals. This connection is manifested through physical places as well as practices and traditions which themselves have been shared for generations and reaffirm their connection with the land. Recognized places of spiritual importance continue to be used by the Indigenous people of southern Saskatchewan while new places of spiritual importance are being identified and claimed by Indigenous people that reflect their existing and evolving traditions and cultural identity.

### 4.1.2 Religion

Regina is rooted by a strong multi-denominational religious foundation with the first religious services held not long after the railway reached Wascana Creek. Christian missionaries were the earliest religious entities to travel across the prairies arriving in the 1800s. As Regina's first settlers arrived, they brought with them their own religious traditions, beliefs, and practices. Early congregations were small and services were often held in tents, homes, or borrowed spaces until formalized religious buildings, such as churches,

temples, and synagogues, could be constructed. Victoria Park also served as a site of some of Regina's earliest services. Prior to the start of the 20th century, multiple religions were represented in Regina including: Presbyterian (1882), Roman Catholic (1882), Anglican (1882), United (1882), Baptist (1891), Judaism (1900), Muslim (1903), and Lutheran (1907). The economic boom associated with the Edwardian era, provided the financial and labour resources needed to begin



The first Anglican Church in the city, built in 1883 and formerly located at the corner of Smith Street and 12th Avenue. (City of Regina Archives CORA-B-0291)

*Top:* A former United Church at 3540 6th Avenue built in 1904, and as it appeared in 1962, now serving the Morning Star Ministries congregation. Flexman, Ruby (City of Regina Archives CORA-E-5.236)

construction on a number of Regina's earliest religious buildings. These buildings were often prominently placed within Regina's downtown near landmarks such as Victoria Park. For immigrants arriving to Regina, these buildings, then as they do now, provide comfort and a connection with their homeland. Immigrants would often settle in close proximity to churches, synagogues, temples, or mosques of the denomination they practiced, creating enclaves that frequently also reflected cultural groups. As the city grew, so too did its religious diversity through the establishment of new congregations and new religious buildings, often in emerging suburban neighbourhoods. An element that influenced the design and configuration of churches, specifically Roman Catholic churches, was the new liturgical constitution of Vatican II, which integrated

Modern and traditional aspects of church design with the intention of increased participation of the laity.

Regina's lengthy connection with the two Christian denominations, Anglican and Roman Catholic, dates to



The Holy Rosary Cathedral, located at the southeast corner of 13th Avenue and Garnet Street, under-construction in 1913. (City of Regina Archives CORA-F-0797)



The former St. Basil's Ukrainian Catholic Church as it appeared in 1962. Built in 1939, this church was replaced by the present St. Basil edifice and demolished in the 1960s.

*Flexman, Ruby (City of Regina Archives CORA-E-5.243)*

before the city was founded. Early missionaries for both religions had established missions in the Qu'Appelle River valley in the 1800s. With increased immigration to the area and the founding of the Regina townsite, both churches established a presence in the Regina. By the 1910s, multiple Roman Catholic churches had been constructed in the city, and in 1910 the Oblates of Mary Immaculate founded the Diocese of Regina. The rapid growth of the diocese through the joining of other Catholic religious orders elevated it to Archdiocese status in 1915. The Archdiocese served both urban and rural deaneries. Being established as the Archdiocese drew practicing Catholic immigrants to the city, as well as resulted in the establishment of associated religious buildings and facilities (e.g. schools, hospitals). The city contains over 150 parishes today.

The Anglican Church also established a Diocese in southern Saskatchewan. In 1884, the Church selected



A small Presbyterian church located at 1169 Athol Street in 1954. Today, the structure serves as the Faizan-e-Madina Islamic Centre. (City of Regina Archives CORA-RPL-A-0528)

Qu'Appelle to be its seat in the southern portion of the then North-West Territories. As Regina's prominence grew, the centre of the diocese was moved to the city. The Church acquired the land on which the city's former jail farm was situated and began construction on a religious precinct north of Wascana Lake. The resulting collection of buildings at Broad Street and College Avenue included St. Chad's Theological College, a nunnery, Bishop's residence, and administrative offices. The Diocese had also intended to construct a cathedral on the site; however, financial struggles and congregation strength resulted in the site being sold to the province in the 1970s and the existing St. Paul's Cathedral being designated Qu'Appelle Diocese Cathedral. The Diocese leads over 40 parishes in Regina presently.

Saskatchewan's earliest Jewish residents arrived in what was then the North-West Territories in the late-1870s. The early settlers were predominantly from Russia, and fleeing violence and laws restricting religious practice and ownership of land, buildings, and businesses. The CPR's westward progress opened the prairies for settlement and farming and the absences of laws restricting religious practices made the prairies attractive to Jewish immigrants. The province's earliest Jewish residents settled in rural areas where they established farm colonies. Gradually Jewish settlers would also settle in urban centres. Jewish immigrants lived in Regina before the start of the 20th century; however, it was not until the 1910s that the community began to grow in earnest, with the city's first synagogue, Beth Jacob, erected in 1913. Over the ensuing decades, a Hebrew school (Talmud Torah) and land for a cemetery would be established in the city. A new synagogue would be built in 1951, and expanded in 1955 to house

a school and community centre. Although the Jewish population in Regina has largely been in decline since the Inter-war period, in 1990, a second synagogue was established the Temple Beth Tikvah. Today, only the Beth Jacob Synagogue remains in Regina with a

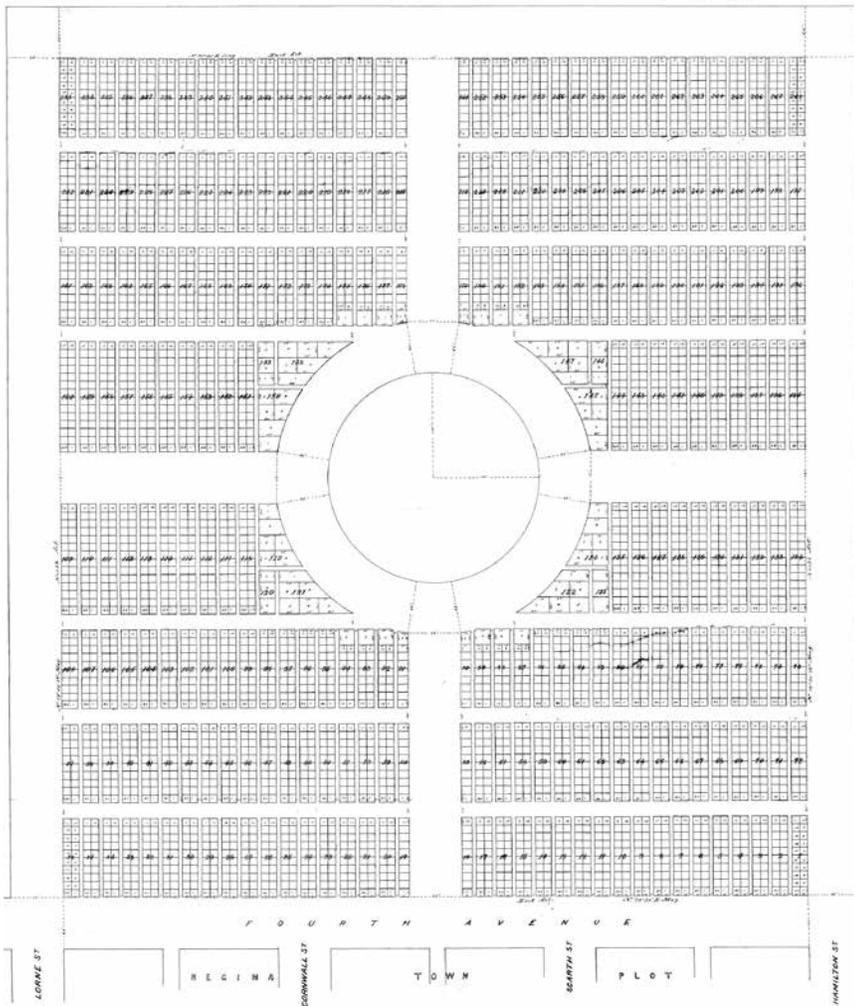
congregation of under 100 families.

Since Regina's founding, religious congregations have experienced periods of significant growth with new religious buildings constructed, as well as periods of decline where congregations were amalgamated and religious buildings sold. Global immigration during the Post-Second World War period and the more recently immigration of people fleeing conflicts in the Middle East, has further diversified Regina's spiritual composition. This evolution is reflected in the construction of new religious buildings, the repurposing of existing buildings for religious use, and the development of associated culturally-based community groups that contribute to the city's rich spiritual diversity.

**PLAN OF REGINA CEMETERY**

BEING SUBDIVISION OF PART OF SECTION 30, T<sub>1</sub> 12, R. 13 W. OF 2<sup>ND</sup> P. MERIDIAN.

Scale 40 Feet to 1 Inch



The original subdivision plan of the Regina Cemetery, completed by Thomas S. Gore in 1884. Gore, Thomas S. (Information Services Corporation Plan 533)

**4.1.3 Cemeteries**

Cemeteries serve as physical reminders of those that have lived and died in the city, providing a place of commemoration for families and friends. Unlike many early prairie communities where the establishment of the first cemetery was often an un-formalized occurrence, Regina's town trustees choose to establish a formal burial ground shortly after the townsite was founded. A block of land north the CPR's mainline was selected as the site of Regina's first cemetery, and the burial of individuals elsewhere in the community banned. The cemetery was expanded westward in 1944. To meet the expanding needs of the city a second

public cemetery was established in the southeast, Riverside Memorial Park Cemetery in 1953. Both cemeteries possess allocated plots and monuments commemorating those who died while in the military service of Canada. In 1954, a 66 acres cemetery, known today as Regina Memorial Gardens, was established at the eastern edge of the city.

Regina's possess a fourth cemetery at the western edge of its city limits, the Regina Indian Industrial School Cemetery. The cemetery contains the remains of at least 35 Indigenous people who died while attending the Regina Indian Industrial School that operated from 1890-1910. The cemetery is located approximately one kilometre west of the former school site. It is sole remaining physical link to the school and serves as a monument to the complex history and impact of residential schools which continues to be experienced by Canada's Indigenous people. The Regina Indian Industrial School Cemetery was designated a Provincial Heritage Property in July 2017.



## 4.2 EDUCATION

### 4.2.1 Indigenous People

The Indigenous people of southern Saskatchewan possessed their own distinctive educational systems, which emphasised their histories and connection to the prairie landscape. This knowledge is transmitted between generations through oral histories shared by leaders and family members. This manner of sharing knowledge existed for millennia before it was disrupted through the arrival of missionaries and subsequent colonial education systems. For Plains First Nations,



1890s graduating class from the Regina Indian Industrial School.  
(City of Regina Archives CORA-B-0763)

the provision of obtaining education for their children was an element of Treaty 4 negotiations. However, the resulting residential schools, funded by the federal government and operated by Christian denominations, were not likely what was envisioned. Such schools were established across the prairies with the purpose to assimilate Indigenous children into the dominant Canadian culture. Children were removed from their homes and housed at schools, separating them from their land, family, culture, and traditions. The impact of such policies and practices is only beginning to be understood as First Nations reclaim their traditional culture and ways of life and Canada as a whole reconciles the actions of its past.

The Regina Indian Industrial School, opened in 1891, was operated by the Presbyterian Church, and established on land west of the present-day RCMP Academy Depot. When the school opened, the first principal of the school was Rev. A.J. McLeod and both boys and girls attended. Students spent half the day in the classroom and the other half the day participating in the school's industrial classes of farming, carpentry, machinery, cooking, and sewing. The school was largely

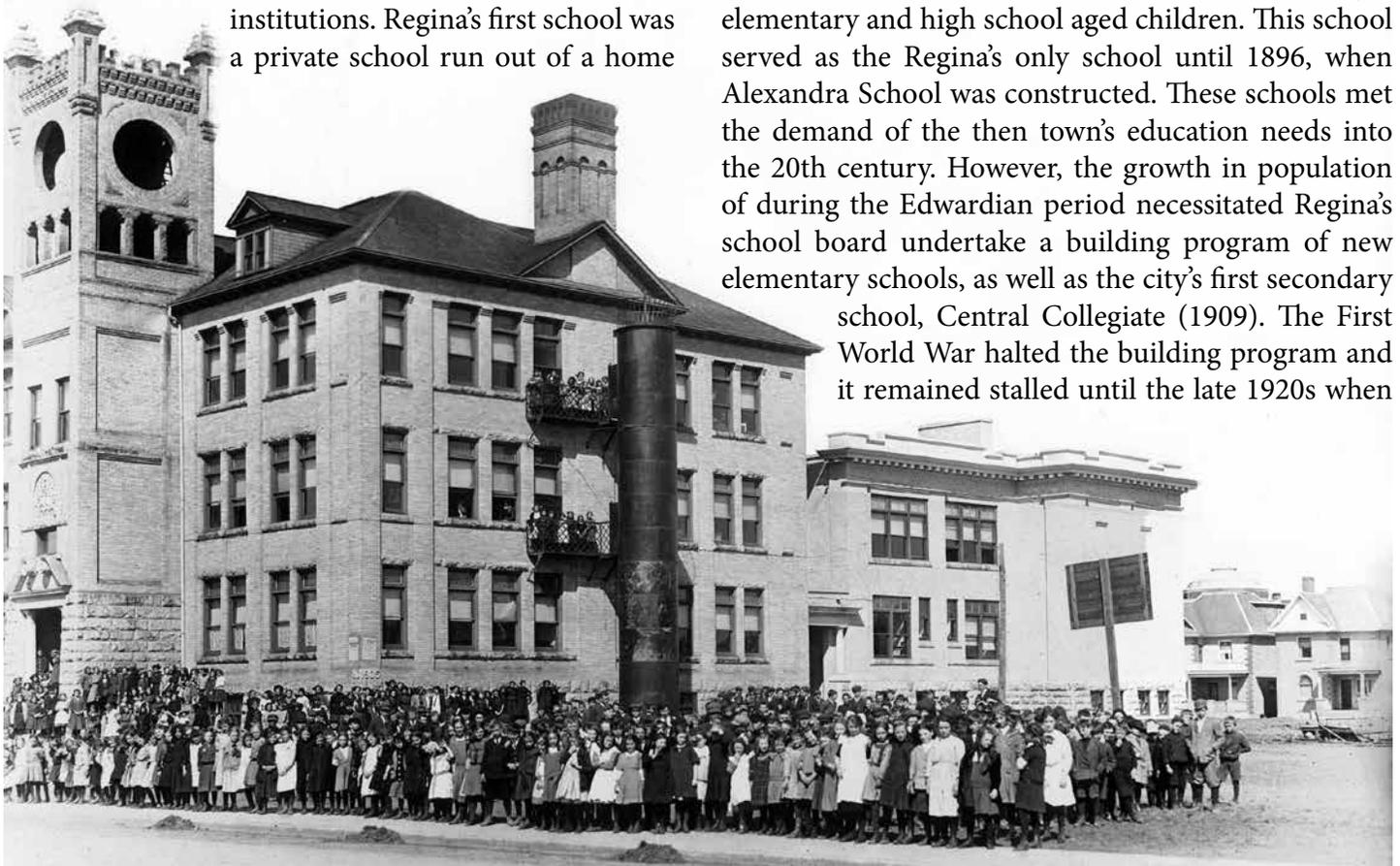
*Top:* View of the Regina Indian Industrial School several years after it first opened in 1891. The school was closed in 1910, and was razed by a fire in 1948. It was formerly located at what is now the Paul Dojack Youth Centre at the west terminus of Ritter Avenue.  
(City of Regina Archives CORA-B-0763)

self-sufficient with its own livestock and garden, which were cared for by the students. The school closed in 1910. The site was used temporarily as Regina's jail and then as a home for delinquents. No buildings remain on the site from the time of the Indian Industrial School; the only physical link to the school is its cemetery, the Regina Indian Industrial School Cemetery.

#### 4.2.2 Public Schools

As Regina's population grew, so too did the need to establish schools for its youngest residents. Early settlers brought their families with them resulting in the need for educational institutions. Regina's first school was a private school run out of a home

that opened in 1883. The Methodist Church organized the first public school a few months later. As more families settled in Regina, the need for a formal school program was required. The North-West Territories' assembly passed a school ordinance in 1884, which allowed for the establishment of Regina Protestant School District No. 4 in December of that year. School trustees were elected shortly thereafter and the first public school was opened in a repurposed building on Scarth Street. By 1890, the youth population in Regina had reached levels that warranted the construction of its first purpose-built school, Union School, located at 11 Avenue and Hamilton Street. The school taught elementary and high school aged children. This school served as the Regina's only school until 1896, when Alexandra School was constructed. These schools met the demand of the then town's education needs into the 20th century. However, the growth in population of during the Edwardian period necessitated Regina's school board undertake a building program of new elementary schools, as well as the city's first secondary school, Central Collegiate (1909). The First World War halted the building program and it remained stalled until the late 1920s when



Students in front of Victoria School, formerly located on the east side of McIntyre Street south of Victoria Avenue, in the 1910s.  
(City of Regina Archives CORA-RPL-B-0212)



Located adjacent to St. Mary's Roman Catholic Church, fronting Cornwall Street just north of Victoria Park, St. Mary's (Gratton) School was the first purpose-built Separate School in the city, opening in 1900. Classes at the school ended in 1908. (City of Regina Archives CORA-B-0461)



A kindergarten class at the former Talmud Torah in 1929. The purpose-built Talmud Torah, still extant at 2060 Halifax Street, was constructed in 1924 and sold in 1954 when the school was moved to the Beth Jacob Synagogue. Rosenberg, Louis (Library and Archives Canada C-029304)

schools such as Thomson School, Davin School, and Balfour Technical School were constructed. Regina's schools were typically named after prominent local citizens. During the Great Depression and throughout the Second World War school building languished. However, following the end of the war, the influx of immigrants and the post-war Baby Boom significantly influenced Regina's educational landscape. New schools were constructed in developing neighbourhoods and existing schools were expanded and modernized. Regina's public school system has had to adapt to new immigrants from around the world, greater cultural and social diversity, and new technologies and languages. Presently, Regina School Division No. 4 has 44 elementary schools, eight high schools, three faith-based schools, an associate school, and adult education program serving over 23,000 students.

#### 4.2.3 Separate Schools

Regina's Catholic School Division was founded in February 1899, when Regina's Roman Catholic residents decided to establish the Gratton Roman Catholic Separate School District No. 13. The district was named in memory of Father Damien Gratton, who was the pastor of St. Mary's Church and had died in a blizzard in 1891. The first school was housed in a private home while funds were raised to purchase land for a school. Lots 12-14 of block 308 at Cornwall Street and 13 Avenue were purchased for \$3,500 and Regina's first separate school, Gratton School, was opened in 1900. The school's enrolment quickly grew and in 1908, St. Mary's School opened. Similar to the Edwardian period growth experience by the city's public schools, enrolment at St. Mary's school exceeded its capacity within two years. New schools were needed in the city centre and in the east and west of the city where Roman Catholic communities were growing both locally and

through arriving immigrants. To accommodate the rapid growth, existing facilities, the basement of Holy Rosary Cathedral, were repurposed until new schools such as Holy Rosary School, were completed. St. Joseph's School, finished in 1912, was constructed in the east of the city and was the last school built for nearly a decade. A second building program occurred prior to the Great Depression and although school enrollment continued to increase during this period, no additional schools were built. Population growth in the 1950s, pushed the Catholic School Board's school development program with additions to existing schools and the construction of ten new schools. Legislative changes eliminating double taxation of separate high schools facilitated the formation of the Regina Separate High School District in 1965 and the opening of two new high schools in the city the following year. These two schools complimented the existing private high schools (Sacred Heart Academy, Marian High, St. John Bosco, and Ursuline High) in Regina. The Separate School Board's building program would continue through the 1970s. In 1979, the elementary and secondary boards merged to form the Regina Roman Catholic Separate School Division #81. Today, the Regina Catholic

School Division serves over 11,500 students in 30 schools offering French Immersion programs in both elementary and high school levels.

#### **4.2.4 Post-secondary Schools**

Regina has been home to a diverse collection of post-secondary institutions and training schools for over 110 years. These institutions have provided the city's high school graduates and adult students with a range of degrees and professional training programs. Situated throughout the city, the campuses of these institutions have shaped the development of the city with campus buildings designed in a range of architectural styles reflective of their periods of rapid development.

Regina's Normal School was established in the attic of the Union School in 1903. The school provided education programing for graduated students interesting in pursuing a career in teaching. A purpose-built facility was opened in 1913, east of Regina College to accommodate the growing need for trained teachers in the city and province. The school remained at this location until 1944, at which time colleges began providing teacher-training degrees.



The Laboratory Building of the University of Regina, looking southeast from University Drive W in circa 1975. Completed in 1965, and designed by the American architectural firm of Minoru Yamasaki Associates, the Laboratory Building was one of the three original buildings constituting the former Regina Campus of the University of Saskatchewan.  
(City of Regina Archives CORA-A-0894)

Junior colleges were also established in the city offering first year university courses. Many of these schools would later develop formal agreements with universities and offer a range of courses for the completion of university degrees. Luther Academy (later known as Luther College) was established by the city's Lutheran community in 1926 and offered both high school and first-year university courses. Regina College, established by the Methodist Church of Canada in 1911, was initially a high school, but would evolve to offer first-year courses through the University of Saskatchewan in 1925. In 1959, Regina College transitioned to offer full degree-granting programs, becoming the Regina Campus of the University of Saskatchewan in 1961. When the University of Regina was made an independent institution in 1974, Regina College became the university's colleges of fine arts and music.

The city also possessed a number of early training and vocational schools. Both the Grey Nuns and the Victoria Order of Nurses (VON) established nursing schools in Regina. Vocational schools such as business colleges, secretarial, aestheticians, trades, and apprentice programs were established in the city. Many of these programs are now offered privately or through the Regina campus of Saskatchewan Polytechnic (SIASST). In 1971, the provincial government granted approval for the development of a post-secondary technical/vocational school in Regina, thus establishing the Saskatchewan Institute of Applied Arts and Sciences (SIAAS) in the city. This school quickly expanded to include programs and partnerships such as: School of Nursing (1972); adult education programs (1975); industrial and technical divisions (1985); and Saskatchewan Indian Institute of Technologies (SIIT)

(1991). In 1988, the SIAAS became part of the SIASST with campuses throughout the province.

Initially to pursue a post-secondary degree in Regina, students could either being their studies at a junior college in the city, travel north to Saskatoon, or attend an institution outside of the province. When Regina College was granted full-degree status through the University of Saskatchewan, the existing campus on College Avenue was not large enough to meet the needs of the city's growing post-secondary student population. A new site was selected south of Wascana Lake for construction of the university. Architect Minoru Yamasaki prepared a master plan for the site as well as designed the campus' first three buildings. The design of the campus and its early building were complimentary to the landscape and consideration in their design was made for Regina's challenging weather conditions. In 1974, the independent University of Regina was founded operating from both Regina College and the campus south of Wascana Lake. Being established as an independent post-secondary institution was one of many milestones the university would reach. In 1976, the Saskatchewan Indian Federated College (SIFC) was established, federated with the University of Regina. The school is based in Regina but has educational centres in communities throughout the province. In 2003, the school became the First Nations University of Canada. That same year the First Nations University of Canada's first purpose-built facility on the University of Regina Campus, designed by renowned Canadian architect Douglas Cardinal, was opened. The structure's unique design incorporates elements of sacred circles and adheres to the cardinal directions. The building significantly contributes to the evolving landscape of the University of Regina's campus.



## 4.3 HEALTH CARE & SOCIAL SERVICES

### 4.3.1 Hospitals, Clinics, & Care homes

During the formative years of many prairie towns finding a doctor or obtaining healthcare services was challenging. Patients often received healthcare in their own home using home remedies, or were treated by midwives or traveling doctors. Some early prairie communities were fortunate to have doctors providing professional care either from their homes or visiting patients at their own homes. As of 1888, the closest hospitals to Regina were in Medicine Hat and Winnipeg. Today, Regina's residents are cared for by multiple healthcare facilities, two of which Regina General Hospital and Pasqua Hospital have deep roots in the city.

As Regina's population grew, so too did the need to establish a hospital in the community. The city's first medical care centre was established in a residence at 11 Avenue and McIntyre Street in 1889. The rise of epidemics placed growing concerns for the then town's welfare and the Regina Local Council of Woman petitioned town trustees and leaders to build a public hospital. The result was the construction of Regina's cottage hospital in 1898. Staffed by nurses from the

Victoria Order of Nurses (VON), who had also help fund the hospital, it provided revolutionary care for the prairie town. Regina's booming population at the turn of the 20th century and through the Edwardian period outpaced the services the cottage hospital could provide.

In 1901, Regina's Victoria Hospital was opened; supplying its own utilities and telephone service, the hospital was capable of attending to 25. Operated largely by the VON, the financial viability of the hospital was not feasible with the limited government funding it received and in 1907, the city took over the hospital and renamed it Regina General Hospital. The present site of the Regina General Hospital was established in 1909 with the construction of a 100-bed facility. The building has evolved over the decades as Regina's population has grown and new medical treatments and technology have emerged.

Regina's second oldest hospital was created by the Order of Grey Nuns of St. Boniface, Manitoba, in 1907. The Grey Nuns traveled across the prairie, at time ahead of the railway, providing care to early settlers.

*Top:* The newly erected Regina General Hospital as it appeared in circa 1911. (City of Regina Archives CORA-RPL-B-0213)

Their first hospital, Regina's Grey Nuns' Hospital, could accommodate 30 patients; however, the Edwardian era economic boom resulting in an influx of people to the city exceeded the hospital's available beds and services. A new hospital was constructed in 1912 at Dewdney Avenue and Pasqua Street. Similar to Regina General Hospital, the Grey Nuns hospital was expanded as demand and services offered increased. In 1972, the hospital was purchased by the provincial government



The Cottage Hospital, formerly located at the southeast corner of 13th Avenue and Hamilton Avenue, was started by the Local Council of Women in a converted residence in 1898. Hospital services were moved to the larger Victoria Hospital, a block south, in 1901.  
(*Library and Archives Canada PA-044506*)



Aerial view of the Grey Nuns' Hospital along Dewdney Avenue in the mid-1960s. Opened in 1912, the Grey Nuns' Hospital was purchased by the Province in 1972 and renamed Pasqua Hospital.  
(*City of Regina Archives CORA-B-0062*)

and renamed Pasqua Hospital the following year.

As Regina's population has grown, specific health care clinics and programs have been established in association with its existing hospitals such as: Allan Blair Cancer Centre, Palliative Care Unit, patient lodges, Women's and Children's Health, rehabilitation centres, and the Wasakaw Pisim Native Health Centre. A shift in the delivery of health care to community-based clinics occurred in the 1960s with the creation of health care co-operatives that arose due to a period of uncertainty in the provincial government's universal healthcare and associated doctor strikes. Community health clinics are now common throughout the city providing medical service outside a traditional hospital setting. They can be found in small commercial and service centres in neighbourhoods, on university and college campuses, and within health-related commercial businesses. Clinics are often the entry point for the city's newest residents to access Regina's available healthcare services.

Saskatchewan, and Regina as provincial capital, played a pivotal role in the establishment of universal health coverage, which would later be adopted by the federal government to the benefit of all Canadians. In 1947, the province was the first to provide universal health coverage, through the passing of the Saskatchewan Hospitalization Act by Premier Tommy Douglas' Co-operative Commonwealth Federation (CCF) government in 1946. Although not without its hardships, the success of the program in Saskatchewan contributed to the creation of the Medical Care Act (1966) that provided universal health care to Canadians.

### 4.3.2 Social Services

The establishment of programs, facilities, and services to help a community's young, elderly, and disadvantaged were not often an immediate task in emerging prairie towns of the late 19th century. A number of religious groups (e.g. Methodist, Presbyterian) carried out general social surveys of the community in the 1910s outlining the positive and negative qualities of Regina. At that time, the Family Service Bureau had been established at Toronto Street and 11 Avenue. Due to the city's rapid economic and population growth, neighbourhood expansion exceeded the pace of public health services and sanitation, which was the focus of many early social surveys. During the Edwardian period, the majority of public aid came from churches, benevolent societies, and other private organizations. To combat, in part, this potential negative promotion of the city and to improve the inadequacies of the city's civic relief program, the provincial government was petitioned and the Bureau of Public Welfare was established in 1913. The bureau was a volunteer organization that provided relief to

the poor and coordinated the relief efforts of existing organizations. It operated until 1918, and although short-lived, the Bureau advocated for a number of social services including a young offenders detention home (located at the site of the former Regina Indian Industrial School), a Children's Aid Home (constructed in 1917 on Winnipeg Street), a juvenile court, prisoner job placement program, education programs for immigrants, and improved labour conditions.

Shortly after the onset of the Great Depression, the city's need for social services was again apparent and the Welfare Bureau was re-established in 1931. The bureau responded to the devastating effects of the period through a range of activities including coordinating existing relief work, providing family-based welfare programs, a community clothing depot, prisoner welfare, and management of the community chest. The Welfare Bureau continued these programs beyond the Depression and, with the outbreak of the Second World War, refocused its efforts to aid families affected by the stresses of war. During the war the Bureau's offices moved from Alexandra School to a house on Rose Street. Following the end of the Second World War, the bureau once again refocused its services and programs to continue to provide aid to local families as well as returning service personnel and new immigrants. However, unlike previous periods where financial difficulty was the basis for aid, post-war Regina was experiencing a period of affluence in the 1950 and 1960s and increase government involvement in social welfare programs. In 1956, the bureau was renamed the Family Service Bureau of Regina, which continues to evolve to meet the changing economic and demographic needs of the city providing support and counselling.



Members of the Regina Women's Community (Sexual Assault) Centre. The Centre, which began in 1975, continues to provide support, advocacy, and education in the city.

*Harris, Pamela (Library and Archives Canada 1992-483-8)*



## 4.4 COMMUNITY GROUPS

Regina retains a diverse and long-standing collection of social and cultural organizations, societies, clubs, and community groups. Their presence contributes to the richness of community life throughout the city. Early organizations and groups included professional groups, religious affiliations, benevolent societies, cultural groups, fraternal organizations, women's groups, youth organizations, and service clubs. The earliest community groups in the city included the Masons (1883), the Independent Order of Odd Fellows (1893), YMCA (1890), Regina Local Council of Woman (c1890), the Salvation Army (1895), and the Orangemen (1900). The role of these groups within the community varied. Social and cultural organizations provided assistance with the community's economic, educational, and recreational needs providing programs for the community's newly arriving immigrants, the young, health and recreational facilities, and providing financial aid for the disabled. The early 20th century in Regina witnessed a growth of community service clubs and fraternal orders such as: the YWCA (1909), Rotary Club (1917), the Kiwanis (1919), the Rebekahs (1908), and the Elks (1912). A number of these community organizations also helped established parks, pools, and

other facilities in the city for the improvement of citizen's body, mind, and spirit. The construction of community halls throughout Regina's neighbourhoods provided a site for community focused activities. Cultural based clubs and organizations were also established during this period and provided assistance to newly arriving immigrants as well as places to celebrate cultural activities and share their traditions with the



The Orange Hall, formerly located at 1835 Albert Street, 1962. Flexman, Ruby (City of Regina Archives CORA-E-5.49)

**Top:** The second location of the Assiniboia Club as it appeared in circa 1908. Built in 1893 at the northwest corner of Scarth Street and 12th Avenue, the Club was formed 1882 and dissolved in 1994.

Rice, Lewis (Regina, the Capital of the Province of Saskatchewan. Regina Board of Trade, 1908)

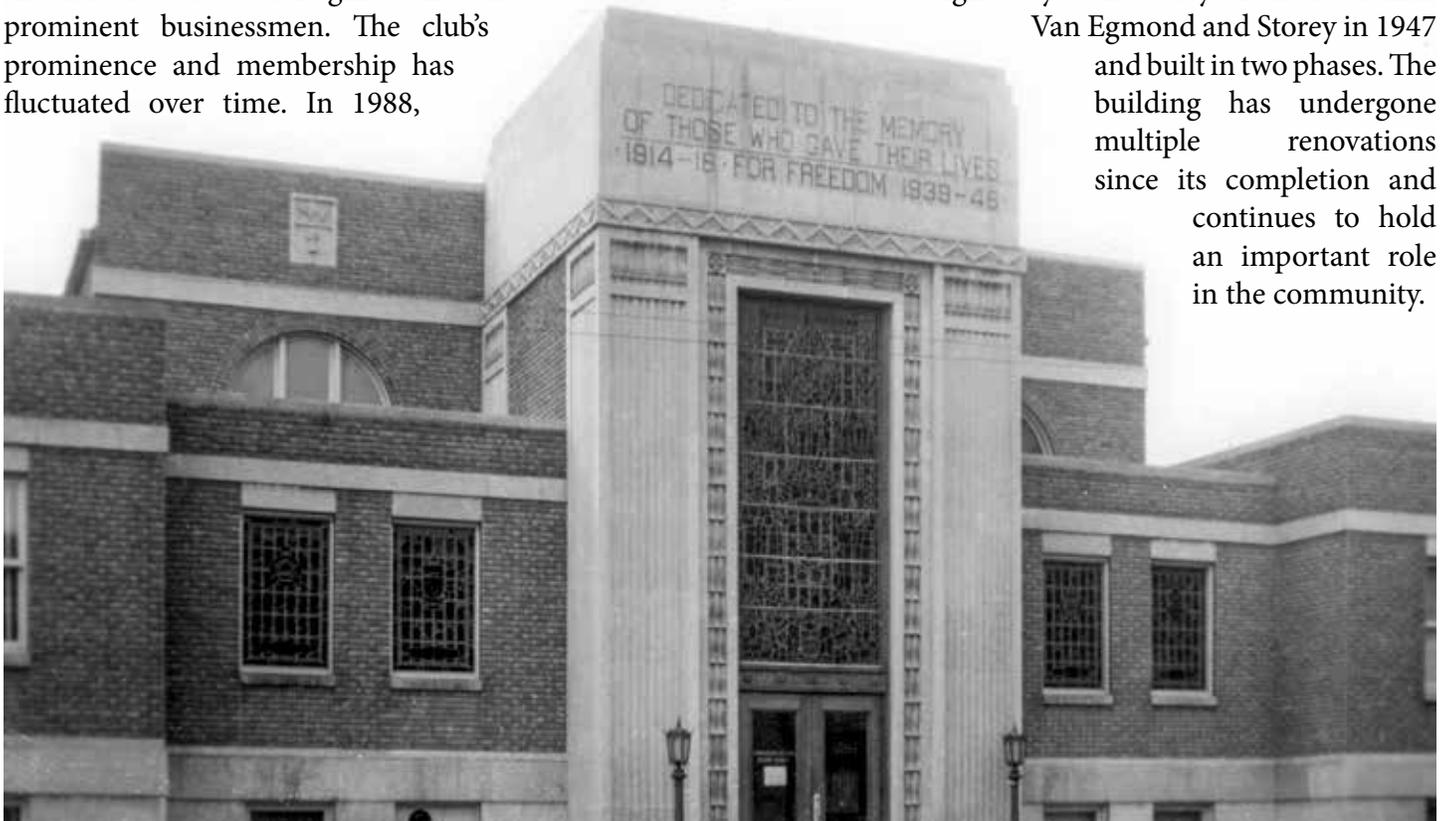
greater Regina community. Immigrants to Regina from countries such as the Ukraine, Austria, Hungary, Germany, and Poland were quick to form cultural clubs and organizations of their own. The breadth of cultural-based organizations has grown significantly in the 21st century as immigrants from around the world including South America, Asia, Africa, and the Middle East settle in Regina.

Two of Regina's community associations that have characterized the city are the Assiniboia Club and Regina Legion #1. The Assiniboia Club began as a musical club for men in 1882 and was the city's, and western-Canada's, oldest private club. It served as an exclusive club for Regina's elite and prominent businessmen. The club's prominence and membership has fluctuated over time. In 1988,

women were granted membership in the formerly male-only club. Regina's Assiniboia Club has occupied a number of sites throughout the city. In 1925, the extant club building was constructed on Victoria Avenue and used until the club was disbanded in 1994.

Regina's Royal Canadian Legion Branch No. 1 has Canada-wide recognition and significance as being the first charter in Canada. The Legion received its charter from the then Canadian Legion British Empire Service League in 1926. Veterans established the Legion to provide support and assistance to military personnel and their families, as well as RCMP members and their families. Regina's Legion Memorial Hall on Cornwall Street was designed by Stan Storey of the local firm

Van Egmond and Storey in 1947 and built in two phases. The building has undergone multiple renovations since its completion and continues to hold an important role in the community.



The Royal Canadian Legion, Branch No. 1, located at 1836 Cornwall Street.  
*Flexman, Ruby (City of Regina Archives CORA-E-5.264)*



## 4.5 SPORTS & RECREATION

Sports, recreation, and social gatherings were important to Regina's early settlers as well as those residents that live in the city today. Regina possesses a rich history of social gatherings, sports teams, sporting events, and venues that have served to aid in community interaction and in the city's development. The community possesses both professional and amateur sports, recreational activities, and venues available to all of the city's residents. The flat open nature of the city's landscape made it ideal for the establishment of sports fields, recreational parks, and other venues suitable for sports requiring flat playing surfaces. Wascana Centre has become the centre of recreational activities in the city throughout the year and one of Canada's largest urban parks.

The open un-treed landscape of the prairies provided the first playing fields for settlers and resulted in the early establishment of field sports with the NWMP playing their first rugby game in 1883. Other sports such as tennis (1883), baseball (1887), soccer (1888), football (1891), and golf (1899) were all established in the city prior to the start of the 20th century. Ice related sports also appeared during the 1880s. The

*Top:* Taylor Field, home to the Saskatchewan Roughriders, as it appeared in the 1970s. The property hosting sporting events beginning in 1918, and successive improvements over the decades continued to expand the facilities. With the opening of the new Mosaic Stadium in 2017, Taylor Field was demolished. (City of Regina Archives CORA-A-1458)

shallowness of Wascana Lake when it was first created resulted in it freezing over in the winter making it an ideal site for winter activities such as skating, curling, and hockey. Regina, like most Canadian communities, is known for its winter sports. The city's first curling club was formed in 1889, and since that time the city has produced multiple Canadian, World, and Olympic curling champions and hosted bonspiels watched across



The 1909 Regina Capitals lacrosse team who had contended for the Minto Cup the same season. Gorman, Thomas P./Rossie Studio (Library and Archives Canada C-080073)



The Trianon Ballroom, formerly located at 1850 Smith Street, hosted concerts and dancing for citizens of Regina for several decades before its closure in 1977.  
*Martin, William A.C. (City of Regina Archives CORA-E-2.255)*



The Regina Army and Navy Bombers of the Ladies' Intercity Softball League, 1941.  
*Martin, William A.C. (City of Regina Archives CORA-E-5.49)*

Canada and around the world. The establishment of sports clubs not only promoted the sport within the city and developed community interaction through inter-club competitions, but also served as a means for the development of sport venues such as arenas, pools, lawns, golf courses, gymnasiums, and multi-purpose sports fields.

The city's professional sports teams, the Regina Pats and the Saskatchewan Roughriders, have brought decades of enjoyment and excitement to the city. The Regina Pats are synonymous with the city, fulfilling every child's dream of playing hockey for the home team. Founded in 1917, the team was named after the Princess Patricia's Light Infantry, and known as the Regina's Patricia's until 1923. Early teams were composed largely of Regina youth; however, over time, the roster has brought some of the best junior hockey players to the city. The Roughriders arose out of the Regina Rugby Club founded in 1910 and played many of their early games at Hughes Park. The team became the Saskatchewan Roughriders in 1924. As the team and sport's popularity grew, purpose-built venues were constructed in the city. The team has been league champions four times since the Canadian Football League was founded in 1958.

Summer sports such as equine sports, lawn bowling, tennis, boating, swimming, softball, and baseball were just as popular as winter sports in the city. Of these, ladies' softball dominated the city's and province's attention in the summer months of the 1930s-50s. Fans flocked to Central Park to watch the Army and Navy Bombers, the Diamonds, the Maefairs, and the British Consols. A number of Regina's softball players also played in the All-American Girls Professional Baseball

League during the Second World War including Millie Warwick, Mary Baker, Daisy Junor; the latter two have been inducted into the Saskatchewan Sports Hall of Fame and the Baseball Hall of Fame.

Public parks within a community, especially those situated in residential neighbourhoods, provide space that serves both the recreational and social needs of a community. Regina's earliest parks were established in its oldest neighbourhoods. The city's first park, Stanley Park, was established in front of the CPR station in 1882. Early parks and public spaces in the city include Victoria Park and Market Square; however, Regina's most recognizable park would become Wascana Centre. The park encompasses Wascana Lake, Wascana Creek, and the surrounding parklands. The man-made lake that forms the centre of the park was created in 1883 through the damming of Wascana Creek. Although initially done for functional purposes, the resulting reservoir has been the recreational centre for

the city's since it was made. Modifications to the lake by deepening it in 1908, 1930, and 2003 have improved the conditions of the lake and made it suitable for a variety of sports such as swimming, boating, rowing, and dragon boat racing during the summer months. Trails, pathways, and open grassed landscapes adjacent to the lake provide Regina's residents with additional means to enjoy the landscape.

Recognizing the importance of public recreation spaces and facilities, city planners ensured their integration when planning new neighbourhoods. During the post-Second World War boom a number of the city's public swimming pools and arenas were constructed. Between the 1950s-80s, a program of park development occurred in the city with over 120 parks created. The city's large collection of recreations parks and facilities provide the residents numerous opportunities to watch and participate in a range of sports and recreation activities throughout the city.



The Regina Boat Club sailing on Wascana Lake in 1947 during Regina Boat Club Day. The club, established in 1907, continues on today as the Regina Rowing Club.

*Baker, Everett (Saskatchewan History & Folklore Society SHFS 6053-X4)*



## 4.6 EXHIBITIONS & FAIRS

Exhibitions, festivals, and fairs create opportunities for community gatherings, interaction, celebration, education, and amusement and play an important role in Regina's socio-cultural landscape. Agriculturally based exhibitions emerged early in prairie communities as a means for rural and urban residents to interact, exchange knowledge, conduct business, and showcase their products. The Assiniboia Agricultural Association held Regina's first fair at Victoria Park in 1883. This event would be held annually until 1895, when the Territorial Exhibition, which was held on land near Elphinstone Street and the rail line, replaced it. This land was later purchased by the Assiniboia Agricultural Association for the express purpose of establishing an annual agricultural exhibition. The exhibition was used in part as a means to encourage interest and settlement in the west. However, world economic events resulted in the next exhibition not being held until 1899. When Saskatchewan became a province in 1907, the Regina Agricultural and Industrial Exhibition Association Limited (later to become the Regina Exhibition Association Limited) was incorporated. The annual exhibition also benefitted from the participation of Saskatchewan's Indigenous people whose lengthy

connection with the event serve as a means to share their knowledge, cultural, and traditions with the city's residents. The exhibition grounds have been expanded upon over time through the addition of new buildings, barns, and stadium. At times, the land was repurposed for use as a camp and training base for military



The Shrine Circus performing the Regina Exhibition Stadium in the 1950s. The Regina Exhibition Stadium was constructed in 1919, and demolished in 2017. (City of Regina Archives CORA-B-0006)

**Top:** Taking in the attractions and sights at the midway during Buffalo Days, sometime in the 1970s. (City of Regina Archives CORA-C-0246)

personnel during the First and Second World Wars, and as a relief camp during the Great Depression.

A number of major exhibitions are held annually in the city which draw national and international attention to Regina such as Canada's Farm Progress Show and the Canadian Western Agribition the largest livestock show in Canada. A significant early 20th century event that impacted both the exhibition grounds and the city was the 1933 World's Grain Exhibition and Conference. Originally due to be held in 1931, but delayed due to the Great Depression, the event resulted in the construction of a new building and extensive reworking of the exhibition grounds. The World Grain Exhibition attracted competitors, exhibitors, and visitors from around the world. Holding such an event

in the city gave Regina the opportunity to showcase the city and the province's agriculture economy on a world stage.

Over time, the city's predominantly agricultural-based exhibitions would be complimented through the establishment of events celebrating art, music, theatre, craft, culture, and history. These festivals and fairs are held throughout the year in parks, community halls, and event centres across the city. Established by culture groups, associations, and public interest groups, these events celebrate the varied aspects of Regina and provide a means for the community to reconnect and share Regina's rich cultural composition.



Exhibition grounds during festivities in 1928. An estimated 20,000 vehicles were parked at the Exhibition Park at this time.

*Paton, Adrian/Capitol Studio (Saskatchewan History & Folklore Society SHFS 577-X4)*



## 4.7 SOCIAL MOVEMENTS

The nature of farming in the prairies during the late 19th and early 20th centuries required co-operation amongst neighbours to ensure success. Combining skills and manpower to collectively work together to turn sod, plant and harvest crops, and construct buildings was common. New equipment, both animal powered and machine powered, was often purchased through the pooling of resources and shared amongst farmers. The sharing of resources and time was also present when goods were transported to market. The action of co-operation and the pooling of individual assets for the greater benefit of all has persisted throughout southern Saskatchewan's post-contact history. Sharing of tasks and resources was common practice amongst the area's Indigenous people who recognized its importance for survival and for maintaining family, social, and political connections. This co-operative theme permeates Saskatchewan and Regina's history and influenced the development of later social actions.

From the local organized co-operatives evolved the province's first large-scale co-operatives, which were predominantly agriculturally based such as the Grain Growers' Grain Company (1906). The General Co-

operative Associations Act was passed nearly a decade later and with it came the establishment of co-operatives synonymous with Saskatchewan – Saskatchewan Wheat Pool, Co-op Refinery, credit unions, and food co-ops. Elements of the prairie co-operative movement would extend beyond its economic base and lend itself to the province's Co-operative Commonwealth Federation (CCF) being elected in 1944. Found in Calgary in 1932, the CCF was a political coalition that emphasised economic reform and comprised of socialists, co-operative, progressive, and labour groups. The party drew principals from the pioneer tradition and were heavily influenced by the events of the Great Depression and its impact on Canadians. In 1933, the CCF's annual convention was held in Regina and the "Regina Manifesto" was adopted as the party's platform. The manifesto advocated for the nationalization of key industries, the establishment of children's allowances, universal healthcare and pensions, welfare insurance, workers' compensation and other socially minded programs. The party gained prominence in Saskatchewan with the election of Tommy Douglas as premier and Canada's first socialist government in 1944. Although the popularity of the socialist party

*Top:* On-to-Ottawa Trekkers at the Regina Exhibition grounds in 1935. The Trek, which started in Vancouver due to low wages and poor conditions in federal work relief camps, would come to a violent end in Regina. (City of Regina Archives CORA-RPL-B-0110)



About 2000 On-to-Ottawa Trekkers filled Market Square on July 1, 1935 for a public meeting. The resulting 'Regina Riot' erupted when the RCMP moved in to suppress the meeting, resulting in two deaths. Looking north from the middle of Market Square toward the intersection of Halifax Street and 10th Avenue (Saskatchewan Drive).

*(Library and Archives Canada MIKAN No. 3615114)*



The Labor Temple formerly located on Osler Street, north of 11th Avenue, in 1962.

*Flexman, Ruby (City of Regina Archives CORA-E-5.188)*

declined during the post-Second World War period, the CCF and the Canadian Labour Congress formed an alliance creating the New Democratic Party in 1961. The party pioneered universal health coverage for all of Saskatchewan's. This policy would later be adopted on the national level.

Throughout Saskatchewan's history, periods of social and economic upheaval have given rise to social activism. The events and situations which can initiate social activism are varied and can arise over: unemployment, economic strife, the condition of vulnerable people, conflicts, human rights, Indigenous rights, environmental issues, and demand for social and judicial change and accountability. Regina has been the site of significant events pushing for social, political, and economic change such as: the "On to Ottawa" riot of 1935; Occupy Regina (2011); marches and conferences for missing and murdered Indigenous people; Pride Parade (started in 1990) and Pride Week; and environmental activism. Social movements in the city have been initiated by community groups, interest groups, and affected individuals. Many of the issues which drove early social movements in the city persist to the present day with groups and individuals concerned over the current state of health services, the environment, sustainability, First Nations rights, human rights, and aid for immigrants continuing to raise awareness and enact social change.

Designed by the local architectural firm of Izumi, Arnott & Sugiyama, the Saskatchewan Centre of the Arts, built as a Canadian Centennial project, was opened in 1970.

City of Regina Archives  
CORA-D-0025





**5.**  
**ARTS**



# 5.1 ARCHITECTURE & DESIGN

Regina possesses a rich collection of buildings representing the different periods of its development. The city's built environment and landscapes physically reflect different waves of its growth and architectural styles popular during those periods of development. The earliest structures erected on the land upon which Regina was founded were those of the area's Indigenous people. Tepees were the primary dwellings and the footprint left on the landscape by this type of structure was less impactful than post-contact architecture. The intrepid explorers and first settlers in the area brought tents or made their first homes using the natural materials available on the prairies – sod. When the CPR reached Wascana Creek and the townsite was founded, the developing town was a collection of tents, shacks, sod houses, and very modest buildings. The lack of local trees for timber, forced construction materials to be brought to Regina by rail. The cost of acquiring such materials was beyond the economic position of many of Regina's early settlers, which is reflected in the modest scale, design, and complexity of buildings evident in historic photographs of the townsite. Notable exceptions in the town during its frontier period were the CPR's station, NWMP barracks, Lieutenant-

Governor's home, and the Territorial Government's legislative assembly buildings. The CPR's early station and the NWMP barracks were standardized designs, which were shipped to the prairie town by train – a form of an early “kit” building. The Lieutenant-Governor's first Government House was also a prefabricated



View of the flower gardens in front of the Legislative Building. The original landscape plan for the grounds were conceived by architect Frederick G. Todd of Montreal in 1906, and further supplemented by Edward and William S. Maxwell, architects of the Legislative Building, in the early 1910s. The towering masonry buildings of Regina's core can be seen north across Wascana Lake. Baker, Everett (*Saskatchewan History & Folklore Society SHFS 6053-X4*)

**Top:** The front elevation of the Grand Trunk Pacific Railway's proposed station for Regina, designed by the Montreal architectural firm of Ross & MacDonald. To have fronted Albert Street at the northwest corner of College Avenue, kitty corner to the ill-fated Chateau Qu'Appelle, the station never broke ground. Ross & MacDonald (*Canadian Centre for Architecture ARCH22265*)

building designed by Dominion architect Thomas Fuller and shipped to Regina. However, unlike other contemporary residences, the design, detailing, and scale of the residence reflected the significance of the Lieutenant-Governor's position and role in the North-West Territories.

During Regina's early development, buildings were largely utilitarian and reflective of their functional use. The tents and sod structures gave way to wooden-frame buildings of vernacular architecture designed based on needs and available materials. Early commercial blocks with decorative false fronts or "boomtown" style façades hid modest structures behind. The establishment of local brickyards provided the community with a new building material, and protected Regina from the fiery fate of other early prairie towns.

As Regina's economic prosperity grew, population increased, and new businesses and institutions were established, its built environment evolved. Multi-storey buildings of brick or stone, designed in popular styles of the time were becoming more common. Architectural styles of the late 19th century reflected eastern architectural preferences, and dominated the development of the city's downtown and its commercial and institutional buildings. Commercial buildings with front façades with prominent parapets and collection of ornamental details projected outward affluence and sophistication drawing people into their interiors. This pattern was also present in the residential development of the time with Regina's affluent citizens constructing larger and highly decorated homes. This boom period of residential development is still evident in many of Regina's oldest neighbourhoods. Innovations in



Early 20th century housing stock in the city, showing a similar use of style.  
*Flexman, Ruby (City of Regina Archives CORA-E-5.300N)*

The C.M. Fines Building, towering above and contrasting itself from earlier styles of buildings in the city. Like many of Joseph Pettick's projects, his wife, Margaret Pettick, was the interior designer. The new skyscraper serves as the headquarters for Saskatchewan Government Insurance and was the tallest building in Saskatchewan when completed in 1979.

A New Home For Saskatchewan Government Insurance. Regina, SK: SGI, 1979.





The city continues to host a variety of styles and vernacular housing. 517 Toronto Street (top) and 401 and 403 Smith Street (bottom), unknown dates. (City of Regina Archives CORA-C-0009; CORA-C-0020)

building technology, the availability of pattern books and kit homes through companies such as Aladdin, Eaton's, and Sears, and the improved transportation brought new forms of architecture to the city.

The Edwardian period, and decades beyond, evoked a shift in architecture away from the ornate styles of the early Victorian period. Classicism, Edwardian, and later Arts and Crafts styles would dominate the city's built environment. Popularity of architecture exhibiting historical references would gain popularity in the post-First World War period. Revival styles gained dominance in residential architecture during the Inter-war period with some persisting into the post-Second World War era. Revival-styles of residential architecture were not direct imitations of buildings of the past but rather a blend of styles, forms, and details. The Post-war architecture in Regina experienced a radical shift as new forms, construction materials, and modern architecture came emerged. Modern architecture was ideally suited for this rapid period of development in the city. Economical homes that could be easily constructed using readily available materials were well-suited during this period of rapid growth in Regina. Post-war neighbourhoods developed with their own distinct layout and form. Over the ensuing decades, modern architecture would be re-envisioned in Regina's residential, commercial, and institutional buildings diversifying the nature of the city's built environment.



## 5.2 VISUAL & PERFORMING ARTS

Regina possesses a rich history of theatrical, musical, and visual arts, which has resulted in the development of numerous venues, companies, and societies supporting the arts throughout the community. Indigenous people of southern Saskatchewan including the Cree, Saulteaux, Métis, and Assiniboine provided a formative base of rich forms of artistic expression reflecting the land, their histories, and their traditions. Indigenous art of the region is highly expressive and is expanding beyond traditional forms, materials, and applications.

Initially, the only venue available in Regina for public performances was a room in the city's wooden-frame City Hall. Although not a traditional venue, it met the needs of the community accommodating traveling groups and a number of Canada's pre-eminent performers of the day. However, as the city grew a venue reflective of its success and sophistication was needed. This was achieved through the inclusion of a theatre in the Regina's second City Hall. The space provided a formal venue for concerts and plays; however, its seating capacity was too small to accommodate the city's growing population with disposable income to attend performances. The boom periods in Regina's

history are reflected in its residential and commercial development and its construction of entertainment venues. In 1910, the Regina Theatre opened on the former site of the Auditorium Rink. A rapid period of theatrical venue construction ensued with the construction of the Majestic Theatre (1911), Rex Theatre (1912), and the Grand Theatre (1913). The majority of performances during this time were still by travelling companies. The first movies were shown in a tent pitched at 10 Avenue and Broad Street. However, by the 1913 venues had improved with the opening of a number of moving picture theatres in the city including the Rose Theatre, Princess Theatre, and Lux Theatre. A later wave of construction of movie theatres occurred in the city prior to the Great Depression. In the 1950s-60s "drive ins" gained popularity, which would eventually give way to multiplex cinemas.

The city's musical and theatrical entertainment and aspirations have been fulfilled from the time of the Regina's founding through both professional and amateur groups. Leisure time was not as abundant as it is today making the occurrence of early performances noteworthy. The Operatic Company completed its

*Top:* Cast of Regina Little Theatre's performance of 'Officer 666' in 1927. The theatre grouped had been established a year prior. (City of Regina Archives CORA-RPL-B-0057)

inaugural performance in 1888. The following year, performances by groups such as the Regina Choral Society, Dan Godfrey's Band, and Regina Brass Band were providing entertainment for residents. Other groups that formed early in Regina's musical history include: Regina Women's Musical Club (1907), City Police Band, Regina Bell Ringers, and Wascana Wind Ensemble. Regina is also home to Canada's longest operating orchestra, the Regina Symphony Orchestra, which completed their first performance in 1908 under the direction of Frederick Laubach. The first Saskatchewan Music Festival occurred in 1907, and five years later the Regina Conservatory of Music opened at Regina College. Outdoor and indoor venues, such as Regina College's Darke Hall (1929), were opened specifically for musical performances. Regina theatre companies included both professional and amateur

groups. The Shakespearian Society, Community Players, and Regina Little Theatre (1925) are just a few of the city's early performance groups. The city is also home to the country's first professional educational theatre, Globe Theatre, established in 1966. A variety of new venues have been built in Regina to maintain the city's rich musical and theatrical roots.

Visual arts in Regina initially took traditional forms of drawing, painting, and photography, with a number of early local galleries established. The Art Society organized annual sidewalk art displays for artists to showcase their works. Where Ontario had the Group of Seven, Regina had the Regina Five. Recognized across Canada, the Regina Five were a group of abstract painters based in Regina who gained prominence in the 1960s. Regina continues to have a strong visual arts presence through its university, art societies, and venues such as the Mackenzie Art Gallery. The city has also pushed visual arts beyond its traditional concept and venues through its diverse collection of public art. Regina possesses an impressive collection of public art pieces in its Civic Art Collection which is managed through the City's Cultural Development Branch. Initially, the collection consisted primarily of paintings; however, the collection has evolved to include sculptures, installations, as well as traditional forms of art by local and international artists. Public art was a newly popular amenity in Regina in the late 1960s to early 1970s. Pieces of the City's Civic Art Collection are installed throughout the city and serve to enhance one's understanding and enjoyment of Regina's public places.



The Broadway Theatre in 1962. Built in 1930 at 1773 Broad Street, the theatre closed in 1981.

*Flexman, Ruby (City of Regina Archives CORA-E-5.252)*



## 5.3 COMMUNITY COLLECTIONS

The City of Regina's public libraries, galleries, museums, and monuments hold the collective memories of Regina with the aim to share, educate, and inform the public and future generations of the city's varied histories, experiences, and people. For early prairie towns, a public library is a monumental step in a community's development. Regina's first library was established in the rooms on the second floor of City Hall in 1909. Three years later with the aid of Andrew Carnegie, the city's first purpose-built library was completed, a significant milestone in the city's socio-cultural development. During Regina's boom periods of population growth and neighbourhood development, neighbourhood branch libraries were constructed typically designed in popular architectural styles of the time. Libraries serve as cultural anchors in neighbourhoods. They not only function as a repository of books and audio-visual materials, but serve also as places to exchange knowledge, socialize, access social services, and provide support.

Regina's collection of provincial and municipal museums, galleries, and archives attract visitors, researchers, and professionals to the city. The repurposing of a number

of Regina's historic buildings to hold collections and to serve as exhibit spaces has prevented their demolition and made the buildings current in the city's cultural landscape. The city's museums and galleries focus not only on the general history of Regina, but also specific topics – Indigenous people, sports, and medicine. Regina possesses numerous cultural institutions such as: the Royal Saskatchewan Museum, the RCMP Heritage Centre, the Saskatchewan Science Centre, the Art Gallery of Regina, the Civic Museum of Regina, the MacKenzie Art Gallery, Saskatchewan Military Museum, the Qu'Appelle Gallery.

*Top:* The Saskatchewan Museum of Natural History (now the Royal Saskatchewan Museum) under construction in the mid-1950s. The museum was designed by Edward J. McCudden of the city, and opened in 1955. (City of Regina Archives CORA-RPL-B-0458)



## 5.4 MEDIA

### 5.4.1 Newspapers

In the time before radios, televisions, and the Internet, newspapers were the sole means of disseminating local, national, and world news and events. The first edition of the community's earliest newspaper The Leader was printed March 1, 1883 by Regina pioneer Nicholas Flood Davin. The growth of Regina's newspapers matched the growth of the city itself. Davin's paper would compete with the Regina Evening Post, the Regina Daily Star, and The Province for readers. The Leader would eventually acquire other papers, serving



The second location of the Leader newspaper (now Leader-Post) at 1769 Hamilton Street, located immediately behind the 1908 City Hall. (City of Regina Archives CORA-CORA-A-1529)

for decades as Regina's solely newspaper. In 1930, a decade after the Leader purchased the Regina Evening Post, Regina's inaugural newspaper changed its name to The Leader-Post. Newspapers serve not only as a means to transmit the news of the world; but, also advertise new technology, styles, and products.

As printing technology changed and the scale and content of The Leader-Post grew, the newspaper's facilities did also. The newspaper was first printed from a wooden boomtown façade style building. Over time, Davin's paper would occupy larger and grander buildings, including the extant Leader Building on Hamilton Street. When completed in 1912, it was the tallest and most costly building in the city. Later competition from radio, television, and the Internet has forced newspapers to adapt both their content and method of delivery. Regina's The Leader-Post has adjusted in a changing media market to ensure its continued success.

### 5.4.2 Radio

The emergence of radio technology following the First World War and the establishment of commercial

*Top:* Home of the Regina Standard newspaper, who begun the first daily newspaper in Saskatchewan. John K. McInnis, owner, and former mayor of Regina, sold the paper in 1913. Standard Publishers was formerly located at 1731 Rose Street. (City of Regina Archives CORA-RPL-A-0846)

radio stations brought a new media form to the country and Regina. Radio served not only as a means of communicating the news of the day, but also broadcasted programs for entertainment and enjoyment. The establishment of a Canada-wide radio broadcasting network in 1939, connected Regina to the rest of the country and the world. As with newspaper advertisements, radio also served as a key marketing platform for products and services. As the entertainment popularity of radio programs grew and the number of stations and their content evolved through the 1930s and 1940s, radio continued to serve as a primary source for entertainment and news broadcasts especially during world events such as the Second World War. As radio technology and equipment improved, more stations were established and the broadcasting range expanded. Regina's first radio station, CKCK Radio, was established in 1922 in the Leader Building. The prairie landscape of southern Saskatchewan was suited to radio wave transmission with some signals capable of broadcasting throughout the province and northern

United States. The city's radio stations have evolved to remain current and meet the cultural, content, and technological needs of their listeners. Presently, the city hosts over a dozen radio stations.

#### 5.4.3 Television

In the 20th century, newspapers would give way to radio, which gave way to television as the primary medium for the conveying of news and entertainment programs in the city. Regina's first licenced TV station was CKCK-TV, now a CTV affiliate. The station was formed in 1953 and started broadcasting in June 1954. Early television stations initially provided local content for subscribers. Receipt of programs broadcasted Canada-wide became possible starting in 1957 through technological advances. Television programming was further diversified when international programs were made available to Regina viewers. As the cost of televisions and associated equipment became more economical, their popularity grew in a manner reflective of the popularity of radios in the early 20th century. As the legislative capital of the province, many television networks first established studios in Regina. As with other forms of media in recent decades, television has had to adapt to the pressures of increased competition and new delivery systems. Regina possesses a number of television stations that continue to provide diverse content and programs to its viewers.



An orchestra broadcast on CKCK several days after the radio went on air in 1922 - Regina's first commercial radio station. Studios were originally located in the Leader Building at 1853 Hamilton Street.  
(City of Regina Archives CORA-RPL-B-0105)



## APPENDIX A

The sites listed below represent some of the sites put forth by the project’s focus group during meetings and subsequent communications, and by the public during the project’s public open house. This is by no means an exhaustive list of all possible properties in the City of Regina that reflect the themes identified in the The-

matic Framework. This list serves as a starting point for identifying sites in the City of Regina for consideration for future evaluation. Those sites that have already been identified and designated at the municipal, provincial, or federal levels are not included in this list.

CANADIAN THEME	REGINA THEME	SITES FOR CONSIDERATION
1. HABITATION	<i>1.1 Natural &amp; Cultural Landscapes</i>	<ul style="list-style-type: none"> <li>• Victoria Park</li> <li>• Wascana Centre</li> </ul>
	<i>1.2 Enduring First Nations Presence</i>	<ul style="list-style-type: none"> <li>• Identified archaeological sites</li> <li>• Mount Pleasant Park</li> </ul>
	<i>1.3 Multi-cultural Settlement</i>	<ul style="list-style-type: none"> <li>• Germantown</li> <li>• Golden Mile</li> </ul>
	<i>1.4 Capital City Development</i>	<ul style="list-style-type: none"> <li>• Confederation Park</li> <li>• Cops and Commons</li> <li>• Lychgate</li> </ul>
2. ECONOMIES	<i>2.1 Early Economies</i>	<ul style="list-style-type: none"> <li>• Identified historic archaeological sites</li> </ul>
	<i>2.2 Building the Capital: Transportation &amp; Infrastructure</i>	<ul style="list-style-type: none"> <li>• Historic railway bridges</li> <li>• Bogy Creek Dam pumping station</li> <li>• Former railway right aways (e.g. College Avenue)</li> <li>• Power Station (i.e Saskatchewan Science Centre)</li> <li>• SaskPower Building</li> </ul>
	<i>2.3 Communication Networks</i>	<ul style="list-style-type: none"> <li>• SaskTel buildings</li> </ul>
	<i>2.4 Agriculture, Extraction, Production, &amp; Distribution</i>	<ul style="list-style-type: none"> <li>• Former General Motors Plant</li> </ul>
	<i>2.5 Commerce &amp; Service Industries</i>	<ul style="list-style-type: none"> <li>• Cornwall Centre</li> <li>• Empire Hotel</li> <li>• Champlain Hotel</li> <li>• Fuhrman’s Meats</li> </ul>

CANADIAN THEME	REGINA THEME	SITES FOR CONSIDERATION
3. GOVERNANCE	<i>3.1 A Capital Idea</i>	<ul style="list-style-type: none"> <li>• Regina City Hall</li> </ul>
	<i>3.2 Law, Order, &amp; Security</i>	<ul style="list-style-type: none"> <li>• Early police station (i.e. Municipal Justice Building)</li> <li>• Regina Correctional Centre</li> <li>• Provincial courthouse</li> </ul>
	<i>3.3 Defending Regina</i>	<ul style="list-style-type: none"> <li>• Victoria Park cenotaph</li> <li>• Military personnel plots in public cemeteries</li> </ul>
4. SOCIETY	<i>4.1 Spiritual Life</i>	<ul style="list-style-type: none"> <li>• Holy Rosary Cathedral</li> <li>• Islamic Association of Saskatchewan</li> <li>• Buddhist Temple</li> <li>• Hindu Temple</li> <li>• St. Nicholas Romanian Orthodox Church</li> <li>• St. Paul's Greek Orthodox Church</li> <li>• Descent of the Holy Spirit Sobor</li> <li>• Beth Jacob Synagogue</li> <li>• Funeral chapels and homes</li> <li>• St. Basil's Ukrainian Catholic Church</li> <li>• Ukrainian Orthodox Cathedral of the Descent of the Holy Spirit</li> </ul>
	<i>4.2 Education</i>	<ul style="list-style-type: none"> <li>• Regina Indian Industrial School landscape</li> <li>• Luther College</li> <li>• Regina College (College Avenue campus)</li> <li>• First Nations University of Canada campus</li> <li>• University of Regina campus</li> <li>• Saskatchewan Polytechnic</li> <li>• Balfour College</li> <li>• SIIT</li> <li>• Talmud Torah</li> </ul>
	<i>4.3 Health Care &amp; Social Services</i>	

CANADIAN THEME	REGINA THEME	SITES FOR CONSIDERATION
<b>4. SOCIETY</b>  ...continued	<b>4.4 Community Groups</b>   <b>4.5 Sports &amp; Recreation</b>  <b>4.6 Exhibitions, Fairs, &amp; Festivals</b>  <b>4.7 Social Movements</b>	<ul style="list-style-type: none"> <li>• Assiniboia Club (former site)</li> <li>• Islamic Association of Saskatchewan</li> <li>• Masonic Temple</li> <li>• Shriners Temple</li> <li>• Chinese Benevolent Association</li> <li>• Chinese National Party Building</li> <li>• Ukrainian National Federation</li> <li>• Reipsamen Residence (1300 block of Robinson Street)</li> </ul> <ul style="list-style-type: none"> <li>• Wascana Centre</li> <li>• Exhibition grounds and buildings</li> </ul> <ul style="list-style-type: none"> <li>• Exhibition buildings and grounds</li> </ul> <ul style="list-style-type: none"> <li>• Landscape of former Market Square (i.e. Old Fire Hall No. 1)</li> </ul>
<b>5. ARTS</b>	<b>5.1 Architecture &amp; Design</b>  <b>5.2 Visual &amp; Performing Arts</b>  <b>5.3 Community Collections</b>  <b>5.4 Media</b>	<ul style="list-style-type: none"> <li>• SaskPower Building</li> <li>• Avord Tower</li> </ul> <ul style="list-style-type: none"> <li>• Darke Hall</li> </ul> <ul style="list-style-type: none"> <li>• Wire animal sculptures (public art pieces)</li> <li>• Central Branch of Regina Public Library</li> </ul>

February 20, 2019

To: Members  
Priorities and Planning Committee

Re: Neighbourhood and Corridor Sequencing Plan

---

RECOMMENDATION

1. That this report be received and filed.
2. That item MN16-9 be removed from the Executive Committee outstanding items list.

CONCLUSION

Administration has completed an analysis of the 31 neighbourhoods and six urban corridors within the Regina's Intensification Boundary (Appendix A). Through analysis and mapping, the Neighbourhood and Corridor Sequencing Plan (Sequencing Plan) establishes the order in which Administration will work to update 12 existing neighbourhood plans, develop 19 new neighbourhood and six new urban corridor plans, beginning in Q2, 2019. This work is aligned with *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP) policies for developing or renewing City of Regina (City) plans, strategies and approaches to ensure the goals and policies of the OCP are actionable and realized over time.

BACKGROUND

On August 29, 2016, City Council passed motion MN16-9 - Neighbourhood Plans directing:

1. That the City of Regina prioritize the completion of new corridor plans, updating existing neighbourhood plans and creating and implementing new neighbourhood plans to help achieve the vision of the OCP.
2. That the Administration provide a report back to City Council, through Executive Committee, on a plan which will contain the timelines on implementing these changes in October of 2017.

Approved neighbourhood plans are in place for some of the city's older neighbourhoods; however, most of these plans were adopted in the 1980s and 1990s, prior to the adoption of the OCP and now require updating. In addition, the OCP establishes six urban corridors that require corridor plans to provide direction for land use, urban design and infrastructure policies required to accommodate new growth. Currently, Regina has no approved corridor plans. Once neighbourhood and corridor plans are adopted by City Council and approved by the Government of Saskatchewan, they form part of the OCP.

In response to MN16-9, work was initiated to develop a methodology to determine the sequence by which Administration would update current neighbourhood plans and develop new plans for

Regina's existing neighbourhoods and urban corridors. A memorandum was sent to City Council on October 2, 2017 (Appendix B), which outlined the purpose of the Sequencing Plan, the process and anticipated timing for its development. The City did not receive its custom 2016 Census data until October of 2018, which delayed completion of the Sequencing Plan.

## DISCUSSION

### Neighbourhood and Corridor Plans

Neighbourhood and corridor plans are secondary plans that provide more detailed land use, urban design and infrastructure policies than those found in the OCP. Developed through engagement with neighbourhood residents and stakeholders, adopted by City Council and approved by the Government of Saskatchewan, these plans implement the OCP's goals and objectives by establishing specific policies, as well as direction for growth and change at a neighbourhood scale. By updating existing neighbourhood plans and establishing new neighbourhood and corridor plans, Administration seeks to enhance liveability, maximize investments in city-wide and local infrastructure and services, as well as contribute towards the creation of complete neighbourhoods, while also meeting the OCP's intensification goals.

### Sequencing Neighbourhood Plans

Administration initiated work on the development of a Sequencing Plan in 2017. This work focused on the development of a methodology to determine the sequence by which Administration would update current neighbourhood plans and develop new neighbourhood plans for Regina's existing developed neighbourhoods and urban corridors, as well as provide rationale for the timing of plans over the short, medium and long-term.

The primary function of the Sequencing Plan is to determine the order in which pre-existing built neighbourhoods within the Intensification Boundary will proceed for a new or revised plan in the short, medium or long-term. Given resourcing constraints, it is not feasible to prepare 37 new corridor and neighbourhood plans concurrently; therefore, the creation of a Sequencing Plan is essential in strategically planning and allocating resources to provide direction for planning and development of neighbourhoods and corridors.

The Sequencing Plan process assessed the characteristics and change occurring in established neighbourhoods and corridors through the collection and analysis of available data, including the 2016 Census and the City's construction data. In addition, the Sequencing Plan considered where the OCP directs additional growth through intensification. Neighbourhoods that have experienced recent change or are identified in the OCP as being located where intensification is directed were given higher priority.

### Determination of Plan Sequence - Methodology:

Three key topic areas provide context into each neighbourhood:

1. Existing land use and compliance with the OCP.
2. Demographics, income, housing, transportation and underutilized lands.
3. Conditions of existing buildings and development activity.

The key topic areas were further divided into 11 data sets (Appendix C). The criteria for the use of each data set was:

- Pre-existing data, available for all neighbourhoods (no primary data gathering was completed).
- Ability of the data to demonstrate a neighbourhood change over time.

Each data set was ranked and weighted based on its importance as a driver for the requirement to undertake a new or revised neighbourhood plan. Data from each of the 31 neighbourhoods was gathered and mapped, with each neighbourhood given a score for each data set. Individual data set rankings were then weighted and added together to result in an overall neighbourhood score. The higher the score, the higher the priority of each plan.

Neighbourhoods were then grouped according to score to be undertaken in either the short, medium or long-term. The short-term plans were further organized based on the following criteria:

- Neighbourhoods without a plan were prioritized.
- Neighbourhoods with a plan were ordered based on plan age.
- Concurrent planning processes were spread out over multiple wards to optimize Councillor participation.
- Coordination of plan development based on ongoing and upcoming critical and major capital projects.

Plans in the short-term range are anticipated to be initiated within 0-5 years, with two plans beginning in 2019. The full list is in Appendix D and a visual map is in Appendix E.

#### Sequencing Corridor Plans:

The OCP defines an urban corridor as “the lands along an established or new major road, urban arterial or transit corridor that have the potential to provide a focus for higher density or mid-rise, mixed-use development that facilitate active transportation modes. Urban corridors link new neighbourhoods within the city centre and with each other”.

Urban Corridors are vital to achieving the OCP’s intensification goals. Corridor plans will allow the City to direct enhancements to specific corridor areas through transportation, urban design and land use policy. The Sequencing Plan for corridors determined the order in which Urban Corridors identified in the OCP Growth Map (Appendix F) will proceed with a new plan.

The data available for analysis of the corridors was different than that available for neighbourhoods. The sequence of corridor plans has been determined based on the residential growth potential of vacant properties along each corridor and the capacity of the existing water infrastructure and roadways to support that growth (Appendix G).

The timing of corridor planning processes remains to be determined. The requirement and opportunity for corridor plans will be monitored as part of the development of capital plans to take advantage of upcoming infrastructure renewal projects. Administration has recently begun a

corridor planning process for Saskatchewan Drive from Princess Street to Winnipeg Street. This has been initiated due to the convergence of critical infrastructure work and urban design direction from the Regina Downtown Neighbourhood Plan.

Even though it is not identified in the OCP as an intensification corridor, Administration will use the Saskatchewan Drive corridor planning process as an opportunity to inform processes and content for upcoming corridor plans.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

None with respect to this report; however, a portion of the remaining OCP capital carry-forward funding (~\$200,000) has been redirected to fund the Neighbourhood and Corridor Planning Program for 2019 and 2020. The Neighbourhood and Corridor Planning Program is included in the five-year capital program for 2021 - 2023 at \$100,000 per year.

### Environmental Implications

None with respect to this report.

### Policy and/or Strategic Implications

The Sequencing Plan is directly related to OCP policies:

- Section E. Realizing the Plan
  - 14.1, Ensure that corporate decisions, policies and practices are consistent with this plan.
  - 14.4, Plan collaboratively in a multi-disciplinary manner across the city as well as with the community.
  - 14.5, Develop an implementation plan that prioritizes short-, medium- and long-term strategies, actions and other initiatives in consideration of the City's capacity.
  - 14.21, Develop or renew City plans, strategies and approaches to ensure the goals and policies of this plan area actionable and realized over time.
  - 14.23, Require preparation of secondary plans where the City, at its discretion, requires a comprehensive land-use, servicing and design solution for a particular area of the city (e.g. new or existing neighbourhoods; employment areas).

The Sequencing Plan is also indirectly related to the following OCP policies:

- Section C. Growth Plan
  - 2.2, Direct future growth as either intensification on or expansion into lands designated to accommodate a population of approximately 300,000, in accordance with Map 1 - Growth Plan.
  - 2.3, direct at least 30 per cent of new population to existing urban areas as the City's intensification target.

- Section D5. Land Use and Built Environment
  - Goal 1, Require that new neighbourhoods, new mixed use neighbourhoods, intensification areas and built or approved neighbourhoods are planned in a collaborative manner with stakeholders and developed to include: interconnectivity, a neighbourhood hub, services, convenience shopping recreation, a diversity of housing types, specialized open spaces, streets pedestrian paths and bike paths contributing to fully connected, safe and accessible routes to all destinations, a distinctive character, identity and sense of place, convenient access to employment.
- Section D6. Housing
  - Goal 1, Increase the housing supply and improve housing affordability.
- Section D10. Economic Development
  - 12.1, Ensure an orderly regulatory environment within which business and industry can operate assured of transparency, predictability and fairness in their dealings with the City.
  - 12.2, Minimize regulatory barriers to economic growth to the greatest possible extent while balancing the needs and aspirations of all Regina residents, fee-and-tax-payers and the sustainability of the city.
- Section D11. Social Development
  - 13.6, Encourage intensification as a means to revitalize and renew neighbourhoods and existing community resources.
- Section E. Realizing the Plan
  - 14.12, Encourage and enable individuals and civic organizations to the Plan to take initiative in their city
  - 14.24, Require secondary plans to form part of this Plan, as sub-areas, to be adopted by bylaw in accordance with *The Planning and Development Act, 2007*.
  - 14.25, Regard the following planning instruments as types of secondary plans, which form part of this Plan following City Council approval:
    - 14.25.1, “neighbourhood plans’ which apply to existing, new or mixed-use neighbourhoods.
    - 14.25.3, “corridor plans’ which apply to corridor redevelopment areas.

#### Other Implications

None with respect to this report.

#### Accessibility Implications

None with respect to this report.

#### COMMUNICATIONS

Administration will engage Community Associations city-wide in Q2 of 2019 to provide briefing sessions on the role and timing of neighbourhood plans. This will be an important part of educating residents and stakeholders on the planning that occurs at a local level.

The Neighbourhood and Corridor Planning Program will include public engagement as each plan is developed.

DELEGATED AUTHORITY

The recommendation contained within this report is within the delegated authority of the Priorities & Planning Committee.

Respectfully submitted,



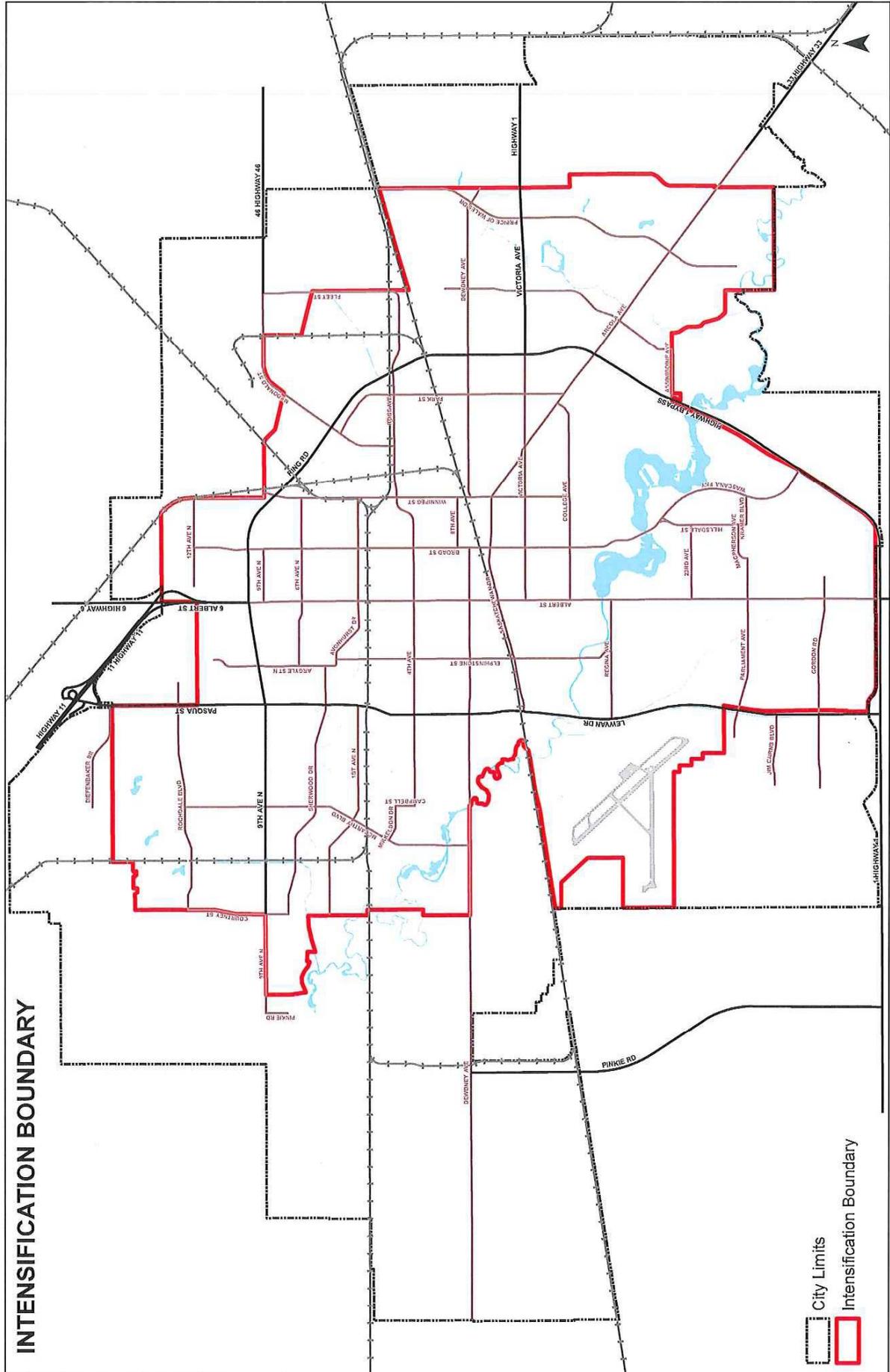
Fred Searle, A/Director  
Planning & Development Services

Respectfully submitted,



Diana Hawryluk, Executive Director  
City Planning & Community Development

Report prepared by:  
Chris Sale, Senior City Planner



**INTENSIFICATION BOUNDARY**

City Limits  
Intensification Boundary

## Memo

October 2, 2017

To: His Worship the Mayor  
Members, City Council

Re: Status of the Neighbourhood and Corridor Sequencing Plan

---

The following is an update on the Neighbourhood and Corridor Sequencing Plan which is being prepared to prioritize the creation of new neighbourhood and corridor plans for established areas of the City of Regina (City).

### Background

Neighbourhood and corridor plans are secondary plans that provide more detailed land use, urban design and public realm policies than those found in *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP). Developed through extensive engagement with local residents and stakeholders adopted by City Council, these plans implement the OCP's goals and objectives by establishing specific policies, as well as direction for growth and change at a neighbourhood scale. By updating existing neighbourhood plans and establishing new neighbourhood and corridor plans, the City will enhance livability, maximize investments in city-wide and local infrastructure and services and contribute towards the creation of complete neighbourhoods.

Approved neighbourhood plans are in place for some of the city's older neighbourhoods; however, the majority of these plans were adopted in the 1980s and 1990s and need to be updated. In addition, the OCP establishes a number of intensification corridors that will require corridor plans to guide the use, urban design and infrastructure required to accommodate new growth. There are currently no approved corridor plans in the city.

On August 29, 2016, the City adopted Notice of Motion MN16-9 – Neighbourhood Plans that:

1. The City prioritize the completion of new corridor plans, updating existing neighbourhood plans and creating and implementing new neighbourhood plans to help achieve the vision of the OCP.
2. That City Administration provide a report back to City Council through Executive Committee in October 2017, on a plan that will contain the timelines on implementing these changes.

### Purpose of a Sequencing Plan

Due to resource constraints, it is not feasible to prepare new corridor and neighbourhood plans concurrently for all established corridors and neighbourhoods in the city; therefore, creation of a Sequencing Plan is essential in strategically planning and allocating resources to provide direction for planning and development to neighbourhoods and corridors.

The Sequencing Plan will assess the characteristics and change occurring in established neighbourhoods and corridors through the collection and analysis of available data, including the 2016 census and construction data. In addition, the Sequencing Plan will review where the OCP directs additional growth through intensification. Generally, neighbourhoods that have experienced recent change or are identified in the OCP as being located where intensification is directed will be given higher priority under the Sequencing Plan. The Sequencing Plan is being prepared in-house.

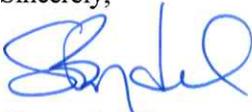
The Sequencing Plan will establish and provide a rationale for prioritized groups of neighbourhoods and corridors to enable City Council to make informed decisions around the timing of the creation of new neighbourhood and corridor plans over the short, medium and long term.

### Scheduled Completion

In order to incorporate data being released through the 2016 Census National Household Survey, City Administration anticipates the Sequencing Plan will be completed in Q2, 2018. Once the Sequencing Plan is completed, City Administration will inform community associations of its findings prior to it being submitted to City Council. Note that the creation of new neighbourhood and corridor plans involves extensive engagement with the local community associations, stakeholders and residents.

Work is anticipated to begin on the first new neighbourhood or corridor plan in 2019. If you have any questions please contact me 306-519-1624 or [sbzdell@regina.ca](mailto:sbzdell@regina.ca).

Sincerely,



Shauna Bzdel  
Director, Planning

CT/kk

cc: Chris Holden, City Manager  
Diana Hawrylyk, Executive Director, City Planning & Development  
Louise Folk, Director, Development Services  
Jennifer Barrett, A/Manager, Urban Planning  
Charlie Toman, Senior City Planner, Urban Planning

\\city.regina.ca\dfs\planning\wordpro\ngbh\intensification strategy\sequencing\_plan\_nbhd\_corridor\6 information memo to city council\update on sequencing plan - memo to council.docx

## Summary of Neighbourhood Planning Indicators

### Land Use Application (Development Services, 2000-2016)

The number of Contract zone, Zoning amendment, and Discretionary use applications received from 2011 to 2017. The higher the number of land use changes applied for, the higher the need for a new or revised neighbourhood plan.

### Existing Neighbourhood Plan Age (OCP, 1980s-Current)

Age of approved neighbourhood plans and subdivision covering most or all areas within a neighbourhood community boundary. The older the neighbourhood plan or subdivision date, the higher the need for a new or revised neighbourhood plan.

### Growth Plan (OCP, 2014)

The total area of Intensification Area (300k), Urban Corridor and City Centre that falls within a neighbourhood boundary. The higher the percent of growth area within a neighbourhood boundary, the higher the need for a new or revised neighbourhood plan.

### Existing Neighbourhood Plan Coverage (OCP)

Total coverage of a neighbourhood plan areas falling within a neighbourhood boundary. Where there is a partial or no existing neighbourhood plan, the higher the need for a new neighbourhood plan.

### Underutilized Land Inventory (ULS, 2018)

The total number of vacant lots within a neighbourhood boundary. The higher the number of vacant lots, the higher the need for a new or revised neighbourhood plan.

### Population Change (Census, 2011-2016)

The change in population from 2011 to 2016 census years. Where there is a sharp increase or decrease in population, the higher the need for a new or revised neighbourhood plan.

### Housing Condition (Census, 2016)

The number of dwellings requiring "Major Repairs". Where there is a higher level of dwellings requiring major repairs within a neighbourhood boundary, the higher the need for a new or revised neighbourhood plan.

### Building Permit Applications (Development Services, 2000-2016)

The total number of building permit applications received. The higher the number of building permits within a neighbourhood boundary, the higher the need for a new or revised plan.

### Housing Diversity (Census, 2016)

The level of diversity of housing stock within a neighbourhood. The lower the level of housing diversity within a neighbourhood boundary, the higher the need for a new or revised neighbourhood plan.

### Main Mode of Commuting (Census, 2016)

The percent of single occupant vehicles as the main mode of commuting in comparison to the Transportation Master Plan modal split. The higher the percentage of single occupant vehicles from the modal split targets, the higher the need for a new or revised neighbourhood plan.

### Housing Affordability (Census, 2016)

The percent of the population spending 30% or more on housing. The greater the percent spending above 30% the higher the need for a new or revised neighbourhood plan.

## Neighbourhood Plan Prioritization

### Short Term\* (0-5 years)

1. Al Ritchie (No Plan)	3. Whitmore Park (No Plan)	5. Centre Square (1989)	7. Heritage (1984)	9. Gladmer Park (2007)
2. Hillsdale (No Plan)	4. North Central (1989)***	6. Boothill (No Plan)	8. Warehouse District (1996)	10. Cathedral (1988)

### Medium Term\*\* (5+ years)

Arcola East	Dieppe	Eastview	McNab	Rosemont/Mount Royal
Coronation	Downtown	Lakeview	Regent Park	Ross Industrial
Dewdney East				

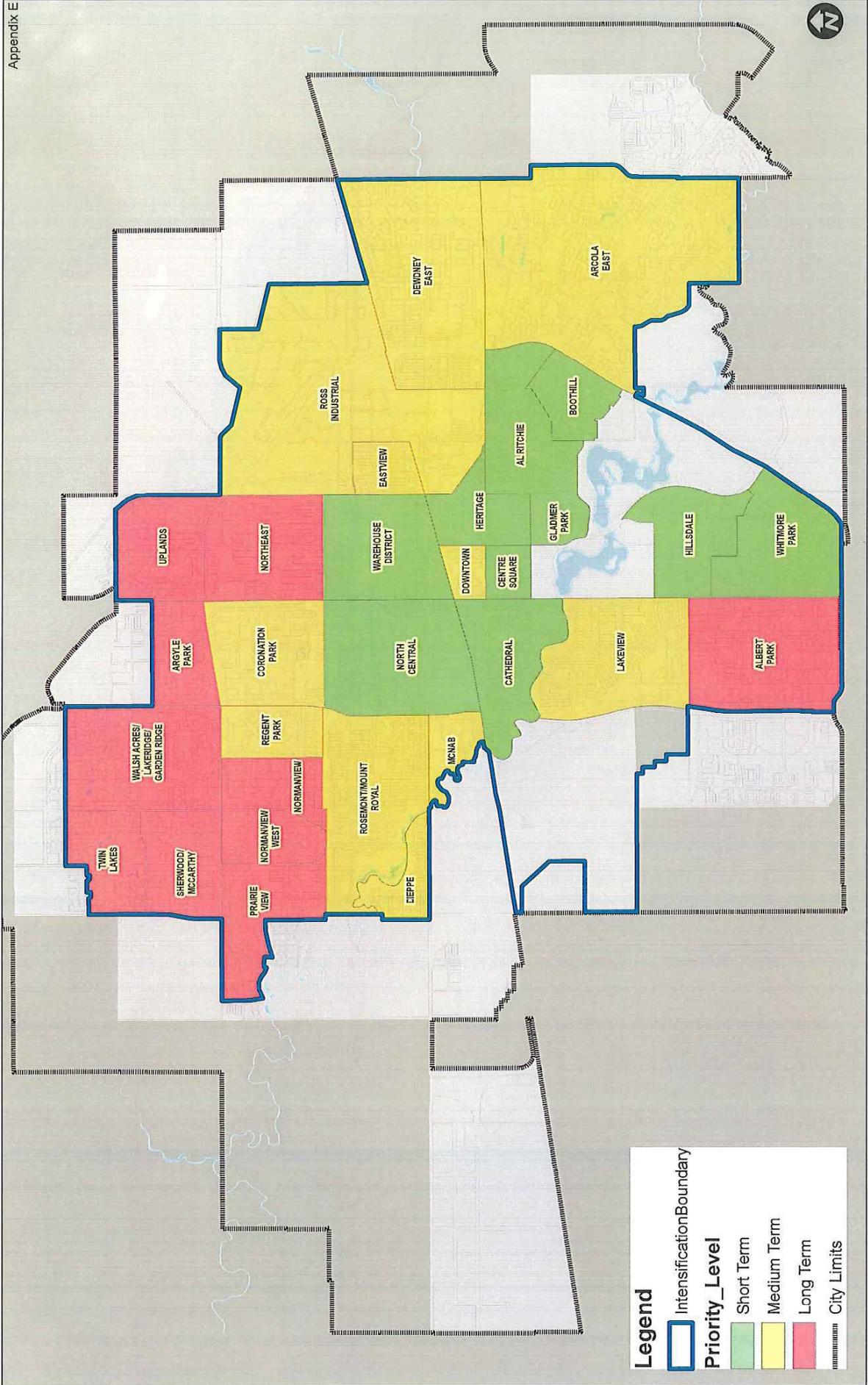
### Long Term\*\*

Albert Park	Normanview	Northeast	Sherwood/McCarthy	Uplands
Argyle Park	Normanview West	Prairie View	Twin Lakes	Walsh Acres/Lakeridge/Garden Ridge

\* Short term plans have been organized based on order in which plans will proceed.

\*\* Medium and Long Term plans have been listed alphabetically and will be sequenced at a later date

\*\*\* The prioritization and timing of the North Central Neighbourhood Plan may vary depending on the Taylor Field Neighbourhood (RRI) Planning Process

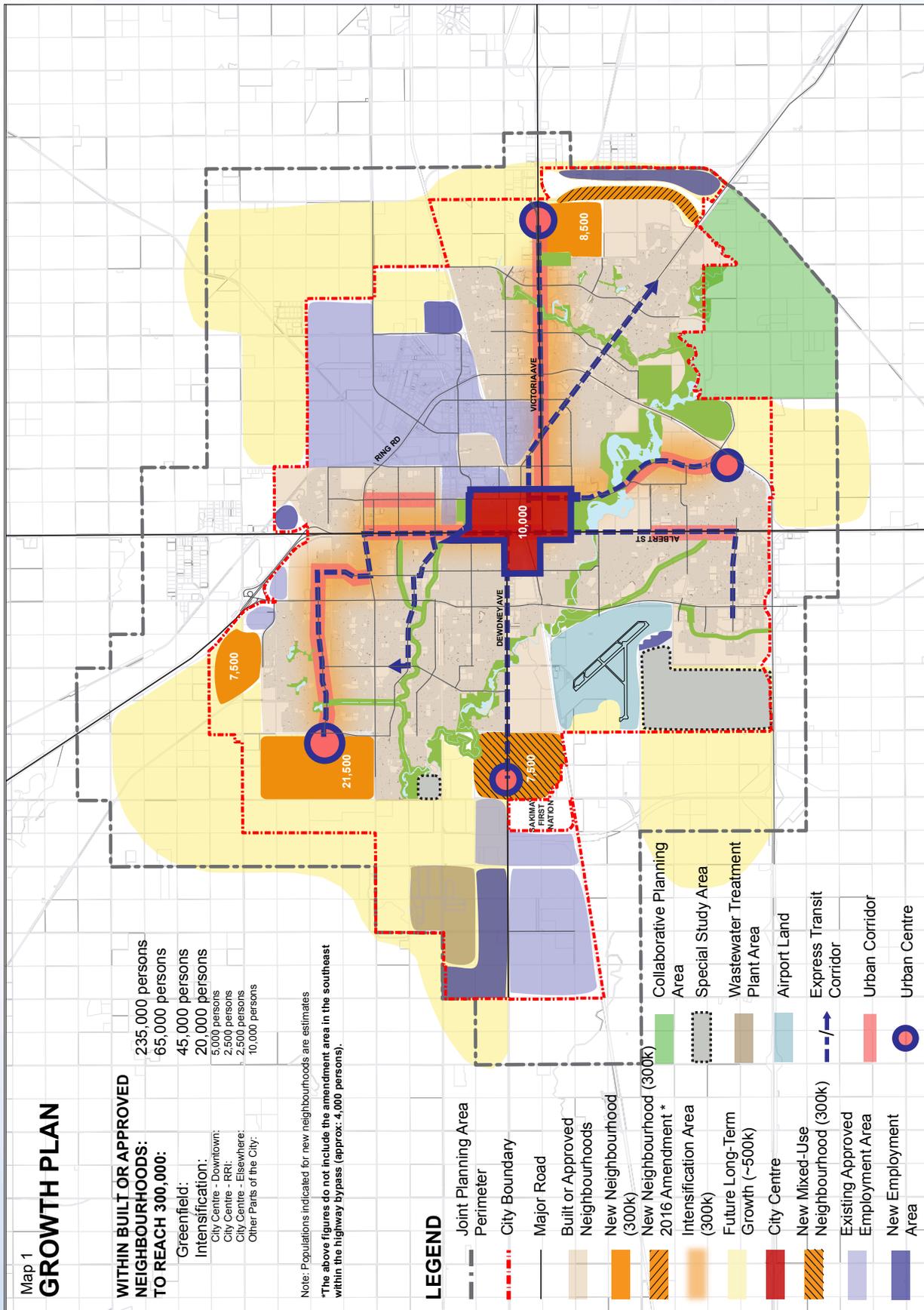


**Legend**

- Intensification Boundary
- Priority\_Level**
- Short Term
- Medium Term
- Long Term
- City Limits

### Neighbourhood Plan Prioritization

MAP 1: GROWTH PLAN



## Summary of Corridor Planning Indicators

### Underutilized Land Inventory (ULS, 2018)

The total area of vacant lots with an Urban Corridor. The higher the area of vacant lots, the higher the opportunity for a new corridor plan.

### Population Growth Projections (2018)

Calculation of residential population potential of vacant lots within the Urban Corridor. The higher the population potential, the higher the opportunity for a new Corridor Plan.

### Infrastructure Capacity (WaterCad 2018, EMM Model 2018)

Calculation of Water and Traffic capacity along the Urban Corridor based upon the the additional population that underutilized lands has the potential to accommodate.

## Corridor Prioritization

1. Victoria Avenue (Albert St. - Tower Rd.)	Ward 3, 4, 5, 6
2. Albert Street (College Ave. - Ring Rd.)	Ward 6, 7
3. Broad Street (1st Ave. North - Ring Rd.)	Ward 7
4. Albert Street (23rd Ave. - Gordon Rd.)	Ward 1, 2
5. Wascana Parkway (Lakeshore Dr. - Grant Rd.)	Ward 1
6. Pasqua Street/Rochdale Boulevard (Courtney St. - Ring Rd.)	Ward 7, 9, 10