



# **Community and Protective Services Committee**

**Thursday, June 13, 2019  
4:00 PM**

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



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**OFFICE OF THE CITY CLERK**

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**Public Agenda  
Community and Protective Services Committee  
Thursday, June 13, 2019**

**Approval of Public Agenda****Adoption of Minutes**

Community and Protective Services Committee - Public - May 9, 2019 4:00 PM

**Administration Reports**

CPS19-9      Solar Pathway Lighting Pilot Project

**Recommendation**

1. That the direction for Administration to undertake a pilot project to test solar LED lighting and conventional-power LED lighting along pathways be considered through the 2020 Budget process.
2. That Administration report back to Community and Protective Services Committee at the end of the five-year pilot project on its outcomes.

CPS19-10      Regina Airport Transit Options

**Recommendation**

1. That item MN19-1 be removed from the list of outstanding items for the Community and Protective Services Committee.
2. That this report be received and filed.

CPS19-11      Redevelopment Options for the Regent Park Par 3 Golf Course

**Recommendation**

1. That Option #2, Seniors' Assisted Living Plus Recreation Facilities be approved as the preferred option for the redevelopment of the Regent Park 3 Golf Course lands.
2. That Administration bring an implementation and financing plan to City Council for consideration through the 2020 budget process.



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**OFFICE OF THE CITY CLERK**

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3. That the Executive Director, Financial Strategy and Sustainability be delegated authority to begin the land subdivision and sale process and report back to City Council as required.
4. That City Council provide direction for the inclusion of any of the proposed additional recreation elements identified in this report in the final design.
5. That this report be forwarded to the June 24, 2019 City Council meeting for approval.

**Adjournment**

AT REGINA, SASKATCHEWAN, THURSDAY, MAY 9, 2019

AT A MEETING OF COMMUNITY AND PROTECTIVE SERVICES  
COMMITTEE  
HELD IN PUBLIC SESSION

AT 4:00 PM

**These are considered a draft rendering of the official minutes. Official minutes can be obtained through the Office of the City Clerk once approved.**

Present: Councillor Lori Bresciani, in the Chair  
Councillor John Findura  
Councillor Jerry Flegel  
Councillor Jason Mancinelli

Regrets: Councillor Andrew Stevens

Also in Attendance: Council Officer, Tracy Brezinski  
City Solicitor, Byron Werry  
Executive Director, Citizen Services, Kim Onrait  
Executive Director, City Planning & Community Development, Diana Hawryluk  
Director, Parks, Recreation & Cultural Services, Laurie Shalley  
Director, Fire & Protective Services, Layne Jackson  
Manager, Emergency Management, Jeff Rowden

APPROVAL OF PUBLIC AGENDA

**Councillor Jerry Flegel moved, AND IT WAS RESOLVED, that the agenda for this meeting be approved, as submitted, after adding item Motion CPS19-7, Councillor Lori Bresciani: Downtown Washroom.**

ADOPTION OF MINUTES

**Councillor John Findura moved, AND IT WAS RESOLVED, that the minutes for the meeting held on April 11, 2019 be adopted, as circulated.**

MOTION

CPS19-7 Councillor Lori Bresciani: Downtown Washroom Facility

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**Recommendation**

That Administration return to the Community and Protective Services Committee in Q3 2019 with a report on the capital and operational costs of both a seasonal and year-round downtown washroom facility, that identifies various sources of funding and partnership opportunities related to the building and maintenance of such a facility.

**Councillor Jason Mancinelli moved, AND IT WAS RESOLVED, that Administration return to Community and Protective Services Committee in Q4 2019 with a report on costing to provide washroom facilities in the downtown, including various options for both seasonal and year-round facilities, and that consultation with the stakeholders and research in other municipalities be completed.**

**ADMINISTRATION REPORT**

CPS19-8 Declaration of a Local Emergency

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**Recommendation**

That this information be received and filed.

**Councillor Jason Mancinelli moved, AND IT WAS RESOLVED, that this report be received and filed.**

**RESOLUTION FOR PRIVATE SESSION**

**Councillor Jerry Flegel moved, AND IT WAS RESOLVED, that in the interest of the public, the remaining items on the agenda be considered in private.**

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Chairperson

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Secretary

June 13, 2019

To: Members  
Community and Protective Services Committee

Re: Solar Pathway Lighting Pilot Project

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**RECOMMENDATION**

1. That the direction for Administration to undertake a pilot project to test solar LED lighting and conventional-power LED lighting along pathways be considered through the 2020 Budget process.
2. That Administration report back to Community and Protective Services Committee at the end of the five-year pilot project on its outcomes.

**CONCLUSION**

In response to a motion that was passed at the December 12, 2018 meeting of City Council, Administration has developed a pilot project to test solar lighting on a portion of the City's pathway system, consistent with the *Open Space Lighting Policy and Procedures (2006)*. Administration recommends the installation of LED solar pathway lighting along the multi-use pathway in Eastgate Park and a similar number of conventionally powered LED pathway lights along a portion of the multi-use pathway in Creekside Park for comparison. Administration would report back at the end of five years on the outcomes of the pilot project.

**BACKGROUND**

In 2006, Council approved the *Open Space Lighting Policy and Procedures (2006)* (Appendix A). This policy recommends that lighting be considered for the following:

- Major connectors (i.e pathways connecting schools or recreation facilities)
- Outdoor sports complexes
- Outdoor boarded ice facilities
- Parking lots serving open space facilities
- Tennis courts
- Special features, such as toboggan hills or outdoor seating areas
- Other areas as may be deemed appropriate by the Director

On December 12, 2018, Council approved a motion that, "*administration report back to the Community and Protective Services Committee in Q2 of 2019 with a proposed pilot project to test solar lighting on a portion of pathway that is consistent with the current Open Space Lighting Policy, along with proposed costs and financing, for consideration through the 2020 budget process.*"

## DISCUSSION

Administration proposes to undertake a five-year pilot project to test the capital, operations and maintenance costs along with the performance and lighting levels provided by 14 LED solar pathway lights against a control group of up to 10 LED pathway lights which make use of a conventional electrical power source.

### Pilot Locations

The pilot locations were chosen based on their conformity with *Open Space Lighting Policy and Procedures (2006)*, the principles of Crime Prevention Through Environmental Design (CPTED) as well as requests from the community. The pilot locations evaluated include Toothill Park, A.E. Wilson Park, Stan Oxelgren Park, Bloos Park, Rae Park, Fines Drive Park, Creekside Park, Eastgate Park and Sangster Park. Background on the analysis of the considered locations and their consistency with the selection criteria is included in Appendix B. Maps of each park are included in Appendix C.

Administration's recommended location for the LED solar pilot is Eastgate Park, along the Pilot Butte Creek Multi-Use Pathway, from Thomson Avenue to Dewdney Avenue. The location for the LED conventional-power pilot is recommended to be Creekside Park directly north of Eastgate Park, also along the Pilot Butte Creek Multi-Use Pathway from Dewdney Avenue to McVeety Drive.

Both locations form part of the City's multi-use pathway network and are major connectors that act as high-traffic links between adjacent neighbourhoods, nearby schools and recreation facilities and commercial areas. As such, these locations are consistent with the policy. The Creekside pathway will also fill a gap between the existing lit pathway system in Parkridge Park and Dewdney Avenue. A map of the preferred pilot project locations can be found in Appendix C. Drawing S-6 Timing of installation is dependent on budget approval for this project but is anticipated to occur in spring 2020.

### Water Security Agency Update

When Administration shared report IR18-18 with Council in December 2018, direction from the Water Security Agency (WSA) at that time was that they did not support permanent structures within the floodplain. This direction was problematic, as many municipal parks are located along creeks and storm channels. Administration has been working closely with the WSA to establish guidelines that would allow certain structures within the floodplain area. Recently WSA provided approval to the City allowing light standards to be installed within a floodplain, provided they are installed a minimum of five metres from the edge of the habitat zone along the creek. This has enabled Administration to bring forward locations along the Pilot Butte Creek Pathway, which would not have previously been considered as potential pilot locations, due to their location in the floodplain.

### Pilot Criteria

Over the course of the pilot project, staff will monitor the effectiveness of the LED solar system against that of the LED conventional-power system based on capital, operation and maintenance costs. Along with component performance and lighting levels at various times of day, year and

weather conditions. The five-year duration of the monitoring period is half the typical design lifespan of most LED solar system batteries thus is intended to provide the City with a clear understanding of the batteries' long-term performance in Regina's climate.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

Based on the capital, operating and maintenance costs previously reported to Community and Protective Services Committee and Council, Administration will propose the following be considered through the 2020 Budget process:

#### Capital Costs (2020)

Description	# of Lights	Cost per light*	Total
LED Solar Power (Eastgate Park)	14	\$6,380	\$89,320
LED Conventional Power (Creekside Park)	10	\$6,940	\$69,400
Power Source (Creekside Park)		\$15,000	\$15,000
<b>Subtotal</b>			<b>\$173,720</b>
Design Fees (10%) + Contingency (15%)			\$43,430
<b>Grand Total</b>			<b>\$217,150</b>

\*costs include: fixture, pole, pile and trenching and are based on estimates provided by lighting suppliers in our region.

#### Annual Maintenance Costs (2020 - 2025)

Description	# of Lights	Cost per light / year	Total number of years	Total over 5 years
LED Solar Power	14	\$92	5	\$6,440
LED Conventional Power	10	\$37	5	\$1,850
<b>Subtotal</b>				<b>\$8,290</b>
Contingency (10%)				\$ 829
<b>Grand Total</b>				<b>\$9,119</b>

#### Annual Operations Costs (2020 - 2025)

Description	# of Lights	Cost per light (annually)	Total number of years	Total over 5 years
LED Solar Power	14	\$0	5	\$0
LED Conventional Power	10	\$20	5	\$1,000
<b>Subtotal</b>				<b>\$1,000</b>
Contingency (10%)				\$100
<b>Grand Total</b>				<b>\$1,100</b>



### Long-Term Financial Impact

The operating costs for the five-year pilot project are identified above, however, the planned life expectancy of the infrastructure will exceed the length of the pilot project by roughly 20 years. Based on the numbers above, the total cost to maintain and operate the pilot project infrastructure over the remaining 20 years of the lifecycle of the investment is as follows:

#### Annual Maintenance Costs (2020 - 2045)

<b>Description</b>	<b># of Lights</b>	<b>Cost per light / year</b>	<b>Total number of years</b>	<b>Total over remaining 20 years</b>
LED Solar Power	14	\$92	20	\$25,760
LED Conventional Power	10	\$37	20	\$7,400
<b>Total</b>				<b>\$33,160</b>
Contingency (10%)				\$3,316
<b>Grand Total</b>				<b>\$36,476</b>

#### Annual Operations Costs (2020 - 2045)

<b>Description</b>	<b># of Lights</b>	<b>Cost per light / year</b>	<b>Total number of years</b>	<b>Total over remaining 20 years</b>
LED Solar Power	14	\$0	20	\$0
LED Conventional Power	10	\$20	20	\$4,000
<b>Total</b>				<b>\$4,000</b>
Contingency (10%)				\$400
<b>Grand Total</b>				<b>\$4,400</b>

Over the 25-year lifespan of the investment, the higher capital and operating costs of the LED conventional-power lights are not offset by their lower annual maintenance costs. Based on the information above each LED solar light will result in a savings of \$1,185 per light fixture over the 25-year lifespan of the infrastructure in comparison to the LED conventional-power option.

### Environmental Implications

More than 50 per cent of Saskatchewan's electrical power currently comes from non-renewable energy sources. A transition to renewable energy for pathway lighting will contribute to a reduction in overall greenhouse gas emissions by the City.

Solar lighting is not without environmental impacts. Solar energy storage requires batteries, which have a shorter lifespan than components of a conventional power source, requiring periodic replacement. The batteries, depending on their design, can also contain chemicals and heavy metals which pose a risk to the environment if not recycled properly.

### Policy and/or Strategic Implications

Park lighting installation is considered through the *Open Space Lighting Policy and Procedures (2006)*. This document provides direction on when and where lighting should be considered. It also provides site evaluation tools when lighting is being considered. Administration will continue to use this policy to guide decisions on lighting installation, as well as Crime Prevention Through Environmental Design (CPTED) principles and any other applicable provincial legislation.

### Other Implications

None with this report.

### Accessibility Implications

The addition of lighting in the recommended locations will allow for better visibility during low light hours, thus increasing accessibility for the community.

### COMMUNICATIONS

Prior to installation of the lighting for the pilot project, affected residents will be notified of the project construction schedule.

### DELEGATED AUTHORITY

The recommendations contained within this report are within the delegated authority of Community and Protective Services Committee.

Respectfully submitted,



Laurie Shalley, Director  
Parks, Recreation & Cultural Services

Respectfully submitted,



Diana Hawryluk, Executive Director  
City Planning & Community Development

Report prepared by:  
Chris Sale, Senior City Planner

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**OPEN SPACE****DOCUMENT NO.**

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- 1.0 POLICY TITLE:** Open Space Lighting Policy and Procedures
- 2.0 AUTHORITY:** City Council approval February 27, 2006 – CR06-8
- 3.0 PURPOSE:** The purpose of the Open Space Policy and Procedures is to determine where and when lighting is required in City-owned open space.
- 4.0 DEFINITIONS:**

**Amenities**

Desired features in open space that provide opportunity for recreation. Amenities include such features as play structures, climbing rocks, athletic fields and picnic areas.

**Crime Prevention Through Environmental Design (CPTED)**

The reduction and elimination of crime opportunities through the modification of the built environment. It also includes encouraging neighbours, business people, and community groups to work together to prevent crime by asserting ownership of their shared place. CPTED considers such factors as movement predictors, natural surveillance, territoriality, image, and the general use of the site.

**Director**

Means the Director of Community Services or anyone authorized to act on the behalf of the Director of Community Services.

**Major Connectors**

A major connector includes all of the following features:

- a) It is a public pathway that runs through or is directly connected to a park or open space;
- b) It forms part of a pedestrian system that connects to a destination point such as a recreational facility; and
- c) It bears a significant volume of night traffic.

**City-Owned Open Space**

The outdoor public environment which incorporates or includes natural physical elements to encourage human activities. It includes parks, athletic fields/outdoor sport complexes, public pathways that run through or are directly connected to a park or open space and amenities such as toboggan hills. Elementary and secondary school sites, streets, alleys and road right-of-ways are not covered by this policy.

**City-Owned Open Space Lighting Evaluation**

An evaluation of the open space site to determine the need for lighting based on the intended use, frequency of use, or safety and security considerations.

### **Outdoor Ice Facility**

A zone level recreational opportunity that typically includes a boarded rink and one skating surface. These sites provide a shelter and nearby parking. Typical users include recreational skaters and various organized groups who play or practice as a team.

### **Outdoor Sports Complex**

Features multiple athletic fields in one site. There may be a single type or a variety of facilities and amenities.

## **5.0 POLICY STATEMENT:**

In the appropriate location lighting can enhance user safety and security, discourage vandalism and undesirable activities, or extend the usage of the open space beyond daylight hours. However, the City of Regina recognizes that lighting alone will not necessarily create safe open space. In an inappropriate location lighting can give people a false sense of security, place them at risk, or encourage the presence of people within open space at times that are not desirable. The decision as to whether lighting is required shall be based on the following criteria.

### **5.1 Criteria for Installing Lighting**

Lighting for City-owned open space in new subdivisions or for existing neighbourhood, zone and municipal level parks and other open space shall be prioritized in the following order and evaluated based on the following criteria:

a) **Safety and Security Considerations**

Lighting should be provided to minimize the opportunity for crime and contribute to a greater degree of safety for open space. Whether lighting should be installed in City-owned open space for safety and security reasons shall be determined by completing an Open Space Lighting Evaluation.

b) **Intended for Night-Time Recreational Use**

Lighting should be provided in those City-owned open space areas where the City of Regina encourages night-time recreational use. The determining factor shall be:

- i. the open space is scheduled by the City of Regina for night-time recreational use as may be the case for outdoor sports complexes; or
- ii. the open space is not scheduled but night-time use is encouraged as may be the case for tennis courts and outdoor boarded ice facilities.

In order to be considered for night-time use an outdoor sports complex should have a buffer area between the athletic fields and the adjacent residential area. Lights shall not operate past the hour of use permitted in the Parks and Open Spaces Bylaw, 2004-27, without the necessary permit.

c) **Frequency of Use**

Lighting is required because the City-owned open space is to be used by a significant number of people at night on a frequent and reasonably consistent basis such as major connectors to destination points. Frequency of use shall be determined by the City of Regina based on:

- i. the volume of night traffic in the case of an existing site; or
- ii. the projected volume of night traffic in the case of a new subdivision that does not yet exist.

The above information may be collected from a variety of sources including observational

feedback from staff or, if available, pedestrian counts or projections.

The determination of what constitutes a significant number shall be based on a total assessment of the major connector including the following factors:

- i. the number of night-time users;
- ii. the frequency of use; and
- iii. whether there are other alternate routes available within a reasonable walking distance.

The decision as to whether or not to install lighting will not necessarily be based on the shortest route to a destination point. Rather it will consider whether there is an alternate route that already exists with lighting or whether there is a safer route in terms of the CPTED principals.

## **5.2 Areas for Which Lighting May Be Considered**

The following are the City-owned open space areas that may be considered for lighting based on the above criteria.

- a) Major connectors
- b) Outdoor sports complexes
- c) Outdoor boarded ice facilities
- d) Parking lots serving open space facilities
- e) Tennis courts
- f) Special features, such as toboggan hills, horseshoe pitches or outdoor seating areas
- g) Other areas as may be deemed appropriate by the Director

## **5.3 Design Approval for New Developments or Significant Upgrades to an Existing City-Owned Open Space**

All new developments or significant upgrades to existing open space are subject to this policy. Any required lighting for open space in new subdivisions will be installed at the developer's expense. Design proposals, including those with plans for lighting, shall be submitted to the City of Regina for review and approval. All design proposals shall incorporate the principles of CPTED and follow this policy as well as the standards for lighting in open space identified in the Development Standards Manual.

In new open space developments the question of lighting should be resolved during the concept discussion phase. If in the concept phase, the request for lighting is approved, the design lighting parameters should be clearly established.

## **5.4 Operations and Maintenance**

Operating and maintenance costs for lighting in open space will be borne by the City of Regina unless an alternate arrangement has been made with the community, the user group or the developer.

## **5.3 Community Involvement**

Community involvement in the planning, designing and developing of City-owned open space is a priority of the City of Regina. This commitment to community involvement will continue in regards to the Open Space Lighting Policy and Procedures. The policy provides for public involvement in the resolution of issues and consideration of potential solutions related to requests for lighting in City-owned public space..

## **5.4 Efficiency and Energy Conservation**

The City of Regina has an ongoing commitment to energy conservation. The City will continue to

encourage practices that reduce energy consumption and promote sustainable development. The number, style and location of lights shall be relevant to the proposed use of the City-owned open space and consistent with the goals of energy efficiency, cost-effectiveness and aesthetic appropriateness. Lighting in City-owned open space, other than that required for safety and security reasons, shall be turned off when not in use. Automated timing devices to control the duration of lights shall be installed and have the capability of linking to the City of Regina central control system.

**Please see Appendix A – City-Owned Open Space Lighting Procedures for further information.**

## APPENDIX A – CITY-OWNED OPEN SPACE LIGHTING PROCEDURES

### 1. Evaluating Requests for Lighting

Requests for lighting should be directed to the Community Services Department. A department representative will consult with the individual initiating the request to determine whether the request is related to:

- a) the intended night-time recreational use of the open space;
- b) the frequency of use; or
- c) safety and security issues.

The City-owned Open Space Lighting Evaluation: Part I will be completed at this stage.

If the request is related to a) or b) above and has been established based on the criteria described in section 5.1, the Community Services Department will consider the request as part of the five-year Capital Program development process.

If the request is related to c) above, the process outlined in Section 2 below will be followed.

### 2. The Process to Determine Whether Lighting Should be Installed for Safety or Security Reasons

The following process shall be followed to determine if lighting or additional lighting should be installed in an existing City-owned open space for safety or security reasons:

- a) The Community Services Department shall consult with the Regina Police Service to collect background information related to the number of incidents that have occurred at the site, who has been affected by the problem, and whether a crime has been committed. Section 2 (C) of The City-owned Open Space Lighting Evaluation shall be completed at this stage.
- b) If after an analysis of the safety and security issues it is concluded that a site evaluation is warranted, the Regina Police Service, together with a representative of the Community Services Department, will conduct a site inspection. Part II of the City-owned Open Space Lighting Evaluation will be completed to determine the nature and extent of the problem and propose possible solutions.
- c) The decision as to whether a community meeting is required would be based on the seriousness of the incidents that have occurred and/or the number of incidents. A community meeting may also be necessary if the problem is determined to be a social problem (such as, loitering, youth fighting in parks, drug and alcohol abuse) that will require community involvement to address. The Community Services Department will be responsible for coordinating the community meeting. At a minimum the following organizations and individuals will be invited to attend:
  - The Regina Police Service
  - Representatives from the Community Association
  - A representative from the Zone Board
  - A representative from the Neighbourhood Watch Program
  - Concerned citizens who live in the area
  - Parent Teacher Associations from local schools

The purpose of the community meeting would be to:

- i. Review the nature and extent of the problem.
- ii. Propose solutions to the problem. Lighting may or may not be the preferable solution or the

sole solution. Other solutions may include:

- hosting further community meetings to discuss and resolve the problem;
- publicizing the problem through the community newsletter;
- requesting a greater police presence in the area;
- setting up a neighbourhood watch or park patrol; and/or,
- additional lighting.

iii. Develop specific strategies for implementing the proposed solutions. A community committee may be established to develop, implement and monitor the proposed solutions.

- d) If as a result of the City-owned Open Space Lighting Evaluation and the community involvement process, it is concluded that lighting is required for safety or security reasons a recommendation to this effect will be made to the Director. The recommendation will also include information as to the purpose, location, type, and hours of operation of the lighting to be installed. The request will then be prioritized as part of the capital program.

#### **Further reference**

#### **Appendix B – City-Owned Open Space Lighting Evaluation**



## APPENDIX B – CITY-OWNED OPEN SPACE LIGHTING EVALUATION

### PART I (To be completed by the Community Services Department)

#### 1. Who originated the request for lighting?

☐ Community      ☐ Regina Police Service      ☐ Individual/Resident      ☐ User Group

☐ Councillor      ☐ City of Regina Department

\_\_\_\_\_  
Name of Department

Name of Contact: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone: \_\_\_\_\_ (hm) \_\_\_\_\_ (wk) \_\_\_\_\_ E-mail

#### 2. Why is lighting being requested for the site?

**Please check off the appropriate reason(s) for requesting lighting. Answer the questions under the reason(s) you have checked off.**

☐ **Safety and Security** - Lighting is requested to minimize the opportunity for vandalism, assault or other crimes and contribute to greater degree of safety for the open space users. This section is to be completed by the person or organization originating the request for lighting.

a) Were there incidents that precipitated the lighting request?

☐ Yes ☐ No

If Yes, please explain.

b) What is the perceived risk to users and residents?

c) What is the anticipated impact lighting will have on the park use?

d) This section is to be completed the Community Services Department in consultation with the Regina Police Service.

i. Documented history of the site:

- Requests for Service (RFS)

- Recorded history documented in the City of Regina central file.

- Recorded maintenance and vandalism statistics (include both major and minor incidents for the site)—this information is tracked by Parks and Open Space Management and Corporate Services.
- Regina Police Service statistics and history

Have crimes been committed on this site? ☐ Yes ☐ No

If Yes, please describe.

- ii. Based on the documented history of the site and consultation with the Regina Police Service is a site evaluation required?

☐ Yes (If yes, please complete Part II) ☐ No

- ☐ **Intended for Night-Time Recreation Use** – Lighting is requested to extend the hours of recreational use of the site such as for an outdoor sports complex.
- a) What are the current hours the amenity is programmed or utilized?

- b) Is there a demand for the amenity that necessitates night time use?

- c) Are there other options or alternatives available to accommodate the demand rather than installing lights at this location to satisfy the demand?

- d) What anticipated impact will the proposed lighting have on:

- i. the open space use;
- ii. adjacent roadways;
- iii. adjacent residents; and
- iv. the open space use;

☐ **Frequency of Use:** Lighting is requested because the open space is frequently used by a significant number of people at night as a connector to a recreational or educational facility.

- a) What is the estimated current number of users after dark?
- b) Has the frequency of use changed from the past?
- c) Are there operational/maintenance issues associated with this site?
- d) Are the operational/maintenance issues related to number of users?
- e) What anticipated impact will the proposed lighting have on:
  - i. the open space use;
  - ii. adjacent roadways; and
  - iii. adjacent residents
- f) Does the City of Regina wish to encourage night-time use of the site?  
☐ Yes      ☐ No  
If Yes, please explain.
- g) Are there alternatives to lighting the open space?  
☐ Yes      ☐ No  
If Yes, please explain.

☐ **Community Preference** - Lighting is requested to address a community desire to have lights in the City-owned open space.

- a) Why does the community want lighting installed in the City-owned open space?

- b) Is lighting the best solution to address the stated reason?
- c) What impact is the proposed lighting anticipated to have on:
  - i. the open space use;
  - ii. adjacent roadways; and
  - iii. adjacent residents?

☐ **Other reasons** - Lighting is requested for a reason other than those cited above.

- a) Specify the reason for requesting lighting.
- b) What issue, problem or need is lighting intended to address?
- c) What impact is the proposed lighting anticipated to have on:
  - i. the open space use;
  - ii. adjacent roadways; and
  - iii. adjacent residents?

## **PART II: SITE INSPECTION**

(Conducted by Community Services Department, the Regina Police Service and the requestor.)

1. What factors contribute to the problem (i.e., access to the park, visibility problems, possible entrapment areas, territoriality, inadequate or lack of lighting, social problems such as loitering or a need for greater police presence)?
2. Is a CPTED audit required? If so, what would be the objectives for doing the audit? Has an audit been conducted in the past? What were the findings?
3. a) Based on the evaluation, is a community meeting required to discuss possible solutions to the problem/issue?  
  
☐ Yes      ☐ No  
  
If yes, what should be the object of the meeting?  
  
b) If a meeting was conducted, what was the outcome of the meeting? What follow-up action was identified? Who is to undertake the action?  
  
c) Was there community ownership and buy in into the terms of the outcomes and the process? (Attach meeting minutes.)
4. Based on the information collected, what are the potential solutions for resolving the problem/issue and how will the proposed solutions address the problem/issue?

### **Potential Solutions**

### **How will the proposed solutions resolve the problem?**

- |    |    |
|----|----|
| 1. | 1. |
| 2. | 2. |
| 3. | 3. |
| 4. | 4. |

5. What is the preferred potential solution and recommendation?

6. If lighting is the preferred solution, the Community Services Department will be responsible for conducting a post lighting evaluation after the lighting is installed.

a) Date of the Post Lighting Evaluation

b) Since the evaluation have there been any related issues on the site?

☐ Yes      ☐ No

If yes, specify.

\_\_\_\_\_  
Regina Police Service

\_\_\_\_\_  
Date

\_\_\_\_\_  
Community Services Department

\_\_\_\_\_  
Date

\_\_\_\_\_  
Community Organization Representative

\_\_\_\_\_  
Date

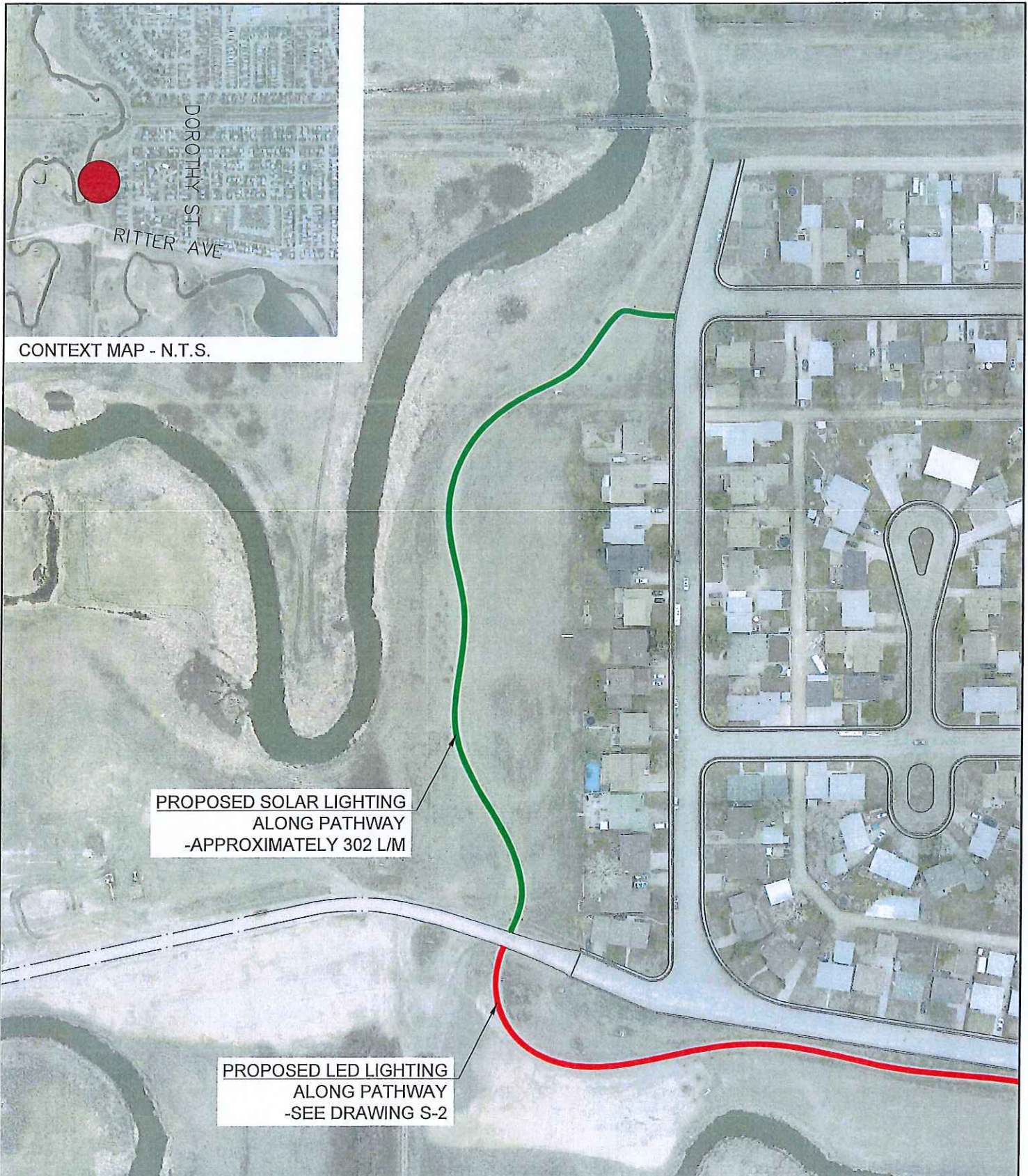
## Site Options for LED Solar Pathway Lighting Pilot Project

Park Name	Policy Consistency Open Space Lighting Policy							Location Criteria	
	Consistent with principles of Crime prevention Through Environmental Design*	Adjacent to areas with pathway lighting?	Anticipated high level of use?	Existing lighting / intended for night-time use?	Major connector (eg School / Rec Facility / shopping area.)	Winter snow clearing?	Pathway Materials / Classification	Adjacent planned investments?	Outside of Floodway?
Toothill Park	No <sup>1, 2, 3</sup>	no	yes	no	no	yes	Asphalt / multi-use	no	varies
AE Wilson Park	No <sup>1, 2, 3</sup>	no	yes	no	no	yes	Asphalt / multi-use	no	varies
Stan Oxelgren Park	No <sup>2, 3</sup>	no	yes	yes	yes	yes	Concrete/sidewalk	no	yes
Bloos Park	No <sup>2, 3</sup>	no	no	no	no	yes	Asphalt / pathway	no	varies
Rae Park	yes	no	yes	no	yes	yes	Asphalt / multi-use	no	yes
Fines Drive Park	yes	no	yes	no	yes	yes	Asphalt / multi-use	no	yes
Creekside Park	yes	yes	yes	no	yes	yes	Asphalt / multi-use	no	yes
Sangster Park	No <sup>2, 3</sup>	no	no	no	yes	yes	Crusher-dust / walkway	no	yes
Eastgate Park	yes	no	yes	no	yes	yes	Asphalt / multi-use	no	varies

\*Parks rated 'no' are those where evening use is discouraged due to:

1. safety issues such as proximity to aid should an issue arise,
2. poor sightlines into and out of the park
3. parks where nighttime use should be actively discouraged due to lack of amenities or proximity to services.





Date	Revisions	By

City of Regina



<b>TOOTHILL PARK SOLAR LIGHTING TEST LOCATION</b>		
Designed By: JS		Approved:
Date: 03 MAR 19	Scale: 1:2000	S-1
Digital File: Solar Lighting Test Sites.dwg		





Date	Revisions	By
03/05/19	EXTEND LIGHTING TO BRIDGE AS PER WSA GUIDELINES	JS



## A.E. WILSON PARK LED LIGHTING TEST LOCATION

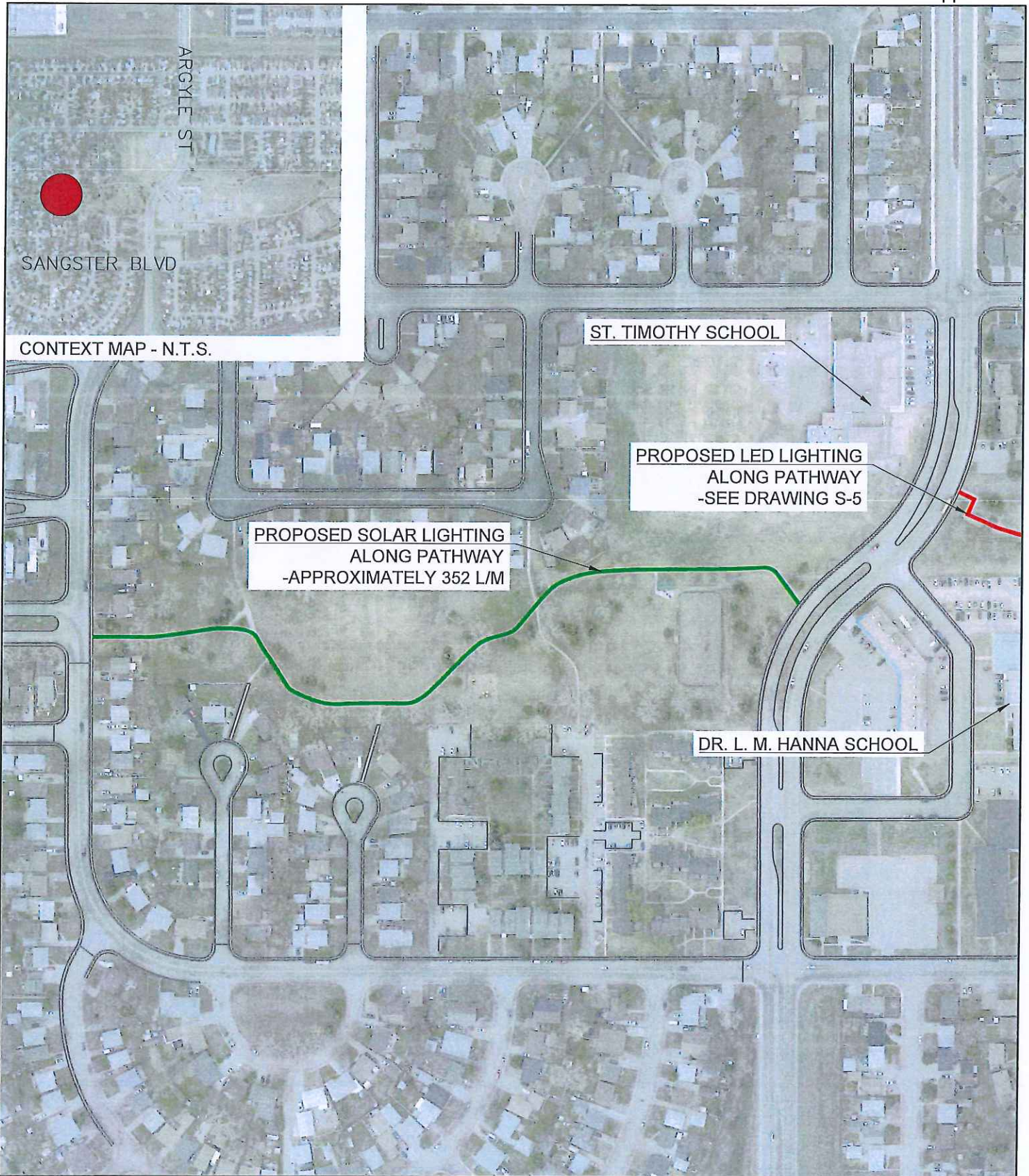
Designed By:	JS	Approved:	
Date	03 MAR 19	Scale	1:2000
Digital File:	Solar Lighting Test Sites.dwg		S-2





Date	Revisions	By	 			BLOOS PARK SOLAR LIGHTING TEST LOCATION		
						Designed By:	JS	Approved:
						Date	03 MAR 19	Scale
								1:2000
						Digital File:	Solar Lighting Test Sites.dwg	S-3





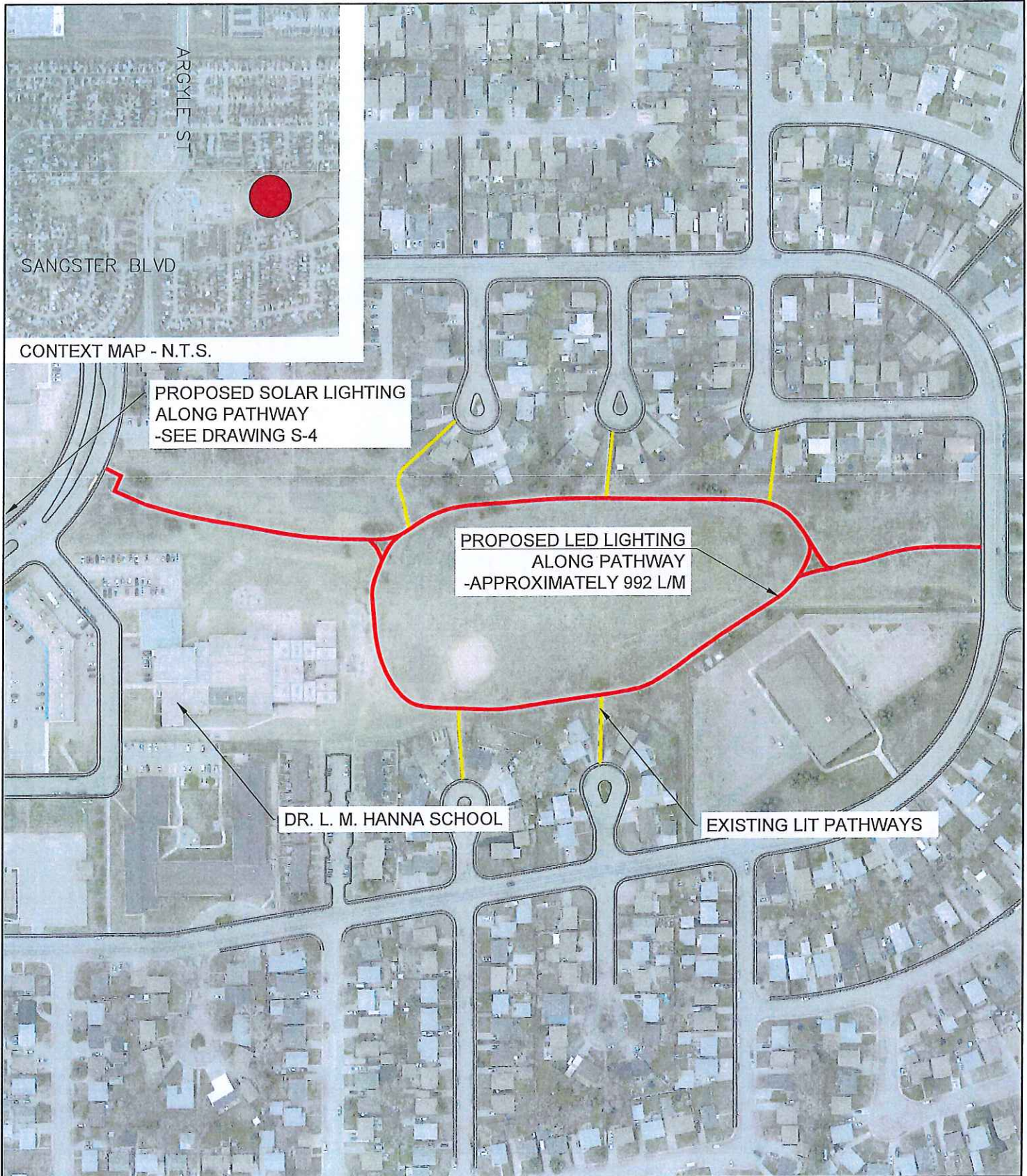
Date	Revisions	By

City of Regina



STAN OXELGREN PARK SOLAR LIGHTING TEST LOCATION		
Designed By:	JS	
Approved:		
Date	Scale	S-4
03 MAR 19	1:3000	
Digital File: Solar Lighting Test Sites.dwg		





Date	Revisions	By

City of Regina



## SANGSTER PARK LED LIGHTING TEST LOCATION

Designed By:

JS

Approved:

Date

03 MAR 19

Scale

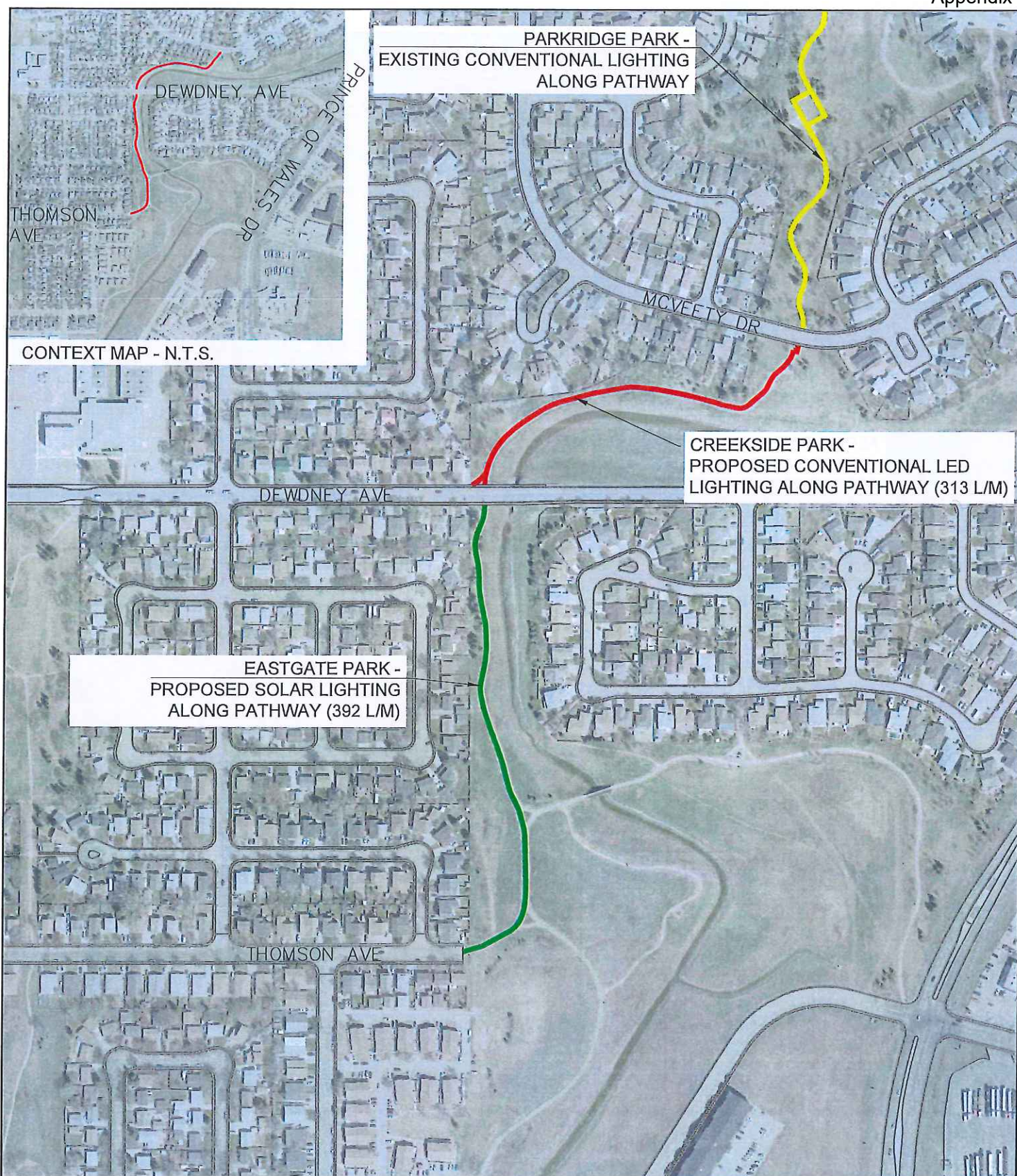
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S-5

Digital File:

Solar Lighting Test Sites.dwg





Date	Revisions	By

City of Regina



## PILOT BUTTE PATHWAY LIGHTING TEST LOCATION

Designed By:

JS

Approved:

Date

13 MAY 19

Scale

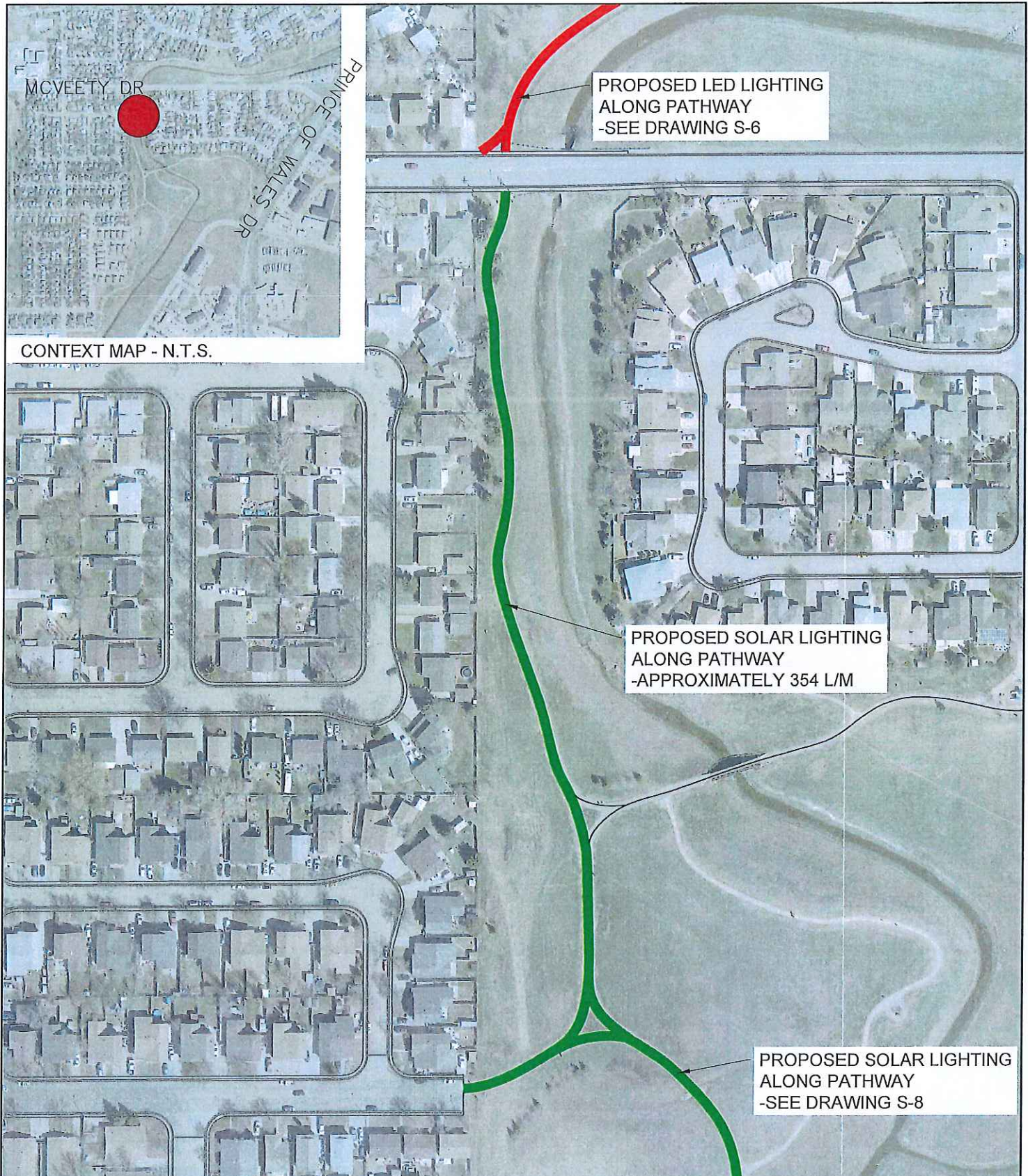
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S-6

Digital File:

Solar Lighting Test Sites\_rev.dwg





Date	Revisions	By
03/05/19	ADDED EASTGATE PARK ER1 MAP TO TEST LOCATIONS	JS
08/05/19	CHANGE S-6 & S-8 REFERENCE FROM SOLAR TO LED	JS

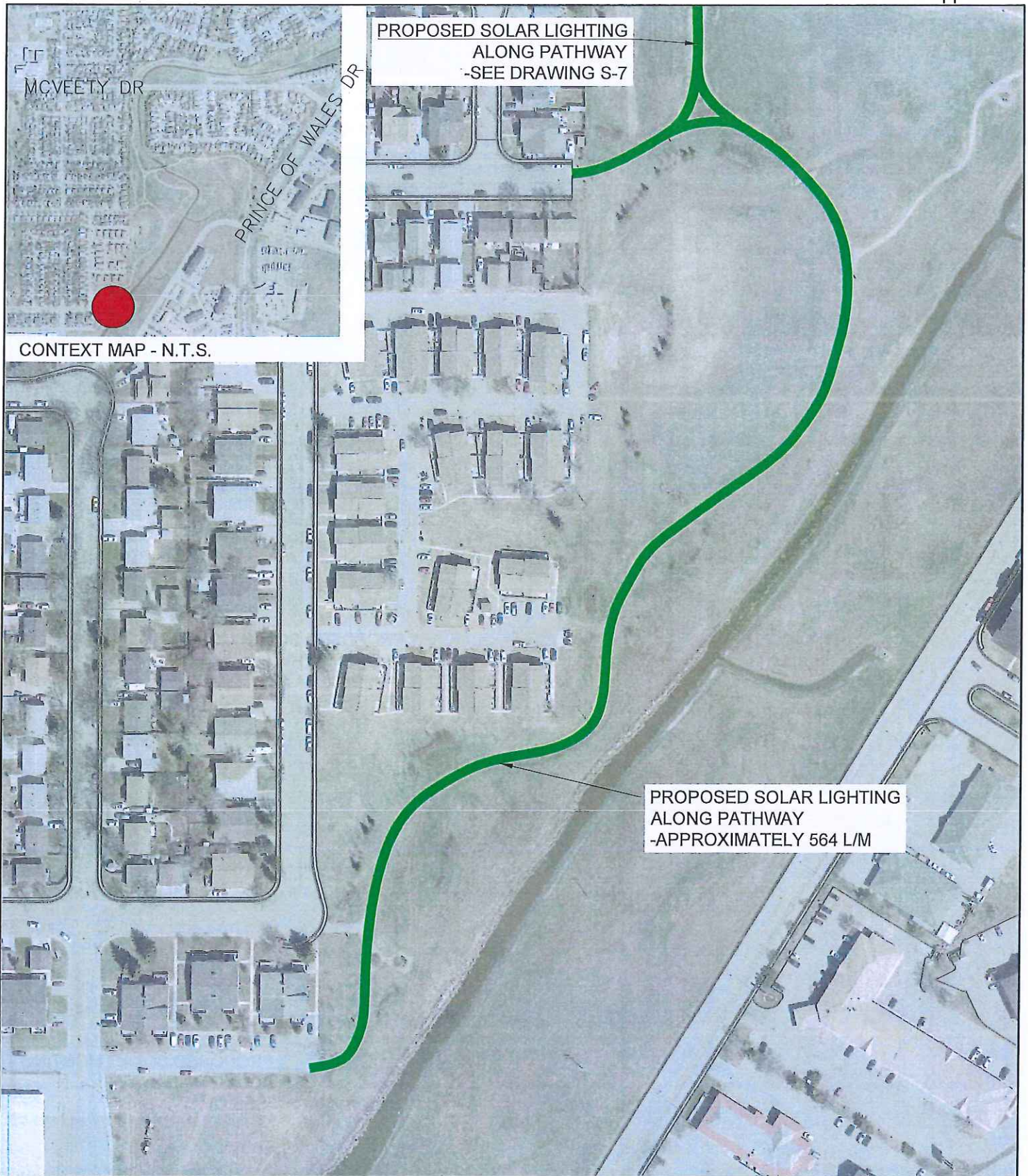
City of Regina



## EASTGATE PARK ER1 SOLAR LIGHTING TEST LOCATION

Designed By:	JS	Approved:	
Date	03 MAY 19	Scale	1:2000
Digital File:	Solar Lighting Test Sites_rev.dwg		S-7





Date	Revisions	By
08/05/19	CHANGE LIGHTING FROM SOLAR TO LED	JS

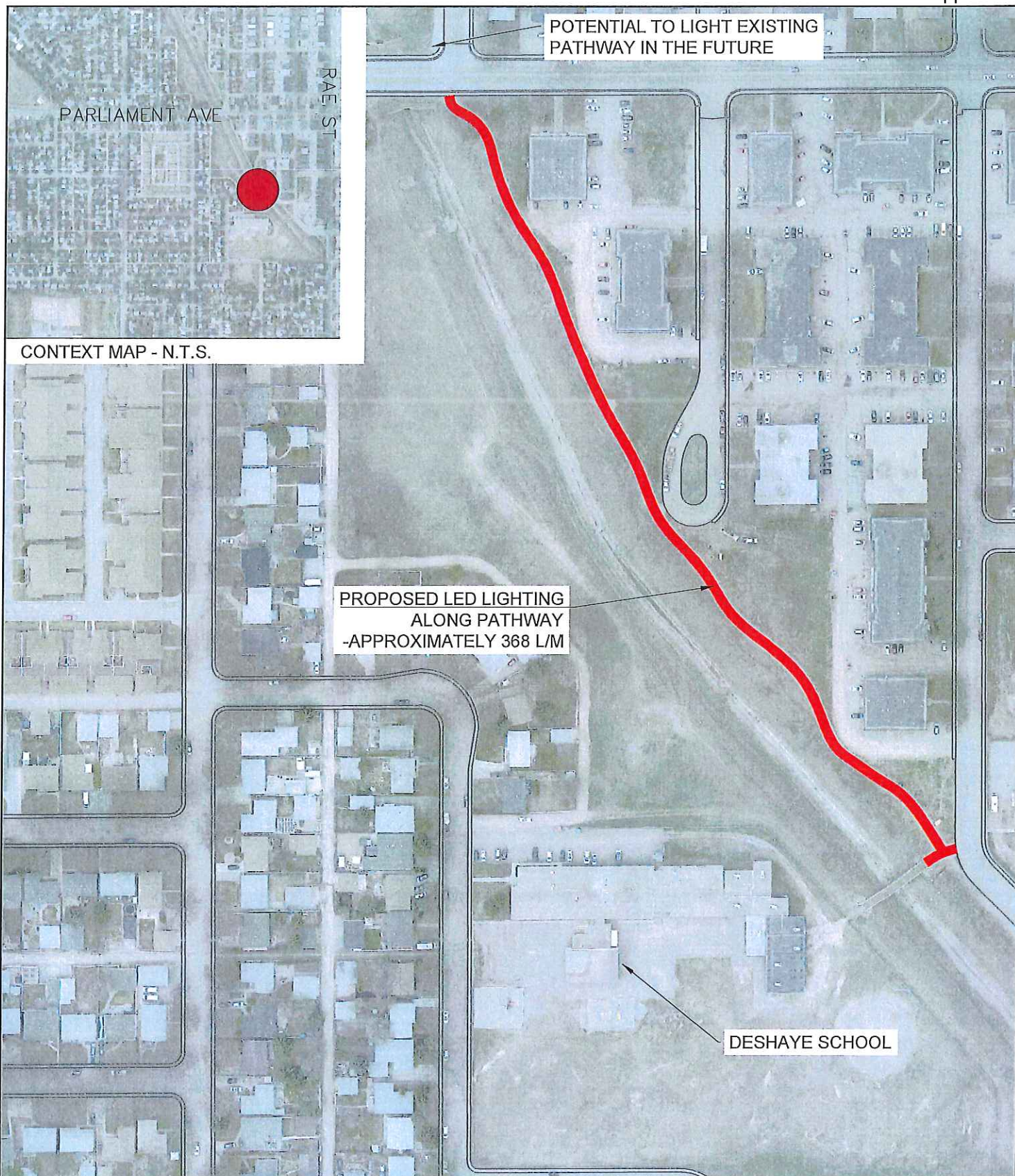
City of Regina



## FINES DR PARK SOLAR LIGHTING TEST LOCATION

Designed By:	JS	Approved:	
Date	03 MAR 19	Scale	1:2000
Digital File:	Solar Lighting Test Sites_rev.dwg		S-8





Date	Revisions	By
03/05/19	REMOVE NOTE ABOUT ENDING LIGHTING IN FLOODWAY	JS

City of Regina



**REGINA**  
Infinite Horizons

<b>RAE PARK LED LIGHTING TEST LOCATION</b>		
Designed By: JS		Approved:
Date: 03 MAR 19	Scale: 1:2000	S-9
Digital File: Solar Lighting Test Sites_rev.dwg		



June 13, 2019

To: Members  
Community and Protective Services Committee

Re: Regina Airport Transit Options

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### RECOMMENDATION

1. That item MN19-1 be removed from the list of outstanding items for the Community and Protective Services Committee.
2. That this report be received and filed.

### CONCLUSION

Administration has provided information on Regina International Airport's need for transit service to the airport and surrounding area including two options. Any additional bus service will require additional resources and will also require approval from City Council as part of the annual budget process.

### BACKGROUND

At the City Council meeting held on February 25, 2019, Council considered item MN19-1 and requested Administration to prepare a report that identifies the following:

- 1) Costs, benefits and ridership statistics related to a dedicated airport route;
- 2) Costs, benefits and ridership statistics related to an airport stop using an existing route(s);
- 3) In consultation with the Regina Airport Authority (RAA), identify the challenges and potential solutions to servicing the needs of travellers and employees who work at or around the Regina International Airport and airport lands; and
- 4) Potential third-party capital and operational funding support for airport transit service.

Currently, the closest transit stop to the airport terminal is on Pasqua Street at Regina Avenue, which is one kilometre away from the airport. Transit service standards aim to have 90 per cent of all residents and places of work within 400 metres of transit service. Paratransit service provides trips to the airport when requested by customers and provides an average of 40 trips to the airport each year.

### DISCUSSION

Administration met with the RAA to gain an understanding of their business and their peak times. The RAA indicated that their highest traffic hours are between 4 a.m. to 9 a.m. and 4 p.m. to 1 a.m. each day of the week. The afternoon/evening is busy with both businesses ending work shifts and flights departing and arriving. The period of 9 a.m. to 4 p.m. is less busy with, on

average, three flight arrivals and three departures each day during this time period. Furthermore, the RAA noted they are planning to further develop the area adjacent to Sandra Schmirler Way for additional commercial business opportunities.

Administration has had discussions with the RAA on what transit service could look like for Regina. Typically, when starting a new route for a new area of the city, it would start small with limited hours. However, the airport is a different service as employees work irregular shifts and flights come and go within the hours of 4:00 a.m. until 1:00 a.m., seven days a week. In addition, there are several businesses in the area, including a new facility that is set to open in late 2019. Administration also contacted other Canadian municipalities about their airport bus service. A summary of this information can be found in Appendix A. Overall, there are a wide variety of service types, to which all were considered when looking at services to the RAA.

Given the unique operating hours of the airport, and in consultation with other municipalities, the following two options were considered. A summary of the two service options, including initial operating hours, ridership and cost projections, can be found in Appendix D.

#### 1) Option 1 – New Route

The proposed standalone route for the airport is shown in Appendix B. This route would service the airport and downtown areas via 13th Avenue and Sandra Schmirler Way. The benefits of this route include the following:

- Direct service to and from the airport to the downtown area.
- Service to the businesses adjacent to Sandra Schmirler Way.
- Direct access to the main transfer points downtown, plus direct-drop off at some downtown hotels.
- Will increase frequency of transit on 13th Avenue in the Cathedral neighbourhood, as well as introduce service to the small residential area west of Lewvan Drive.

A drawback to this proposal:

- It is the more expensive service option.

There were other route variations discussed with the RAA, including running the bus from downtown via Albert Street and Regina Avenue, but the proposed route would service the business area adjacent to Sandra Schmirler Way. It was also discussed to have the bus meet at the Golden Mile Shopping Centre, but it was determined that the downtown was an important linkage as it accesses the most transit routes and is home to a variety of downtown hotels for travellers. In our research, other Canadian municipalities indicated that the best ridership for an airport route would be a location with hotels and amenities for travellers, as well as a major transfer point location to make the service as convenient as possible for residents.

To start this service, the bus used would be a small to medium sized bus as ridership levels are expected to be smaller at start. No capital is required to purchase additional buses for the service as the current fleet size can handle the increased service.

Sandra Schmirler Way does not currently have sidewalks and the edge of the roadway is a ditch. To make this bus route viable, bus stop drop-off and pick-up points need to be created along

Sandra Schmirler Way. The RAA indicated they would pay for up to four bus stop waiting areas (concrete pads) along Sandra Schmirler Way.

A summary of initial operating hours, ridership and cost projections can be found in Appendix D.

## 2) Option Two – Expansion of Current Route

An extension to the bus route that comes closest to the airport (Route 8 Normandy Heights/Eastview) was also explored. Appendix C shows this route with the potential route expansion. The benefits of this route are the following:

- Is the most economical option for bus service.
- Has access to the downtown area.

Drawbacks to this type of service are as follows:

- Adding a deviation to this existing route is poor transit route planning. Customers who are travelling to other key destinations on the route, such as the Golden Mile Shopping Centre, Sheldon Williams Collegiate or downtown, would have an additional 10 minutes added to their trip by going to the airport. This approach would be opposite of the policy in the Transportation Master Plan (TMP) regarding Transit planning;  
*3.2 Design the Transit system and its routes to provide direct and time competitive service.*
- This option would exclude the businesses to the north of the airport and the future development planned there.
- Ridership would be low.
- Pre-existing ridership would be reduced due to the increase in travel time to key destinations.

A summary of the two service options, including initial operating hours, ridership and cost projections, can be found in Appendix D.

## Additional Information

The RAA has indicated that they would provide \$100,000 in operating funding for up to three years to start the new route. This is reflected in the pricing, found in Appendix D. In addition, RAA has indicated they would pay for up to four bus stop waiting areas (concrete waiting pad) along Sandra Schmirler Way to make sure that it is a safe waiting space for the bus. They have also committed to developing bus stops on the airport lands, including at the airport terminal.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

Bus service to the airport would require additional resources to implement. At this time, additional buses would not be required regardless of the option as there is an adequate amount of buses in the Transit fleet to perform this additional service. All financial information is contained in Appendix D and would have to be considered as part of the 2020 budget process. The recommended Option 1 would be a net cost of \$144,000 per year for the first three years of

operation as the RAA has indicated that they would provide \$100,000 in operating funding each year. After the third year, the funding required could increase to \$244,000 if the RAA no longer funds the \$100,000 each year.

The Option 2 would be a net cost of \$109,000 for the first three years of operation as the RAA has indicated that they would provide \$100,000 in operating funding each year. After the third year, the funding required could increase to \$209,000 if the RAA no longer funds the \$100,000 each year.

#### Environmental Implications

None with respect to this report.

#### Policy and/or Strategic Implications

Expanding transit service, helps achieve the transportation goals and policies in *Design Regina*, the City of Regina's Official Community Plan (OCP) and specifically, "Goal 2: Public Transit: Elevate the role of Public Transit" in Section D3.

*Policy 5.11:* Enhance transit service in existing residential neighbourhoods to support continued residential and employment growth.

It also supports the Transportation Master Plan (TMP), specifically Goal 10: Transit will be a reliable and convenient travel choice throughout Regina in section D3.

*Policy 3.2* Design the Transit system and its routes to provide direct and time competitive service.

*Policy 3.4* Expand transit service through increased frequencies and /or hours of service where appropriate.

*Policy 3.21* Extend Transit service to all major employment and residential areas in the city that currently do not have transit service.

It also supports direction 7 - Support a Prosperous Regina and Region, specifically,

*Policy 7.4* Support access to municipal and regional intermodal facilities including the Regina International Airport.

#### Other Implications

None with respect to this report.

### Accessibility Implications

All buses in the conventional fleet are low floor accessible. Accessibility along Sandra Schmirler Way have been considered as there currently are no sidewalks or waiting areas. If transit service was started in this area, appropriate bus waiting areas must be built. The RAA has indicated they would provide funding and build up to four waiting areas to City of Regina specifications.

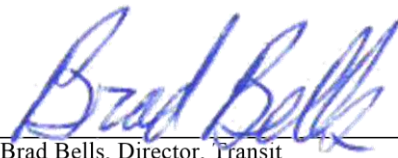
### COMMUNICATIONS

There are no communications required at this point. If service is extended to the airport a communications plan would be developed in partnership with the RAA.

### DELEGATED AUTHORITY

Any additional budget for Transit service must be approved by Council.

Respectfully submitted,

A handwritten signature in blue ink that reads "Brad Bells".

Brad Bells, Director, Transit

5/17/2019

Respectfully submitted,

A handwritten signature in black ink that reads "Kim Onrait".

Kim Onrait, Executive Director, Citizen Services

6/5/2019

Brad Bells, Director  
Transit & Fleet

Kim Onrait, Executive Director  
Citizen Services

Report prepared by:  
Nathan Luhning, Manager of Operational Services

## Appendix A – Other Municipalities Airport Service

<b>Calgary</b>	
Description	Bus Rapid Transit (BRT) route that runs from the airport to downtown.
Service Hours	4:45 a.m. to 12:30 a.m., 7 days a week.
Frequency	20-minutes during the day, 30-minutes in the evening.
Fares	From airport - \$10.50, to the airport - \$3.30
Funding	Mayor's Innovation Fund.
Ridership	From the airport – 210 rides per weekday. To the airport – 264 rides a day.
Notes	The airport portion of the route does not perform well in terms of ridership compared to other BRT services.

<b>Kelowna</b>	
Description	Regular local transit route – does not run to downtown
Service Hours	6:30 a.m. to 6:30 p.m. on weekdays only. Two trips on Saturdays, no service on Sundays.
Frequency	15-minutes.
Fares	Regular fares - \$2.50
Funding	BC Transit, the airport has expressed interest in helping expand the service.
Ridership	Ridership is low around the airport with 77 boarding's/alighting's per weekday.
Notes	The bus service is a diversion off of their regular route.

<b>Edmonton</b>	
Description	Airport Express Bus to nearest LRT station
Service Hours	4:10 a.m. to 12:40 a.m., 7 days a week
Frequency	30-minutes during peak periods, 60-minutes in off-peak.
Fares	\$5 cash or two Transit tickets.
Funding	The operational funding is split between three sources, although this agreement expired in 2018 (currently being negotiated). <ul style="list-style-type: none"> <li>- Airport 28%</li> <li>- City 34%</li> <li>- Fares 38%</li> </ul>
Ridership	Peak 20-22 PBH, off-peak 12-15 PBH.
Notes	This bus operates to the nearest LRT station instead of downtown. Thus, if you are travelling from the downtown you would need to transfer to get to the airport.

<b>Hamilton</b>	
Description	Express Bus that travels through downtown to the airport.
Service Hours	5:25 a.m. to 7:30 p.m., Monday through Friday.
Frequency	20-minutes in peak, 30-minutes in midday.
Fares	Regular fare - \$3.00 cash or transit pass.
Funding	City of Hamilton.
Ridership	From airport – 1.7 passengers per trip. To airport – 2.0 passengers per trip. Approximately 90 passengers each day.
Notes	This bus travels to the airport through downtown.

<b>Saskatoon</b>	
Description	Regular bus route
Service Hours	6:00 a.m. to midnight Monday through Saturday, 9:00 a.m. to 9:00 p.m., Sunday
Frequency	30-minute frequency during the day, 60-minute frequency after 6 p.m. 60-minute service all Sunday.
Fares	Regular fare - \$3.00 cash or transit pass.
Funding	City of Saskatoon.
Ridership	This route is one of the system's poorest performers in terms of ridership. Service was reduced about six years ago.
Notes	This bus travels to the airport through downtown. The route does an offshoot of an established route to service the airport.

<b>Winnipeg</b>	
Description	Two regular bus routes.
Service Hours	5:30 a.m. to 2:00 a.m. Monday through Friday, 6:00 a.m. to 1:00 a.m., Saturday, and 6:30 a.m. to 1:00 a.m., Sunday.
Frequency	10 to 15-minute frequency on weekdays, 30-minute frequency on weekends.
Fares	Regular fare - \$2.95 cash or transit pass.
Funding	City of Winnipeg.
Ridership	The routes perform well due to the other areas that the route services. On average there are 200 boarding's at the airport stop each day.
Notes	It has been noted that the ridership generated on the routes are mostly from other travel generators and not the airport itself.

<b>Halifax</b>	
Description	Regional express bus operating between the airport and the downtown.
Service Hours	4:30 a.m. to 1:09 a.m., 7 days a week.
Frequency	30-minute frequency in peak periods, 60-minutes in midday, evening and weekends.
Fares	\$1 dollar extra fare (\$3.50 in total), or transit pass.
Funding	Halifax International Airport contributed to the purchase of a bus (\$450,000) when the service started. Operating is funded by the City of Halifax.
Notes	This route is not meeting ridership targets but is exempt from the service standards due to socio economic benefits. Although there are no concrete plans at this time, a higher cash fare is being contemplated.

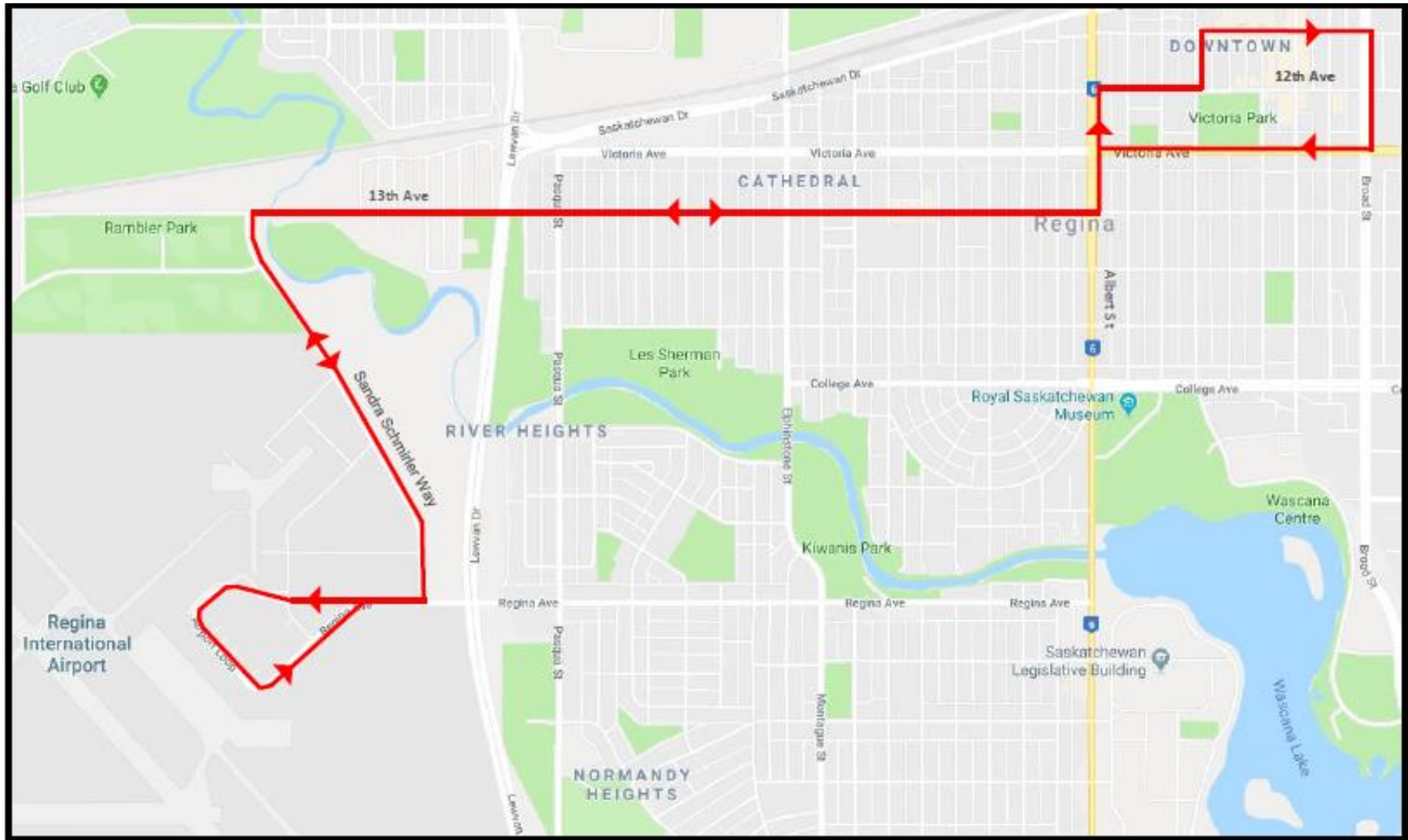
<b>Victoria</b>	
Description	Two regular routes.
Service Hours	6:15 a.m. to 8:30 p.m. on weekdays, 7:45 a.m. to 9:15 p.m. on Saturdays, and 9:00 a.m. to 8:30 p.m. on Sundays.
Frequency	30-minute frequency on weekdays, 60-minute frequencies on weekends.
Fares	Regular transit fare - \$2.50
Funding	BC Transit.
Ridership	Between the two routes, Victoria transit carries about 180 people per day. These are low performing routes in the context of the Victoria Regional System and are not hitting their performance targets.
Notes	The route does not have a direct link to the downtown.

<b>St. John's</b>	
Description	One regular route.
Service Hours	6:50 a.m. to midnight weekdays, 7:50 a.m. to 4:15 p.m. on Saturdays, and 9:50 a.m. to 4:50 p.m. on Sundays.
Frequency	60-minute frequencies all the time.
Fares	Regular transit fare - \$2.50
Funding	City of St. John's.
Ridership	Unknown.
Notes	The route travels to the University and does drop offs at some hotels.

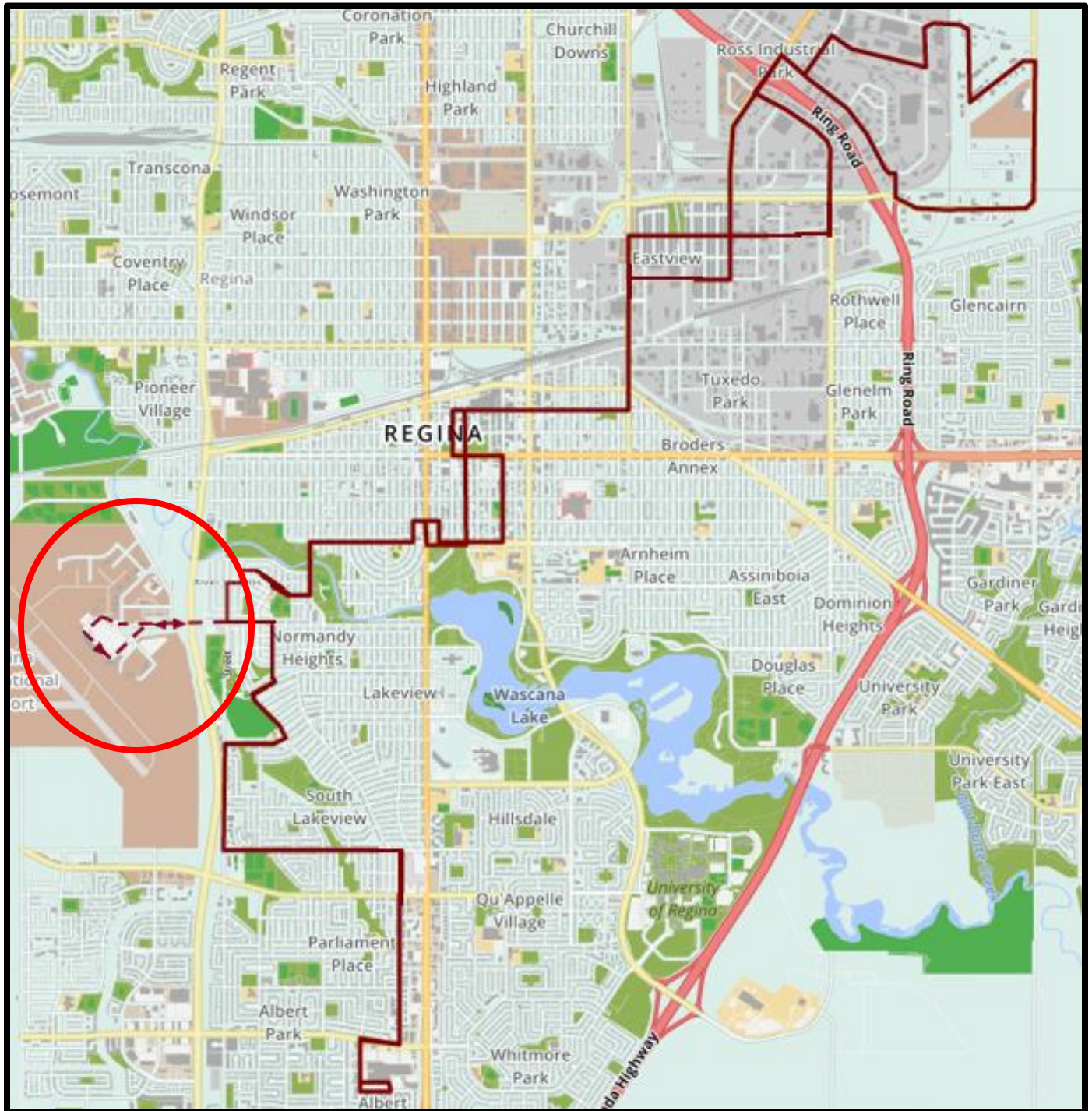
<b>Thunder Bay</b>	
Description	One regular route.
Service Hours	6:30 a.m. to 10:20 p.m. on weekdays, 6:30 a.m. to midnight. on Saturdays, and 8:45 a.m. to 10:45 p.m. on Sundays.
Frequency	30-minute frequency on weekdays and Saturdays, 60-minute frequencies on Sundays.
Fares	Regular transit fare - \$2.75
Funding	City of Thunder Bay.
Ridership	Unknown.
Notes	The route travels to City Hall.



## Appendix B – Proposed New Airport Route

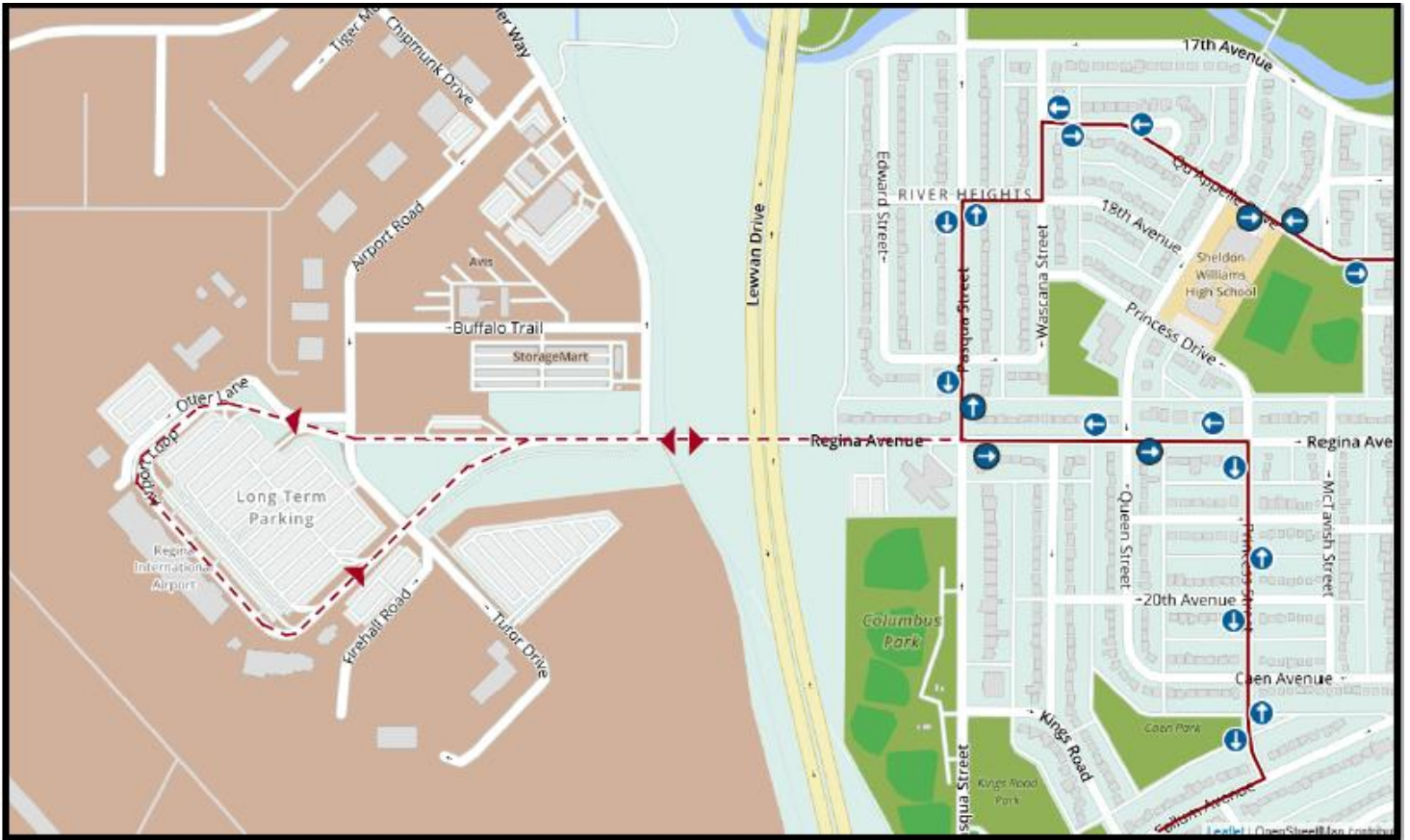


## Appendix C – Proposed Airport Service with Existing Route





## Appendix C - Close up of Airport Deviation



# Appendix D – Service Option Information

<b>Description</b>	<b>Option #1 – New Route</b>	<b>Option #2 – Expansion of Current Route</b>
Hours of Operations	6 a.m. - 9 a.m., 4 p.m.- 1 a.m., Monday to Friday	6 a.m. -9 a.m., 4 p.m. -1 a.m., Monday to Friday
Frequency	30-minute frequency between 6 a.m. to 9 a.m. and 9 p.m. - 1 a.m. 45-minute frequency between 4 p.m. to 9 p.m.	30-minute frequency between 6 a.m. to 9 a.m. 30 minute frequency between 4 p.m. to 6 p.m. 60-minute frequency between 6 p.m. to 1 a.m.
Estimated Annual Ridership	60,000	30,000
Annual Operating Cost	\$348,000	\$261,000
Regina Airport Authority Contribution (for three years)	\$100,000	\$100,000
Revenue	\$104,000	\$52,000
<b>Net Cost</b>	<b>\$144,000</b>	<b>\$109,000</b>
ROI	30%	20%

June 13, 2019

To: Members  
Community and Protective Services Committee

Re: Redevelopment Options for the Regent Park Par 3 Golf Course

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### RECOMMENDATION

1. That Option #2, Seniors' Assisted Living Plus Recreation Facilities be approved as the preferred option for the redevelopment of the Regent Par 3 Golf Course lands.
2. That Administration bring an implementation and financing plan to City Council for consideration through the 2020 budget process.
3. That the Executive Director, Financial Strategy and Sustainability be delegated authority to begin the land subdivision and sale process and report back to City Council as required.
4. That City Council provide direction for the inclusion of any of the proposed additional recreation elements identified in this report in the final design.
5. That this report be forwarded to the June 24, 2019 City Council meeting for approval.

### CONCLUSION

Administration has created four redevelopment options for the Regent Par 3 Golf Course lands, which are presented in this report for Community and Protective Services Committee's consideration (Appendix A). The options are based on extensive community engagement including outcomes of the April 2019 open house and on-line engagement, February of 2018 community design workshop, two 2017 community engagement sessions and on-line surveys, and; a 2015 community recreation needs survey. Design direction was also taken from Council-approved policy documents including *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP) and the Recreation Master Plan. In addition to the designs, Administration has developed a high-level cost estimate and policy alignment analysis for each option. Administration's recommended option for the redevelopment of the Regent Par 3 Golf Course lands is Option #2, Seniors' Assisted Living Plus Recreation Facilities.

### BACKGROUND

The Regent Par 3 Golf Course is an underutilized municipal golf facility at the southern edge of the Coronation Park Neighbourhood along McKinley Avenue. The 4.89-hectare (12.08 acre) site has nine holes with sand greens, a decommissioned clubhouse and is currently unirrigated. The site was identified in the Recreation Facility Plan 2010-2020 for redevelopment into a neighbourhood hub facility to meet the contemporary recreation needs of this growing community. This recommendation

remains consistent with the Recreation Master Plan, approved by City Council in January of 2019. Planning work to respond to this direction has been underway since 2015.

Administration informed City Council by memo in 2015 of its intention to explore the merits of selling all, or a portion, of the site for housing to meet OCP infill development and housing goals and to generate revenue, which would then be used to fund the planned neighbourhood recreation hub upgrades on the remaining golf course lands to quickly meet the existing recreation needs of the community.

## DISCUSSION

In February of 2018, Administration hosted a Community Design Workshop where residents worked with facilitators to design options to redevelop the Regent Par 3 Golf Course lands. Groups were given scale templates of recreation facilities and housing types identified during previous community engagement activities. Working in small groups, residents were asked to create options for the site that balanced their desires for new recreational amenities along with the potential to generate revenue through infill housing, which could be used to offset the cost of the new amenities.

The Community Design Workshop generated 21 submissions, which were grouped into five options by Administration. Upon preliminary analysis of the options, the Status Quo option, retaining the golf course, which was very popular among the event participants, was set aside for the following reasons:

1. The City of Regina's (City) four remaining golf courses have significant excess capacity, rendering the Regent Par 3 surplus.
2. The Council-approved Recreation Facility Plan 2010-2020 recommended developing a land-use plan for the area and creating a neighbourhood hub (recommendation 23, p35).
3. Retaining and reinvesting in a golf course on these lands is not consistent with direction provided in the following City Council-approved policies:
  - a. *Design Regina: The Official Community Plan Bylaw No. 2013-48*
  - b. *The Transportation Master Plan*
  - c. *The Recreation Master Plan*
  - d. *The Comprehensive Housing Strategy*

With the elimination of the Status Quo option, the four remaining options were:

1. Recreation Only
2. Seniors' Assisted Living plus Recreation Facilities
3. Townhouses plus Recreation Facilities
4. Seniors' Assisted Living & Townhouses plus Recreation Facilities

The four options dedicate varying amounts of land to housing and recreation facilities in different configurations.

- The Recreation Only option dedicates all the former golf course lands solely to recreation facilities.
- The Seniors Assisted Living plus Recreation Facilities option includes apartment style housing and care facilities occupying an area of approximately 1.3 hectares in the

northwest corner of the site, with access off 1<sup>st</sup> Avenue North. The proposed development includes approximately 110 apartments offering a continuum of care from light housekeeping to 24-hour nursing care.

- The Townhouses plus Recreation Facilities option includes the development of 38 townhouse units on a 1.3-hectare block along an extension of Queen Street on the western edge of the site. Access in this option would be provided from McKinley Avenue and 1<sup>st</sup> Avenue North, extending the local street grid.
- The Seniors' Assisted Living & Townhouses plus Recreation Facilities is a hybrid of options 2 and 3 dedicating the largest amount of land to housing (1.85 hectares) along the western and northern edges of the site with access from both McKinley Avenue and 1<sup>st</sup> Avenue North.
- The concept drawings in Appendix A are intended to illustrate, to scale, the potential form, scale, massing and location of the housing types proposed in the different development options, along with size and location of the proposed recreation elements. The housing illustrations are not intended to be architecturally prescriptive.

All four redevelopment options contained the same recreational amenities when they were presented to the public for feedback and review from April 15-25, 2019. This included a multi-use sports field, a destination spray pad and accessible play structure, picnic areas and multi-use pathways. Elements included in each of the options, but noted as 'future' due to cost or other factors, were a pedestrian bridge to connect the new neighbourhood recreation hub amenities to the housing and commercial area across the storm channel and a small washroom building, which would help to make the new recreation facilities an all-day destination.

### FEEDBACK FROM PUBLIC ENGAGEMENT

Administration received almost 1,200 responses to its in-person and on-line engagements between April 15 and 25, 2019, a pdf of all of the responses has been added to the project website on [Regina.ca/planning](http://Regina.ca/planning). The engagement invited residents to respond to two questions about each of the redesign options:

- What elements of this concept do you like?
- What elements of this concept would you change?

#### Housing Options Feedback

A significant portion of the feedback received was against housing of any sort. The strongest opposition was against the redevelopment options that included townhouses. Much of the feedback was based on assumptions among many respondents that this form of housing would be 'affordable', its construction quality would be low, and it would deteriorate rapidly through hard use. While there was mixed support and opposition to housing in general on the site, the response to seniors' housing was the most positive. Of note is that much of the positive feedback on seniors' housing identified the need for it to be 'affordable', rather than high-end or luxury.

#### Recreation Options Feedback

Based on the feedback received during this latest round of engagement, Administration has undertaken cost estimates for additional recreation amenities that were raised as desirable additions to the final option.

1. Disc Golf

Disc Golf baskets could be added to each of the design options. For the Recreation Only option nine baskets could be included in the final design, creating a city-wide destination facility for this activity at an additional cost of \$10,000. For the three options which dedicate a portion of the site to housing, a smaller number of baskets could be added as space permits, creating a neighbourhood-level disc golf practice facility for a cost of \$3,000 - \$5,000.

2. Pedestrian Bridge

The proposed pedestrian bridge, providing an active transportation connection from the Regent Par 3 lands to the north side of the storm channel, was recommended to be part of the design at a cost of \$250,000, rather than a future consideration. This option requires Council to grant Delegated Authority to Administration to negotiate an easement with adjacent landowners north of the storm channel to allow pedestrians and cyclists to connect through private property to 3<sup>rd</sup> Avenue North.

3. Seasonal Washroom Facility

The washroom facilities were also proposed to be moved from future' to part of the base design at a cost of approximately \$95,000. Provision of a seasonal washroom adjacent to the playground, spray pad, multi-purpose field and picnic areas would allow users to extend their stay in the park. Inclusion of the washroom would provide the only such public facility along the length of the North Storm Channel multi-use pathway system, which when complete will extend from Patricia Park in the east to Westhill Park in the west. Provision of a seasonal washroom will require on-going operational funding of \$9,000 annually to support daily operations and maintenance of the facility.

4. Accessible Off-Leash Dog Park

Based on recent Council direction and a large volume of comments during the public engagement, a neighbourhood scale (approximately .25Ha), accessible off-leash dog park could be added to each of the design options. This accessible facility would include 1.2m high perimeter fencing, secure entry, benches and accessible pathways as appropriate and would be integrated into each of the designs in order to meet the needs of all park users. The inclusion of an accessible off-leash dog park would come at an additional cost of \$60,000

5. Toboggan Hill

In response to requests for additional winter activities on the site, a small toboggan hill could be added to each of the design options at a cost of \$85,000. Additional winter activity elements, such as cross-country ski trails could be added to the site if user-groups wanting to establish and maintain such elements come forward.



## RECOMMENDED DEVELOPMENT OPTION

Based on the feedback received during the public engagement phases of this project, consistency with Council-approved policy and overall cost and potential revenue, Administration recommends the Seniors' Assisted Living Plus Recreation Facilities option to Council as its preferred option for the following reasons:

- This option is tied for most consistent with City policy with concept #4 (seniors + townhouses) option
- The public feedback on this option was more consistently positive with those in favour either strongly supporting it from a housing provision perspective or from a financial perspective or recognizing a seniors' assisted living development on a portion of the site as a compromise that they can live with to preserve the majority of the land for recreation amenities.
- This option retains the most land for recreation of all the housing options
- This option requires the least investment in, and on-going maintenance of roadway infrastructure of all the housing options
- This option generates the second highest potential revenues from land sales of the four options
- This option does not include townhouses which a strong majority of the respondents expressed opposition to.

Administration further recommends that the following additional recreation elements be added to the preferred option based on recent public feedback, either to the base cost of the project or on a phased basis through the 5-year capital budget:

- 3-5 disc golf baskets to create a neighbourhood level practice facility (\$5,000)
- Seasonal washroom facility to support all-day use of the park (\$95,000) + \$9,000 per year for operations and maintenance
- Neighbourhood-level accessible off-leash dog park (\$60,000)
- Toboggan hill to increase winter activity at the site. (\$85,000)

In addition to the above, if Council would like Administration to pursue the addition of the pedestrian bridge, Council must delegate authority to the Administration to negotiate with adjacent landowners north of the storm channel to provide an easement. This would allow for the construction of a pedestrian bridge to provide an active-transportation connection from 3<sup>rd</sup> Avenue North to the new recreation amenities. Once an easement has been negotiated, Administration will return to Council with detailed cost information and proposed timing on the bridge and connecting pathways.

## RECOMMENDATION IMPLICATIONS

### Financial Implications

Funding for this planning process was dedicated by City Council in 2014 from proceeds of the Pasqua Recreation Centre land sale.

The land value estimates provided for the redevelopment options in Appendix A that include housing are high level and are based on the 2015 land valuation of the Ken Jenkins School site, which was reaffirmed in 2017. Actual value of any land sales would be impacted by the proposed development type and density. Further work needs to be completed, including a professional appraisal of the site to confirm actual value once a final development option has been established.

The recommended redevelopment option, Seniors' Assisted Living Complex plus Recreation Facilities is estimated to cost \$2,380,000, while generating land sales of \$2,730,000 resulting in a net revenue of \$350,000. Should Council elect to include some, or all of the proposed additional recreation facilities identified during the final public engagement up to an additional \$495,000 will be required.

The net costs or revenues of the other redevelopment options are identified in Appendix A.

Actual costs for the construction of the proposed recreation facilities will be based on their final design and the results of a public tender process.

Operations and maintenance costs of the redeveloped recreation space are estimated to be \$50,000 per year, not including washroom operations, an increase of \$30,000 per year over current investment in the site.

Based on Administration's evaluation of the site, the surrounding neighbourhood, and the feedback received through the public engagement process it is Administration's assessment that the proposed recreation facilities are required early in the 5-year budget cycle. This is due to neighbourhood population growth, demographic shifts and an existing deficit of quality recreation facilities within an acceptable walking distance of the site, as well as the continued deterioration of the Regent Par 3.

Dedication of a portion of the lands to housing development is expected to result in annual tax revenues of between \$75,000 and \$120,000 per year depending on the value of the resulting development.

Administration will bring an implementation and financing plan for Council's preferred redevelopment option through the 2020 budget process.

### Environmental Implications

Redevelopment of the Regent Par 3 Golf Course lands will have an impact on existing trees on the site. Efforts will be made to relocate existing trees where possible and additional trees will be added as part of the recreation improvements. Exact numbers of trees impacted by the redevelopment will not be known until a final option has been determined. Administration's intention is that any trees removed from the site will be replaced on a minimum 1:1 basis, either directly on site or within the immediate area.

### Policy and/or Strategic Implications

Redevelopment of the Regent Par 3 Golf Course lands to include a mix of new neighbourhood level recreational facilities and seniors' assisted living housing is aligned with the following Council approved policies:

#### **Design Regina, The Official Community Plan (2013)**

The proposal is consistent with the policies contained within Part A of the OCP with respect to:

#### Section C: Growth Plan

Goal 1 – Ensure that sufficient developable land is protected for future city growth.

- 2.3 Direct at least 30% of new population to existing urban areas as the City's *intensification* target:

#### Section D6: Housing

Goal 1 - Housing Supply and Affordability: Increase the housing supply and improve housing affordability.

- 8.2 Leverage the City's land assets to increase the supply and diversity of housing.
- 8.3 Decrease the number of vacant, non-taxable and underutilized lots within the city that area appropriate for residential development.
- 8.8 Support residential intensification in existing and new neighbourhoods to create complete neighbourhoods.

Goal 3 – Diversity of Housing Forms: Increase the diversity and innovation of housing forms and types to support the creation of complete neighbourhoods across Regina.

- 8.13 Expand areas where apartments and multi-unit buildings are permitted uses.

#### Section D7: Parks, Recreation and Open Space

Goal 1 – Open Space and Recreation Principles: Maintain, enhance and extend and interconnected and accessible open space system.

- 9.1 Develop the OPEN SPACE SYSTEM generally in accordance with Map 7 – Parks, Recreation and Open Space and adhere to the following principles:
  - 9.1.3 Minimum standards for quantity and quality will guide the management of the open space system, including where population densities are increasing in existing neighbourhoods.
  - 9.1.5 Appropriate requirements for structures and unstructured recreation needs.
- 9.3 Co-locate or cluster parks and open space, where possible, with activity centres or other community resources.
- 9.4 Connect neighbourhoods where possible, via active transportation routes to multi-use pathways, regional trails and the natural system.
- 9.5 Integrate public safety considerations into the planning and design of parks and recreation facilities.

Goal 2 – Access to Recreation Programs and Services: Ensure access to a variety of recreation programs and services in all neighbourhoods.

- 9.6 Develop and manage recreation facilities, programs and services such that they adhere to the following:
  - 9.6.1 Multifunctional parks and open space will be strategically located to provide convenient access and designed to accommodate diverse and changing needs and interests.
  - 9.6.3 Minimized barriers to the use of municipal facilities, programs or services.
  - 9.6.4 Recreation programs will consider the needs of the most vulnerable populations.
  - 9.6.5 Parks and open space will be designed for year-round use, whenever possible.

The Recreation Facility Plan, 2010-2020 (2010)

Policies: Develop a site-specific plan to rebuild the Regent Par 3 Golf Course lands as a neighbourhood hub facility that satisfies contemporary needs through a community consultation and visioning process.

Recreation Master Plan (2019)

The redevelopment of the Regent Par 3 Golf Course lands is supported by the values of the Recreation Master Plan to cluster recreation elements where appropriate to achieve efficiencies, expand use and maximize the provision of sport, culture and recreation opportunities at centralized locations. The elements included in the options presented, coupled with those already in Regent Pool Park reflect not only some of the top priorities noted by the community as part of the engagement process for this project, but also nine of the top eleven outdoor priorities of the Recreation Master Plan (p. 46).

Transportation Master Plan (2017)

Policies: TMP Cycling Priority Network shows a multi-use pathway/boulevard trail along the north storm channel through the Regent Par 3 Golf Course lands and Regent Pool Park, connecting to the North Storm Channel multi-use pathway in the west and connecting south-east to the downtown via Pony Park and the Canadian National Railway right-of-way.

- 2.11 Ensure neighbourhood transportation planning provides integration of multiple modes within neighbourhoods and connectivity between adjacent neighbourhoods.
- 2.20 Leverage infill development in existing neighbourhoods to address transportation needs and gaps and to expand multi-modal transportation options.
- 4.12 Expand the current multi-use pathway network. Priority should be placed on creating pathways to destinations such as schools and activity centres and improving connections between the pathway network and on-street facilities.

#### Comprehensive Housing Strategy (2014)

Strategy 2: Leverage the City's land assets to increase the supply of rental, affordable and special needs housing, promote the diversity of housing and support the creation of complete neighbourhoods.

#### Open Space Management Strategy (2007)

The Coronation Park Neighbourhood has sufficient neighbourhood level open space for its current population. Reclassifying the municipal golf course lands as neighbourhood open space and redeveloping them into a community recreation hub will increase the neighbourhood level open space and improve the overall quality of Coronation Park's open spaces.

#### Other Implications

Each of the development options comes with a different level of risk and reward.

Administration's recommended redevelopment option, Seniors Assisted Living plus Recreation Facilities has the following risks and potential rewards.

##### Risk:

The scale of the project requires a national level private developer/service provider or the Provincial Housing/Health Authorities. A preliminary market sounding identified that providers are looking for properties; however, they did not have interest in a similarly sized site to the west at the former Ken Jenkins School, though this may have been due to other factors like zoning. The development process for this type of facility is therefore likely to be slower than standard market housing.

##### Opportunity:

Net revenue from land sales for this property may be higher than all of the other options on a per square metre basis due to the type and density of development and the limited amount of public right-of-way necessary to support the development.

The Regent Par 3 lands are currently located at the centre of a neighbourhood lacking in play opportunities. While there are swings, a slide and teeter-totters adjacent to ACT Ball Park, which appear to have been installed in the 1960s, the nearest modern play structures to these lands are located at St. Peter and Kitchener Schools 1.0 and .9km walking distance respectively. Redevelopment of the golf course lands into a neighbourhood park and establishment of a large accessible play structure in this location will fill an existing gap in access to play space, bringing all properties between McKinley Avenue and Sherwood Drive into conformity with the *Open Space Management Strategy's* Guidelines for a Reasonable Walking Distance to a Neighbourhood Park.

Parking was raised as a significant concern by several respondents to the design options. To better understand whether parking was likely to be an issue at this location, Administration compared the available on-street and off-street parking at the Regent Par 3 and Regent Pool Parks combined, with available parking at the Northwest, South and Sandra Schmirler Leisure Centres. As indicated in the table below, available parking at the Regent Par 3 / Regent Pool site exceeds the parking provided at two of the City's three leisure centres. Combined with the

minimum parking provisions required by the Zoning Bylaw for new housing and the planned provision of multi-use pathway, future on-street bikeways and existing sidewalk connections to the site, Administration believes that parking provision at the Regent lands will be sufficient to meet users needs without negatively impacting adjacent residents.

Location	On-street Parking	Off-street Parking	Total Stalls
Regent Par 3 / Regent Pool Park	150	40	190
Northwest Leisure Centre	49	190	239
South Leisure Centre	40	100	140
Sandra Schmirler Leisure Centre	0	155	155

#### Accessibility Implications

Access to the park space along with design elements such as the spray pad, playground, picnic areas, pathways and a potential off-leash dog-park will be designed to be accessible, increasing city-wide access to such facilities for persons with disabilities.

#### COMMUNICATIONS

Since 2015, Administration has engaged with residents in a variety of ways, including: conducting an online recreation needs assessment, two public workshops, two online surveys, a community design workshop and an on-line and in-person review of proposed development options. Mailouts were sent three times to over 9,000 households each time inviting public feedback. Social media, and social media advertising along with a project web page were also used to reach out to the community. The most recent engagement process which sought feedback on the four redevelopment options resulted in 1189 individual pieces of feedback which can be reviewed along with prior project updates and engagement reports on Regina.ca.

Stakeholders were notified when this report was posted online and invited to attend the Community & Protective Services Committee meeting on June 13, 2019.

#### DELEGATED AUTHORITY

The recommendations contained within this report require City Council approval.

Respectfully submitted,



Laurie Shalley, Director  
Parks, Recreation & Cultural Services

Respectfully submitted,



Diana Hawryluk, Executive Director  
City Planning & Community Development



# Regent Par 3 Redevelopment Project

Concept #1: Recreation Only



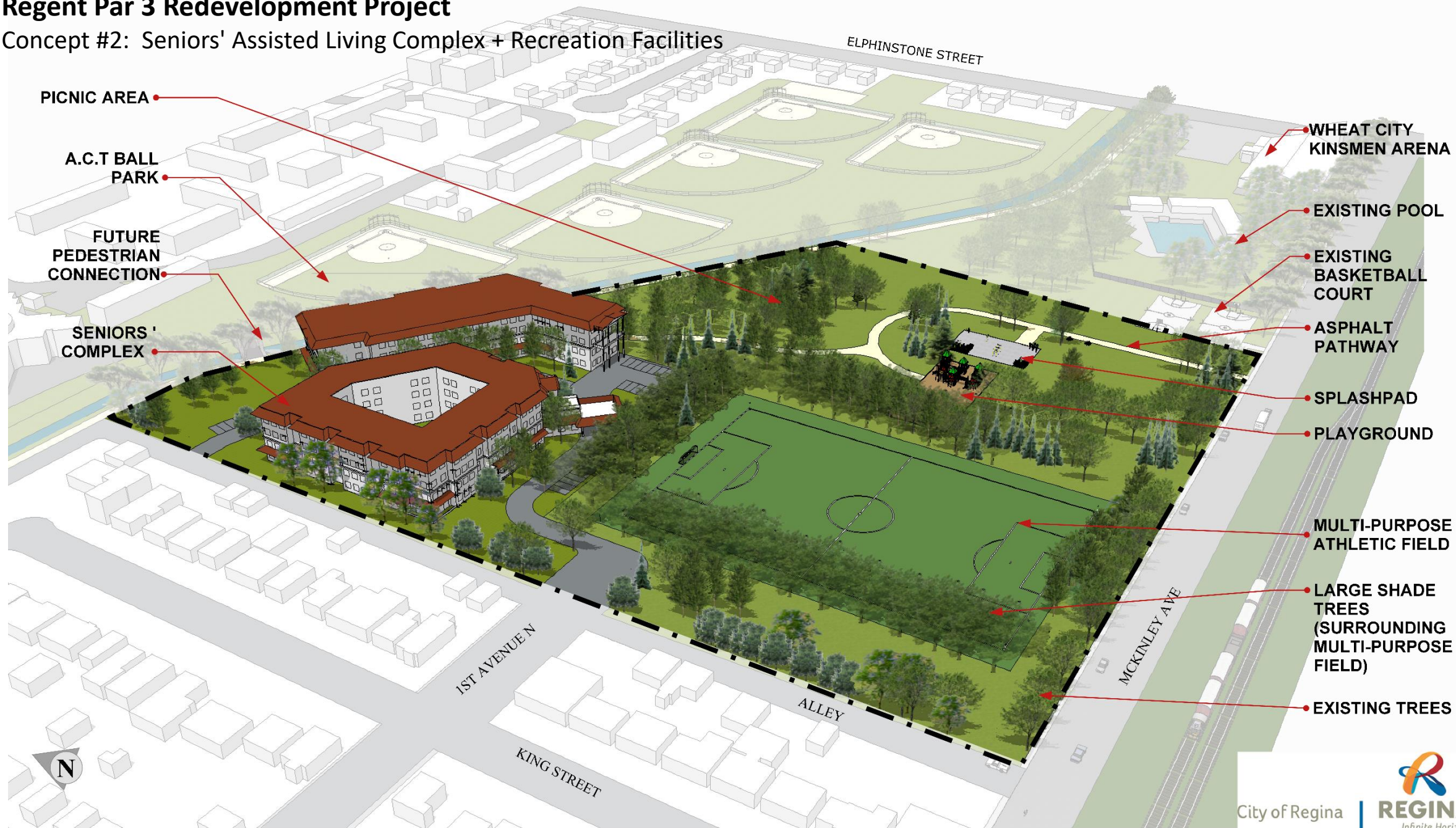
# Concept #1 Policy Alignment & Cost

	Alignment with City Policies and Masterplans (Yes, No, Partial)
<b>Official Community Plan – Relevant Community Priorities</b>	
• Support complete neighbourhoods	Partial
• Embrace built heritage and invest in arts, culture, sport and recreation	Yes
• Support diverse housing options	No
• Create better, more active ways of getting around	Yes
• Promote conservation, stewardship and environmental sustainability	partial
• Optimize use of existing services/amenities	Partial
• Support infill development and intensification targets	No
• Make use of residual infrastructure capacity in existing urban areas	No
• Support urban forest	Partial
• Support multi-use pathways	Yes
• Leverage city land assets	No
<b>Recreational Amenities &amp; Area</b>	Sports Field, Multi-Use Pathways, Playground, Spray Pad, Picnic Areas 4.89 Hectares (12.08 Acres)
<b>Housing Forms, Unit Numbers &amp; Area</b>	None, 0 units, 0 Hectares (0 Acres)
<b>Parking</b>	54 existing on-street stalls on McKinley Avenue
<b>Financial Analysis</b>	
• Estimated Cost for Recreation Components	\$2,460,000
• Estimated Revenue from Land Sales	\$0
<b>Total Net Cost</b>	<b>\$2,460,000</b>



# Regent Par 3 Redevelopment Project

## Concept #2: Seniors' Assisted Living Complex + Recreation Facilities



# Concept #2 Policy Alignment & Cost

	Alignment with City Policies and Masterplans (Yes, No, Partial)
<b>Official Community Plan – Relevant Community Priorities</b>	
• Support complete neighbourhoods	Yes
• Embrace built heritage and invest in arts, culture, sport and recreation	Yes
• Support diverse housing options	Yes
• Create better, more active ways of getting around	Yes
• Promote conservation, stewardship and environmental sustainability	partial
• Optimize use of existing services/amenities	Yes
• Support infill development and intensification targets	Yes
• Make use of residual infrastructure capacity in existing urban areas	Yes
• Support urban forest	Partial
• Support multi-use pathways	Yes
• Leverage city land assets	Yes
<b>Recreational Amenities &amp; Area</b>	Sports Field, Multi-Use Pathways, Playground, Spray Pad, Picnic Areas 3.31 Hectares (8.18 acres)
<b>Housing Forms, Unit Numbers &amp; Area</b>	Multi-unit (Apartment), ~110 units 1.58 Hectares (3.90 acres)
<b>Parking</b>	60+ stalls on-site private parking 54 existing on-street stalls on McKinley Avenue
<b>Financial Analysis</b>	
• Estimated Cost for Recreation Components	\$2,380,000
• Estimated Revenue from Land Sales	\$2,730,000
<b>Total Net Cost</b>	<b>\$(350,000)</b>



# Regent Par 3 Redevelopment Project

## Concept #3: Townhouse Development + Recreation Facilities



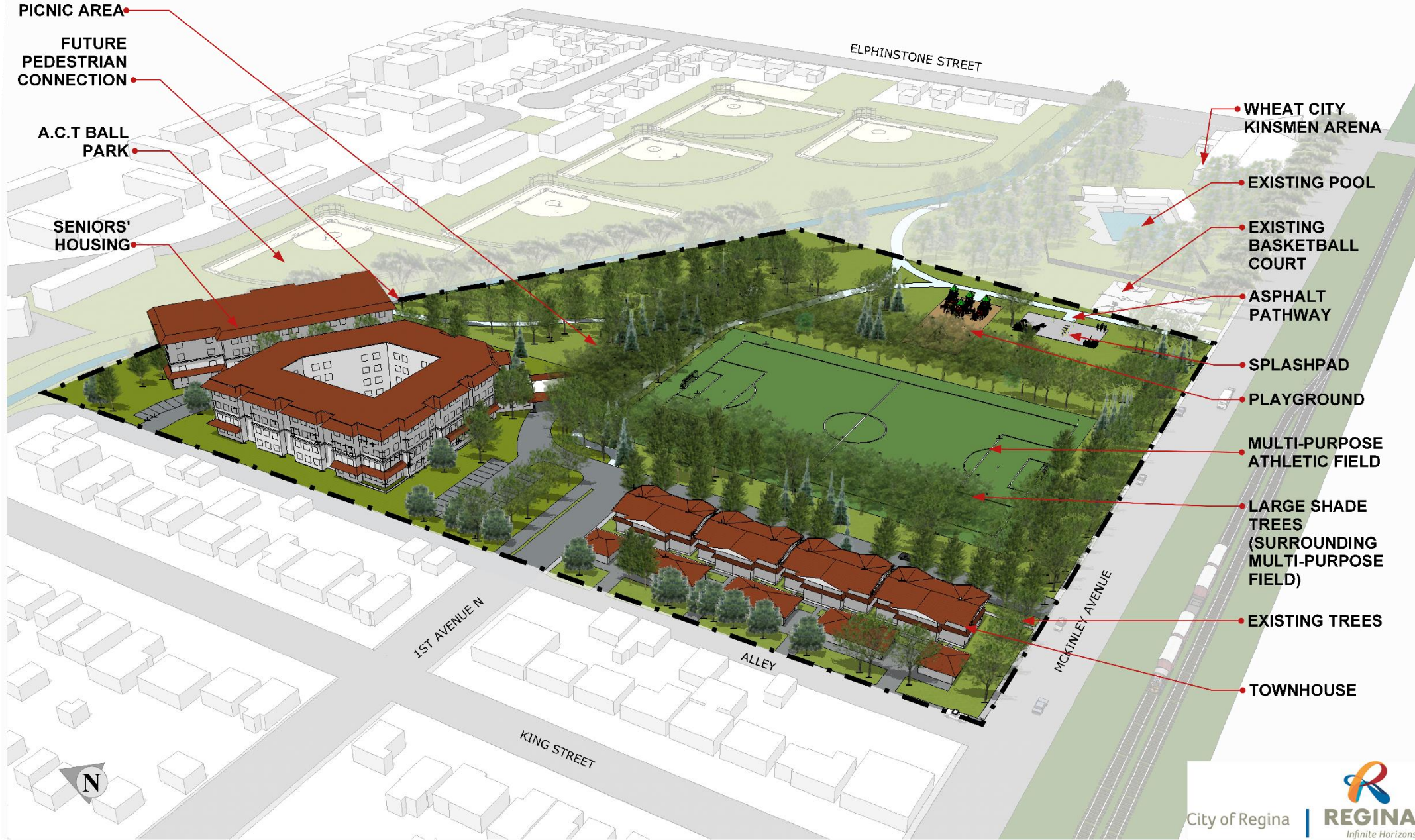
# Concept #3 Policy Alignment & Cost

	Alignment with City Policies and Masterplans (Yes, No, Partial)
<b>Official Community Plan –Relevant Community Priorities</b>	
• Support complete neighbourhoods	Yes
• Embrace built heritage and invest in arts, culture, sport and recreation	Yes
• Support diverse housing options	Yes
• Create better, more active ways of getting around	Yes
• Promote conservation, stewardship and environmental sustainability	partial
• Optimize use of existing services/amenities	Yes
• Support infill development and intensification targets	Yes
• Make use of residual infrastructure capacity in existing urban areas	Yes
• Support urban forest	Partial
• Support multi-use pathways	Yes
• Leverage city land assets	Yes
<b>Recreational Amenities &amp; Area</b>	Sports Field, Multi-Use Pathways, Playground, Spray Pad, Picnic Area 3.05 Hectares (7.54 acres)
<b>Housing Forms</b>	Townhouse, 38 Units 1.84 Hectares (4.54 acres) (including .79 Hectares of rights-of-way)
<b>Parking</b>	57 stalls on-site private parking 33 new on-street stalls on Queen Street 46 existing on-street stalls on McKinley Avenue
<b>Financial analysis</b>	
• Estimated Cost for Recreation Components	\$2,280,000
• Estimated Revenue from Land Sales	\$1,800,000
<b>Total Net Cost</b>	<b>\$480,000</b>



# Regent Par 3 Redevelopment Project

## Concept #4: Seniors' Assisted Living + Townhouse Development + Recreation Facilities



# Concept #4 Policy Alignment & Cost

	Alignment with City Policies and Masterplans (Yes, No, Partial)
<b>Official Community Plan –Relevant Community Priorities</b>	
• Support complete neighbourhoods	Yes
• Embrace built heritage and invest in arts, culture, sport and recreation	Yes
• Support diverse housing options	Yes
• Create better, more active ways of getting around	Yes
• Promote conservation, stewardship and environmental sustainability	partial
• Optimize use of existing services/amenities	Yes
• Support infill development and intensification targets	Yes
• Make use of residual infrastructure capacity in existing urban areas	Yes
• Support urban forest	Partial
• Support multi-use pathways	Yes
• Leverage city land assets	Yes
<b>Recreational Amenities &amp; Area</b>	Sports Field, Multi-Use Pathways, Playground, Spray Pad, Picnic Area 3.04 Hectares (7.51 acres)
<b>Housing Forms</b>	Townhouse, 16 Units, Seniors Assisted Living 90 Units 1.85 Hectares (4.57 acres)
<b>Parking</b>	70 stalls on-site private parking 14 new on-street stalls on Queen Street 46 existing on-street stalls on McKinley Avenue
<b>Financial analysis</b>	
• Estimated Cost for Recreation Components	\$2,280,000
• Estimated Revenue from Land Sales	\$3,200,000
<b>Total Net Cost</b>	<b>\$(920,000)</b>