

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