

City Centre Core

Partnership Framework and Action Plan



We acknowledge that we are on traditional lands of the Treaty 4 Territory, a Treaty signed with 35 First Nations across Southern Saskatchewan and parts of Alberta and Manitoba and the original lands of the Cree, Saulteaux, Dakota, Nakota, Lakota, and on the homeland of the Métis Nation.

February 1, 2021

Title	City Centre Core Partnership Framework and Action Plan
Version	For Committee and Council Review
Reference Documents	<p>This plan aligns with the following as they pertain to the City Center Core Partnership Framework and Action Plan:</p> <ul style="list-style-type: none"> • Official Community Plan • Transportation Master Plan • Recreation Master Plan • Regina Revitalization Initiative (RRI) • RWBID Strategic Plan • REAL Strategic Plan • RDBID Strategic Plan • Yards Neighbourhood Plan • Regina Downtown Neighbourhood Plan • Warehouse District Neighbourhood Plan • City of Regina 5-year Capital Plan • Cultural Plan • EDR Growth Plan
Owner	City of Regina
Next Scheduled Review	March 2026 (full review at least every five years)

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Introduction

City Council directed Administration to collaborate with Regina Exhibition Association (REAL), Regina Downtown Business Improvement District (RDBID) and the Regina Warehouse Business Improvement District (RWBID) to create a plan as an update to the Regina Revitalization Initiative (RRI) by:

1. Creating connectivity between Evraz Place, the Regina Railyard Project Lands, the Taylor Field Lands, and the Regina Downtown and Warehouse Neighbourhoods.
2. Providing guidance and direction on developments on REAL, Railyard Lands and Taylor Field Lands in collaboration with RDBID and the Warehouse District.

This working group was asked to return to Council with a Terms of Reference to engage a consultant for the development of a plan.

Purpose

The City Centre Core Partnership Framework and Action Plan (Framework) provides a collective vision between City of Regina, RDBID, RWBID and REAL (Organizations) for coordinated processes, complimentary land uses and the infrastructure required to support and connect development in the land areas making up City Centre Core.

City Centre Core has been defined as land areas including the Yards Neighbourhood, Regina Warehouse Business Improvement District, the Regina Downtown Business Improvement District, lands and facilities managed by REAL, Taylor Field lands, and the area planned in the Saskatchewan Drive Corridor Project, all shown on Map 2.

It should be acknowledged that each land area is unique in its ownership, management and phase of development. For example, the Saskatchewan Drive Corridor land area is currently being reviewed as part of a City of Regina project. As this project advances, further consultation will take place that may determine the need to change elements of this framework such as its designated land uses.

This Framework is a guiding document to provide Council and the proposed Development Advisory Committee reference for future recommendations and decision-making, mitigate the risk of opportunities missed and maximize potential synergies in development opportunities.

The implementation of this Framework is one tool to support economic development so that Regina can grow and realize the community benefits of a thriving City Centre. The Framework has been developed to:

- Translate the principles and policies of the Official Community Plan (OCP) and neighbourhood plans to a more detailed land area scale

- Provide guidance to both future neighbourhood plans that cover the City Centre Core land areas and future strategic plans of REAL, RWBID, and RDBID
- Help determine the priorities and timing of infrastructure projects in a coordinated way to support future development of the City Centre Core land areas

The Framework is not necessarily approval for development applications. This guiding document will help inform decisions that are made by Council through regular development processes and over the course of their ongoing deliberations on capital projects as part of the defined budget process. Infrastructure for this area should be prioritized to support this framework and action plan.

Objectives

Early in the creation of this framework and action plan, it was emphasized that in order to make it a useful, practical tool for decision making, it needed to include:

- The character of the areas within the Framework
- Allowable land uses within the Framework
- Improving the City Centre Core's public realm, including infrastructure, transportation, connectivity and streetscapes
- Amending and updating bylaws, and other design guidelines to enable implementation
- Collaboration for marketing the land areas and coordinating investment
- The ability to be:
 - A conflict management framework
 - A foundation for collective strategic alignment among the Organizations
 - A succinct document that is user-friendly and practical

Scope

The Framework as directed by Council includes six distinct Land Areas: (Map 2):

1. Taylor Field lands
2. Lands and facilities managed by REAL
3. Regina Downtown Business Improvement District
4. Regina Railyard Project lands (the Yards Neighbourhood)
5. The Warehouse Business Improvement District
5. Saskatchewan Drive Corridor

The Framework reflects the basis on which the Organizations intend to work together towards their common goals and for their mutual benefit in relation to the land areas that make up the City Centre Core. Neither the Framework, or use of the term partnership, are intended to establish any formal legal relationship among the Organizations unless expressly stated.

This is a living document. As new plans and information, or new parties come forward, this Framework may be updated and expanded.

Current Reality

Pace of Development

While various factors have contributed to the City Centre Core pace of development, barriers include infrastructure and slowed economic growth. There is a need to focus on this area to stimulate economic development and achieve our Official Community Plan (OCP) targets.

Regina's Official Community Plan directs "at least 10,000 new residents to the City Centre, which will accommodate the city's highest population and employment densities." Of these 10,000 new residents, it plans 5000 in the Downtown, 2500 within RRI and 2500 elsewhere within the City Centre as shown in Map 1 – Growth Plan.

Growth of the City Centre has been slow since the OCP was approved as seen in Table 1. The population in City Centre decreased in 2019, as it did in 2018, due to more demolitions than new construction. The City Centre Core Partnership Framework and Action Plan, other City initiatives, as well as strategic investment will support the advancement of these OCP targets.

Table 1: Number of new residents in the City Centre since the adoption of the OCP.

Year	2014 to 2016	2017	2018	2019	2020	Cumulative Growth
# of new residents in City Centre since 2014	68	16	-11	-8	9	74

Note: Census data provides the clearest population data. Interim years are calculated with building permit data. The next Census will occur in 2021.

All land areas within the Framework currently have visions for their respective organization or development, or there are plans for consultation to further develop a vision. These are included in the Future Vision section of this guiding document. REAL, RDBID, and RWBID have strategic plans with visions established. Similarly, The Yards Neighbourhood Plan has been approved by the Government of Saskatchewan with a vision for development. Federal funding is in place to support rehabilitation of Dewdney Avenue. Downtown and Warehouse District Neighbourhoods have existing plans that are part of the City's Sequencing Plan for review and updating. The Saskatchewan Drive Corridor Project is in progress with consultation as part of the project. The Taylor Field Land development is the final phase of the RRI and will facilitate consultation in future years.

Each have mandates endorsed by City Council or their respective Boards but not necessarily aligned formally. In the absence of a coordinated strategy for key land uses and events, each land area has proceeded to advance their plans relatively independently. This has led to projects competing for resources and priority. At times, this has led to questions on complementary land use and timeline expectations for development and construction.

OCP policy directs that developers be responsible for the cost of infrastructure required to service the land that they are developing. An Intensification Levy charges a proportionate amount that a development requires of major infrastructure for development in established neighbourhoods. This covers upgrades or construction of infrastructure such as a wastewater system, water treatment plant, major road or bridge, or the parks and recreation centres or pools to support the growth of the area.

The City has heard through correspondence from Regina & Region Homebuilders' Association as well as through surveys conducted for the Underutilized Land Study about concerns regarding the risk of the unknown on a site in an existing neighbourhood or brownfield site. This, along with the introduction of the Intensification Levy to cover major infrastructure costs due to growth while understandable, may go beyond a risk threshold for a developer.

State of Economy

A downturn in the economy, compounded by the impact of the COVID-19 pandemic has put pressure on citizens, investors, business owners and all levels of government.

This impact has weighed heavily on the six land areas that comprise the City Centre Core. Changes in spending patterns, and lack of disposable income has added to the uncertainty and financial viability for businesses, events and programming.

Economic recovery and activation of these areas, in a strategic way, is of great importance, and post the Global Pandemic of COVID-19 the economic headwinds will only heighten the challenges. With economic uncertainty, transformational change within the business community, and shifting activation standards, the time for an aligned vision and collaborative approach for the betterment of the City Centre Core is essential for the sustainability and success of the city.

State of Infrastructure

One of the identified barriers to development in the City Centre, not only the City Centre Core land areas, is the current state, unknown state, or lack of the infrastructure required to accommodate growth. Some of this infrastructure, for instance water or wastewater, is a pre-requisite for growth, where a developer would not want to invest in a location until plans for this infrastructure are firmly in place. Other infrastructure such as roads, sidewalks and parks are ideally designed and coordinated with or after the construction of water and wastewater infrastructure in order to avoid re-work.

Regina, like so many municipalities, currently has infrastructure either near the end of its useful life or limit of its capacity. City of Regina has deferred some maintenance in the past to maintain affordability. Some upgrades, rehabilitation or replacement are required to support growth in Regina. It is not feasible or best practice to increase capacity throughout the city. Knowing where development is planned impacts the options available. Determining the best solution therefore requires an iterative process.

Regina's relatively short construction season coupled with the need to design for a four-season city with weather extremes comes with unique challenges. Availability of funding, interdependencies among projects including infrastructure not owned by the City, as well as attempts to minimize disruptions for businesses and residents add to the complexity and time it takes to thoughtfully plan and execute a project. Coordination of infrastructure projects requires time to develop appropriate solutions and the capacity of both City and industry resources.

The City of Regina has made progress in narrowing its infrastructure gap in funding, but the need is still greater than available resources. While there is government or Servicing Agreement Fee/Development Levy/Intensification Levy funding for some projects planned, it often comes with time constraints and sometimes matching or shared contributions from the City. Prioritization will facilitate the strategic investment required by the city.

City Centre Core Strengths, Weaknesses, Opportunities and Threats

STRENGTHS	There is a significant amount of available land - this presents many options for consideration.	Deferred infrastructure maintenance and minimal investment in modernization have created growth challenges and uncertainty.	WEAKNESSES
	Location is centralized within the municipality, with easy access from all directions.	Funding within the current City Financials is challenging and COVID-19 will only make this more difficult. Currently there is a shortfall in annual investment.	
	Proximity to airport, Wascana Centre, RCMP Heritage Centre and Depot, Science Centre, Government House and other valuable community attractions.	Numerous plans and visions all at a different point in development causes confusion at time. There is a need to align the variety of plans for clarity and prioritization.	
	The geography of the City Centre Core is relatively condensed, naturally connected, and multi-modal.	Insufficient communication of annual construction plan, development reporting and measurements against desired outcomes.	
	The City of Regina owns and controls much of the land in the City Centre Core.	Lack of development coordination, or a phased development strategy with a priority approach or alignment on catalyst projects.	
	For a small to mid-sized city, Regina has strong density and assembly of facilities in the downtown core.	Lack of clear vision or development of annual and multi-year targets and measurement against performance for the City Centre Core.	
	Government businesses and corporate head offices have made the City Centre Core home.	Current growth in the City Centre Core is underperforming in a concerning manner. To mitigate this performance will require actionable investment and focus that will have a higher level of risk than the current approach.	

OPPORTUNITIES	A shovel ready plan (ready to put out to tender or ready for funding)	The pace of economic recovery and change in spending patterns	THREATS
	Catalyst civic level investment - Sask Drive, Dewdney Ave, Aquatic Facility, Library modernization, new mid-sized arena and others should be strategically located.	With the financial challenges of COVID-19 and the compounding impacts of a sluggish economy primarily in the energy sector there are substantial headwinds facing the community.	
	There is an opportunity to create purposeful multi-modal year-round connectivity between elements with relative proximity within the City Centre Core.	With many businesses considering working from home, and the impact on the hospitality and tourism sector there may be a loss of business in the City Centre Core. This will impact activation, traffic and revenue opportunities.	
	Sustainability and stimulus initiatives are a core element of government COVID-19 recovery strategies. This creates a truly once in a generation opportunity to affect transformational change if moved on quickly.	The supply and demand cure for downtown vacancy might become even more challenging – this will impact lease rates, financial modelling, sustainability and activation. There is a need to understand current and projected occupancy and absorption with a strategic purpose.	
	There is an opportunity to align with the priorities of City Council following the election and maximize progress over a four-year term.	We have many competing priorities on many unique spaces, with land still available. The approach of doing a little bit everywhere will not solve the problem and will result in failure for the City Centre Core. A phased, focused, purposeful approach is required.	
	With growth brings expanded tax revenue of many forms. At a time where increased funding is a necessity growth will offer a long-term financial opportunity for the City and Province.	The impacts to air traffic may influence business and visitor travel. This may change the dynamics of how our City Centre Core functions with high yield visitors being removed for an undetermined period.	
	Strategic alignment of catalyst projects, both private and public should be maximized. This is a time to be smart, strategic, and most importantly be focused.	Greenfield development is an important economic growth strategy, but urban sprawl increases the cost of maintenance with additional infrastructure as a result of it. Building a complete city will require priority setting and purpose.	
	With favorable borrowing rates, both private and public investments should be considering the low cost and long-term impact that wise investments will have on our community. This may be the best time to invest.	As other cities continue to advance and grow the City of Regina must choose to compete, or it will be left behind. We are competing daily for the best human capital and talent. We need to recognize the competition for business investment and personal income. As Edmonton, Calgary, Winnipeg and Saskatoon get better, are we competitive?	
		The intensification levy is one barrier to development and creates a limitation in meeting goals and objectives. Priority should be put on exploring incentives and cost barriers and developing a complete and competitive strategy that balances the need to maintain affordability and citizen service level expectations with the need to attract growth and investment.	

Future Vision

The Framework for a connected City Centre Core identifies how to purposefully group amenities and assets to create synergies, activation, and complementary segments that deliver a cohesive and resilient area in the heart of Regina.

Maximizing efficiencies and the impact value of investment and tax dollars will compound the benefit of new growth for the overarching benefit of the entire City Centre Core. This aligned strategy will support purposeful and strategic decision making by all the Organizations and enable outcomes that benefit the entire community, not just an isolated area.

Pursuing this vision will strategically position public investment to maximize private commercial investment while leveraging the unique opportunity to source funding from alternative levels of government. This vision is about growth, resiliency, activation, and a connected core at the heart of the City.

Vision for the City Centre Core Partnership Framework and Action Plan

Opportunity for development exists in these land areas, with an ample availability of land in a location with proximity to entertainment, greenspace, and major amenities. Each land area aligns in a cohesive way to build areas that are Great Places for living, working and visiting.

The vision for these areas is one that can be a model for four season mid-sized cities in Canada and the globe. The heart and hub of our city, these areas will be alive, healthy, safe, strong and resilient - just like the people of Regina. Both a destination and a place to live, these areas will be built sustainably, with architecturally pleasing and connected design.

These areas will be inspiring and inviting. A Great Place for investment.



Great Places

Great places are not only about infrastructure, assets, activation, planning and design, but that certainly makes a difference. Great places are delivered to inspire a sense of belonging, connectivity, togetherness, pride, and opportunity. In the City Centre Core are a purposeful assembly of great places cohesively planned and seamlessly connected to enrich the lives of everyone who calls Regina home.



The Great Start – Taylor Field

With meaningful design to act as a catalyst for opportunity within the community, this has the potential to be a place that inspires the future innovators, leaders and community members to make Regina home forever. A vibrant and inclusive area that brings opportunity to live, work and play.

The Great Show - REAL

This is where memories happen, from first skates, to first goals, from first concerts to first games, from cattle to combines, from ferris wheels to flavours this place delivers exceptional moments that inspire our community spirit while enhancing our community prosperity. A place where the spotlight is bright, a place of wonder, excitement, experience and delight. Historically proven and modernly relevant, the show must always go on and it must always be great.

The Great Celebration – Warehouse District

Embracing our remarkable history with a local story of current and future relevance. This great place is a destination, a neighbourhood, a place of commerce and a celebration of Saskatchewan's very best food and drink. A place of comfort and familiarity there is never celebration too big or too small for this great place. With connections and commerce this place is a bridge to a moment, a future and a past, and a distinctive point of connection locally and to the world.

The Great Connection – Saskatchewan Drive Corridor

The corridor of connectivity is designed with purpose, pride and visual intent. Connecting the great places of our city, this corridor will be inviting, engaging, seamless and safe. A purposeful thread that engages the great places in the City Centre Core with the lives, businesses and experiences of a thriving city. Embracing the functional role that it must play while concurrently celebrating the story of an inclusive and vibrant community.

The Great Heart- Downtown

The headquarters of our economy, vibrant with activity 365 days a year and 24 hours a day. A celebration of our economic distinction, culturally affluent, activated and inclusive, welcoming and safe and in the hub of the City Centre Core. A visit to this great place should act as a constant reminder that one's heart and home is in Regina.

The Great Opportunity – The Yards

Carefully crafted, connected and engaged, The Yards defines our future, our opportunity and our path. Smart in technology, sustainable in design and connected with purpose, The Yards will truly be the development that bridges our proven history with our modern relevance. Alive with opportunity, activation and success.

City Centre Core Characteristics

- A place that is vibrant and fresh
- A place that is a clear statement about our audacious future
- A place that celebrates the legacy and history of our storied communities
- A place that is inclusive, always, without question
- A place that is safe
- A place that is coordinated in purpose and connected with success
- A place that is cool with a vibe that makes us all proud to call Regina home
- Unique in place, seamless in form and function
- Complimentary, collaborative, innovative, and simply said, great in space
- Coordinated in prosperity and synergized for sustainability

Definition of Individual Land Areas

Taylor Field Lands

Vision

To be clarified in future consultation

Primary Identity

- Opportunity to provide connectivity between the downtown, REAL, the Yards, and Warehouse District

Characteristics

- A great place to start your next phase of life
- A home for renting and first-time home buyers
- The heart of the North Central Revitalization
- The great connection and place between all our places
- A destination in your journey of City Centre
- A complete neighbourhood
- Residential and commercial

REAL

Vision

To be the heart of our city and province, a place where people come to live, work and play.

Mission: We deliver exceptional experiences and foster meaningful memories that make our community a better place

Primary Identity

- Primary venue for large indoor and outdoor trade show, recreation (synthetic sport surfaces), festivals and sporting events
- Major events, agricultural events and public gatherings that are complimentary to events (ex. Confederation Park programming guideline 1000-2000 capacity)
- Ancillary or complimentary to main/primary use commercial development, not including office or industrial
- Confederation Park programming 1000-2000
- A home for recreational tourism, sport, and competition.

Characteristics

- Where we host and showcase
- BIG: Event, sport, recreation, celebration, tourism
- A hub for tourism and visitors
- A signature in our province
- Welcome to everyone
- A catalyst for economic impact

- Scalable and alive
- A hub for agricultural conferences and conventions and a celebration of our rich agricultural heritage and our innovative approach to feeding the world from within our Province in the future.
- Maximizing the impact of recreational impact for the local community and a vibrant recreation and sport visitor economy.

Warehouse

Vision

From a thriving marketplace for local goods and services to an entertainment hub to an industrial powerhouse, the warehouse district can become the entrepreneur's neighbourhood. By engaging in placemaking with purpose, supporting local champions, and leveraging local brands, RWBID can help bring this vision to life.

Primary Identity

- Heritage district
- Public gatherings
- Mixed use area with a strong focus on entrepreneurial businesses including bars, restaurants, nightclubs, retail, manufacturing and services

Characteristics

- Historically connected
- Modern, trendy and chic
- Party central and place for fun
- Celebrate local
- Hip and funky
- Innovative and inspired
- Cultivated with purpose

Saskatchewan Drive Corridor

Draft Vision for Sask Drive Project - to be clarified in future consultations

Saskatchewan Drive is a key gateway to the city centre which can celebrate the unique culture and heritage of the region.

The Corridor Study strives to improve the quality of life for commuters and pedestrians within a safe, connected and inviting public realm that supports the vibrant adjacent neighbourhoods and businesses.

Primary Identity

- Primary link between REAL and Downtown
- Gateway to downtown – primary link for the northwest quadrant and the southwest quadrants of the City to the downtown
- Changing attributes as it passes through neighbourhoods or adjacent to other City Centre Core land areas

Characteristics

- Making a good impression to visitors to our City
- Edge condition of a mixed use neighbourhoods (Elphinstone to Albert)
- Perimeter road for the downtown (northern boundary)
- Linear development area (1 development deep) – not a complete community objective
- High Traffic Volume – Pass by location not necessarily a destination
- Complementary land uses/connecting zones –
- Small scale business flowing out of downtown while bars and restaurants support events in the City Centre
- Likely stays diverse in nature
- Important utility corridor (need to predict the future)

Downtown

Vision

Act on behalf of our members to favorably position Regina's downtown as a unique, attractive and desirable neighbourhood for businesses, residents and visitors.

Mission/Mandate: Regina's Downtown: A place where people want to be and businesses want to invest.

Primary Identity

- Office, dining, retail, hospitality accommodations
- Cultural institutions
- Public gatherings
- High density residential
- Corporate, government, financial district

Characteristics

- Employment base
- Daytime bustle
- Density is high
- Sophisticated evening activation
- Livable, walkable, green
- Transit oriented
- 365 Something is happening

The Yards

Vision

Vibrant urban neighbourhood, which includes a mix of residential, shopping and entertainment opportunities set within a compact and walkable environment. By balancing progressive and modern design concepts with tradition, the Plan Area will emerge as a truly unique neighbourhood, connecting the City Centre, and enhancing the City of Regina as a whole.

- A key city priority;
- A regional precedent that employs best practices in City-building;
- A vibrant and connected place to gather, live, work, learn, play, and celebrate year-round;
- An area in which the public realm has a high profile and inspires civic pride;
- Complementary to existing plans in surrounding neighbourhoods, yet sets a new standard for sustainable development, employing state of the art best practices for neighbourhood design and energy efficiency;
- A neighbourhood that will provide mixed-income housing options for purchase and rental;
- A community that will provide workspace and mixed-use developments to foster innovation, creativity and cultural expression;
- Linked across the railway tracks to downtown by pedestrian connections that create walkable distances for residents, in four seasons, to local amenities and jobs;
- Characterized by high quality design, for all ages, and both programming and place making that promotes social cohesion and community activities; and
- An example of a new opportunity for the community being delivered in a way that is financially viable for the City, its residents, and businesses.

Primary Identity

- Dense residential, mixed use environment complimentary to Warehouse
- Sustainable neighbourhood
- Public gatherings
- Connector between downtown, warehouse and Taylor Fields lands

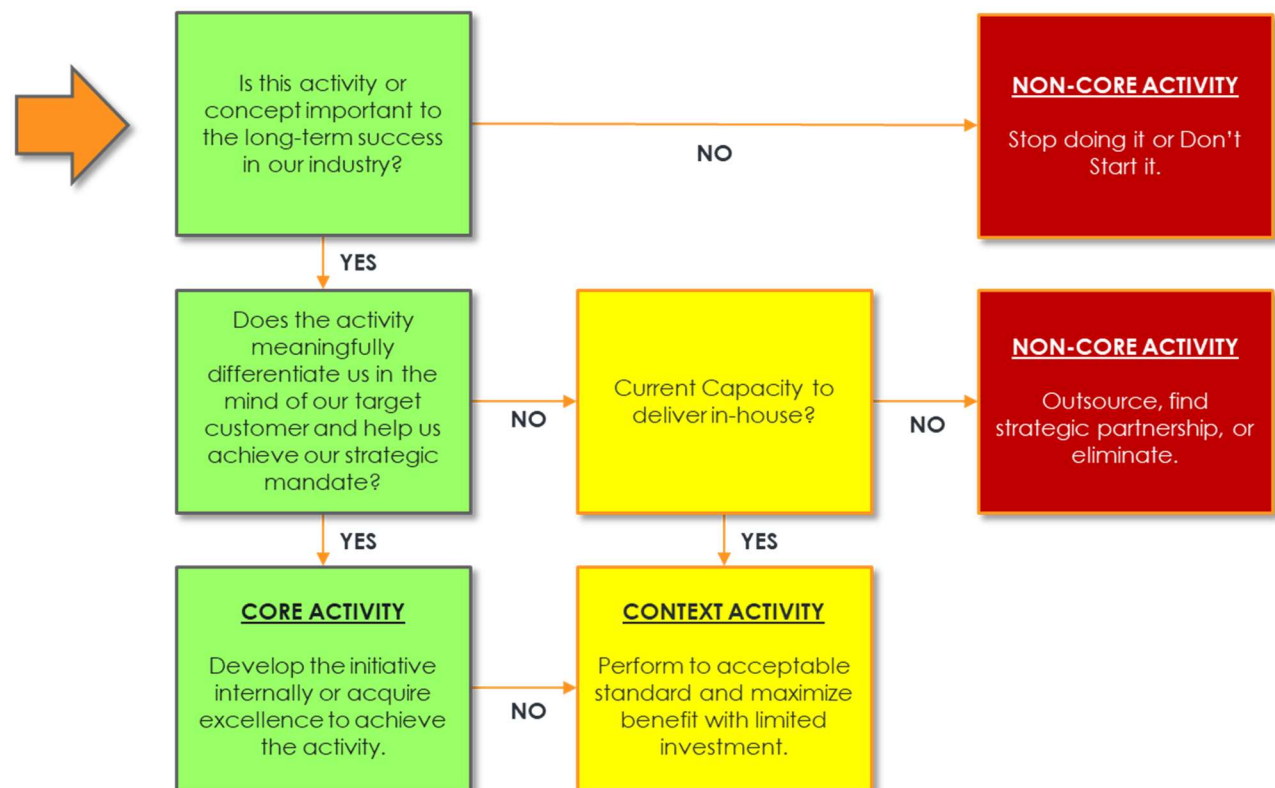
Characteristics

- Activated and alive
- A signature project
- A sustainable masterpiece
- High use for everyone
- Density is mid to high
- Green, live, work, play, visit
- Young in age and heart

Primary Land and Event Uses by Land Area

Strategic Decision-Making Matrix

The evaluation of whether a land use or event type is appropriate for a land area was determined by the working group with the following matrix and definitions. This will be referred to regularly by a City Centre Core Development Advisory Committee in solving problems and making recommendations to boards and where appropriate, Council on future development. It is important to note that although the Strategic Alignment is a critical first step, it must be supported by commercially viable, entrepreneurial, and best practice operational plans. It is simply not enough to have aligned strategic principles, as viable business planning that delivers sustainable long-term ventures within the land areas comprising the City Centre Core is essential.



Definitions of Core, Context and Non-Core

Core	<p>Vital for the land area in meeting its vision</p> <ul style="list-style-type: none"> Important to long-term success Meaningfully differentiates in the mind of target customer and helps achieve strategic mandate <p>Develop the initiative internally or acquire excellence to achieve the activity</p>	<p>Strategically vital to the success of the City Centre Core.</p> <p>Organizations should actively pursue and recruit these opportunities.</p> <p>These are the must have opportunities.</p>	<p>Organizations agree that these items belong within any designated property in the land area and should be welcomed and encouraged based on availability.</p> <p>Organizations will champion these projects in any location in the land area</p>	<p>Permitted Use</p> <p>A use of land, intensity of use, development or structure that an owner is entitled to as of right of a development permit provided the use or development conforms to the development standards and regulations which pertain hereto in the Zoning Bylaw</p>
Context	<p>Not vital to the land area in meeting its vision but provides current value or benefit with limited investment or resourcing</p> <p>Perform to acceptable standard and maximize benefit with limited investment</p>	<p>Valuable if the opportunity presents itself but not essential.</p> <p>Organizations should consider if obtaining this opportunity will directly or indirectly negatively impact the ability to secure core initiatives</p>	<p>Organizations agree that any partner within the City Centre Core should recruit and obtain these new ventures. However, strategic discussion with the Advisory Committee may offer the ability to maximize the benefit for the City Centre Core</p>	<p>Discretionary Use</p> <p>A use of land, intensity of use, development or other structure that may be permitted in a zone only at the discretion of and at a location specified by the Development Officer or Council, as the case may be, in accordance with the Zoning Bylaw.</p>
Non-Core	<p>Does not help the land area meet its vision</p> <ul style="list-style-type: none"> Stop doing it or don't start it <p>Outsource, find strategic partnership, or eliminate</p>	<p>These should be positioned out of the City Centre Core with purpose as they are a deterrent to strategic success. Careful consideration must exist if these items are to occur in the City Centre Core.</p>	<p>These should not be developed within the proposed development and should be coordinated for the most appropriate fit within a Core or Context location if an opportunity presents itself.</p>	<p>Prohibited Use</p> <p>A use of land, intensity of use, development or structure that is not permissible in a zone.</p>

CITY CENTRE CORE - Strategy for Key Land-Uses and Events						
	Core/Permitted – Green		Context/Discretionary - Yellow	Non-Core/Prohibited Use - Red		
Land Use or Event	Downtown Business Improvement District	The Yards	Warehouse Business Improvement District	Sask Drive Corridor	Taylor Field Lands	REAL Lands and Facilities
Rink (Outdoor)	Core	Core	Core	Non-Core	Core	Core
Library	Core	Core	Context	Non-Core	Core	Context
Performance Arena 7000 Seat +	Context	Core	Context	Non-Core	Context	Core
Recreational Arena Facilities (Rink Indoor) under 1000 Seats	Non-Core	Core	Non-Core	Non-Core	Context	Core
Cultural Facilities	Core	Core	Context	Non-Core	Core	Core
Trade Shows large scale 5000+	Context	Context	Context	Non-Core	Non-core	Core
Meetings	Core	Core	Core	Non-Core	Core	
Conference	Core	Core	Core	Non-Core	Context	Core
Pool and Aquatics	Context	Core	Context	Non-Core	Core	Core
Fitness Centre	Core	Core	Core	Core	Core	Core
Stadium	Non-Core	Core	Context		Non-Core	Core
Grass Sports Fields	Non-Core	Core	Context	Non-Core	Non-Core (Community Level) Core (Neighbourhood Level)	Context
Festival - Small	Core	Core	Core	Non-Core	Non-Core	Context
Festival - Medium	Core	Core	Context	Non-Core	Non-Core	Core
Festival - Large	Non-Core	Core	Non-Core	Non-Core	Non-Core	Core
Cinema & Movie Theatre	Context	Core	Context	Non-Core	Context	Context
Convention - large	Core	Core	Context	Non-Core	Context	Core
Low Density Residential	Context	Non-core	Core	Non-Core	Core	Context
Mid Density Residential	Context	Core	Core	Core	Core	Context
High Density Residential	Core	Core	Non-Core	Core	Core	Context
Senior Residences	Context	Core	Non-Core	Non-Core	Core	Context
Group Care Facilities	Context	Core	Context	Non-Core	Core	Context
Restaurants	Core	Core	Core	Core	Core	Core
Fast Food Establishments	Core	Core	Core	Core	Core	Core
Drive Thru Establishments	Context	Non-Core	Core	Core	Core	Core
Bar	Core	Core	Core	Core	Core	Core
Cafe	Core	Core	Core	Core	Core	Core
Distillery	Context	Core	Core	Core	Core	Context
Brewery	Context	Core	Core	Core	Core	Context
Schools	Core	Core	Core	Non-Core	Core	Context
Post-Secondary Institution	Core	Core	Core	Non-Core	Context	Context
Hospitals	Non-Core	Context	Non-Core	Non-Core	Non-Core	Core
Clinic	Core	Core	Core	Core	Core	Context
Vocational Institution	Core	Core	Core	Core	Context	Context
Training Institution	Core	Core	Core	Core	Context	Context
Government Office	Core	Core	Core		Core	Non-Core
High Density Office	Core	Core	Context	Context	Context	Non-Core
Mid Density Office	Context	Core	Core		Context	Non-Core
Low Density Office	Context	Core	Core		Context	Non-Core
Industrial Office	Non-Core	Non-core	Core	Core	Non-Core	Non-Core
Public Gardens	Core	Core	Core	Context	Core	Core
Green Space and Parks	Core	Core	Core	Core	Core	Core
Walking Trails and Paths	Core	Core	Core	Core	Core	Core
Theatre and Performing Arts	Core	Core	Context	Non-Core	Core	Context
Convenience Stores	Core	Core	Core	Core	Core	Context
Grocery Stores	Context	Core	Core	Context	Core	Non-Core
Retail Home	Core	Core	Core	Core	Core	Non-Core
Retail Sport	Core	Core	Core	Core	Core	Context
Vehicle Sales	Non-Core	Core	Core	Core	Context	Non-Core
Vehicle and Mechanic Shop	Core	Non-Core	Core	Core	Context	Non-Core
Farmers Market	Core	Core	Core	Non-Core	Core	Core

CITY CENTRE CORE - Strategy for Key Land-Uses and Events						
	Core/Permitted – Green		Context/Discretionary - Yellow	Non-Core/Prohibited Use - Red		
Land Use or Event	Downtown Business Improvement District	The Yards	Warehouse Business Improvement District	Sask Drive Corridor	Taylor Field Lands	REAL Lands and Facilities
Hotels	Core	Core	Context	Context	Core	Context
Inns	Context	Core	Context	Context	Core	Non-Core
Bed and Breakfasts	Core	Core	Core	Context	Core	Non-Core
Body Rub	Non-Core	Non-Core	Non-Core	Non-Core	Non-Core	Non-Core
Physiotherapy Clinic	Context	Core	Core	Core	Core	Context
Day Spa	Context	Core	Core	Core	Core	Non-Core
Optometrist and Eye Care	Core	Core	Core	Core	Core	Non-Core
Hair Salon	Core	Core	Core	Core	Core	Non-Core
Tattoo Establishments	Context	Core	Core	Core	Core	Non-Core
Grade Level Parking Lot	Context	Context	Core	Context	Core	Core
Multi-level Parking Lot	Core	Core	Core	Context	Core	Core
Industrial Storage	Non-Core	Non-Core	Core	Core	Non-Core	Non-Core
Convention	Core	Non-Core	Context	Non-Core	Non-Core	Core
Vehicle Transit	Core	Core	Core	Core	Core	Core
Pedestrian Transit	Core	Core	Core	Core	Core	Core
Bike and Alternative Transit	Core	Core	Core	Context	Core	Core

Principles for Activation within City Centre Core

The City of Regina, RWBID, RDBID, and REAL (Organizations) will adopt the following principles:

1. A City Centre Core contributes to greater economic and community benefits.
2. The Organizations share an interest in growth and development of the land areas in the City Centre Core.
3. Each land area has a primary identity, characteristics and land uses that are unique but complementary to the other land areas in the City Centre Core.
4. Unhealthy competition between Organizations limits the success of the City Centre Core.
5. The City cannot afford to duplicate or build underutilized civic infrastructure. Choices are required regarding where to position key assets.
6. Investment from the private sector is required for future growth.
7. The Organizations wish to build capacity and processes to promote cooperative efforts and will adhere to the following:
 - a. Encourage and demonstrate City Centre Core level thinking in their organization's planning and decision making
 - b. Recognize and respect each land area's right to grow but not at the expense of one another
 - c. Recognize and respect each land area's right to grow but not without giving due consideration to the potential prejudice to the others
 - d. Act with mutual respect and trust for each other
 - e. Act within the limits of their governance structures:

- i. RWBID and RDBID are created through bylaws with oversight by a volunteer Board of Directors appointed by Council;
 - ii. REAL is a not-for-profit municipal corporation with oversight from a volunteer Board of Directors appointed by Council;
 - iii. There are no separate legal entities for the other land areas.
- f. Build capacity and processes to promote cooperative efforts
- g. Maintain open communication that is mindful of the long-term relationship between the Organizations
- h. Recognize that a lack of agreement on some issues ought not to negatively affect the wider relationship between the Organizations
- i. Formulate a strategy for phasing development
- j. Prioritize funding and investment
- k. Develop measurements for City Centre Core to support monitoring of performance measures
- l. Prioritize action plan timing and responsibility for advice to Council

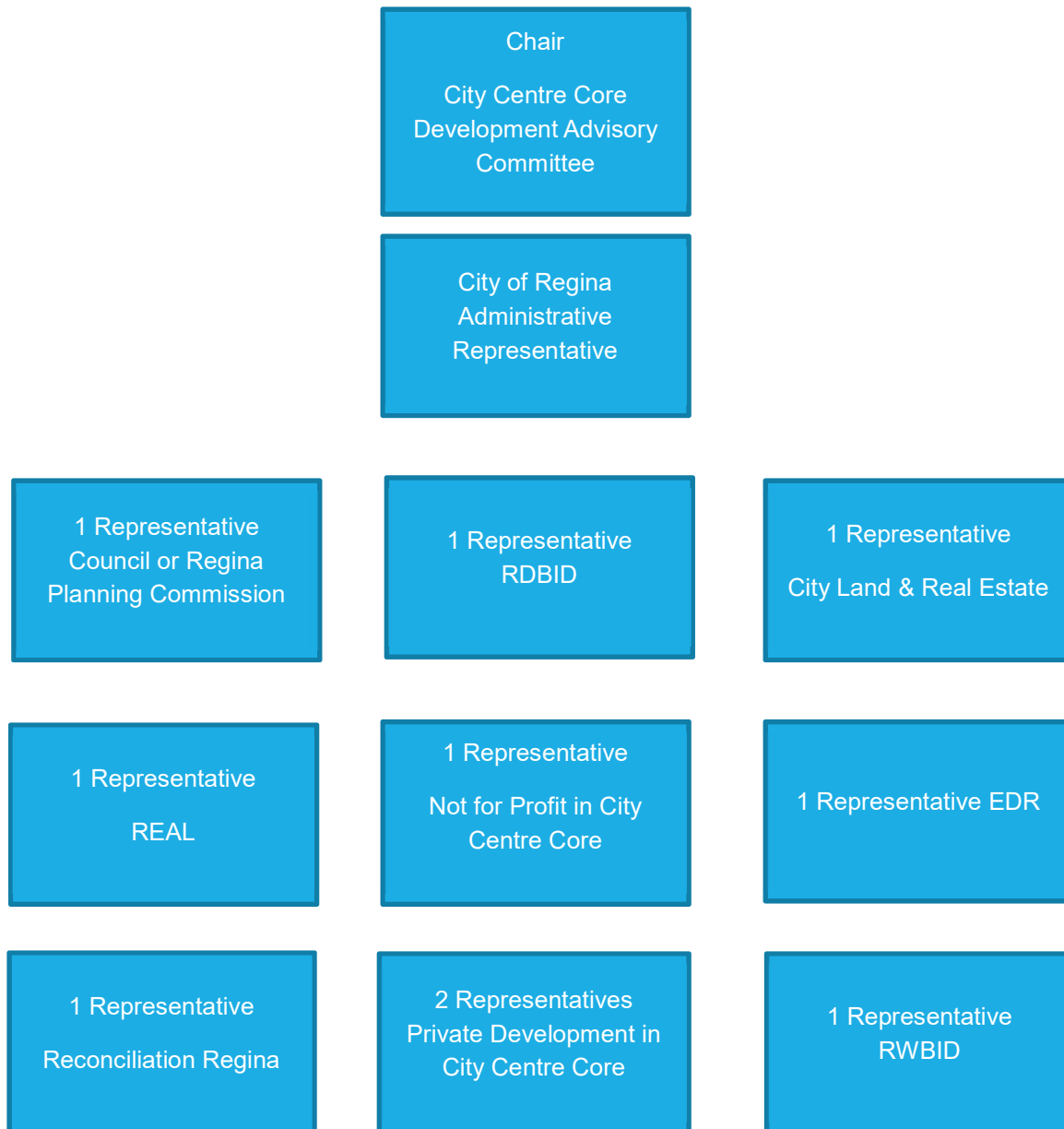
City Centre Core Development Advisory Committee

An Advisory Committee of Council will be created within six months of the approval of this framework and action plan. Terms of reference will be developed and approved by Council. The mandate of the committee will be to align the priorities of the Organizations, guide collaborative negotiations and solutions, and advise Council on recommended approaches for the advancement and improvement of the City Centre Core.

This committee will:

- Act in an advisory capacity
- Offer City Center Core decision making support to council
- Coordinate a collaborative approach between stakeholders within the City Centre Core land areas.
- Be primarily responsible for the interpretation and operationalization of this framework and action plan and advancing the advisory and collaboration needs of the Organizations as the policies and actions are implemented.

A concept model should be considered as follows:



Policy Direction

Goal 1 Prioritize City Centre Development for Intensification

A focus on the City Centre as an area of intensification within the intensification growth plan for Regina will help achieve the vision for the Framework, success of each land area and targets of the Official Community Plan.

Rationale

The Official Community Plan directs at least 30 per cent of new population to existing urban areas as the City's intensification target. This area is indicated as the intensification boundary as shown on Map 3. Intensification may include the development of vacant land, additions to existing dwellings or the redevelopment of existing dwellings or sites into new uses. It supports sustainability in our community by:

- Maximizing use of existing infrastructure, including pipes, roads and parks.
- Supporting use of existing facilities, services and amenities, such as fire stations, libraries, recreation and schools.
- Fostering access to more and better options for moving around our community.
- Providing opportunity to integrate housing options for people of all ages and stages of life into our established neighbourhoods.
- Revitalizing neighbourhoods.

The intensification rate for 2020 was 4.5 per cent. As noted in Table 2, the cumulative intensification rate (2014-2020) since the adoption of the OCP is approximately 12.2 per cent. While the intensification rate may fluctuate year-to-year, the longer the cumulative rate stays below the 30 per cent target the more difficult it will be to achieve the target.

Table 2: Percentage of new population directed to existing urban areas (intensification) by year

Year	2014	2015	2016	2017	2018	2019	2020	Cumulative Rate ¹
% of new population in existing urban areas	26%	12%	11%	5%	4%	5%	4.5%	12.2%

The Underutilized Land Improvement Strategy approved by Council in 2019 identified the City Centre as an area with many vacant sites and included strategic actions that could improve the financial viability of development projects on sites.

¹ The Cumulative Rate is calculated as the percentage of total population within the intensification boundary since the adoption of the OCP divided by the sum of the total population within the intensification boundary and the total greenfield population since the adoption of the OCP.

Prioritizing an area for intensification within the City's intensification boundary guides decision making for a focused effort and investment of taxpayer dollars. A combination of policies makes the City Centre a strategic area to target. Intensification of the City Centre would benefit all land areas within this framework and action plan to make it an inclusive heart of the city.

Policies and Recommended Actions

- 1.1. Develop an incentive policy(policies) for growth in the City Centre as indicated in Map 1 – Growth Plan
- 1.2. Make any necessary changes to zoning for infill and to support this plan
- 1.3. Amend the OCP Growth Map to include REAL lands within the City Centre boundary. REAL lands have a significant impact to the City Centre.
- 1.4. Establish the City Centre Core Development Advisory Committee
- 1.5. Review processes for development and programming in each land area to accommodate an increased population in the City Centre
- 1.6. Conduct planned public consultation process for Saskatchewan Drive Corridor
- 1.7. Conduct planned public consultation process for Taylor Field Lands
- 1.8. Evaluate progress on intensification and incentive policy(policies) after 5 years

Goal 2 Invest in Infrastructure to Support City Centre Core Development

A commitment to invest early in the major infrastructure (water, wastewater, roads, bridges) required for development will lay the foundation for further decisions and give developers the information required to sufficiently evaluate opportunities.

Rationale

In order to evaluate the potential of an opportunity, developers require knowledge on the state of existing infrastructure as well as planned infrastructure. There are often more unknowns in a redevelopment than in a greenfield development.

The greatest gap in knowledge or investment required for these land areas is in wastewater (including stormwater) infrastructure followed by water, and then roads. Because wastewater and water work are underground, the solutions for servicing this land would ideally be known prior to any road work to prevent re-work.

Further consideration to recommended actions should be given to the funding sources, with grant funding available on the condition that some projects be complete by 2028.

Policies and Recommended Actions

- 2.1 Reach agreement on study boundaries and population distribution assumptions to be used to conduct servicing analysis.
- 2.2 Conduct analysis to clarify existing state and determine the required infrastructure upgrades to service land with a population increase of 10 000 in the City Centre.
 - 2.2.1 This includes water lines with appropriate fire flows, sewer pipes with enough capacity, roads that support all modes of transportation
- 2.3 Proceed with Saskatchewan Drive Corridor Plan Project
- 2.4 Begin project for the rehabilitation of Dewdney Avenue (grant funding requires completion by 2028)
- 2.5 Develop an implementation strategy and funding plan for required infrastructure upgrades.
- 2.6 Construct necessary infrastructure upgrades to prepare land for redevelopment in the City Centre Core
- 2.7 Complete rehabilitation of Dewdney Avenue
- 2.8 Review of infrastructure maintenance and need for upgrade due to increase in population

Goal 3 Connect Land Areas within the City Centre Core

Connectivity ensures development within the City Centre Core is complementary throughout. A unified City Centre Core, with individual personalities and characteristics for each land area also creates a space where all can feel safe and included.

Rationale

Opportunities to thrive rely on collaboration to activate the City Centre Core by connecting one area to the other with relative ease, appealing to all senses and stimulating their curiosity so that someone will want to explore even more.

An inspiring, alive space will attract visitors, residents, commuters, businesses and investors. This is created through beautification as well as multiple modes of traffic.

Connectivity between land areas but also to and from the City Centre with multiple transportation modes will be required. The Transportation Master Plan directs that the City of Regina “Promote Active Transportation for Healthier Communities” with goals to make streets in Regina accessible, walkable and safe for pedestrians and cyclists in all four seasons. The geography of these land areas makes them suitable for the design and use of active transportation modes.

Policies and Recommended Actions

- 3.1 Develop architectural control design guidelines with unified design criteria for each land area. Each area will have a unique feel based on its defined characteristics and still connected as a City Centre Core. This will be illustrated in a rendered drawing of the envisioned City Centre Core.
- 3.2 Plan landscaping and streetscaping for the City Centre Core
 - 3.2.1 Explore interim activation and beautification solutions prior to full development of all land areas
- 3.3 Plan routing and connections for walking and bike paths to connect land areas through active modes of transportation
- 3.4 Include City Centre Core Development Advisory Committee as a stakeholder group for the Transit Master Plan.
- 3.5 Explore opportunities for the City Centre Core Development Advisory Committee to share information and collaborate with Economic Development Regina on business attraction
- 3.6 City Centre Core Development Advisory Committee to explore locations for catalyst developments. This will include collaboration with stakeholder groups to make recommendations to Council.
- 3.7 Plan and construct pedestrian bridge between downtown and Warehouse District
- 3.8 Complete landscaping and streetscaping for the City Centre Core.
- 3.9 Complete walking and bike paths to connect land areas.

Implementation

Framework and Action Plan Ownership

Success of the plan will require all of the Organizations to follow the common Principles for Activation within City Centre Core.

Timing and Resources

The Framework is not necessarily approval for development applications. This guiding document will help inform decisions that are made by Council through regular development processes and over the course of their ongoing deliberations on capital projects as part of the defined budget process. Infrastructure for this area should be prioritized to support this framework and action plan.

Timeframes and assignment of action items and resources have been considered at a high level by the working group. They will be refined and prioritized once the City Centre Core Development Advisory Committee is established.

Monitoring and Evaluation

This framework and action plan will be presented to Executive Committee. Updates on status will be provided on an annual basis by memo from the Chair to Council and to the respective Boards of each of the other Organizations.

Progress will be measured by:

1. Completion of policies and action items
2. An annual increase in
 - a. Population in City Centre
 - b. City of Regina's intensification rate
 - c. Number of development applications for City Centre Core
 - d. Number of collaborative events and programming to connect land areas

Measures may be added or modified based on suggestion and approval of the City Centre Core Development Advisory Committee.

Glossary

Active Transportation

Modes of travel which rely on self-propulsion and include walking, cycling, rollerblading, skateboarding.

Complementary Land Use

Refers to usage that is complimentary to but not competitive with the designated Primary Land Uses of the other Land Areas as defined in the City Centre Core Partnership Framework.

Density

The number of people inhabiting a given urbanized area, expressed by dividing the number of people by the given land area. Density can also refer to the total population, number of rooms or dwelling units, or available dwelling space (floor area). The land area can be expressed as a “gross” figure or pared down to a “net” usable land area.

Development

“means, except in section 194, the carrying out of any building, engineering, mining or other operations in, on or over land or the making of any material change in the use or intensity of the use of any building or land” Planning and Development Act, 2007.

Discretionary Use

A use of land, intensity of use, development or other structure that may be permitted in a zone only at the discretion of and at a location specified by the Development Officer or Council, as the case may be, in accordance with the Zoning Bylaw.

Infrastructure

Refers to the assets the City uses to provide potable water, manage stormwater, collect and treat wastewater, collect and manage solid waste, provide a transportation network for persons and goods, and provide other City services. (Regina, C.o. (2019) *Design Regina: The Official Community Plan*)

Intensification

Construction of new buildings or addition to existing buildings on serviced land within existing built areas through practices of building conversion, infill or redevelopment.

Intensification Area

A specific area where the creation of new development is accommodated within existing buildings or on previously developed land through common practices of building conversions, infill within vacant or underutilized lots and redevelopment of existing built areas.

Land Use

The purpose that the land serves or the operation on the land. Regulated by the City of Regina's *Zoning Bylaw No. 2019-19*

Mixed Use

Any urban, or suburban development, or a single building, that combines residential with various uses such as commercial, employment, cultural, institutional or industrial where those functions are physically and functionally integrated and provide pedestrian connections, as well as access to multi-modal transportation options.

Organizations

Term used to reflect City of Regina, RDBID, RWBID and REAL as the representatives of the land areas in this Framework. It acknowledges that each have varying legal status, ownership and authority or direct control of the lands they represent.

Partnership

This term is used only to reflect the land areas that make up the City Centre Core working towards a common goal for mutual benefit and not intended to establish any formal legal relationship.

Permitted Use

A use of land, intensity of use, development or structure that an owner is entitled to as of right of a development permit provided the use or development conforms to the development standards and regulations of the Zoning Bylaw.

Primary Land Use

Refers to usage that defines the area. People expect to see the greatest concentration of that use within the area. However, it does not mean that the land use cannot be found in other land areas.

Prohibited Use

A use of land, intensity of use, development or structure that is not permissible in a zone.

Public Realm

Places and spaces that are shared by the public. This includes all public places, open spaces and streetscapes.

Maps

Map 1 – Growth Plan

Map 2 – City Centre Core Partnership Framework and Action Plan Land Areas

Map 3 – City of Regina Intensification Boundary

Map 1

GROWTH PLAN

WITHIN BUILT OR APPROVED NEIGHBOURHOODS:

235,000 persons

TO REACH 300,000:

65,000 persons

New Neighbourhoods:

45,000 persons

Intensification:

20,000 persons

City Centre - Downtown:

5,000 persons

City Centre - RRI:

2,500 persons

City Centre - Elsewhere:

2,500 persons

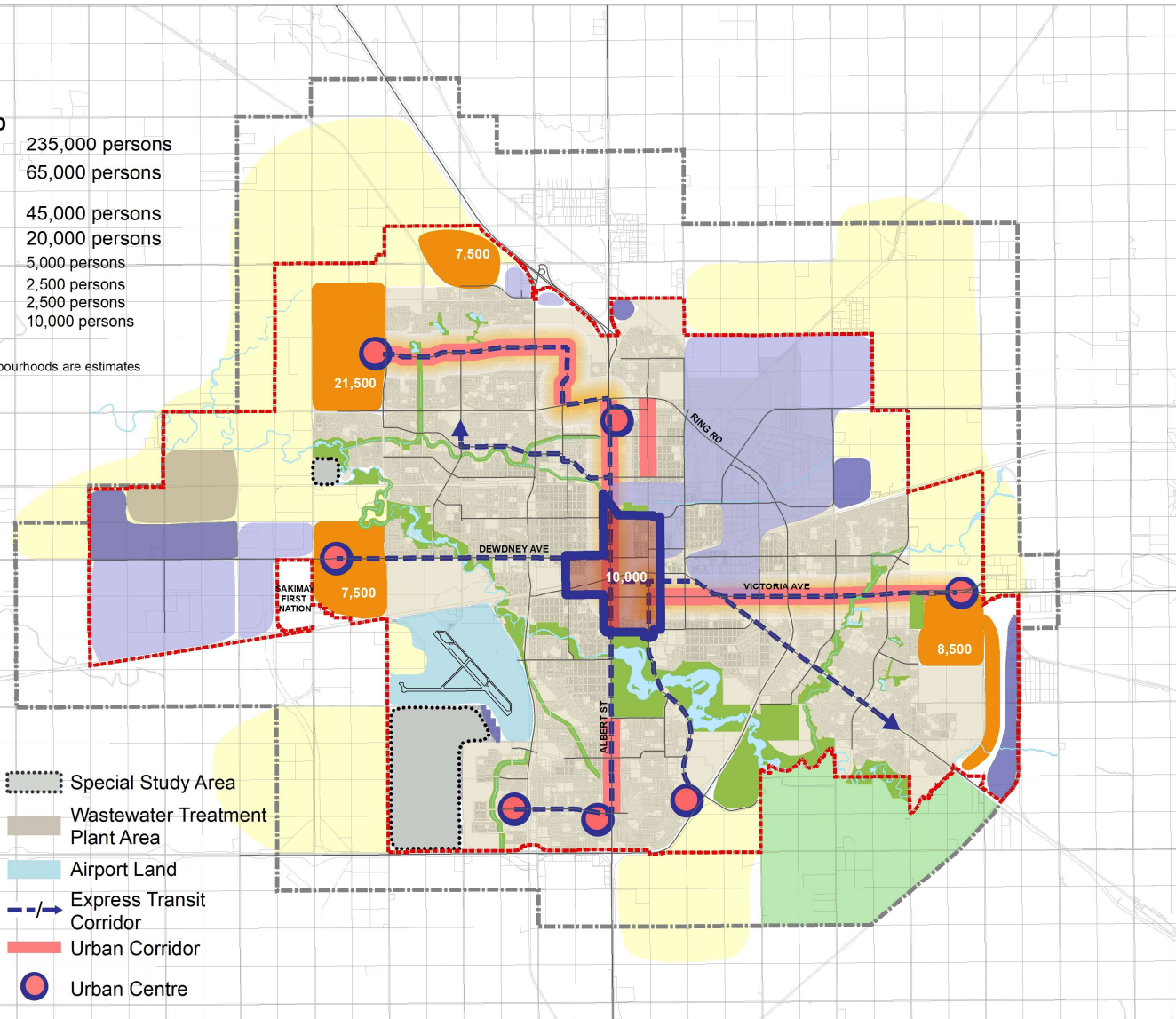
Other Parts of the City:

10,000 persons

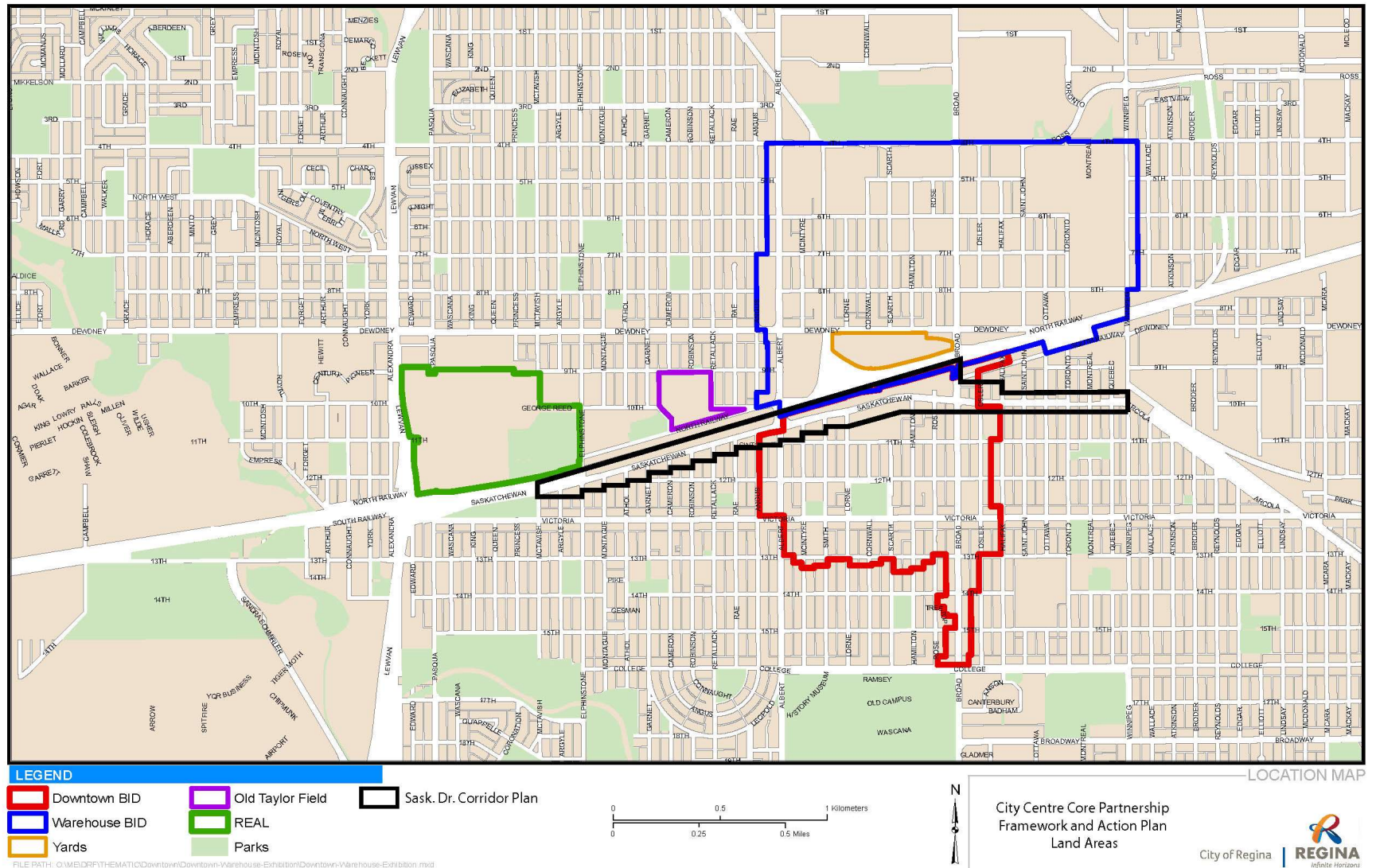
Note: Populations indicated for new neighbourhoods are estimates

LEGEND

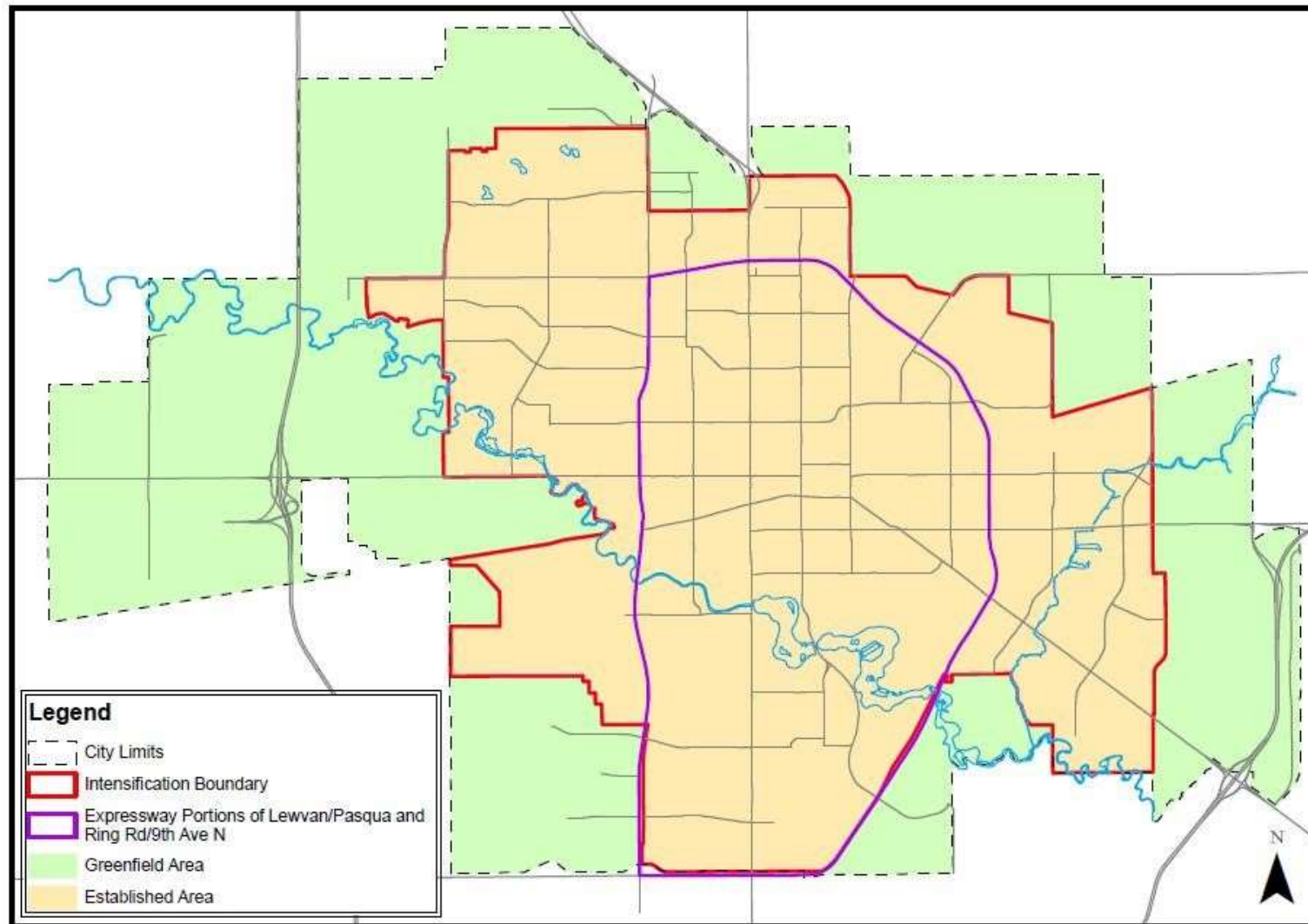
- Joint Planning Area Perimeter
- City Boundary
- Major Road
- Built or Approved Neighbourhoods
- New Neighbourhoods (300k)
- Intensification Area (300k)
- Future Long-Term Growth (~500k)
- City Centre
- Existing Approved Employment Area
- New Employment Area
- Collaborative Planning Area
- Special Study Area
- Wastewater Treatment Plant Area
- Airport Land
- Express Transit Corridor
- Urban Corridor
- Urban Centre



Map 2 : City Centre Core Partnership Framework and Action Plan Land Areas



Map 3: Intensification Boundary



The intensification levy applies to the established area on this map.