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V. J. WIELER

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REGINA CENTRAL BUSINESS DISTRICT;  
AN URBAN APPRAISAL,  
PROBLEMS AND POTENTIAL  
(GORDON R. ARNOTT Assoc.)

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January, 1974  
File no. 7372

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February 11, 1974  
File: 7356

Mr. V. Wieler  
Manager  
Social Capital Planning  
Department of Regional Economic Expansion  
Ottawa, Ontario  
K1A 0M4

Dear Mr. Wieler:

Re: Regina Central Business District:  
Urban Appraisal Paper

In accordance with our agreement dated September 13, 1973, I am enclosing the completed copy of the Urban Appraisal Study for downtown Regina.

We have included additional commentary and mapping as suggested in your letter of January 25, 1974. However, some of the detailed economic information that you felt should be included requires a detailed economic study beyond the scope of our commission.

Knowing how important this aspect of any development program is, I had arranged in mid-December for an economic consultant with whom we have worked in the past to consult with me for a day in reviewing the Regina situation. We have incorporated some of his general advice in the report, but perhaps more importantly, I learned what the scope and cost of an appropriate economic study would be.

The consultant I refer to is Mr. Dee Eberhart, the former director of the Resource Planning Centre at Central Washington State College. He has eased up on his teaching load at the College, and is now doing some private consulting and some land development work in that area. My initial contact with him was as Manager of the San Francisco office of Larry Smith and Co., the leading North American Real Estate Consulting Firm who were involved in the new town plan of Kitimat, development of Yorkdale Centre in Toronto and were our recommended consultants on the Midtown Plaza, Saskatoon. He is familiar with the immediate situation and, in my opinion, one of the top people in this field.

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Mr. V. Wieler

February 11, 1974

From his review of the planning and other economic reports we made available, he found it difficult to identify any latent action program. An appropriate study which need not be elaborate but which if undertaken properly could provide the foundation for appropriate redevelopment and land assemblage recommendations could be undertaken on his part for a fee of about four thousand dollars, providing someone like ourselves provided field work including inventory information and the like. Thus, making due allowance for the co-ordination and gathering of data locally, it might appear that a budget of say, seven thousand dollars with allowance for travel expenses would not be out of line for such a report. It would include projections of office, (including financial) retail, hotel, restaurant and other services, multi-family residential and public space demands for Regina and more specifically for the CBD. It would of course take into account known realities of shopping centres not yet completed and all related factors.

A definitive study of this nature I would consider to be essential as a base for establishing an urban design program.

Events are moving rather quickly and we could be heading for a new round of ad hoc decision making in the absence of a co-ordinated approach. Meanwhile, free play of the market decisions are also occurring in respect of land acquisitions, the most recent one being a possible hotel site located on Victoria Avenue and Broad opposite the Regina Inn. For want of an urban design plan into which facilities can fit, other private and public agencies may well be making land acquisition choices based on the existing grid iron plan rather than on appropriate urban design plans.

I would certainly welcome the opportunity to meet with you and your colleagues at a mutually convenient time to discuss the report and the background to the report. Because many of the events affecting the downtown are not public knowledge, they are not always acceptable for inclusion in a written report.

Following your review of the report, we shall be pleased to submit additional copies. I look forward to an early meeting.

Yours very truly



GORDON R. ARNOTT & ASSOCIATES

G.R. Arnott

/ap

Enc.

c.c. T. Will

A. Campbell

Mr. Arnott was retained to prepare an overview report which would identify areas where senior government initiatives and assistance in developing Regina's central business district as a focal point of business and governmental activity might enhance that city's position as the Capital of Saskatchewan and reinforce its position as an urban centre in the Prairie Province region. A draft was submitted in January, and comments from DREE and MSUA were provided, with a final document and presentation on March 4 in Regina. The consultant's information sources included the City of Regina, the Provincial Government, and the data and staff resources available in his Regina office. The work was generally acceptable recognizing the consultants strength in urban design and apparent weakness in the areas of economic development particularly at the broad urban region level. The report did not provide the range of opportunity exploration anticipated but it did advance appreciation of future urban form possibilities, and particularly the complexities of the different government agencies and institutions that determine development in Regina, and of mechanisms for dealing with these problems. I would recommend acceptance of their report, and the contract payment, but I would not recommend the consultant independently handling this type of assignment in the future.

*Wiles*

*June 13, 1974*



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## Introduction

The purpose of this paper is to identify areas where senior government initiatives and assistance in developing Regina's central business district as a focal point of business and governmental activity could therefore enhance Regina's position as the Capital of Saskatchewan and reinforce its importance as an urban centre in the Prairie Province Region of Canada.

## An Assessment of Existing and Current Development in the Central Business District

The attached plan identifies the core of the central business district and the peripheral zone. Like many prairie cities, the original business district concentrated adjacent to the railroad station. This area, built up before World War I followed by the expansion of the 'Twenties', is now characterized by many one and two storey buildings and third-rate hotels, all having a generally run-down appearance. The Depression and post World War II developments caused the business district to shift southwards in the 1960's and with such developments as Midtown Centre, the Regina Inn and the new Hudson Bay Store, distinct shifts in the retail pedestrian pattern developed. While there has been distinct upgrading of retail stores in the maximum pedestrian traffic areas generated between Simpson's and the Bay on Hamilton Street, there has been no corresponding



up-grading in the early section of the central business district. While Scarth Street, between 11th and 12th Avenues, is enjoying some modest shift and renewal of store tenancies, the South Railway section of the central business district is showing evidence of derelict conditions and is considered by many to be a dangerous section of the City to be found in at night. In December, there was a major fire which completely destroyed a large building containing apartments, a book store, billiard shop, a shoe shop and an engraving business. This has virtually left the block on South Railway between Scarth and Hamilton vacant. There have been several other fires in the general area prior to this. None of the structures have been rebuilt.

Current development actually taking place in the central business district includes the new 14 storey Toronto Dominion Bank Building opposite the Bay on 12th Avenue and Hamilton Street which will provide a new central main branch and detailed premises for a national jewelry chain, as well as some 124,000 gross square feet of prime office space.

Regina has not been lacking in both private and public development in its central core in the past decade or more. Regina has benefitted from a renewed stock of public and institutional purpose buildings that, in themselves,

can be the envy of many larger urban centres:

Municipal - new central Public Library

- Institutional new central YMCA
- The new YWCA

Private Sector

- Midtown Centre
- Regina Inn
- Canadian Imperial Bank of Commerce Building
- The Hudson Bay Company Store

Opportunities to design civic spaces have been missed in the past. For example, although design and construction of the Public Library, the Courthouse and the YWCA took place concurrently in the early 1960's, the possible organizing effect of pedestrian and landscape spaces linking such buildings in proximity to the future Civic Centre was lost. In fact, the subsequent location of the Federal Income Tax Building on Smith Street effectively blocked a planning opportunity to provide a pedestrian link to Victoria Park in mid-block between the park and the future Civic Centre on Smith Street.

The Federal presence in the central business district and its periphery is extensive but it is scattered and thus visually ineffectual. Major Federal buildings include the Customs and Excise Building, the Motherwell Building,

to more recent construction such as the Post Office on South Railway, the Income Tax Building and the new Bank of Canada building. Similarly, the Federal Government as tenant is widely dispersed in such facilities as the Derrick Building (RCMP), the Unemployment Insurance Commission building and the CBC Studios in the Exner Building. The Federal Government, no doubt, occupies space in many other office buildings such as the Financial Building.

The Provincial Government has made a contribution to Regina's downtown by the construction of several quality buildings: The Saskatchewan Power Corporation head office and the new Courthouse, both prominently located on Victoria Avenue. It is interesting to observe that the municipal government, with the exception of the new Regina Public Library and possibly the earlier Public Health Building, has not been responsible for the construction of a quality civic building in either the central business district or the core periphery. However, under the Community Planning Scheme of 1961, they have assembled a city block opposite the courthouse for a proposed Civic Centre. To date, it is still vacant and being used as a civic parking lot.

Other Provincial Corporations or Boards that are already in the central business district and have major additions underway include the Saskatchewan Telephones Headquarters

building on 12th Avenue and Lorne Street - a major exchange addition, as well as a proposed addition to the existing Workmen's Compensation Board Building in the same area.

In the high density residential area to the south of the central business district, federal intervention through Central Mortgage and Housing Corporation occurs in the construction of elderly citizens' housing on Lorne Street between 13th and 14th Avenues and the proposed development of a similar structure in the 2200 Block on McIntyre Street between 14th and 15th Avenues. This high density residential area has been undergoing conversion to multi-family, rooming house use such as new walk-up apartments that generally involve the demolition of existing older houses. It has also been the subject of intrusion of business buildings of a random nature which have not contributed to its stability as a single family residential section close to the centre of the City. In addition to strip development along Albert Street, a situation that will no doubt continue, there has been some shift to construction of not only high rise apartments on College Avenue, but also the headquarters of office buildings such as Co-operative Insurance Services.

Regina's central business district and core periphery have

thus not been without substantial economic development activity in both the office building category and the public institutional category, as well as some higher density residential renewal. The problem seems to be that this activity has not been sufficient to generate a concentrated retail demand in the central core sufficient to counteract the construction of major shopping centres on Albert Street, the most important being the Northgate Mall on north Albert Street and the Golden Mile Plaza and the recently announced Southland Mall on south Albert Street. The Northgate and Southland Malls, although they do not contain a major department store, consist of junior department stores coupled with a major food outlet, linked together by mall shops occupied by some 30-40 national and local retail tenancies on large acreage providing extensive parking. A factor leading to their development has been the construction of high density residential development which reinforces the ability of these competing shopping centres to capture a major section of the market that would otherwise accrue to the central business district.

Another problem is that the City of Regina has no definite proposals for downtown improvement. A development concept for the CBD will be outlined later in the report but this plan has not received formal approval from either the City

Council or the Province. In addition, the plan outlines no schedule for completing the proposals, no priorities, no costs and no indication as to what groups, either public or private, will be responsible for carrying out the various proposals. Since there are no development guidelines to follow when making decisions on where to locate businesses, developers tend to make ad hoc decisions based on the current situation.

#### Impact of the Wascana Centre on the Downtown Area

Wascana Centre established in May, 1961 by an Act of the Legislature is a unique co-operation between the Provincial Government, the Municipal Government and the University of Saskatchewan to own, design and administer as well as control construction in some 1100 acres surrounding and including Wascana Lake.

A statutory planning authority with definite boundaries and responsibilities combined the legislative grounds set out by the Thomas Mawson and Sons Plan of 1911-12 with a former experimental farm as a site for the Regina Campus, University of Saskatchewan.

Master planners included Minoru, Yamasaki and Associates of Detroit and Thomas Church, San Francisco landscape architect.

The consultants set out a complete master plan model for the legislative grounds, the lake area and the University campus.

The Wascana Centre Authority thus established professional management and design cadre - an advisory committee to review and control design of all structures and building environment, with professional landscape design and graphics control.

Since its inception, the Wascana Centre Authority has made a remarkable transformation of former farmland and meadows into contoured space for parkland in new areas, with tangible improvements to the already existing legislative grounds.

In 1970, Wascana Centre extended its boundaries with the acquisition of lands beyond the No. 1 Bypass upon which subsequently has been located the South Saskatchewan Hospital Centre and the Saskatchewan Institute of Applied Arts and Sciences. Recent acquisitions have extended the above boundary to the North adjacent to the Creek and to the South for a total of 700 acres, effectively freezing this land from private development southeast of the Bypass.

The February 1973 Five Year Plan review for Wascana Centre

sets forth a number of new proposals both inside and outside the legal boundary of the Centre lands and which affect planning and developments.

1. Inside the Centre

- a. Wascana East - a proposal for the 700 acre new addition east of the Trans-Canada Bypass on which this new Plains Health Centre (Base Hospital) and the Institute of Applied Arts and Sciences have been located.
  - i. a proposed new lake
  - ii. an experimental community containing housing, recreation, entertainment, education, service and retail facilities, not intended to compete with the city core development. The Wascana Centre planner recommends that the Wascana Centre Authority and the Province and City members join with C.M.H.C. and Urban Affairs in an agreement to jointly plan, finance and develop this project.
  - iii. a camping and hostel facility
  - iv. redefinition of plans for Legislative Grounds
  - v. elaboration of the Regina Campus Plan
  - vi. other elaboration to the Master Plan

2. Outside the Centre

- a. Cornwall Village - a proposed rehabilitation and redevelopment program between Scarth and Lorne



Streets on Cornwall linking College Avenue to Victoria Park.

- b. A Community College - located on the Archdiocese of Qu'Appelle land (St. Chad's) on Broad Street and College Avenue, or alternatively fitted into the Cornwall Village idea outline above.
- c. Control of building heights and densities around the Centre\* - a joint City/Wascana Centre report suggesting a method whereby heights of buildings are limited to maintain key vistas and views of the Wascana Centre particularly the Legislative Dome, from a variety of distant and close range vantage points.

In spite of the long-range benefit of such open space planning, the establishment of design excellence for such structures as considered compatible with the Master Plan, the practical consequences of administrative separation of the Wascana Centre Authority has resulted in a kind of "town and gown" situation, i.e. City versus the University Campus. Because the campus is separate (and new), there is a lack of involvement of City people - businessmen and merchants, in University affairs. The Wascana Centre's

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\*Preliminary Report of Special Joint Committee studying Potential Development around Wascana Centre.

separate regulations, separate maintenance and security force, all contribute to this feeling.

The acquisition of large parcels dedicated ostensibly to open space park usage has not prevented the provincial government, through the Wascana Centre Authority, from ultimately putting such parcels to use for buildings requiring large sites, especially when acquisition and assemble of downtown or developed sites would have been more time consuming and difficult. Examples are the Saskatchewan Centennial Auditorium, 1964, now the Centre of the Arts (opened in 1970), the Saskatchewan Hospital Centre, 1970 (now the Plains Health Centre) to be opened in 1974, and the Saskatchewan Institute of Applied Arts and Sciences, opened in 1973. None of the foregoing are really park users. It is understandable that the provincial government would consider that land held since 1912 would be eminently suitable for additional government buildings, as was the case before the formation of the Wascana Centre Authority, when the Provincial Administration Building was built around 1949, and the Public Health Building built in the late 1950's. While one could quarrel with the quality and site planning of the recently erected office buildings on the legislative grounds, the principle is reasonable that most Government business ought to be conducted in close proximity to the Legislative Buildings on the grounds of efficiency, etc.

Hindsight would now view the location of the Rehabilitation Hospital and subsequent additions to it in the 1940's and 1950's on the legislative buildings site as a major mistake in planning. This latter consumes ten to fifteen acres of valuable land and is somewhat too remote and inaccessible for visitors without private cars, although the setting is pleasant enough for the patients.

And now in the 70's will come pressures to use the remaining thirty acres of land for provincial office extensions on the grounds that it is there and is vacant, similar reasons that no doubt led to earlier decisions. The Wascana Centre Master Plan, developed by Yamasaki and Church, had also recommended an upgrading of the development immediately south of the existing legislative buildings. This involved a proposal for underground car parking, the creation of an axial landscape treatment above, the elimination of accessory uses such as the printing building, the tennis courts, power house as well as the setting of a higher standard of office building appearance and construction for future government needs.

Provincial government decisions in the past have had a bearing on downtown development to the extent that buildings constructed in the Wascana Centre as opposed to a location in the central business district lessen the core population of white collar and civil service

workers whose spending power might otherwise reinforce private sector service business in the CBD. At the same time, growth of government services has led to a considerable existing downtown population in older buildings owned by the government as well as leases in existing private buildings for short five year periods. The construction of a major provincial office building on the legislative grounds in the Wascana Centre could have a further effect in decreasing downtown daytime population and bring on the market a number of second and third rate facilities all at one time. As these events are four or five years away, there is presumably time to analyze the impact of this on the downtown situation. Similarly, the shift of major employment from downtown to an Albert Street location, anywhere south of the legislative building, to Twenty-Third Avenue would obviously have a corresponding effect on the City streets and traffic patterns. A proper study of the pros and cons of downtown versus legislative grounds for the location of such a major facility is a considerable undertaking and would have to be done thoroughly if such a serious examination of the merits of either or a combination of some downtown and some legislative facilities was to get an appropriate hearing.

In a general sense, if events are left to take their course, construction of major office facility south of the legislative

grounds would be another instance of the pulling power of major facilities that have been located in the southern portion of the City. These developments have been occurring at a time when the City itself has been expanding residential land to the north-west and is further proposing a continuation of this policy. There is no question that these events will put pressure on the private sector to acquire and press for inclusion of subdivisions in the south of the City to serve as alternative residential markets for these places of employment. From a city planning point of view, failure to face this issue now at all levels will cause serious developmental arguments in the future between the City and the private development sector.

Traffic Circulation with Particular Reference to Ease of Access to the Central Business District

Some of the principal traffic circulation problems facing Regina stem from constraints and barriers that are an inherent part of Regina's plan:

1. The location of the C.P.R. mainline and associated trackage which effectively divides the City.
2. The barriers created by the legislative grounds, now part of Wascana Centre between College Avenue, the Wascana Lake and the legislative grounds proper to Twenty-Third Avenue.

Residential growth patterns concentrating on developments to the south and the north-west section of the City have placed excessive traffic loads on Albert Street and to a lesser extent on Broad Street. Albert Street South and the Wascana Bridge do not have the capacity to handle the traffic that has to funnel through at peak periods. Similarly, traffic generated by the new residential areas in the north-west cannot be handled by the Albert Street Railway Underpass at peak periods. This condition is further aggravated by through traffic proceeding along Highway No. 1, Victoria Avenue, and then proceeding north along Albert until such time as the north-east section of the ring road is completed. Thus, availability of access to the CBD is a major constraint impeding major developments in the central core of the city. In a city of 140,000, access to the enclosed shopping mall in the north, Northgate Mall, is only a matter of ten or fifteen minutes at most with assured surface parking. The Golden Mile Shopping Centre on South Albert and the eventual Southland Mall further south will offer equivalent advantages to the shopper in comparison with the difficulties of congestion and parking for present downtown shoppers.

#### Current Transportation Planning

The current planning is based on the Regina Transportation Study, 1966 prepared by Grimble and Associates of Edmonton and Voorhees and Associates of the U.S., which proposed in

its recommended plan the development of a system of freeways on the east, the present site of the by-pass, and a continuation of a ring road or expressway through the north-east section of the City with connections to an east-west freeway along the vacated downtown C.P.R. yards.

The provision of an east-west freeway between Pasqua Street and Albert Street would be accomplished by the relocation of the C.P.R. mainline to the north in the present right of way leaving room for the proposed freeway. In addition, improved access in a north-south direction would be achieved by construction of an expressway parallel to Pasqua Street, improvements to Broad Street and improvements to Victoria Avenue and College Avenue west of Albert Street. The transportation plan bogged down in disputes over ring road construction and the like with this only being resolved in the past year or so. In the meantime, residential extensions to the northwest and to Albert Street south generated the need for an update study of the plan. Similarly, the Highway Department of the Provincial Government in order to determine its broad highway program commissioned Kates, Peat, Marwick and Company in 1971 to undertake a basic transportation programme study entitled, The Regina Environs Transportation Study, which was completed in May of 1972.

The purpose of the study was primarily to examine the

transportation and trunk water/sewerage requirements for the Regina region concentrating on an area extending some 3 to 5 miles beyond the presently built up area of Regina based on alternative development concepts to the year 2011 but stressing requirements to the year 1991. In addition, the study was to recommend a basic program of transportation system improvements for the Regina region to 1981 and to both recommend and set out the implementation program for a single development concept and transportation system capable of meeting Regina's requirements to 2011.

The ultimate population of the city would most likely taper off to between 220,000 to 300,000 people. It was felt that several means of improving the quality of the urban environment can result if advantage is taken of the following development opportunities:

- a. the railroad relocation program
- b. transit service improvements
- c. improvements in city streets

These opportunities can result in development in the present city boundaries without expanding outside.

Certain inherent features in the Regina situation can act as constraints or parameters for future development and they are as follows:

- a. the automobile is the preferred form of transit
- b. preference for single family detached housing



- c. adversity of Regina's winter and therefore the need for weather controlled facilities.
- d. the need to minimize public expenditures to reduce the tax burden
- e. negative impact of airport operations on adjacent residential areas in the southwest
- f. impact of air and noise pollution in the northeast from heavy industry
- g. the lack of natural drainage in areas potentially desirable for new housing development.

On the basis of the above, a linear concept with development to the northwest and southeast along major transportation corridors on both sides of Wascana Creek was chosen since it is expected to provide high quality auto and transit services, utilize the natural and man-made amenities of the Wascana Creek, retain the current airport site, encourage the use of efficient transit facilities and encourage the redevelopment of the central area, hence have a positive impact on Regina's development. This concept has formed the basis of a new proposed development plan for the City of Regina. The transportation program is basic to all alternatives up to 1991.

#### I Rail

1972-1981

Relocate the Lewvan, Glenavon and Tyvan rail lines

1981-1991

Relocate the CNR and CPR yards

1991-

Relocate the CPR main line

## II Roads

1972-1981

- a. widen the ring road to 4 lanes from Wascana Creek to Albert Street
- b. extend Ring Road as an arterial to Pasqua
- c. widen Pasqua N. to 6 lanes
- d. extend roads in the northwest
- e. improve central area roads
- f. widen Albert Street S. to 6 lanes
- g. widen Winnipeg Street to 4 lanes
- h. widen McDonald to 4 lanes
- i. widen Broad/Wascana to 6 lanes

1981-1991

- j. extend Ring Road as a freeway to Pasqua
- k. widen Pasqua S. to 4 lanes
- l. extend McCarthy to Victoria
- m. extend roads in the northeast and construct roads in the northwest and southeast

1991-

- n. extend Courtney to Victoria
- o. construct roads in the northeast

### III Transit

1972-1981

Extend Telebus to the northwest and establish northwest/southeast express bus service

1981-1991

Provide bus service on reserved lanes in the northwest, southeast and northeast

1991 -

Construct a northwest/southeast rapid transit

It was felt that an improved arterial road system in Regina would be more effective than freeways in meeting traffic demand and encouraging rapid transit usage could reduce public expenditure for roads and parking in the central area.

Just recently, a supplement to the above report prepared by N.D. Lea and Associates was summarized in the Leader Post. It advocated the development of a Personal Rapid Transit System (PRT) for Regina. The PRT system would consist of fully automated cars running on a monorail or guideway system through the City with private cars for each passenger or group of passengers. It is visualized as a ladder-like

pattern with the two sides down Albert Street and Toronto Street and it would also bend towards the east, south of Wascana Hospital and west, north of the CNR right of way to serve development in these areas. It is hoped that such a system would provide a stimulus to the downtown area. However, a scheme of this magnitude would require both provincial and federal assistance since the cost is estimated at \$106 million. As yet, the report has not been made available to the public and it has been referred to the transportation policy committee for consideration.

#### Development Concepts for the Downtown Area

A report was just completed recently by the City Planning Department which outlined the existing situation and problems with the downtown area and made the following recommendations:

#### Proposed Policy for Downtown Regina

The consolidation of CBD functions within a highly visible and well-defined core supported by a high density residential zone in the inner city and a balanced system of commercial and service centres throughout the city serving local and regional markets.

#### Goals

- a. restriction of horizontal expansion of CBD functions within the central area
- b. consolidation of new CBD development within and around the core.
- c. limited expansion of new suburban commercial and higher

- density residential development based on assessment of increased local market demand.
- d. development of an intensive pedestrian focal point within the core.
  - e. encouragement of a high density residential zone adjacent to the CBD offering a rich mixture of housing types oriented to a diverse range of income and social groups providing a real choice of living environments - the central city versus the suburbs.
  - f. provision of upgraded access to the central area from all parts of the city.
  - g. upgrading of environmental and design standards in the central area.
  - h. preservation and/or rehabilitation of selected areas and structures in the central area.

#### Policies

- a. changes in zoning by-laws especially in terms of the range and scale of uses permitted in certain zones to encourage consolidation of CBD functions in the core and to avoid the overdevelopment of suburban areas to the disadvantage of the core area.
- b. a form of residential development should be encouraged in areas adjacent to the CBD in order to establish a larger support community for the CBD, increase the choice of living environments within the central area through higher density housing and diversity of housing types.

- c. establish a pedestrian mall on the 1800 Block, Hamilton Street.
- d. create unique pedestrian spaces within buildings, within the circulation system and unifying links between contrasting elements of the downtown.
- e. limited application of an underground walkway concept between major generators of pedestrian traffic eg. between Simpson's and the Midtown Centre.
- f. selective street and site landscaping
- g. removal of overhead wiring
- h. provision of functional and attractively designed street furniture - benches, information kiosks, directional and information signs, litter bins, street lighting, etc.
- i. upgrading of selected street facades through the application of a unifying design scheme to each building front.
- j. continuation of sidewalk sales
- k. discourage circulating traffic from entering the core area.
- l. develop parking zones adjacent to the core
- m. improve transit facilities in the downtown.
- n. channel new development in the core to the area north of 11th Avenue - locate new public buildings there.

These policies are to be implemented through the formation of a core authority which will review any proposals for the downtown area. There is also provision for a downtown parking authority to deal with traffic problems and assess

parking demand. Zoning by-law revisions will implement the changes recommended above.

To date, these are the major studies commissioned by the City and the Province that could affect the future growth of Regina. None of these studies have been formally accepted by the City Council. However, they have served to bring certain issues and problems to the forefront and since the City is committed to the preparation of a new development plan, some policy decisions will have to be made in the near future. Apparently, the City Council has accepted the principle of a downtown Core Authority to review development proposals for the CBD which is an indication that they are receptive to recommendations. Since this Core Authority is a new body, it is difficult to evaluate its effectiveness at this time.

#### Goals for Regina's CBD

It is important to have a healthy CBD since it provides a focus in which most of the important activities of the community are found. It also contains a high proportion of the community's total tax base and provides an attraction centre for outside visitors for shopping, business, tourism and entertainment. In economic terms, it is the least cost area for performance of the maximum number of urban functions. The multiple land uses which currently exist in the CBD are in turn serviced by an elaborate transportation and utility

infrastructure. To the extent that economy of operations is important to a community, the CBD is a logical place to accommodate future growth.

An important consideration in attaining a healthy CBD is that extensive private, as well as public, investment in land and improvement should be protected since abandonment of such facilities due to duplication elsewhere will involve extensive added costs to society.

From a land use standpoint in the CBD, a total program would pursue expansion and improvements in retail uses, both public and private office space, residential (especially high density), personal and public services such as hotels, entertainment, etc., transportation and communications and public uses such as parks and plazas.

The demand for the provision of such facilities will be influenced by the following:

1. parking availability
2. efficiency of automobile and pedestrian circulation
3. market demand
4. political climate
5. investment incentives



## 6. financial feasibility

These factors can be stimulated by means such as the following:

1. Obtain commitments to undertake positive steps for CBD improvements from Municipal, Provincial and Federal Governments.
2. Develop ways by which the existing parking garages may be better utilized.
3. Provide for the addition of a future major department store space in the CBD. Since the T. Eaton Company is the only major national department store (other than Simpsons-Sears) not represented in the CBD, it would appear reasonable to make a special effort to induce this company to substitute a new store in the CBD for its existing warehouse store. Consideration should be given to changes in buying patterns in Saskatchewan due to low population and increasing income from agriculture and minerals and possibly increased governmental spending in Regina. These changes may alter desirability in favour of a CBD location especially if major improvements continue to occur in the downtown area.
4. Improve transportation facilities to serve the CBD. These facilities should connect the CBD to the following localities - the University, all elderly housing facilities, the hospitals, all high density residential

area, the Wascana Centre, the airport and other residential areas.

5. Improve the overall design of the CBD by improving the relationship between buildings and the transportation system, encouraging the renovation of store fronts, beautification efforts such as sidewalk and mall pavers, plantings, mall and street furniture and sign control.
6. Improve the utilization of streets and alleys by reducing or removing through traffic in the CBD. Angle parking, malls with a merchandising flavour rather than excessive pedestrian space, the utilization of certain alleys as pedestrian malls and double fronting stores and possibly enclosed malls would promote this idea.
7. Maximize investment incentives by bringing forth the multiple government commitment to CBD improvement and by demonstration of organizational leadership to carry out the overall improvement programme for the CBD.
8. Solve the problem of site availability for key uses such as the Provincial office building, a department store site, parking facilities and a CBD transit terminal.
9. Arrest deterioration in the fringe areas surrounding the CBD especially in the area immediately south of South Railway Street and if there are buildings of size and worth, renovation might be considered.
10. Work closely with the City and have the city officials, such as the city planners, be the ones to propose restrictions if any to suburban developments.

11. Set up a three way government venture and begin a citizen public relations campaign. The local newspaper should be closely involved in any development meetings.

The Federal Government could best assist in this program of stimulation and improvement of the CBD through any or all of the following:

1. Support and underwrite an urban transportation system such as the PRT system outlined earlier or consider prototype work on smaller scale "aids to pedestrians" or moving sidewalks. Because of Regina's small size and full city character, it could serve as an "urban laboratory" in the Canadian situation.
2. Provide planning support so that the extensive time required in welding together a multi-governmental - private improvement venture can be established and appropriate plans developed. Alternatively, this support could be of a financial nature so that an urban design team could be set up to co-ordinate the project and program a plan of action.
3. Construct all new federal office space within the CBD and in accordance with a predetermined CBD plan acceptable to both the City and the Province.
4. If other direct, federally subsidized programs for housing, small businesses, transportation and communications or others are available, determine whether such programs could be focused towards a CBD improvement program.

The problem of the downtown area is an extremely pressing one. Action must be taken soon to prevent further deterioration of the core area and as stated previously, it must be a combined effort on the part of all levels of government and the citizens of Regina.

The tradition of co-operation between the Province and the City was established in 1912 with the preparation of the Mawson plan and culminated in the creation of the Wascana Centre Authority which has provided the City with a park area unique in a city of this size. Therefore it is not unrealistic to recommend such co-operation again in order to improve the downtown area.

It is essential that the image of Saskatchewan be upgraded in order to attract investment and promote diversification of its economy. An initial step in this direction would certainly be the improvement of its capital city through the revitalization of the central business district.

APPENDIX

City of Regina Planning Department. Progress Report on the New Regina Development Plan. Regina: November, 1973.

The report points out the decisive steps towards the new development plan for Regina that the City Planning Department has taken since it commenced work on the new plan in February of 1973.

City of Regina Planning Department. Downtown Regina: A Discussion of Development Issues and Concepts. Regina: 1972.

A review and analysis of the present conditions of the downtown area and an outline of three alternative courses of action. The most optimum course of action, the central city consolidation is then selected by the City and a series of goals and objectives are then implemented. The methods of implementation are then discussed. A comprehensive review of the core area of Regina.

City of Regina Planning Department. Development Proposals: Symposium on the Future of the City. Regina: September, 1973.

A collection of presentations made on various aspects of planning in Regina with a view towards formulating a new comprehensive development plan for the City.

City of Regina Planning Department. An Analysis of the Structural Components and Role of the Regina Economy. Regina: January, 1971.

The study is intended to determine - in generalized terms - the role and function of the Regina economy and its structural components and to establish the relationship of specific areas, in particular the CBD, to this wider economic definition as part of the preparation of a comprehensive development plan initially for the central area and ultimately for the City as a whole.

The emphasis of the study focuses on analysis of the major structural components of the economy, their functional relationship to the whole, leading to a definition of the principal functions of the economy and its impact on the City of Regina.

Grimble, L.G. and Associates Ltd. and Alan M. Voorhees and Associates Inc. Regina Transportation Study. Regina: October, 1966.

The study develops a long range transportation plan for the Regina area. The plan not only aims at solving today's problems in transportation but also takes into consideration future requirements. It indicates the general findings and recommendations that have been developed from these efforts.

Kates, Peat, Marwick and Co. Summary Report: Regina Environs  
Transportation Study. Regina: May, 1972.

A summary of the background, study scope, objectives, study approach, findings and recommendations regarding future development in Regina with particular emphasis on transportation. Four alternatives were selected for detailed study and a Linear Concept was selected as the most feasible. However, the basic programmes in the initial stages are very similar in their objectives.

Makale, Holloway and Associates Ltd. Regina Urban Region  
Retail Trade Distribution Study. Regina: April, 1973.

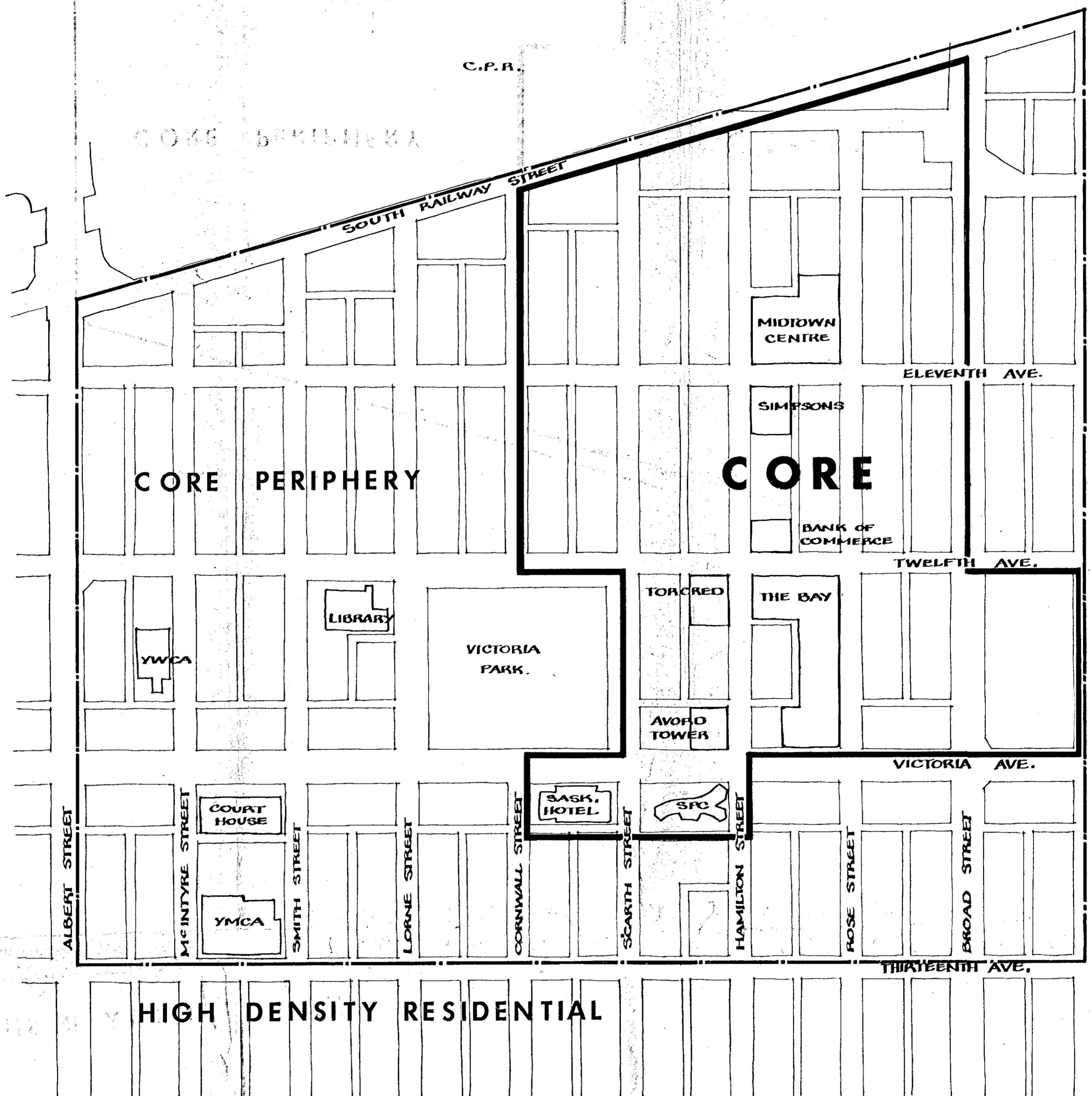
The study concerns itself mainly with retail trade distribution and plus and minus factors influencing the resulting pattern. Although addressing itself to the retail component of the urban region, it is essentially a planning study which analyzes the impact of retail trade development on the overall form of the city, its viability in terms of locational factors influencing it and the positive and negative results which may accrue to the various sectors of the city and specifically its CBD.



Wascana Centre Authority and the City of Regina. Preliminary Report of the Special Joint Committee Studying Potential Development Around Wascana Centre. Regina: February 8, 1973.

A joint study which outlined the shortcomings and strong points of planning and zoning controls for the City of Regina. The study then provides suggestions dealing with zoning and density controls for future development as well as specific recommendations on building height controls which are required to protect the visual and aesthetic preeminence of the Provincial Legislative Building and the amenities of Wascana Centre.





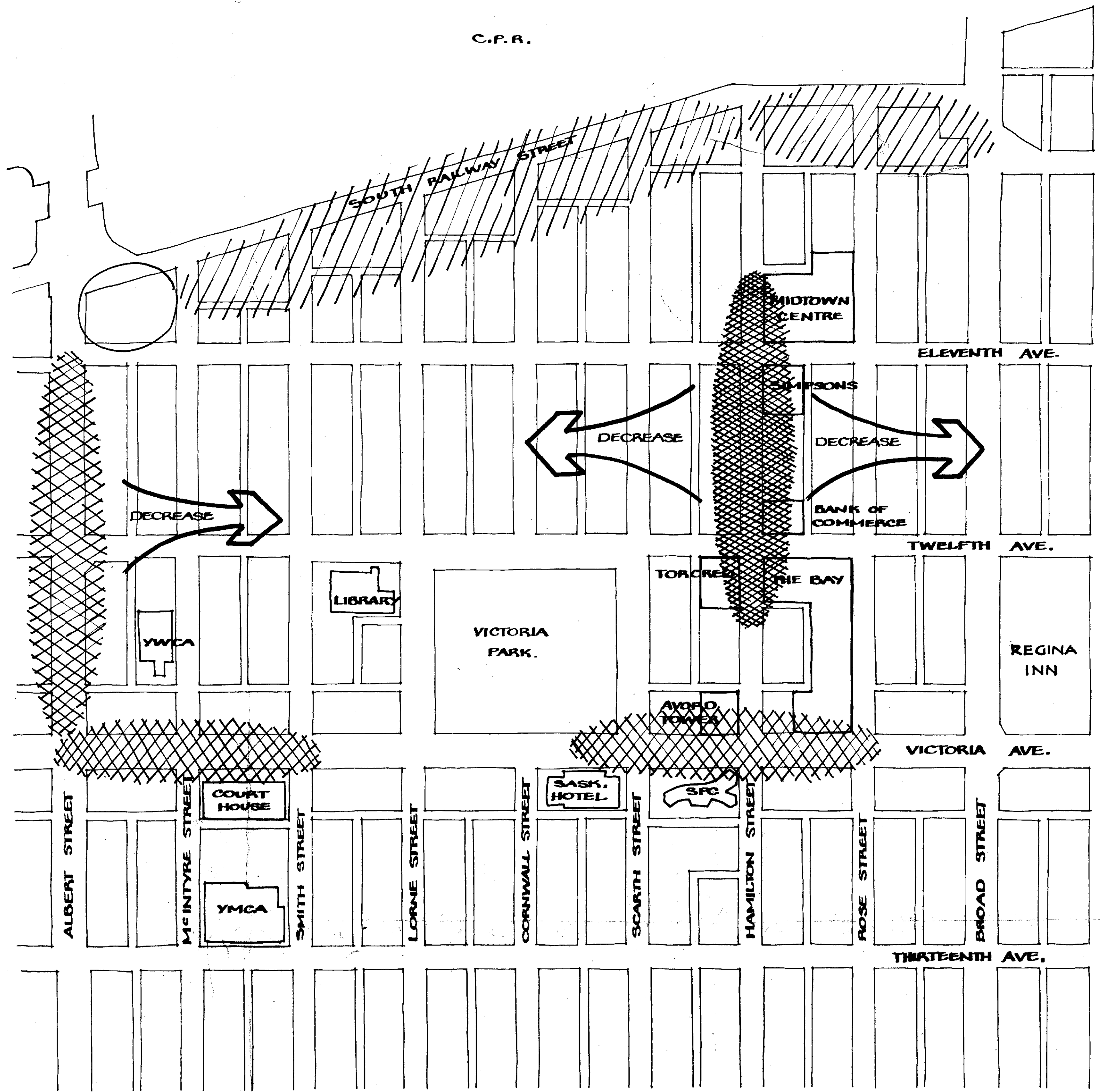
# CENTRAL BUSINESS DISTRICT · REGINA



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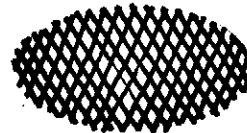



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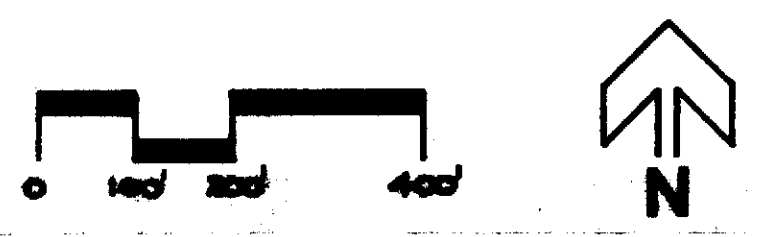




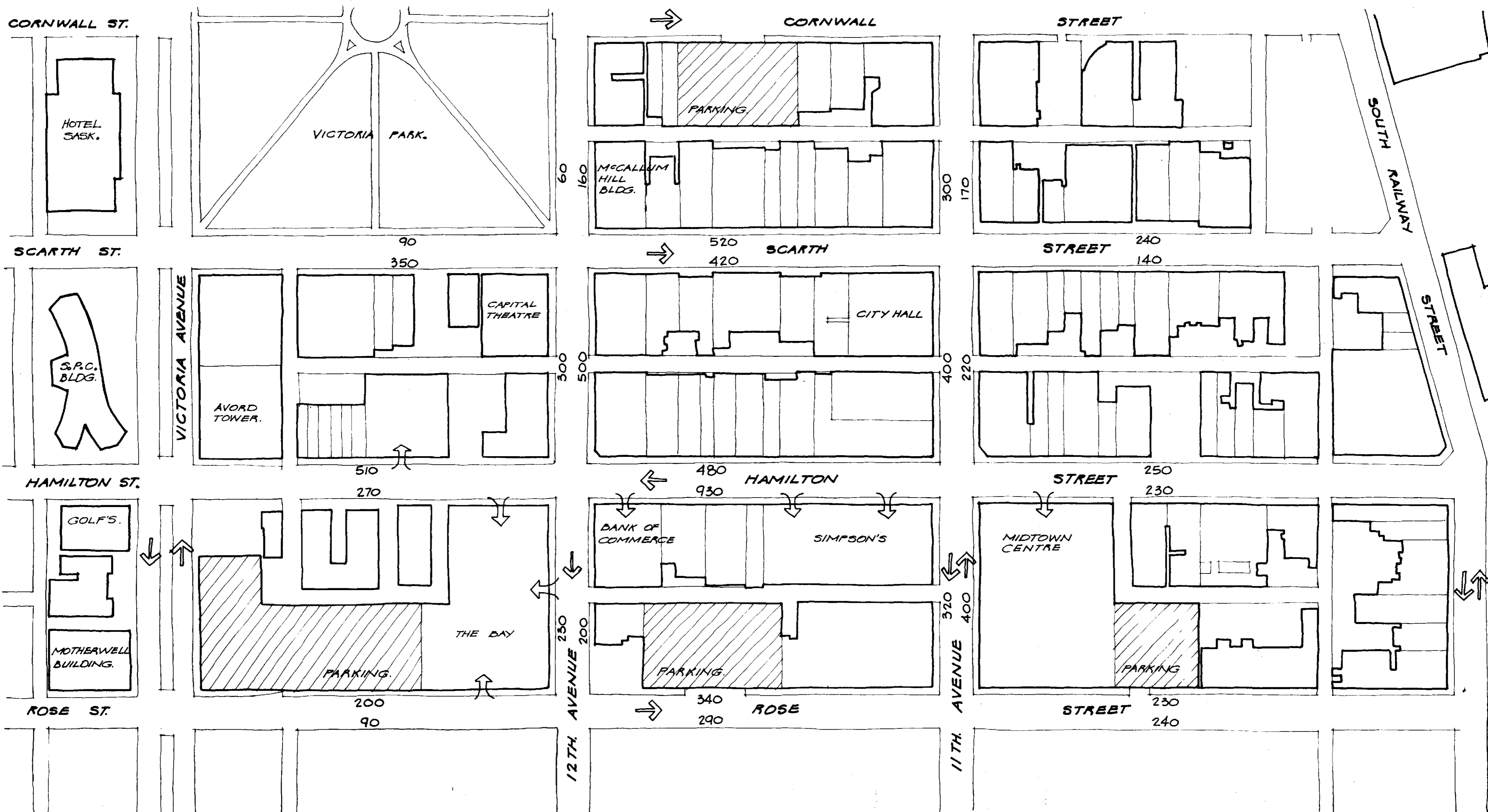
# HIGH & LOW FRONTAGE VALUE TRENDS CBD · REGINA

## LEGEND

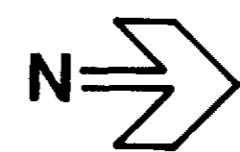
-  \$ 2000.00 / FRONT FOOT
-  \$ 1000.00 / FRONT FOOT
-  \$ 250.00 / FRONT FOOT
-  BELOW \$ 250.00



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# PEDESTRIAN TRAFFIC COUNT

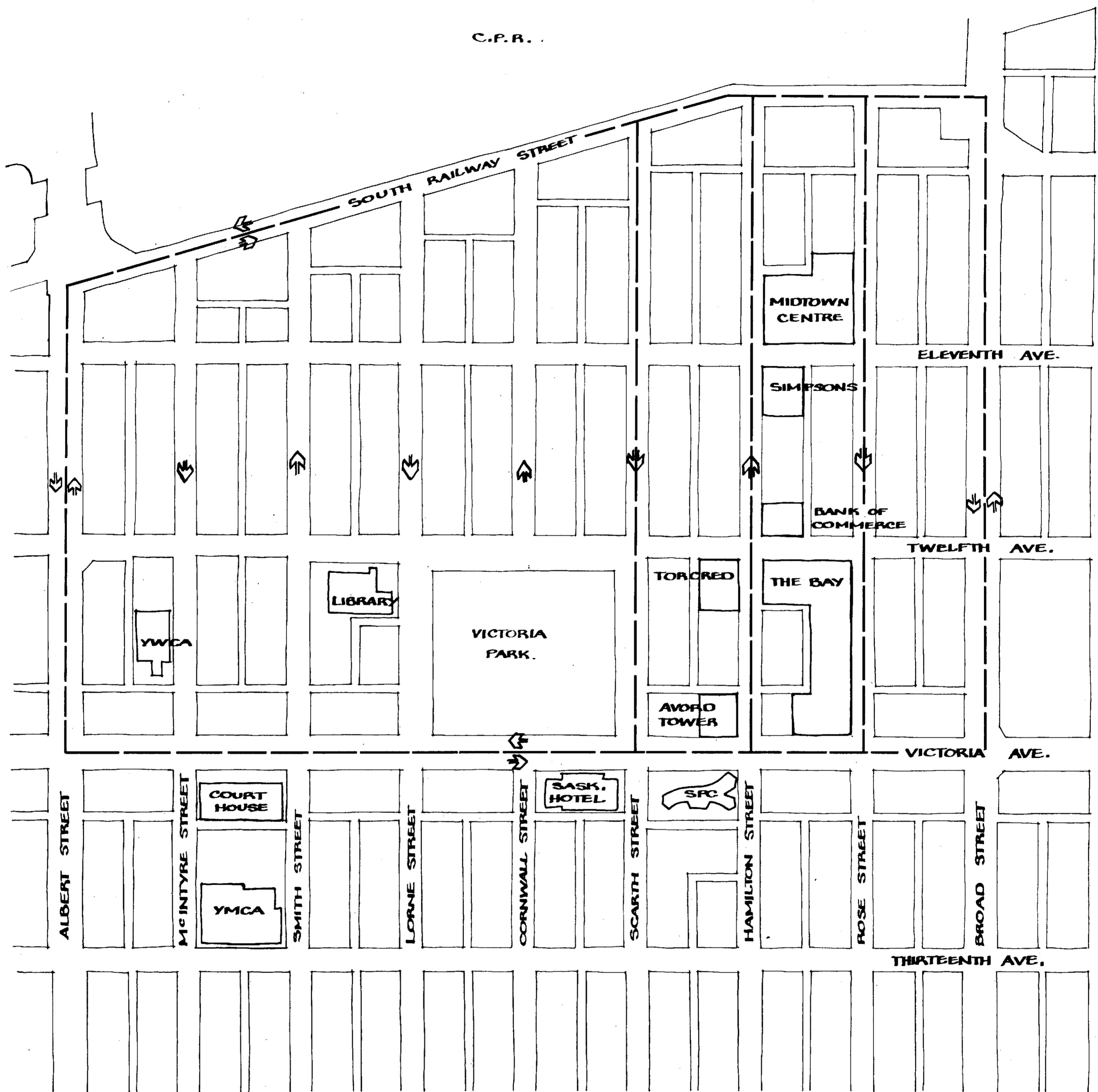


THE COUNT REPRESENTS THE AVERAGE OF FOUR COUNTS TAKEN MORNING, NOON, AFTERNOON & NIGHT

FROM: 'DOWNTOWN REPORT' 1972 TECHNICAL REPORT PLANNING DEPARTMENT CITY OF REGINA

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C.P.R.

# TRAFFIC FLOW

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➔ ONE WAY

--- STREETS BEARING MAJOR TRAFFIC FLOWS IN CBD



