

Hillsdale Neighbourhood Land-Use Plan

OCP – Part B. 20



CONTENTS

1	Introduction		
1.1	Summary		1
1.2	Legal		2
2	Overview		
2.1	Context		3
2.2	History		4
2.3	Composition		5
2.4	Public Realm		6
2.5	Built Realm		7
3	Objectives		8
4	Policy		
4.1	General		9
4.2	Implementation		9
4.3-	Sub-Area		10
4.7	Policies		
Fig. 5	Land-Use		16
Fig. 6	Height		18

ENACTMENT

		Date	Bylaw
Approved	City of Regina	October 26, 2022	2022-55
	Government of Saskatchewan	January 3, 2023	N/A
Amended			

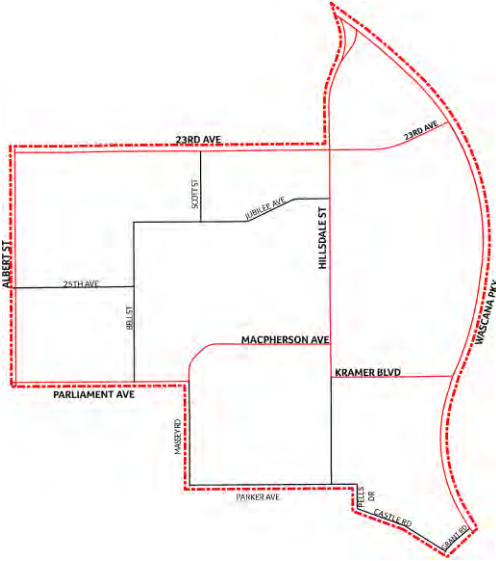
This Plan forms part of:
***Design Regina: The Official Community Plan
 Bylaw No. 2013-48***

Enactment of this Plan is authorized through Section 29 of:
The Planning and Development Act, 2007

1.0 INTRODUCTION

1.1 Summary

Figure 1 - Location



The intent of the Hillsdale Neighbourhood Land-Use Plan (“Hillsdale NLP” or “Plan”) is to serve as a policy framework for guiding the type, location and design of new development in the Hillsdale Neighbourhood.

As the City continues to grow and evolve, it is important to guide new development in a way that supports the aspirations of residents, as well as broader objectives that aim to foster a vibrant and sustainable city. This Plan supports this objective by establishing a policy framework for guiding new development in the Hillsdale Neighbourhood (Neighbourhood). The intent is to enhance the Neighbourhood by encouraging complementary and compatible new development.

This Plan focusses on land-use and built-form. Respectively, this means: the type and location of new development; the shape, design and configuration of buildings. This Plan has a specialized role by directing how the regulations of the Zoning Bylaw, which provides detailed direction for land-use and built-form, are applied appropriately to the Neighbourhood. Other important matters, such as the provision of various community services, are addressed in City master plans.

Thank you to the residents of the Hillsdale Neighbourhood for providing valuable input into the preparation of this Plan. The objectives and policies grew through community dialog and evolved through the process as we checked back with residents at various stages. Although generally long-term in nature, this Plan may be subject to reviews, so that it remains in alignment with evolving resident aspirations, market conditions and development concepts.

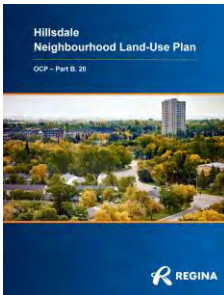
This Plan forms part of the City’s Official Community Plan (*Design Regina: The Official Community Plan Bylaw No. 2013-48*) and is in accordance with Provincial legislation and regulations: *The Planning and Development Act, 2007* and the *Statements of Provincial Interests Regulations*.

1.2 Legal

The City uses a hierarchy of policy and regulatory instruments to guide land-use and development across the city, from the high-level, city-wide policy of the Official Community Plan to the detailed regulations of the Zoning Bylaw. Neighbourhood Land-Use Plans fit in the middle, providing policy direction for the growth and development of specific neighbourhoods.



At the top of the policy hierarchy is the Official Community Plan (*Design Regina: The Official Community Plan Bylaw No. 2013-48*). The Official Community Plan (OCP – Part A) is used to guide growth, development, the provision of services, and other important matters, across the city. The OCP is comprehensive and long-term in focus. Neighbourhood Land-Use Plans and the Zoning Bylaw must be in conformity with the OCP.



The Hillsdale NLP forms part of the OCP (OCP - Part B) and acts as a bridge between the high-level goals of the OCP and the detailed regulations of the Zoning Bylaw. Neighbourhood Land-Use Plans specify how the applicable policies of the OCP, and the regulations of the Zoning Bylaw, are applied to a particular neighbourhood. The Zoning Bylaw, and “zoning bylaw related decisions”, must be consistent with this Plan.

This Plan includes maps, policy and various terminology for guiding land-use and development and associated administrative processes. Key terms should be interpreted as follows:

- “Shall” equates to mandatory compliance.
- “Should” infers that compliance is generally expected, except where execution of the policy is not practical or where an exceptional situation applies, etc.
- “May” infers that execution of the policy is optional; however, where “may” is used in conjunction with a City directive, the City has final authority to require or waive requirement.

When specific land-uses are mentioned, please refer to the Zoning Bylaw for further clarification.

Where a proposed development conflicts with this Plan, an amendment is possible where it is in accordance with the decision authority of the City Council and Section 4.2 of this Plan.

2.0 OVERVIEW

2.1 Context

The Hillsdale Neighbourhood has an enviable position within the city: adjacency to the Wascana Centre park, which includes many notable landmarks and amenities, and the “Knowledge Corridor”, which includes the University of Regina. The Neighbourhood is also framed by two prominent roadways: Albert Street, which offers shopping opportunities, and the Wascana Parkway – an award winning travel corridor, notable for its design and landscaping. At the same time, the Downtown is within walking distance, via Albert Street or the Wascana pathways.

Figure 2 - Context



2.2 History

Regina is located on Treaty 4 land and within the traditional territory of the Metis.

Regina was incorporated, as a city, in 1903. The city was centered on a CP Rail station and the original town plan was based on a classic CP Rail settlement design: grid pattern; evenly spaced roadways; central town hub and train station.

Through the “Faludi” Official Community Plan (Regina’s first OCP - 1947), new neighbourhoods began incorporating modified or alternate designs.

The neighbourhood is named after the Hill family. In 1954, Frederick Hill (McCallum Hill Co.) acquired 240 hectares of farmland, south of 23rd Avenue, to establish Regina’s first privately developed, master-planned, neighbourhood.

Born in Regina in 1920, Mr. Hill was a prominent businessperson, philanthropist and WWII air force officer. Mr. Hill went on to serve as City Councillor and to earn the Order of Canada in 1986.

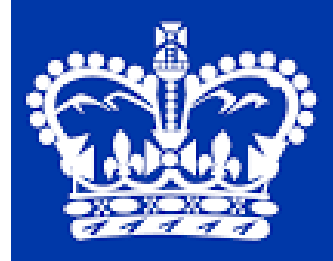
Hillsdale was the first neighbourhood designed with large lots, no lanes and a non-grid street network to ensure minimal through-traffic and a quiet, bucolic ambience. This design was intended to complement the adjacent Wascana Park.

This image is from a 1955 Fire Insurance Plan – it shows the very first stage of development. Hillsdale was developed between 1955 – 1970s.

A defining feature of Hillsdale is the Wascana Parkway and the “Knowledge Corridor”, which frames the east boundary.

Wascana Parkway is an exceptional corridor and was awarded the “Highway Beautiful 1970 Award of Merit” for outstanding design of a scenic drive.

The Knowledge Corridor includes the University of Regina main campus – Hillsdale has a relationship with the U of R by providing amenity and residential opportunities for students.



City of Regina Emblem



Frederick Hill



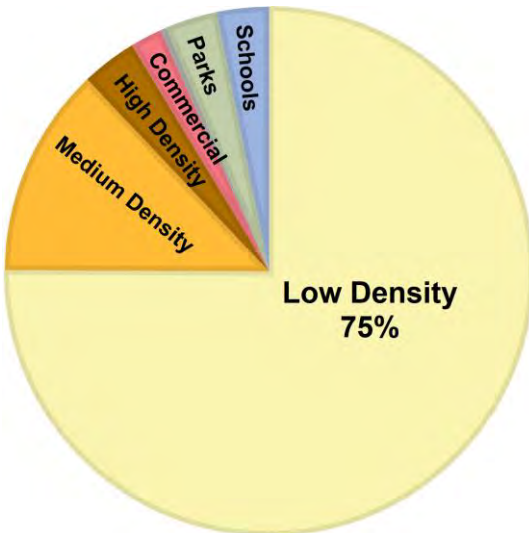
Fire Insurance Plan



Wascana Parkway

2.3 Composition (2022)

Land-Use



* This chart shows land area (ha) per land-use type





75% of the Hillsdale Neighbourhood land area consists of low-density residential development.

The dwelling unit and population yield of this low-density area is particularly low due to the large lot size (18m width is typical). As a comparison, there are 18 units per hectare in the Hillsdale context and are 30 units per hectare in the low-density area of a typical older, grid planned neighbourhood.

The medium and high-density areas comprise only 12% of the total land area of the Neighbourhood, but yield almost half of the total dwelling units.

Non-residential development includes: commercial along Albert Street and at key intersections along 23rd Avenue and Kramer Boulevard; four schools; seven parks providing various recreational services and office buildings along Hillsdale Avenue and Wascana Parkway.

Residential

			
Building, Detached	Building, Row (2)	Building, Row (3+)	Building, Stacked
1170 - 40%	10 - .33%	400 - 13.5%	1400 - 47%

Almost half of the dwelling units in the Neighbourhood consist of apartment and condo units in multi-unit buildings that average 3-4-storey in height – an exception being the Roberts Plaza building, which is 20-storeys in height and includes 142 units. The predominant form/ design of the single-detached (building, detached) homes is Ranch Style – characterized by the following elements: single-story, long-low profile, low-pitch roofline, rectangular or L-shaped footprint.

Population

Stats Canada data shows that the population is growing overall, with some fluctuation:

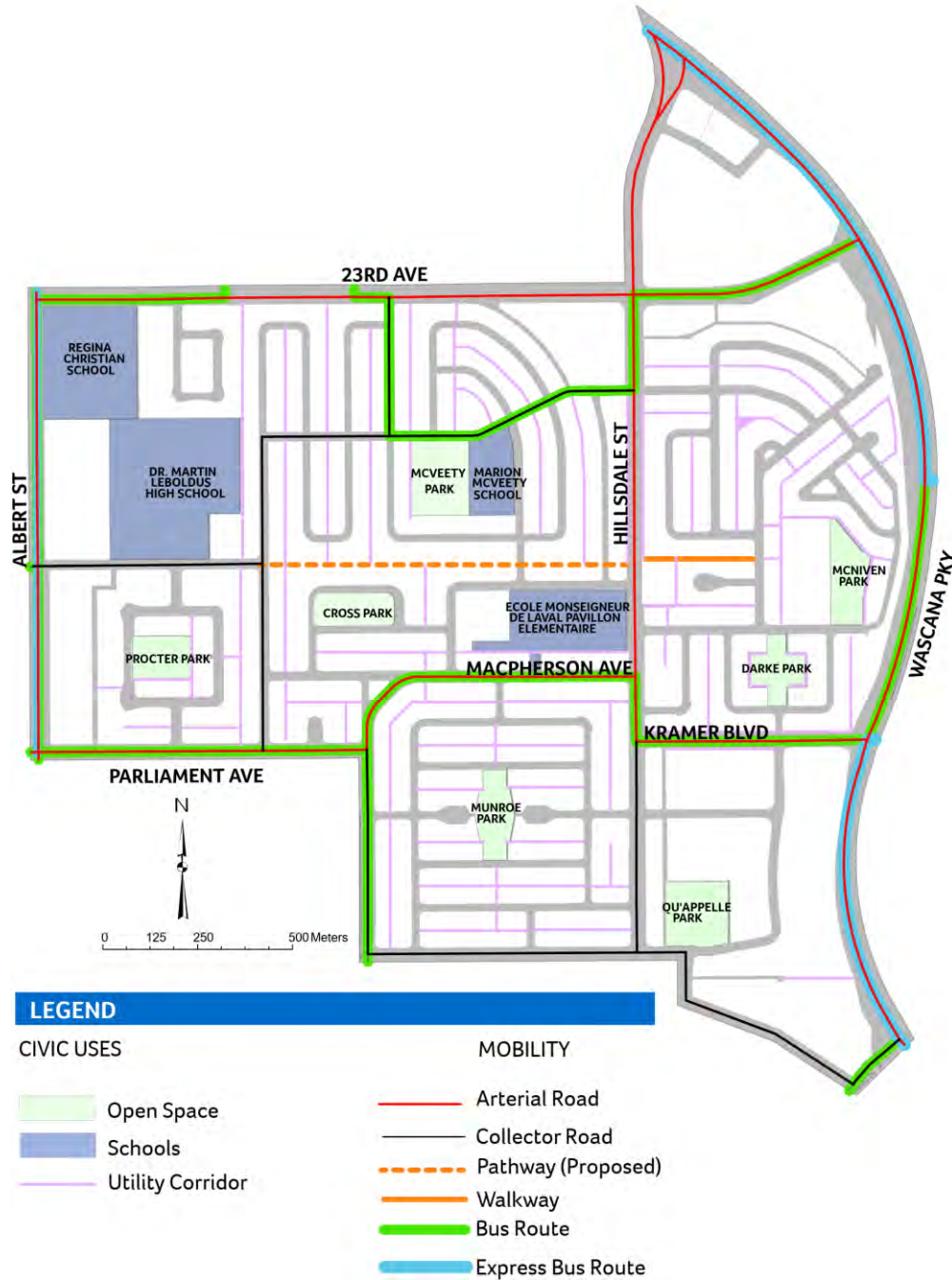
2006 Pop. = 6713	2011 Pop. = 7240	2006-2011 + 7 %	2016 Pop. = 6855	2011-2016 -5 %
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For more demographic data, go to City website and search:
[“Neighbourhood Profiles”](#)

2.4 Public Realm

The public component of the Hillsdale Neighbourhood physical framework consists of streets, utility corridors, parks and schools. The street network is comprised of loops and crescents and was intentionally designed to minimize through-traffic and to foster a quiet residential setting. In lieu of rear lanes, a web of utility corridors backs the rear of most lots. The design of the street network and the absence of rear lanes is not conducive for significant intensification.

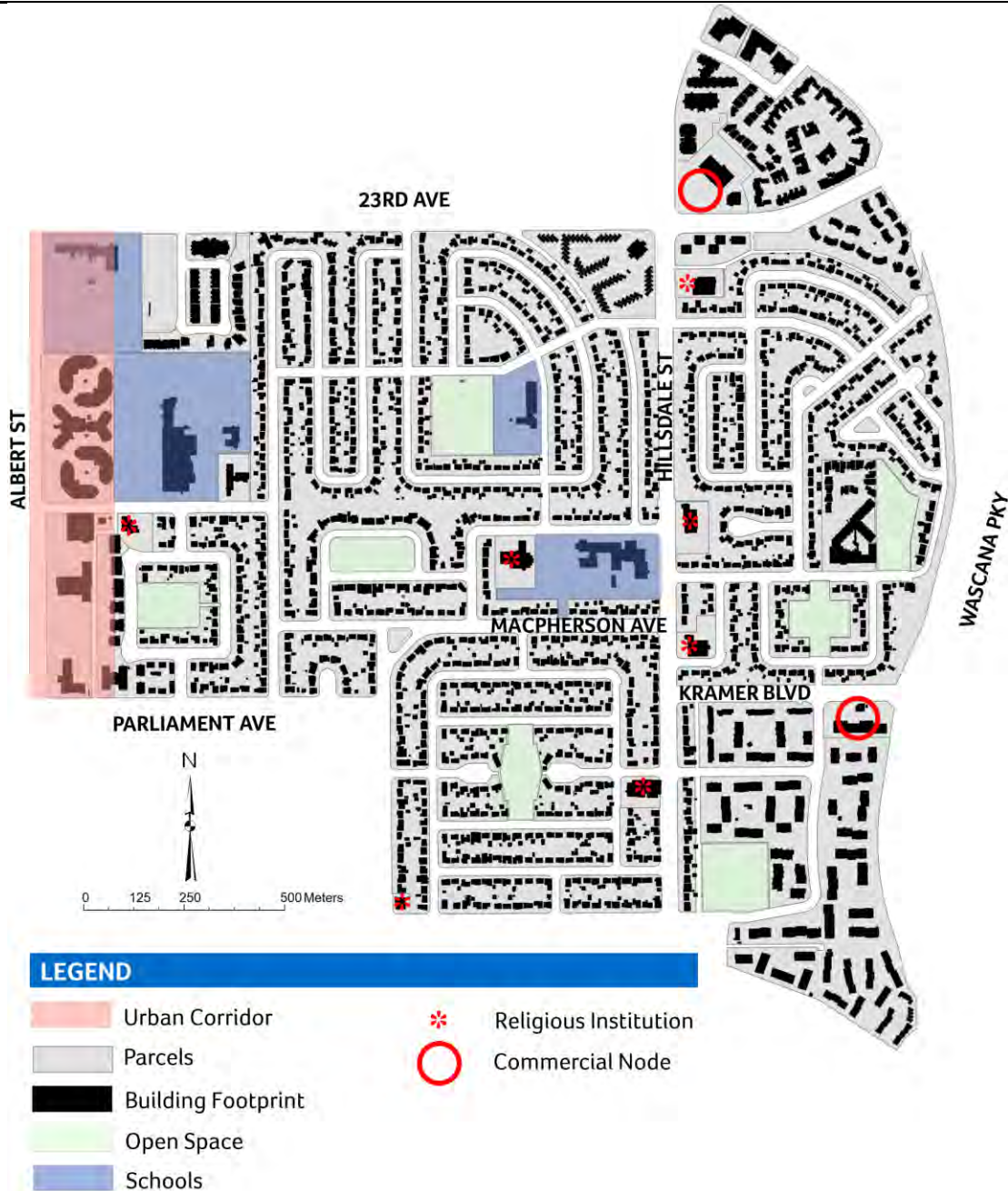
Figure 3 – Features



2.5 Built Realm

The predominant land-use type in the Hillsdale Neighbourhood is residential; however, medium-scale commercial frames part of the west edge (Albert Street Urban Corridor) and there are two neighbourhood-oriented commercial nodes. Hillsdale is characterized by its low-density residential area, comprised of single-storey bungalow-style homes on large lots (18-25 metre widths), which occupies the interior of the Neighbourhood. In addition to the commercial areas, medium and high-density residential development is located on the Neighbourhood periphery.

Figure 4 – Features



3.0 OBJECTIVES

The following objectives of this Plan are focused on supporting the existing land-use pattern and character, while allowing for appropriate growth and development in key locations. These objectives reflect the goals and vision of Neighbourhood residents and serve to direct the policy of this Plan; how the policy is to be interpreted and future amendments to this Plan.

The overall objective is to retain the original, core, design concept for the Neighbourhood: A quiet, low-density residential area characterized by large, spacious lots and single-detached homes. At the same time, this Plan welcomes opportunities and diversity by supporting the many medium and high-density housing, and neighbourhood commercial, areas within the Neighbourhood.

Hillsdale Neighbourhood Land-Use Plan Objectives

- 1 Preserve the large-lot, single-home character of the low-density residential area
- 2 Direct higher-density residential development to areas of existing medium and high-density
- 3 Support existing neighbourhood-oriented commercial opportunities
- 4 Direct more intense commercial development to the Albert Street corridor
- 5 Maintain public open space as a community amenity

4.0 POLICY

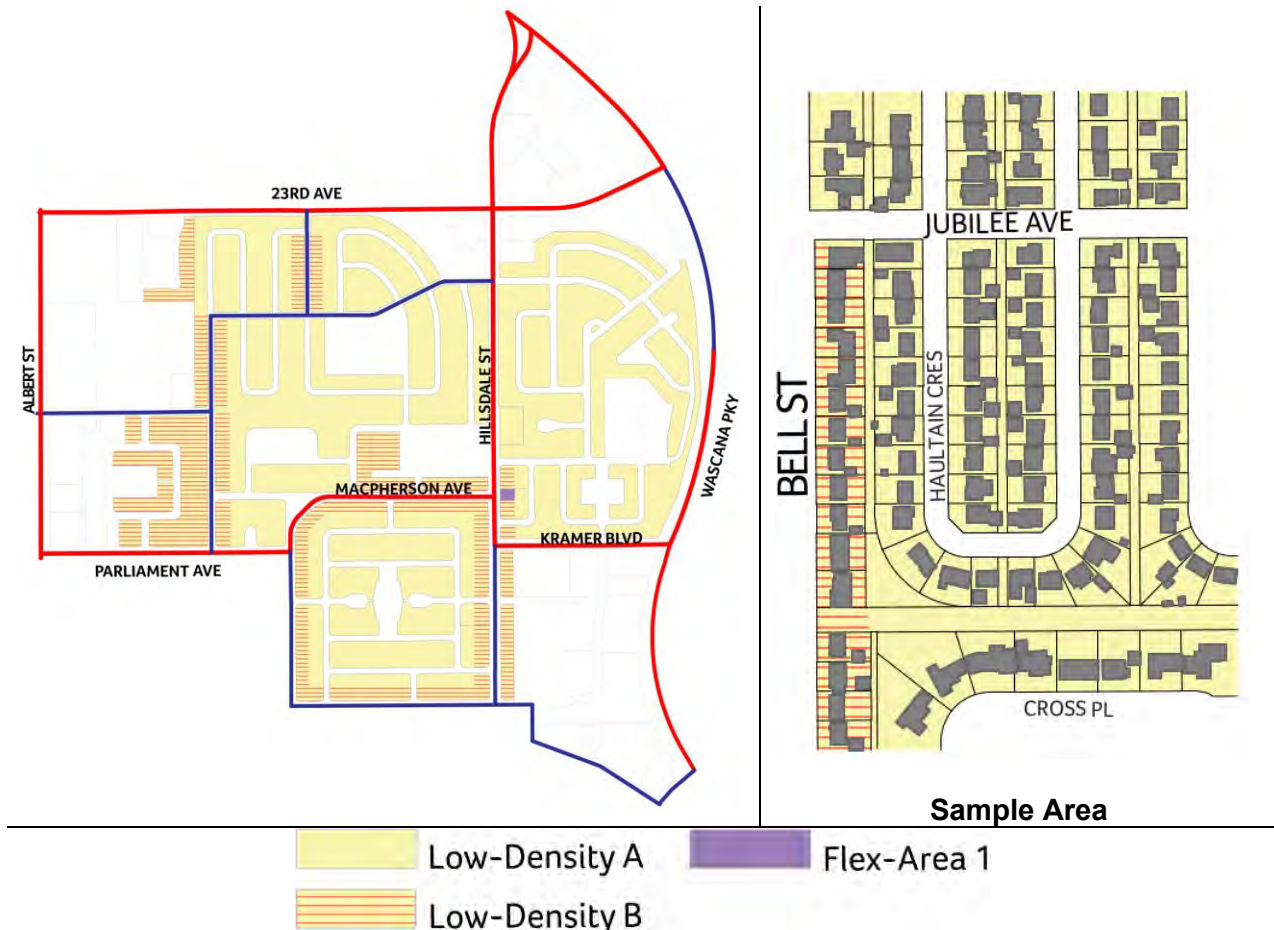
4.1 General

1. Land-use shall be in accordance with the respective Sub-Area policies (Sections 4.3-4.7); Figure 5 and Table 1.
2. Public open space shall remain as public open space, except where the City approves a portion of the public open space for a facility associated with a public utility or service.
3. Notwithstanding Policies 4.1.1; 4.1.2, should a school no longer be required, the site may transition to public open space, or another land-use, as per the School Re-Use policies of Part A of *Design Regina: The Official Community Plan Bylaw No. 2013-48*.
4. The maximum height of buildings shall be in accordance with Figure 6, excepting:
 - a. Assembly, Religion; Institution, Education; Public Use land-uses.
 - b. Any lesser height, as a result of consideration of the Wascana Master Plan and consultation with the Provincial Capital Commission, as determined by the City.
5. A pathway shall be constructed within the existing corridor linking Bell Street to Hillsdale Street, as shown on Figure 5, and in accordance with the following requirements:
 - a. Appurtenances should include, at a minimum, seating, waste receptacles, lighting.
 - b. The design and function shall be determined at the detailed design stage, prior to construction, and shall include consideration of landscaping features.

4.2 Implementation

6. Notwithstanding any other part of this Plan, the Variance and Exception provisions authorized through the Zoning Bylaw shall apply.
7. The City may require, at its discretion, that applications for major developments (e.g. high-density residential buildings; large-scale commercial and mixed-use development, etc.) be accompanied by analysis, prepared by qualified professionals, demonstrating serviceability (e.g. provision of transportation and utility services).
8. Applications to amend this Plan, to accommodate a proposed development, shall be contingent on demonstration, to the City's satisfaction, that the proposed development is:
 - a. In general accordance with the Plan objectives, and
 - b. Is considered complementary and compatible with adjacent development.
9. At the City's discretion, this Plan may be subject to periodic reviews to ensure that the information and policies remain current and continue to reflect resident aspirations.
10. The process associated with applications to amend this Plan, or to amend the Zoning Bylaw, in relation to development proposals within the area of this Plan, shall include consultation with the affected Community Association.

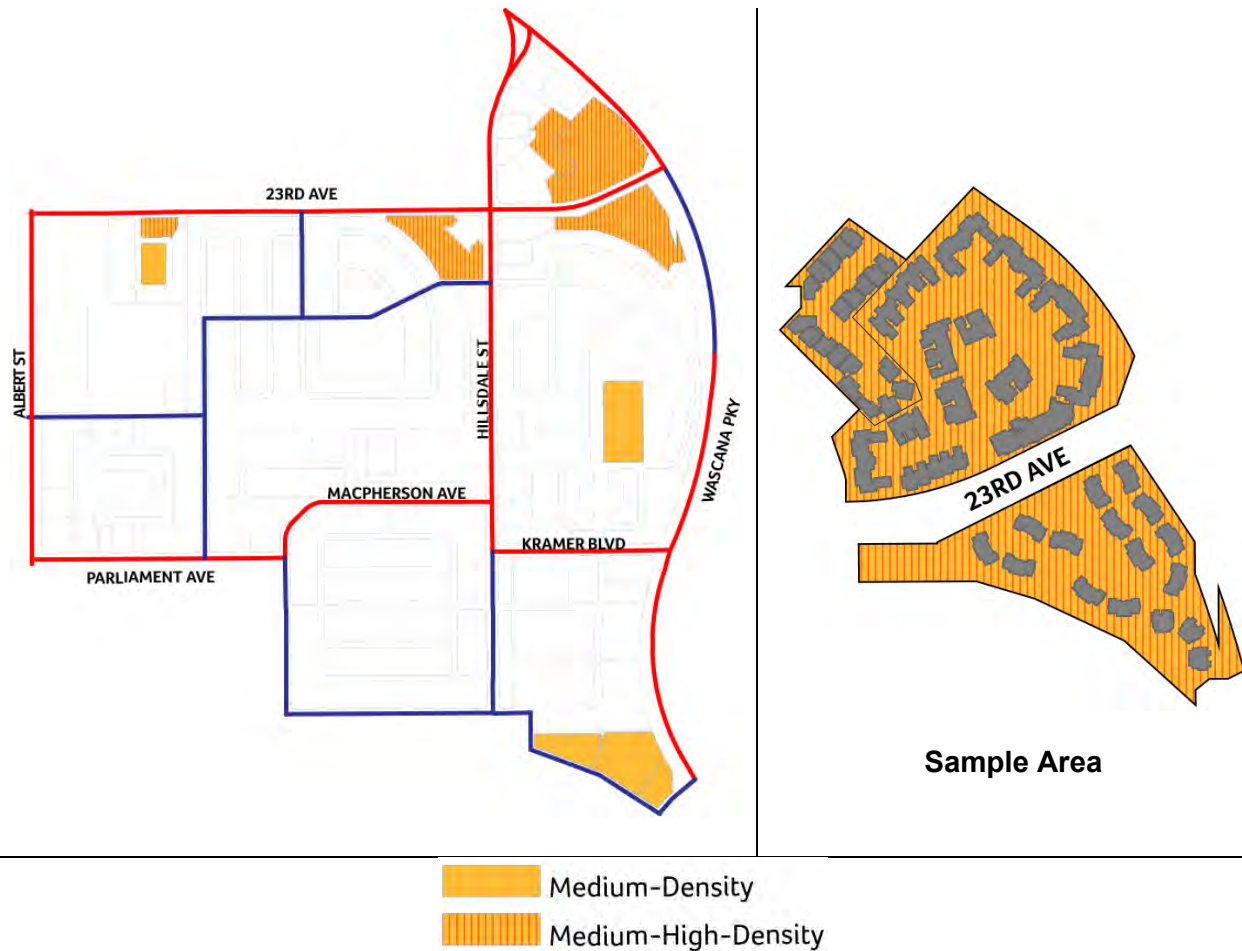
4.3 Sub-Area A Policy



The Low-Density Area quintessentially represents the Hillsdale Neighbourhood. This area is characterized by its quiet residential enclaves, large, wide lots and Ranch-Style homes. This area was purposely designed for a country ambience with minimum through-traffic; therefore, lot-splitting is discouraged and intensification is directed to other areas of the Neighbourhood.

1. Sub-Area A shall be reserved for low-density, large-lot, single-detached homes.
2. Within the Low-Density A area of Sub-Area A, lot-splitting (subdivision), for residential purposes, is discouraged; therefore, minimum lot width shall be 15 metres.
3. Within Sub-Area A, within areas corresponding to 7.5 metre maximum height, as shown on Figure 6, developers for new homes are encouraged to emulate, generally, the prevailing Ranch-Style building design: single-story, long-low profile, low-pitch roofline, rectangular or L-shaped footprint.
4. The property shown as Flex-Area 1 (3911 Hillsdale Street) shall be limited to the following land-uses: Residential; Assembly, Religious; Institution; Office; Service Trade, Clinic.

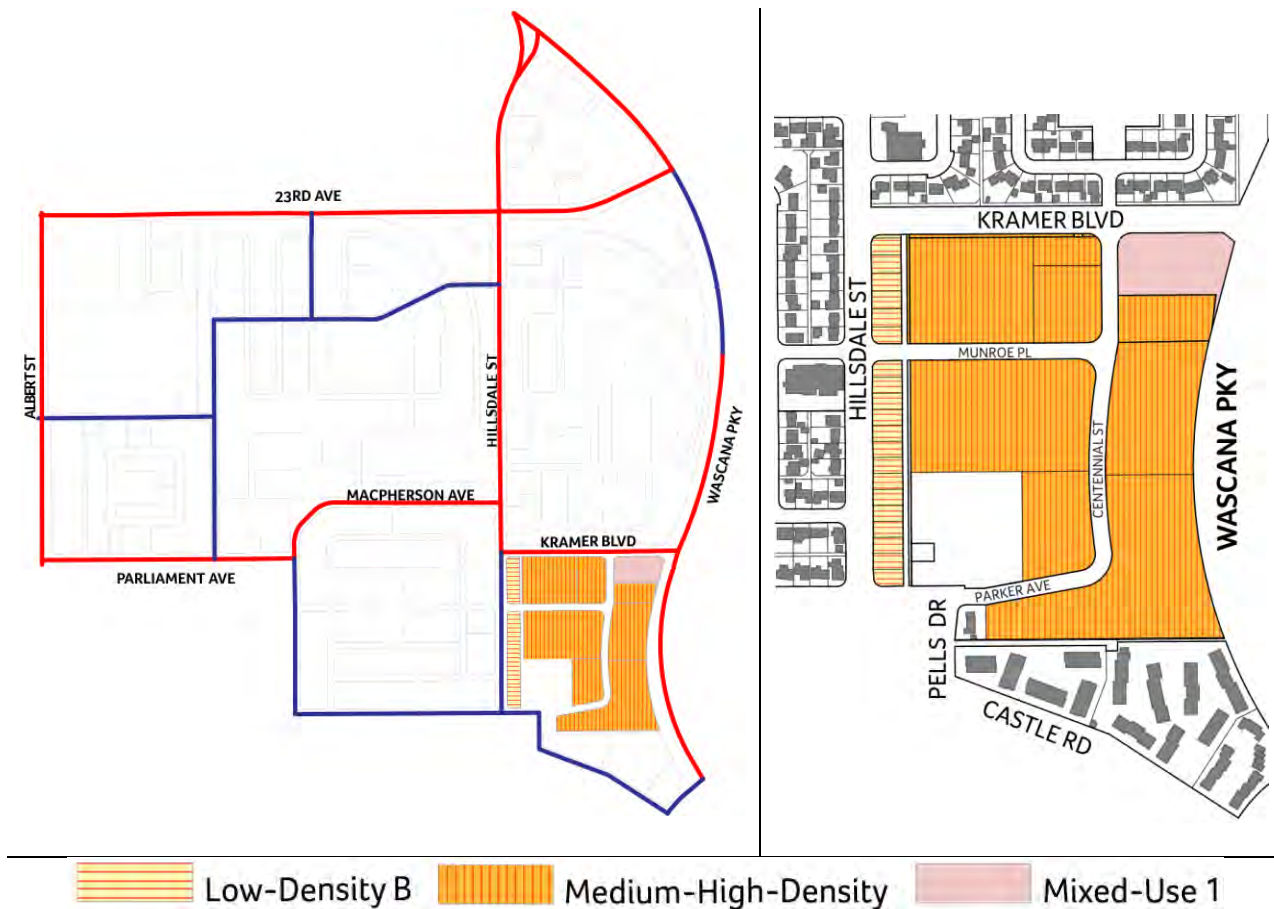
4.4 Sub-Area B Policy



These areas of the Neighbourhood accommodate unique, master-planned, residential condominium developments and are characterized by duplex or townhouse residential dwellings situated within a system of private lanes, open space and community facilities. These areas were purposely designed to reflect a cohesive design style and unified ambience; therefore, this Plan supports the existing character and does not contemplate any changes.

1. Sub-Area B shall be reserved for, primarily, medium-density, townhouse style homes.
2. Within Sub-Area B, the implementation and enforcement of unified building and landscaping design standards, by the respective condominium corporations, is encouraged in order to maintain the unique character themes.
3. Within Sub-Area B, future redevelopment of a particular area should follow a comprehensive, master-plan process and the areas should continue to be managed as private communities where private lane access is currently utilized.

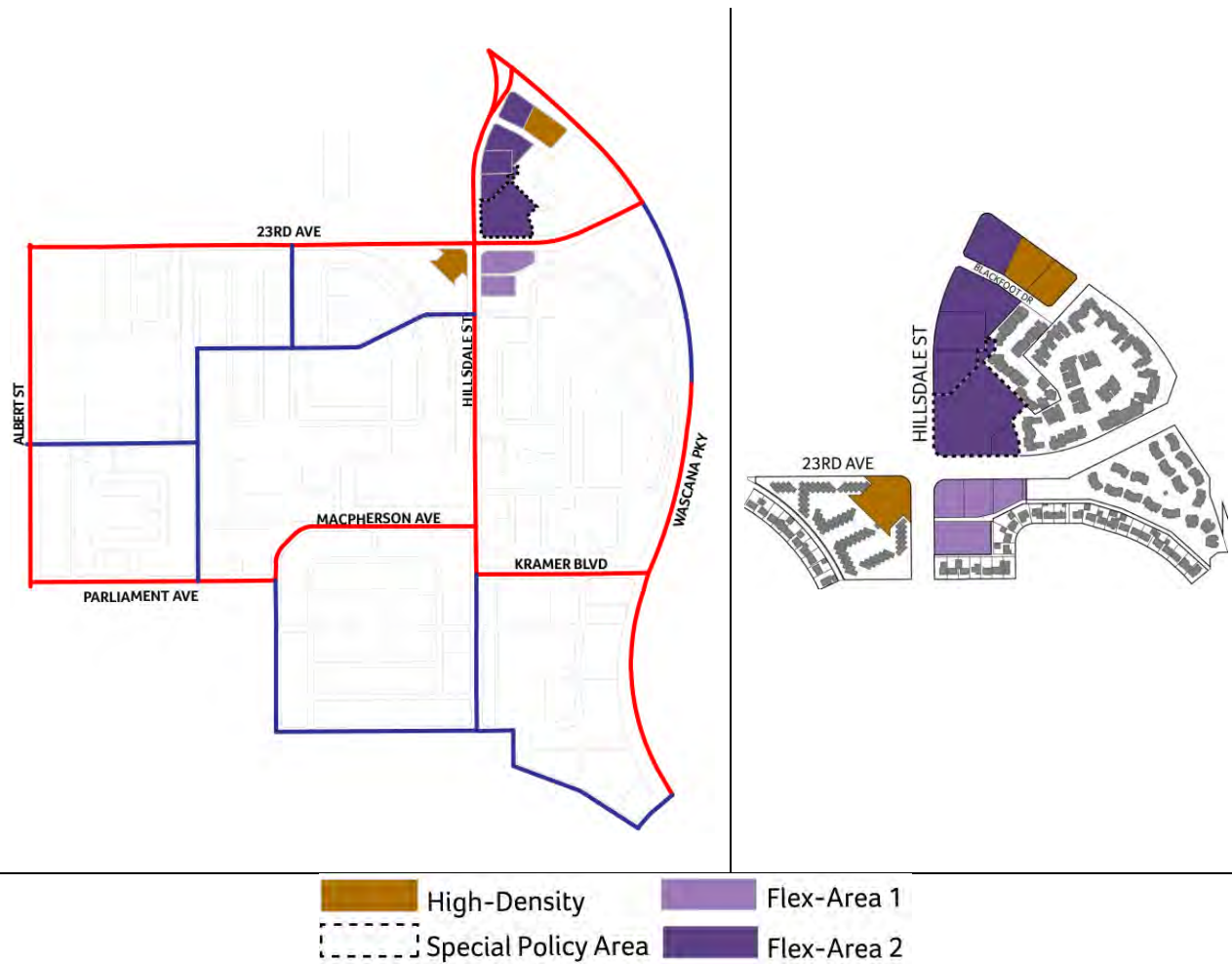
4.5 Sub-Area C Policy



This area of the Neighbourhood includes the highest concentration of medium and high-density residential development, and also includes a local commercial node. This area is important for supporting alternative housing options (other than single-detached homes), as well as shopping opportunities; therefore, this Plan supports the continuation of existing land-use. As the area is close to a major roadway, transit and the University, some intensification is allowed for.

1. The Mixed-Use 1 area of Sub-Area C shall be reserved for commercial development; however, mixed-use buildings are also acceptable.
2. Buildings over 15 metres in height within the Mixed-Use 1 area of Sub-Area C should reflect a high level of design quality, including: prominent entranceways; high level of glazing along main floor front wall; traditional masonry for outer walls (or indistinguishable fabricated masonry); base-middle-top differentiation; avoidance of stucco.
3. The Medium-High Density area of Sub-Area C shall be reserved for medium and high-density residential, and a transition from medium to high-density is encouraged.

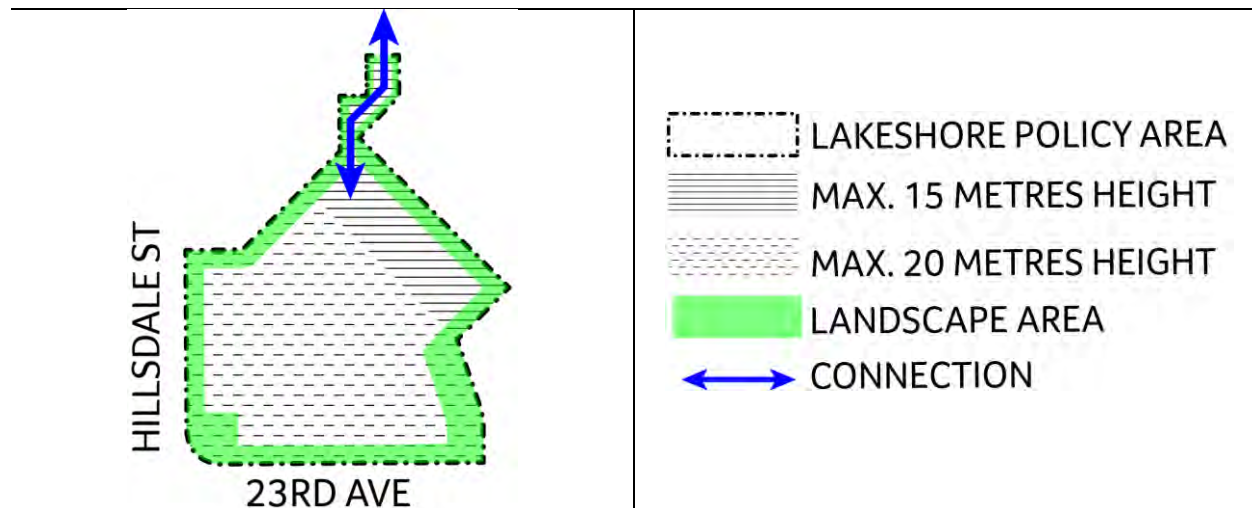
4.6 Sub-Area D Policy



This area of the Neighbourhood includes several prominent and unique features, including: the 20-story Roberts Plaza residential tower; prestige office and residential along Hillsdale Street and Wascana Parkway; the “Lakeshore Mall” site, which is strategically located at the intersection of Hillsdale Street and 23rd Avenue. This Plan supports the existing assemblage and form/ massing of land-use along Hillsdale Street, as well as an opportunity to accommodate neighbourhood commercial and/ or prestige residential or mixed-use development at the Lakeshore Mall site.

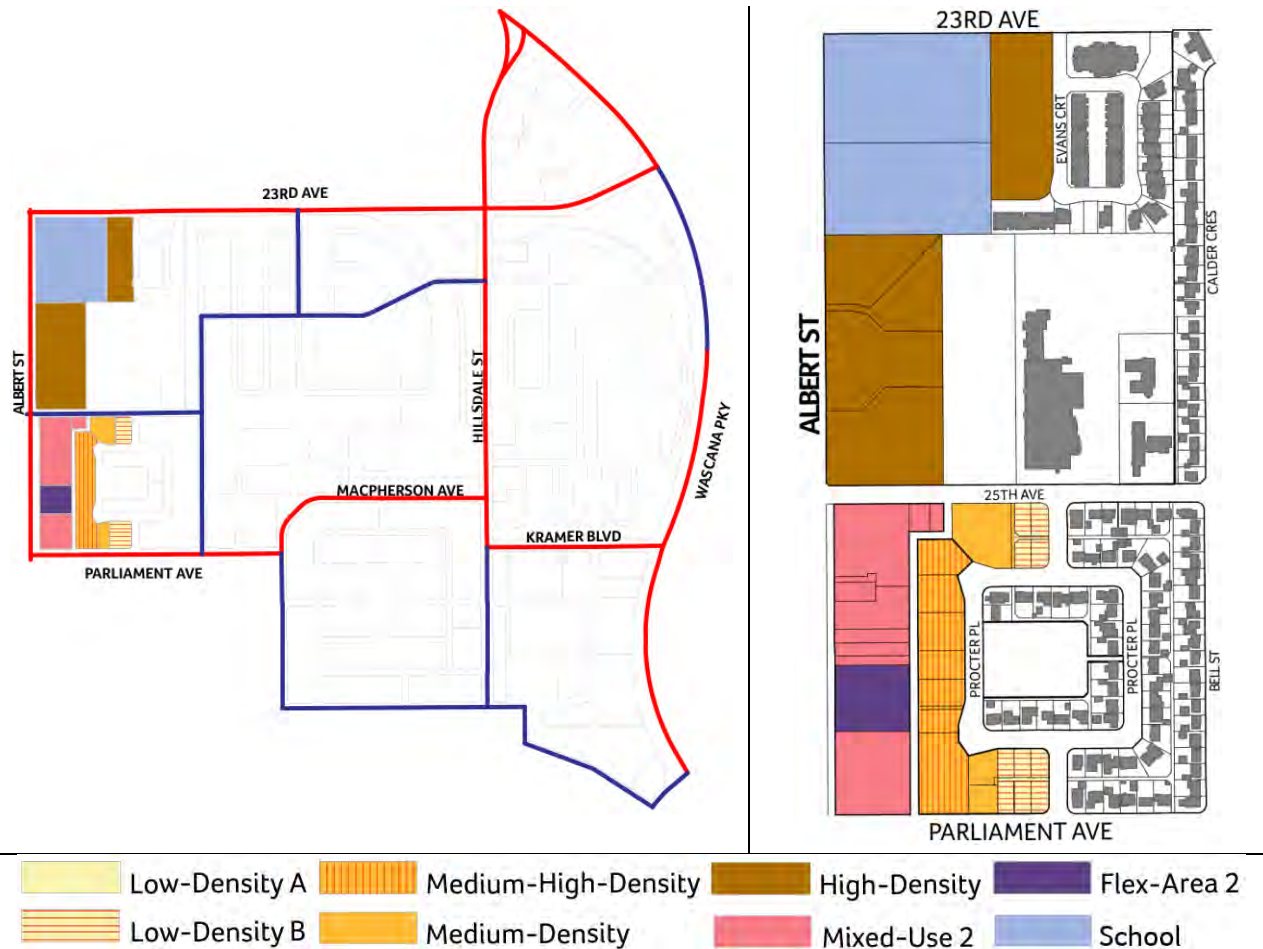
1. Within the Flex-Areas of Sub-Area D, excepting the Special Policy Area:
 - a. Land-use shall be limited to: high-density residential; mixed-use buildings (stacked); office.
 - b. Buildings should be at least 3-stories in height.
2. Within the Special Policy Area (Lakeshore Mall Site), development shall be in accordance with the following requirements:

Special Policy Area (Lakeshore Mall Site)



- a. The optimal land-use is a neighbourhood hub that accommodates various neighbourhood-oriented amenities and services, such as a grocery store, café, restaurant, etc., in a mixed-use setting that also includes high-density residential.
- b. On-site lighting should minimize off-site spillage and reflect a decorative style.
- c. Superior (above Zoning Bylaw minimum requirements) perimeter landscaping should be implemented, by the developer, including:
 - i. A landmark entrance plaza feature at the intersection of Hillsdale Avenue and 23rd Avenue that includes landscaping, seating, appropriate appurtenances.
 - ii. Landscape buffer (vegetative screen) between new development and the Gryphons Walk subdivision.
- d. Parking, loading, storage, garbage collection should be directed to the interior of the site, and not directly abut a public street.
- e. Where a building is proposed to have a height exceeding 20 metres, Policies 4.6(2)(b)(c)(d) shall apply, in addition to the following:
 - i. The suitability of the proposed building shall be determined through a Neighbourhood Land-Use Plan amendment process (amendment to this Plan), which includes a review of transportation and servicing implications; design concepts; shadowing effects; Wascana Centre impacts, as well as a public engagement event co-facilitated by the City and the developer.
 - ii. The building shall front 23rd Avenue (closer towards intersection preferred).
 - iii. The location and design of the building shall ensure that the effect of shadows, on adjacent residential properties, is minimized.
 - iv. Special Zoning Bylaw regulations (e.g. contract zone or direct control district) shall be employed in order to implement the policies of this Plan.

4.7 Sub-Area E Policy



Albert Street, which frames the west boundary of the Neighbourhood, is a major thoroughfare transecting the city and is designated as an Urban Corridor in OCP – Part A. As an Urban Corridor, the optimal land-use is high-density residential and mixed-use development, which this Plan supports; however, it is recognized that a transition to the optimal land-use will occur incrementally over-time. This Plan does not include a comprehensive strategy for the Albert Street Urban Corridor, as this requires a specific study (Corridor Plan).

1. As a gateway to historic neighbourhoods, the Downtown and Wascana Centre, the optimal land-use for this segment of Albert Street is prestige commercial and mixed-use development and/ or, at the site designated Flex-Area 2, high-density residential.
2. Land-uses accommodating motor vehicles (e.g. gas and service stations; car washes; parking lots [as principal use]; car lots [retail sale]; drive-throughs, etc.), considered as a Discretionary Use, as per Zoning Bylaw, shall be screened from adjacent residential and the frontage area shall be well landscaped (trees + shrubs, etc.), per City's discretion.
3. Adjacent low-density residential shall be screened from the more intense land-use of the Albert Street Corridor through a residential density or land-use transition.

Figure 5 – Land-Use

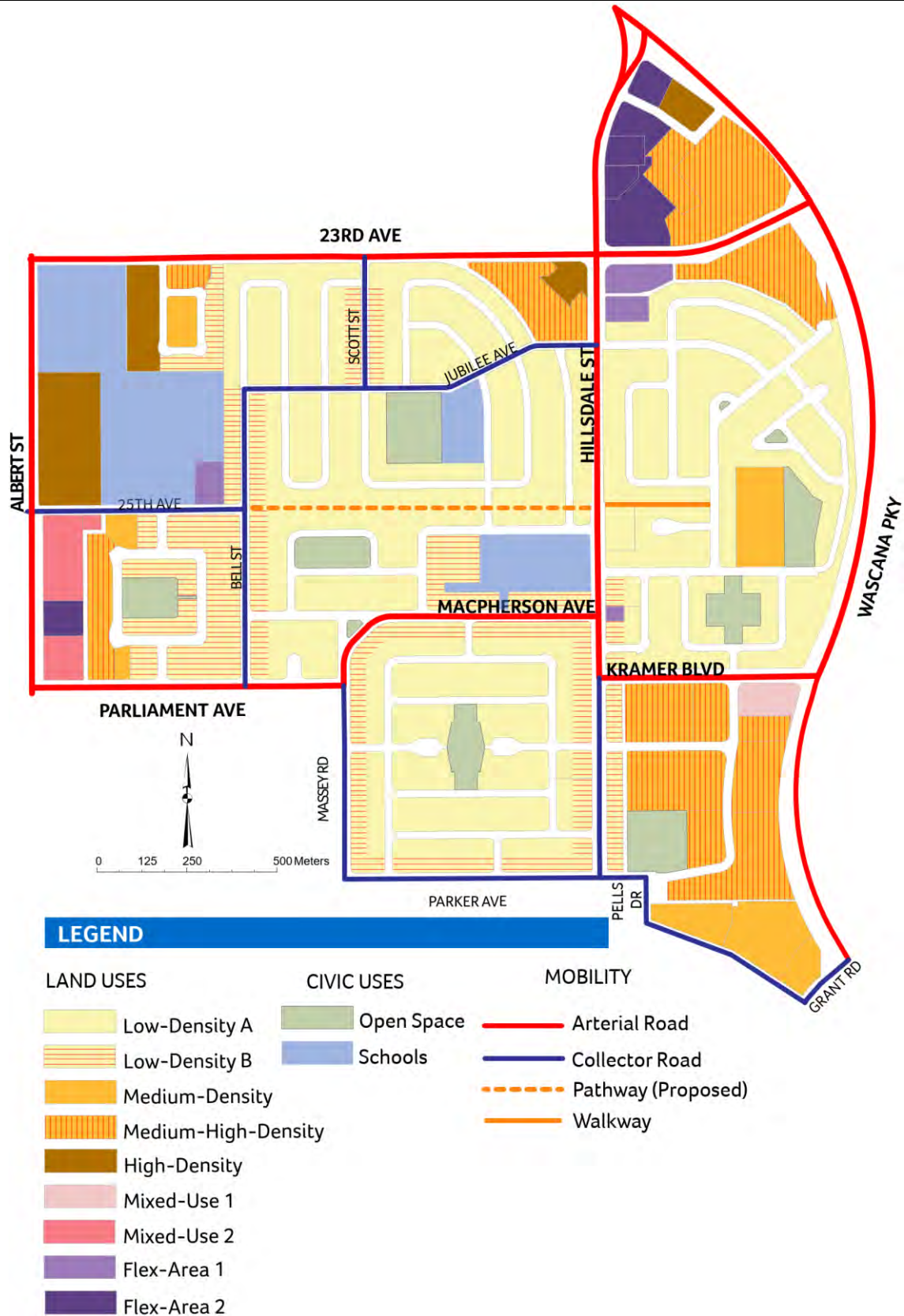
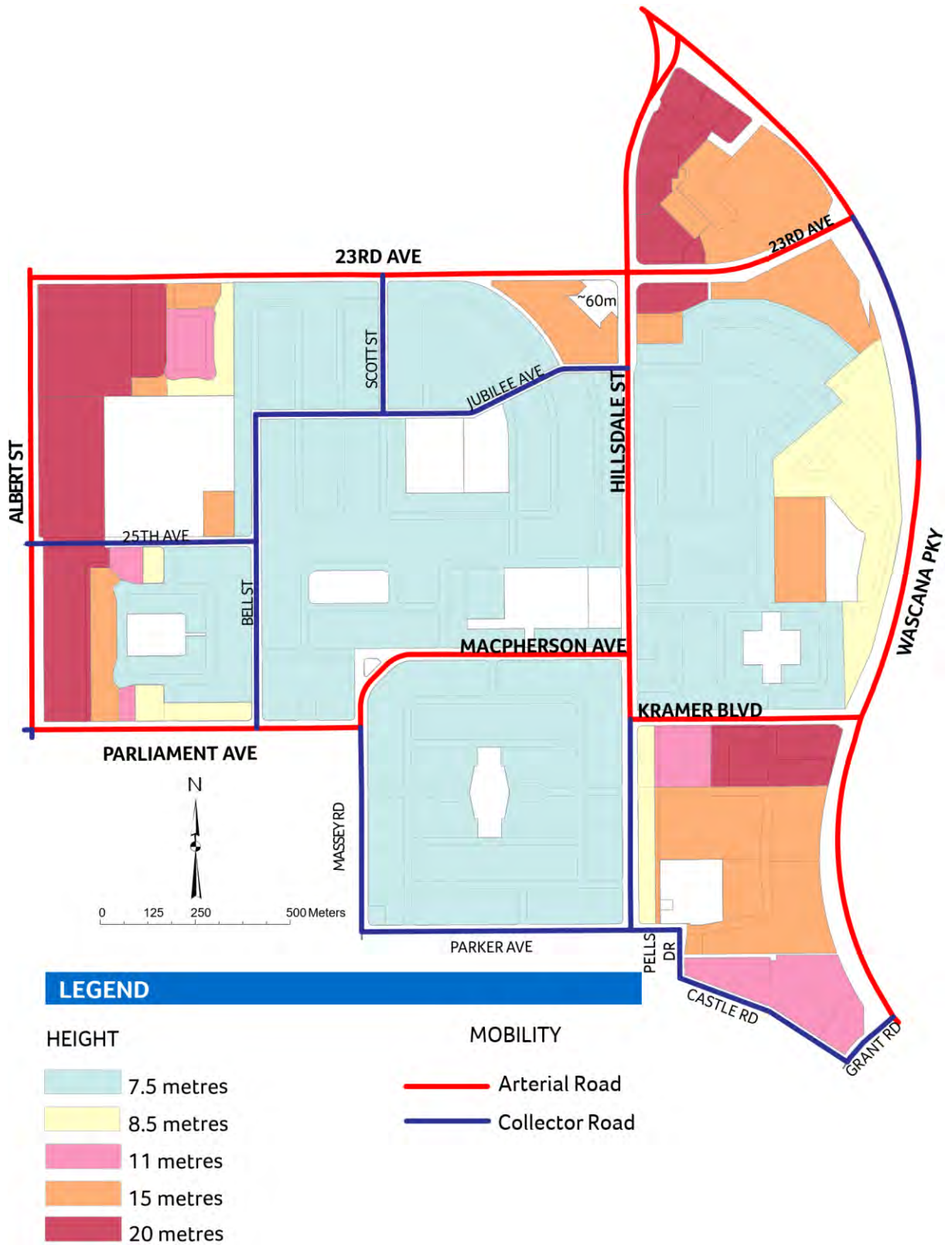


Table 1 - Land-Use Categories

<p>Low-Density Residential (A)</p> 	<p>The intent of the Low-Density Residential (A) area is to accommodate single-detached dwellings, as well as complementary land-uses, on large size lots (min. width = 15 m) Corresponding Zoning Designations that support this category include: R1 – Residential Detached Zone</p>
<p>Low-Density Residential (B)</p> 	<p>The intent of the Low-Density Residential (B) area is to accommodate single-detached dwellings, as well as complementary land-uses, on medium size lots (min. width=10.5m) Corresponding Zoning Designations that support this category include: R1 – Residential Detached Zone</p>
<p>Med-Density Residential</p> 	<p>The intent of the Medium-Density Residential area is to accommodate a range of housing types, from single-detached dwellings to townhouses and low-rise apartments, as well as complementary land-uses Corresponding zoning designations that support this category include: Residential Urban Zone; Residential Low-Rise Zone</p>
<p>Med-High Density Residential</p> 	<p>The intent of the Medium-High Density Residential area is to accommodate a range of housing types, from townhouses to low-rise and mid-rise apartments, as well as complementary land-uses Corresponding zoning designations that support this category include: Residential Low-Rise Zone; Residential High-Rise Zone</p>
<p>High-Density Residential</p> 	<p>The intent of the High-Density Residential area is to accommodate apartment-style (multi-unit) housing opportunities, as well as complementary land-uses Corresponding zoning designations that support this category include: Residential High-Rise Zone</p>
<p>Mixed-Use Area 1</p> 	<p>The intent of the Mixed-Use 1 area is to accommodate small-scale commercial opportunities that cater to neighbourhood residents, which may also include mixed-use buildings (commercial on bottom and residential on top) Corresponding zoning designations that support this category include: Mixed Low-Rise Zone</p>
<p>Mixed-Use Area 2</p> 	<p>The intent of the Mixed-Use 2 area is to accommodate medium-scale commercial opportunities that cater to the neighbourhood and broader public, which may include mixed-use buildings (commercial on bottom and residential on top) Corresponding zoning designations that support this category include: Mixed High-Rise Zone</p>
<p>Flex-Area 1</p> 	<p>The intent of the Flex-Area 1 area is to accommodate medium-density housing types or small-scale, neighbourhood-oriented commercial development, or a combination of all Corresponding zoning designations that support this category include: Residential Low-Rise Zone; Mixed Low-Rise Zone; etc.</p>
<p>Flex-Area 2</p> 	<p>The intent of the Flex-Area 2 area is to accommodate high-density housing types or medium-scale commercial development, or a combination of all Corresponding zoning designations that support this category include: Residential High-Rise Zone; Mixed Low-Rise Zone; Mixed High-Rise Zone; etc.</p>

Figure 6 – Height Limits



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