



OFFICIAL COMMUNITY PLAN

PART B.10

Former Diocese of Qu'Appelle Neighbourhood Plan



Regina OCP – Part B

Part B.10 - Former Diocese of Qu'Appelle Neighbourhood Plan

1) Background

The former Diocese of Qu'Appelle site was designated in 1980 as a Provincial Heritage Property and has played a significant role in Regina's and Saskatchewan's past. In 1912 and 1914, the Anglican Church of Canada purchased the property from the Province of Saskatchewan for education and missionary activities across southern Saskatchewan. Constructed between 1912 and 1926, the five buildings – St. Cuthbert's House, St. Chad's College, Anson House, Bishop's Court, and Harding House – were designed by the prominent architects Brown and Vallance, Story and Van Egmond, and Francis Portnall, and bear a close resemblance to the original buildings of the University of Saskatchewan in Saskatoon. The elaborate landscape plan for the grounds, patterned after the Union Jack flag, complemented the stately nature of the buildings and reflected the British heritage of the Anglican Church.

The centrally-located site is situated on the southeast corner of Broad Street and College Avenue, and is adjacent to the General Hospital Area and Centre Square neighbourhood, both of which contain numerous historically significant buildings that date from the early 1900s. The Diocese site is home to a few of the many heritage buildings that front onto College Avenue, including the former Normal School (Teachers College) constructed in 1913, the former Regina College dating from 1912, and several restored residences.

The 8.19 hectare site is surrounded by low to medium density residential uses to the north, a high school and seniors' residence to the east, Wascana Centre (containing park and institutional uses) to the west, and a mix of commercial, recreational and institutional uses to the south.

The portion of the site south of the existing heritage buildings is presently vacant, and infill development on this site offers the potential to create a new inner city development that respects the value of the site's heritage buildings as well as the character of the site and the surrounding neighbourhood.

The site is a strategic location in terms of achieving the purposes of the *Design Regina Plan*, including:

- enhancement of the downtown area through increased residential population and compact urban form that can facilitate efficient use of infrastructure and transportation systems;
- ensuring the conservation, restoration and reuse of Regina's heritage resources;
- fostering cultural appreciation through the innovative reuse of heritage buildings and the preservation of historic streetscapes and other historic sites and structures;
- achieving a mix of housing types and densities;
- encouraging infill development to minimize the need for annexing additional land on the periphery of the city;
- encouraging the revitalization and redevelopment of inner city residential neighbourhoods;
- promoting energy conscious land development practices and development of an energy efficient urban form;
- safeguarding the natural environment and improving the quality of the man-made environment;
- encouraging the review of the design of new development in relation to its development context, particularly in areas identified as having special design characteristics or constraints; and

- encouraging the adaptive reuse of heritage properties through zoning relaxations.

This neighbourhood plan will assist in ensuring that these purposes are achieved.

2) Goal

The overall goal of this secondary plan is to establish the optimum design and relationship of uses for the entire site, which includes:

- the conservation and reuse of the existing heritage buildings;
- the provision of complementary amenity areas and a pedestrian-oriented form that will integrate and enhance the site in its relationship with the surrounding community; and
- the development of an urban fabric that places priority on the pedestrian and reflects a degree of urbanity while respecting the open atmosphere of the site.

3) Land Use and Development Form

Objectives

- To ensure that development of the site complements, links, and forms part of surrounding residential neighbourhoods, the Broadway Avenue commercial precinct, and adjacent lands within Wascana Centre.
- To assist with the retention of the heritage buildings by allowing for a wide range of adaptive reuse opportunities.
- To ensure that a mix of uses and densities are developed to accommodate and promote pedestrian activity, and to serve as a place-making function.

Policies

- a) Land Use Policy Areas include a Low-Density Residential Policy Area, Medium-Density Residential Policy Area, Mixed-Use Policy Area, Heritage Policy Area, and two High-Rise Residential Policy Areas. They are illustrated on Map 1.
- b) The required degree of flexibility and the need for site-specific considerations shall be achieved through the application of a Direct Control District (DCD) zoning designation to the site, and if required, Contract Zoning designations to smaller, individual sites that contain heritage buildings.
- c) While a variety of housing types shall be allowed in the Residential Policy Areas – including detached, semi-detached, townhouses, and apartment buildings – multi-unit residential development shall be the predominant land use since it is the highest and best use for this site. As such, individual parcels shall be configured to allow for a range of building forms and densities.
- d) The provision of rental accommodation, affordable housing and housing for seniors is encouraged.
- e) Buildings within the Mixed-Use Policy Area may contain a mix of residential, live/work and commercial uses. Commercial uses shall be small in scale and local in nature, and confined to the ground floor of the mixed-use buildings. Uses such as restaurants and small-scale retail will provide services for residents on the site and in surrounding areas, and serve as a place-making function. Except for the existing heritage buildings and home occupations, no other commercial development shall be allowed outside of this Policy Area.
- f) Vehicle-oriented commercial uses such as drive-in or drive-through businesses, fast food outlets, gas bars, service stations, and convenience stores are inappropriate for the site and shall be prohibited as part of the DCD zoning designation.

- g) Development at the intersection of Broad Street and College Avenue (the northwest corner of the site) is encouraged, and shall be at a scale that is compatible with existing development on the north side of the intersection and the nearby heritage buildings. Development should enhance the function of this intersection as an important gateway to the adjacent neighbourhoods and Downtown.
- h) Density on the site shall be as follows:

Low-Density Residential Policy Area	< 25 dwelling units per net hectare
Medium-Density Residential Policy Area	25-50 dwelling units per net hectare
High-Rise Residential Policy Area	>50 dwelling units per net hectare
- i) The maximum height of the buildings along Broad Street Area shall be 13 metres to comply with the guidelines in the Wascana Centre Master Plan for development on the periphery of Wascana Centre.
- j) Building height and massing surrounding heritage buildings shall not overpower the existing heritage buildings and shall ensure they maintain their prominence. Increased heights and density shall be allowed in areas of the site that will not interfere with views to the heritage buildings but will benefit the overall density of the development.
- k) High-rise buildings (i.e. greater than 13 metres in height) shall be located within the site's interior, away from College Avenue and Broad Street, and in designated areas on Map 1.
- l) All buildings – with the exception of the towers – shall be no higher than four stories.
- m) A wide range of commercial, institutional, and residential adaptive options for the five heritage buildings will be accommodated through zoning, in order to assist in their reuse and restoration. Examples of possible uses are identified in Table 1, and are based on an appropriateness of occupancy of the buildings relative to their size and footprint, discussions with various stakeholder groups, and a review of tangible market material. Greater detail concerning the reuse of these buildings is provided in the October 2000 final report of the Former Diocese of Qu'Appelle Property Development Study conducted by Saunders Evans Architects.
- n) Notwithstanding Policy e), standalone commercial development shall be allowed in Low-Density Residential Policy Area at the discretion of Council.

Table 1: Possible Reuse Options for the Heritage Buildings on the Former Diocese of Qu'Appelle Site

Building	Reuse Options
St. Cuthbert's (Synod House)	continued use as offices of the Synod-Anglican Diocese of Qu'Appelle
St. Chad's College	inter-faith chapel, seniors' lodge/enriched living facility, banquet and reception facility, private school/academy
Anson House	small office, interpretive centre, centre for artists' guild (studio), thematic shop (books, antiques), museum, Montessori school, day care facility, detached dwelling
Bishop's Court	bed and breakfast, small corporate office, hospice, Ronald McDonald House, detached dwelling
Harding House	hostel, multi-unit residence, restaurant, health/fitness centre

4) Urban Design

Objectives

- To foster a sense of place that borrows strongly from the heritage buildings and the urban fabric of adjacent neighbourhoods.
- To create a safe, walkable environment that elevates the enjoyment and status of pedestrians through the application of neo-traditional planning and design principles.
- To significantly reduce vehicular dominance.
- To ensure design incorporates important environmental considerations, including energy conservation.

Policies

- a) Urban design codes as prepared by Jenkins and Associates Architecture & Town Planning Inc. shall be established as the development standards for the Direct Control District (DCD).
- b) Except for College Avenue, buildings shall be built up or close to the sidewalk in order to establish an urban character, enhance the pedestrian experience, improve streetscape aesthetics, and bring activities closer to the sidewalk. Standards vary between Policy Areas.
- c) Short frontage widths and regularly spaced entry points shall be provided in mixed-use and multi-unit residential buildings for increased surveillance and an active streetscape.
- d) All buildings and primary entrances shall be oriented toward adjacent streets to define the streetscape, reinforce pedestrian activity and promote a sense of continuity. Main entrances shall not be oriented to the interior of blocks or to parking lots.
- e) Attached garages with access from the street, and front yard parking, shall be prohibited unless it is impractical to provide rear access. In those situations where rear access is not practical, garage design shall aim to reduce the dominance of the garage on the streetscape. Map 1 illustrates how rear yard access may be accommodated.
- f) A distinct street enhancement style shall be developed to address the decorative treatment of features such as paving, sidewalks, landscaping, lighting, street furniture and tree grates, and shall be provided by the developer through a servicing agreement with the City of Regina.
- g) Designated spaces for public art shall be incorporated into the concept plan and considered in the design of buildings, streets and open spaces.
- h) The design of public spaces, parks, pathways, buildings and parking areas shall incorporate the principles of Crime Prevention Through Environmental Design (CPTED) to ensure a safe and secure environment. In this respect, the building and site design should include solutions which encourage “eyes on the street” through placement of windows, porches, balconies, reduced setbacks and street level activities.
- i) In order to reduce fossil fuel consumption and greenhouse gas emissions, buildings shall be designed to optimize the effects of solar exposure and reduce overshadowing effects on surrounding buildings and public spaces.

5) Heritage

Objectives

- To support the preservation of significant heritage buildings and landscaping without unduly restricting the area of new development.
- To ensure that all new development is sympathetic to heritage elements on the site.
- To ensure that architectural styles and materials used in the construction of new building façades and roofs are complementary to the original buildings.
- To ensure that new development enhances the quality of the streetscapes on College Avenue and Broad Street, and is sympathetic to heritage architectural elements in adjacent neighbourhoods.

Policies

- a) In order to ensure that new development on the site is complementary to heritage elements and adjacent neighbourhoods, an Architectural Control District (ACD) shall be established for the site. The ACD will ensure that development responds to the existing heritage buildings and defining character of the adjacent properties.
- b) The ACD shall be implemented through the use of architectural, material and color codes that will complement the design of the heritage buildings on the site as well as the defining character of the General Hospital and Centre Square neighbourhoods.
- c) The majority of new development shall occur outside of the Heritage Policy Area.
- d) Visual corridors and physical connections between and among the heritage buildings, in groupings and/or in sequence, should be maintained and reinforced. This involves the provision of generous parcels to contain each heritage building and in order to avoid view obstructions and crowding, and thereby maintain the integrity of its setting.
- e) Any new development along College Avenue frontage shall minimize negative impacts on significant landscape features.
- f) The architectural styles and materials used in the construction of new building façades and roofs that are to be complementary to the original buildings shall be listed in the ACD.

6) Landscaping and Open Space

Objectives

- To provide landscaped open areas that are conducive to pedestrian use, safety, and enjoyment, and that will provide focal points for vistas to significant heritage features on the site.
- To ensure that planting in the general areas of the existing buildings and along College Avenue is preserved wherever possible, while allowing some flexibility for development to occur.
- To provide for landscaped buffers and other areas of landscaping in keeping with the general ambience of the existing development on the site.
- To encourage the incorporation of urban agriculture into the site design in order to reduce energy consumption, enhance quality of life, strengthen social networks, increase amenities and aesthetics, contribute to local food security, reflect the Core Neighbourhood Sustainability Action Plan process, and address public interest in urban agriculture given its former use on the site.

Policies

- a) A landscape plan shall form part of the Concept Plan and will protect and maintain as much of the existing site landscaping as possible, particularly along the College Avenue frontage, while addressing the age and condition of individual plantings and the need to simplify and open up areas that have experienced overgrowth.
- b) The landscape plan shall retain any substantial planting areas, especially where they contribute to the overall heritage significance of the site, as may be determined by the Provincial Heritage Branch. To the extent possible, the integrity of the major grove plantings, located northeast and northwest of St. Chad's College, should be protected. Plantings on public property (e.g. street trees, hedges) shall be retained, but may also be replaced or enhanced where appropriate.
- c) Mature trees and their root systems shall be protected during construction through the use of appropriate techniques and processes, including barricades, fencing and on-site consultations.
- d) The area shown as "Public Open Space" on the Map 1 shall be dedicated as a Municipal Reserve.
- e) Crime Prevention Through Environmental Design (CPTED) principles shall be employed in the design of landscaped and open spaces.
- f) In general, landscaped areas that are conducive to pedestrian use and enjoyment should also provide focal points for vistas to heritage features. The tower block of the former St. Chad's College building has been identified as an element of major significance in this regard.
- g) Parking areas shall generally be buffered by landscaping, while adhering to CPTED principles.
- h) Urban agriculture could be incorporated into new development as a means to reflect previous use of the site and related community values, and to help meet a number of environmental and social objectives. Urban agriculture may be developed in the following ways:
 - i) Provision of space and water access for community gardens and/or a allotment gardens, wherever it is most feasible;
 - j) Provision of edible landscaping, which includes the planting of fruit or nut-bearing trees/shrubbery into new required landscaping; and
 - k) Provision of raised beds for gardening along sidewalks.

7) Transportation and Circulation

Objectives

- To focus on the pedestrian rather than the vehicle as the primary user of the site.
- To ensure parking is concealed, and roadways and vehicular access points are designed in a pedestrian-oriented manner.
- To ensure suitable vehicular access to the site and internal site circulation, which will provide the greatest opportunity for marketing and sale of the site through subdivision as may be required.
- To ensure safe, efficient, and enjoyable pedestrian access and circulation through the entirety of the site.

Policies

- a) A cohesive pedestrian network shall be shown on the concept plan, which shall include the provision of pedestrian connectivity and circulation routes in both public and private spaces.
- b) Pedestrian movement shall be facilitated between College Avenue, Broad Street and the southeast corner of the site in order to allow for pedestrian access through the site from adjacent neighbourhoods. Pedestrian connections along College Avenue should invite pedestrians to get a closer look at the heritage buildings.
- c) Safe and direct pedestrian connections to bus stops and shelters shall be provided.
- d) All streetscapes shall be pedestrian-friendly and not dominated by vehicular access points.
- e) Public sidewalks shall be provided on both sides of all internal streets.
- f) Pedestrian connections shall be developed in accordance with Crime Prevention Through Environmental Design (CPTED) principles, which includes the overlooking of sidewalks and streets from adjacent buildings.
- g) A safe and attractive pedestrian connection shall be provided near the southeast corner to accommodate pedestrian movement to and from destinations further to the south, including the Broadway Avenue commercial precinct.
- h) The site layout shall maintain the opportunity for establishing a direct roadway connection between Broadway Avenue and the southeast corner of the site. This would require further study, and would necessarily involve acquisition of a portion of the Balfour Collegiate property from the Public School Board.
- i) Street tree planting shall occur along both sides of all streets to soften the street environment and enhance the pedestrian experience.
- j) The site layout shall minimize the amount of paved surfaces, including streets, while maintaining efficient vehicular access and circulation.
- k) On-street parking should be provided on both sides of all internal collector streets and generally on one side of local streets to increase parking opportunities and to serve as a traffic-calming measure. Exceptions may occur to help preserve existing trees or for traffic safety reasons.
- l) All off-street parking shall be underground or enclosed, except for a minimal amount of parking stalls which shall be situated in rear yards or in the interior of lots, behind buildings and screened from the street. Parking standards shall be established as part of the DCD zoning for the site.
- m) As a general rule, vehicular access to properties shall be afforded via the rear or side yard.
- n) At-grade, indoor parking on the ground floor of buildings shall be prohibited unless it is concealed behind habitable spaces. All other parking for multi-unit residential developments shall be provided underground.
- o) Parking shall not be permitted in front yards.
- p) Total site planning with respect to on-site (shared) parking and traffic circulation is encouraged for parcels encompassing the Mixed-Use Policy Area on the west side of the property.
- q) Vehicular access and on-street parking shall be prohibited for 30 metres from the intersection at Broad Street and College Avenue, to ensure internal functions are safe for pedestrians and drivers.
- r) Traffic islands and centre medians should not be incorporated into the design of public streets.

- s) In order to create a more pedestrian-oriented environment, street widths shall be designed to no greater than minimum standards, which will be determined after the completion of a Site Impact Transportation Study.

8) Phasing

Objectives

- To ensure that site services and utilities are provided in accordance with the City of Regina's requirements.
- To ensure development proceeds in a timely and logical manner, and is complimentary to the reuse and restoration of the heritage buildings.

Policies

- a) The reuse and restoration of existing buildings shall be concurrent with the development of new buildings.
- b) Phasing of services shall occur from west to east to help reduce front-end costs related to the sanitary sewer system and storm drainage. While there may be some flexibility in phasing approaches, the design of the entire system must occur at the beginning of the project.

Map 1: Concept Plan for the Former Diocese of Qu'Appelle Property

The overall site configuration and land use districts shown on this map are generally consistent with the concept plan proposed for this site by the owner. The detailed depiction of buildings, parking areas and driveways is for illustrative purposes to show an option for development which is in keeping with the policies in this Concept Plan. Variance from the buildings, parking and driveways as depicted in this map will be considered through the normal development review and approval process (i.e. concept plan, *Zoning Bylaw*, discretionary use approval, development permit), and will be approved where in keeping with policies of this Structure Plan.

MAP 1: CONCEPT PLAN FOR THE FORMER DIOCESE OF QU'APPELLE PROPERTY

