



Land & Real Estate Annual Report

Date	March 12, 2025
To	Executive Committee
From	Financial Strategy & Sustainability
Service Area	Land, Real Estate & Facilities
Item No.	EX25-27

RECOMMENDATION

The Executive Committee recommends that City Council:

1. Direct Administration to pursue real estate strategies for City land holdings as follows:
 - a) Towns South - continue to develop and sell land using third-party development manager.
 - b) Hawkstone Commercial - sell the serviced parcel through public offering considering price and ability to execute on development. Include re-purchase provisions in the sale agreement.
 - c) Hawkstone Residential - engage a third-party development manager to zone, subdivide, service, market and sell lots and parcels.
 - d) Parliament & Queen - retain a portion of the land for municipal reserve park space, zone, subdivide, service and sell parcels for commercial uses through public offering.
 - e) Taylor Field - retain the land south of 10th Avenue for municipal reserve park space, then zone, subdivide and service land north of 10th Avenue to sell lot and parcels for residential and commercial uses working in conjunction with Indigenous Relations & Community Development considering the North Central Revitalization – North Central Strong Motion.
 - f) GM Plant - dispose of building and land through a public process considering price, development vision and ability to execute on vision. Include re-purchase provisions in the sale agreement.
 - g) Towns North - hold land for future development.
 - h) Old Pacer Park - hold land for future development.

- i) Riverside - evaluate strategies for development or sale.
 - j) The Yards - evaluate strategies for development.
 - k) North East Lands - evaluate strategies for development.
2. Approve the transfer of \$9,300,000 of unexpended and deferred capital funds to the Land Development Reserve.
 3. Approve the transfer of \$1,000,000 from the Land Development Reserve to fund the design of Taylor Field infrastructure in 2025 with the request for funds to construct municipal infrastructure to be approved through the 2026 Budget process.
 4. Instruct the City Solicitor to prepare the necessary bylaws to give effect to the recommendations, to be brought forward to a subsequent meeting of City Council following approval of these recommendations and the required public notice.
 5. Approve these recommendations at its meeting on March 26, 2025.

ISSUE

The Land Development and Disposition Strategy (LDDS) directs Administration to report annually on the activity of Land Development and Real Estate branches and recommend property specific strategies for the management of City of Regina (City) land and real estate assets not required for municipal purposes.

IMPACTS

Financial Impact

The Land Development Reserve (LDR) is the City's primary funding source for land development and real estate operations. The LDR was established in 2011 to fund the acquisition and development of land held for resale by the City. The reserve is self-sustaining as it does not rely on tax revenues. Deposits into the reserve come from the sale of land, the profits from development activities such as the Towns South, and the leasing of City-owned farmland, land for billboards and buildings. All activities are transacted at market rates to produce a profit unless approved or directed by Council otherwise (i.e. non-profit leases).

Use of funds from the LDR must be approved by City Council (Council) and does not impact the mill rate. Funding approval is obtained through the budget process. Administration can respond to unplanned opportunities through mid-year reports to Council.

The balance of the LDR on December 31, 2024 was \$1,227,345. The City is entering a favourable position where revenue from land sales and profit from development are forecasted to provide the City flexibility to fund development of strategically important projects that require investment beyond the project revenue they will generate. In such instances, the LDDS guides Administration to consider community benefit, economic activity and future property tax revenue in strategic recommendations. Administration also pursues funding from other levels of government for strategic investments in infrastructure.

The timing of revenue from land sales and land development activities is unpredictable and subject to market conditions.

Policy Impact

Council authority related to the sale, acquisition, leasing and development of municipal real estate remains in effect as prescribed in *The Cities Act*, *The Regina Administration Bylaw, 2003-69* and *The Planning and Development Act, 2007*.

Strategic Priority Impact

The recommendations contained in this report align with the LDDS, which was based on the Strategic Priorities of:

- Economic Prosperity - make municipal land available for economic development and economic activity, including the generation of property taxes.
- Environmental Sustainability - encourage the development of underutilized municipal land serviced by existing infrastructure.
- Community Safety & Well-Being - make surplus and strategic land available for residential development.
- Vibrant Community - encourage the development or re-development of underutilized or vacant lands to enhance community vibrancy.
- Operational Excellence - provide transparent reporting on historical and planned activities to allow informed decision making.

Environmental Impact

The recommendations in this report are related to the management of City lands, which have limited direct impacts on energy use or GreenHouse Gas (GHG) emissions. However, the recommended strategies can have indirect impacts by shaping land use decisions and enabling developments that can have positive or negative impacts on future energy and GHG emissions. For example, the development of existing serviced lands can support decreased travel demands.

Indigenous Impact

Actions related to the development of real estate recommended in this report occur on land located in Treaty 4 Territory. We acknowledge, since time immemorial, First Nations, Métis, and Inuit people have served as the stewards of the land and thus carry vital wisdom shared through traditional

teachings from one generation to the next. There remains much to learn as to how we engage and work with Indigenous Communities as land is developed, disturbed, sold, acquired, and when rights are granted through easements and agreements.

“Recognizing our relationship to the land, we grow our community and improve quality of life”, reinforces an Indigenous worldview that our relationship to the land, and the people who take care of it, is foundational. This recognition is an acknowledgement to the community we serve and that we, the City, have a collective responsibility to ensure the land’s use, viability, and stewardship are looked after for future generations. It is out of respect and care for our relationship with the land and its people that all City decisions are made.

There are no legal, labour, or community well-being impacts respecting this report.

OTHER OPTIONS

Council may vote on recommendations individually and may send any or all back to Administration for further evaluation.

COMMUNICATIONS & ENGAGEMENT

The Land & Real Estate Annual Report is intended to inform Council, residents, First Nations and industry of plans for City-owned real estate assets. Where disposal or development of land is recommended, the annual report is intended to alert businesses, investors, and First Nations to upcoming opportunities.

DISCUSSION

The Land & Real Estate Annual Report updates Council, residents and industry on real estate and land development activities undertaken by the City. The report provides a forecast of the LDR balance and recommends real estate strategies for City land held for development and City land not required for municipal purposes.

Recommendations in this report align with the mandate and guiding principles established in the LDDS and incorporate specific evaluations of each property. Real estate strategies that can be recommended include holding strategically important assets, developing assets through internal staff or third-party development management, disposing of properties, and continuing evaluation of the property. Property acquisitions are typically linked to specific projects and programs that have been previously approved by Council.

The City's Land Development and Real Estate branches operate as distinct teams serving different functions. Both branches are positioned in Financial Strategy & Sustainability to maintain clear separation from City Planning & Community Services, which regulates land use and development as the approving authority.

Real Estate Branch

The Real Estate Branch provides transactional real estate services across all City departments. The branch also conducts an annual assessment of department land and real estate needs and maintains a database of real estate related agreements and transactions to which the City is a party.

In 2024, the branch:

- Negotiated, managed or renewed 77 lease agreements.
- Granted or obtained 49 easement or encroachment agreements.
- Appraised or valued over 50 properties.
- Completed the sale of five parcels of land.
- Completed the purchase of eight parcels of land.
- Managed 32 tax title properties.
- Completed 82 real estate transaction approval forms.
- Conducted due diligence on over 45 properties.
- Responded to 143 service requests.

Significant branch activities in 2024 included the acquisition of a permanent homeless shelter, retention of tax title properties related to the North Central Revitalization – North Central Strong Motion, confirmation of major utility corridors in the North East Lands, acquisition of property for Heritage Drainage Upgrade, acquisition of easements for the South Trunk Upgrade and due diligence related to the GM Plant on Winnipeg Street.

Land Development Branch

The Land Development Branch assesses, recommends and executes development strategies for City-owned lands.

In 2024, the branch:

- Oversaw development of The Towns South.
- Negotiated future school site locations in the southeast.
- Supported the Dewdney Avenue Revitalization project.
- Completed development assessments for Taylor Field, Parliament & Queen, and Hawkstone.
- Furthered evaluations on the North East Lands, Riverside and The Yards.

Recommended Strategies for Land and Real Estate Assets

The Land Development and Real Estate Branches assess multiple factors, including development costs, holding costs, market demand, lot pricing, community impact, economic activity, and property

taxes when recommending strategies for City-owned property. Recommendations are summarized in Table 1. The locations of the properties are shown on a map in Appendix A – Major Land Holdings.

Table 1: Recommended Strategies for City Land and Real Estate Assets

Property	Size	Recommendation
Towns South	17 acres	Continue development using a third-party manager (Council approval previously obtained)
Hawkstone Commercial	18 acres	Sell property through public process
Hawkstone Residential	61 acres	Develop using third-party manager
Parliament & Queen	10 acres	Retain portion for park and develop balance for sale
Taylor Field	15 acres	Retain portion for park and develop balance for sale
GM Plant	20 acres	Sell property through public process
Towns North	122 acres	Hold for future development
Old Pacer Park	21 acres	Hold for future development
Riverside	247 acres	Evaluate strategies for development or sale
The Yards	17 acres	Evaluate strategies for development
North East Lands	316 acres	Evaluate strategies for development

Towns South

The Towns South is an active greenfield development in south-east Regina. The City contracts Terra Developments, a third-party development manager, to complete planning, servicing, marketing and sales. Development began in 2016 with a total developable area of 137 acres. At the end of 2024, 120 acres, or 88 per cent, of the land was serviced. Despite challenging market conditions over the past decade, financial performance of the project has been reasonable. The project is expected to substantially conclude in 2029 with a forecasted net profit of \$23,000,000. Detailed financial information for the project to the end of 2024 will be provided to Council and posted publicly at the end of first quarter, 2025.

Hawkstone Commercial

Hawkstone Commercial is an 18-acre parcel adjacent to an active greenfield development in north Regina and part of the approved Hawkstone Concept Plan area. Hawkstone Commercial has strong private-sector interest for both retail and residential development. The parcel was zoned and subdivided in 2024 to prepare it for public sale. The parcel will be marketed for sale through public process in 2025.

Hawkstone Residential

Hawkstone Residential consists of 61 acres of unserviced land in the approved Hawkstone Concept Plan area. Development of the land will yield two multi-family parcels and 40 acres of medium and low-density residential lots and complete the road network to provide better access for existing Hawkstone residents. The land is contiguous to existing residential, has servicing capacity, and market demand for the planned product type is strong with limited lot supply in the north and northwest. This development opportunity carries lower risk and is recommended for development using a third-party manager.

Parliament & Queen

Parliament & Queen consists of 10 acres of land in south Regina. The area includes both a parcel of municipal reserve that may not be developed, and a parcel of land that may be developed. Administration has identified the need for additional recreational land in the area, and as such, a portion of the developable land is recommended to be used for municipal purposes, while the remaining acres are recommended for re-zoning, development and sale as commercial parcels through a public process.

Taylor Field

Taylor Field consists of 15 acres of vacant land at the former Taylor Field stadium location. The site is strategically important to the North Central community, the downtown and the Indoor Aquatic Facility (IAF). Some areas of the land are affected by contaminants, and the costs associated with environmental remediation and infrastructure investment exceed revenue projections from anticipated lot and parcel sales.

Proceeding with development is rationalized through positive community impact as the work is coordinated with the North Central Revitalization – North Central Strong Motion, the generation of infill development activity and receipt of future property taxes.

Administration recommends using the land south of 10th Avenue as a park to add amenities to the area to increase the desirability and marketability of new residential units in the area. The proposed park will integrate with the IAF amenities and provide recreation space to the community. The park will serve a second function as a stormwater management facility, supporting both the Taylor Field development and the IAF while alleviating pressure on existing North Central storm water

infrastructure. The park is purposefully located on lower-value land affected by the adjacent rail line and underground utilities.

Administration is requesting funding from the LDR for the preliminary and detailed design of underground water, wastewater and stormwater utilities, as well as roads and park space, all of which would return to Council for zoning and construction budget approval.

GM Plant

The GM Plant, located at 1250 Winnipeg Street, was purchased by the City in 1986 through an agreement with the Saskatchewan Economic Development Corporation. The building has been leased to various businesses and was used periodically by City operations until its end of economic life was reached in 2021. At that time the building was vacated, and a decision was made to work towards the disposal of the property. Due diligence has been conducted on the environmental concerns at the property, the protection of city infrastructure beneath the building, as well as the potential extension of 7th Avenue through the site. The property is approximately 20 acres with the building area being 300,000 square feet. The original size of the building was 328,000 square feet until a fire in 2017 required the demolition of approximately 33,000 square feet. The building's current condition is very poor due mostly to water penetration through the roof. In a productive state, it is estimated the property would generate \$237,000 annually in property taxes. The City does not have a use for the property or the expertise to redevelop such a property. The property is recommended for disposition.

Towns North

The Towns North is 122 acres of land located in a future growth area of the city. Development of the parcel for residential use is many years out due to infrastructure servicing constraints; however, school sites have been approved to proceed ahead of the broader neighbourhood development. Development of the land is expected to yield good financial returns once servicing constraints are addressed, and development is permitted. It is recommended the property be held for future residential development.

Old Pacer Park

Old Pacer Park is 21 acres of land located in southeast Regina north of Arcola Avenue near the Regina Bypass. The land is well situated for future development. Discussions with adjacent landowners continue regarding development options. No near-term development is anticipated. The recommendation is to hold the land for future development.

Riverside

Riverside consists of 247 acres of desirable land in southeast Regina, positioned between Riverside Memorial Park Cemetery and Wascana Creek, directly across from the Wascana Country Club.

Evaluation of development opportunities is on-going as development boundaries and density assumptions are considered.

The Yards

The Yards is a 17-acre parcel of land located between the downtown and the Warehouse District. It was originally purchased as a location for a new Saskatchewan Roughriders football stadium. The Yards has an approved Neighbourhood Plan that included extensive community consultation. The City has partnered with the Federal and Provincial Governments on a tri-party agreement to fund construction of infrastructure. The first stage of development is underway with the Dewdney Avenue Revitalization project that enhances the Dewdney streetscape while also delivering the water and wastewater infrastructure necessary to develop The Yards. The recommendation is to continue evaluating development options as Administration awaits completion of a parking study assessing traffic impacts of an arena or baseball stadium, as well as the philanthropic assessment of financial support for a baseball stadium.

North East Lands

The City owns 1,260 acres of agricultural land in the North East Lands area, located south of Inland Drive between Winnipeg Street and Fleet Street. Federated Co-operative Limited has an option agreement with the City allowing them to purchase up to 944 acres of the land.

It is recommended that the 316 acres of uncommitted City owned land be held for future development while the projects proposed by Viterra, AGT Food and Ingredients Inc. and Federated Co-operative Limited are considered. It is recommended that capital funds previously transferred from the Land Development Reserve to extend services to Viterra's project be transferred back to the Land Development Reserve due to the uncertain timing of development. Detailed design of the infrastructure required to service Viterra has been completed. Tender, award and construction of the infrastructure will commence concurrent with construction of the Viterra project once approved by the proponent.

Repurchase Rights

The City can negotiate a condition when selling real estate that obligates the buyer to undertake development within a certain time frame or else the City is able to re-purchase the property. Repurchase rights are used to discourage purchasers from buying and holding land indefinitely. In most situations, the City receives more benefit through development activity and future property taxes than it does through the proceeds from land sales.

The City currently has re-purchase rights, under specific conditions, on the following lands:

- Lands sold to Viterra in the North East Lands area.
- Lands sold to Cowessess First Nation in the Hawkstone area.
- Land sold to Namerind Housing Corporation in the downtown.

DECISION HISTORY & AUTHORITY

On September 25, 2025, City Council considered item *CR24-119 Land Development and Disposition Strategy* and adopted the following resolution:

That City Council:

1. Direct Administration to continue managing the development of City-owned land through the administrative structure of the City of Regina.
2. Approve the Land Development and Disposition Strategy, including the mandate, principles, and strategic actions described in this report, to guide the management and development of City-owned land.
3. Direct Administration to report back annually on the slate of properties that will be focused on for analysis during the upcoming year, and report back quarterly with updates on the financial and community outcomes.

Furthermore, on March 30, 2022, City Council considered item *CR22-41 Economic Development Opportunity – Viterra Memorandum of Understanding and Related Agreements* and adopted the following applicable resolution:

That City Council Approve the transfer of up to \$12.6 million from the Land Development Reserve to fund the costs of providing water and wastewater infrastructure, paying development charges, and acquiring land for rail, water and wastewater infrastructure as described in this report.

Respectfully Submitted,



Chad Jedlic, Director
Land, Real Estate & Economic
Development

Respectfully Submitted,



Daren Anderson, Chief Financial Officer &
Deputy City Manager

Prepared by: Chad Jedlic, Director, Land, Real Estate & Economic Development

ATTACHMENTS

Appendix A - Major Land Holdings

