

INTERDEPARTMENTAL CORRESPONDENCE

CITY OF REGINA

Our File: 4800

Your File: _____

To: Senior Director of Community and Social Services
Manager of Community Development
A/Manager of Properties
City Solicitor

June 9, 1987

Re: Study of College Avenue - Albert to Broad Streets

Attached for your review is a draft of the above captioned study. As you may know, the study has been prepared by a team comprised of representatives of the Planning and Properties departments and from the Transitional Area Community Society. It will be considered by the Municipal Heritage Advisory Committee on June 10, 1987 and Regina Planning Commission on June 17, 1987, and will subsequently be forwarded to Council for approval.



Peggy A. Clark,
Director of Planning

BB/kt
Attach.

PROPERTIES DEPT.	
MGR.	
PDO	
PSS	
JUN 10 1987	
COMMENTS:	
FILE	4800

COLLEGE AVENUE.

ALBERT TO BROAD STREETS.

DRAFT

**City Planning Department.
Regina, Saskatchewan.**

JUNE, 1987.

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CONTENTS

1.0 INTRODUCTION

- 1.1 Purpose
- 1.2 Background
- 1.3 General Characteristics

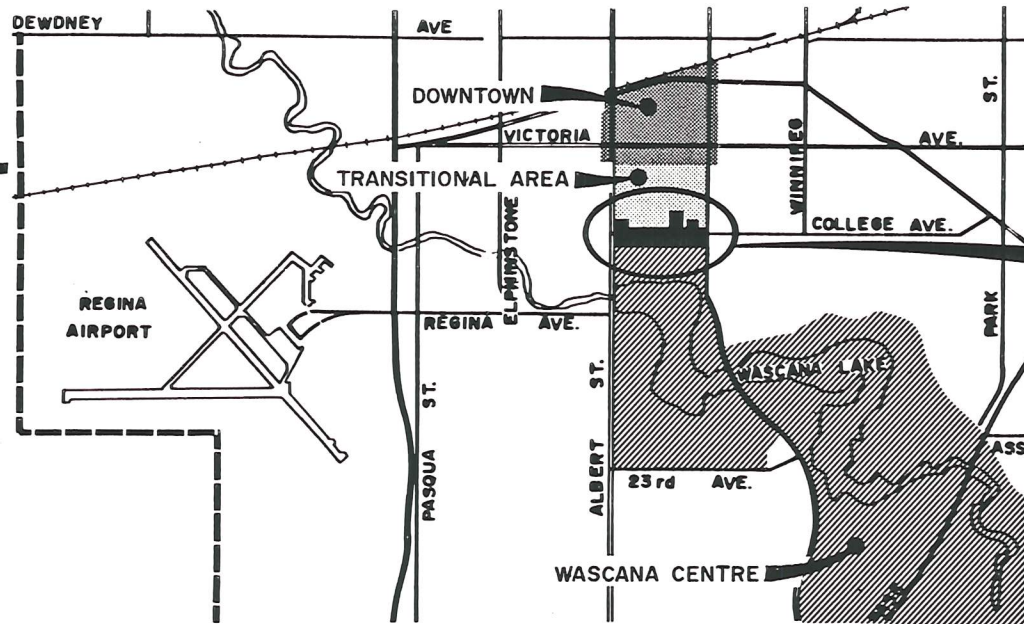
2.0 ISSUES AND ANALYSIS

- 2.1 Trends in the Transitional Area
- 2.2 Land Use Along College Avenue
- 2.3 Building Form
- 2.4 Economic Issues
- 2.5 Heritage Issues
- 2.6 General Redevelopment Issues
- 2.7 Redevelopment of Vacant Sites

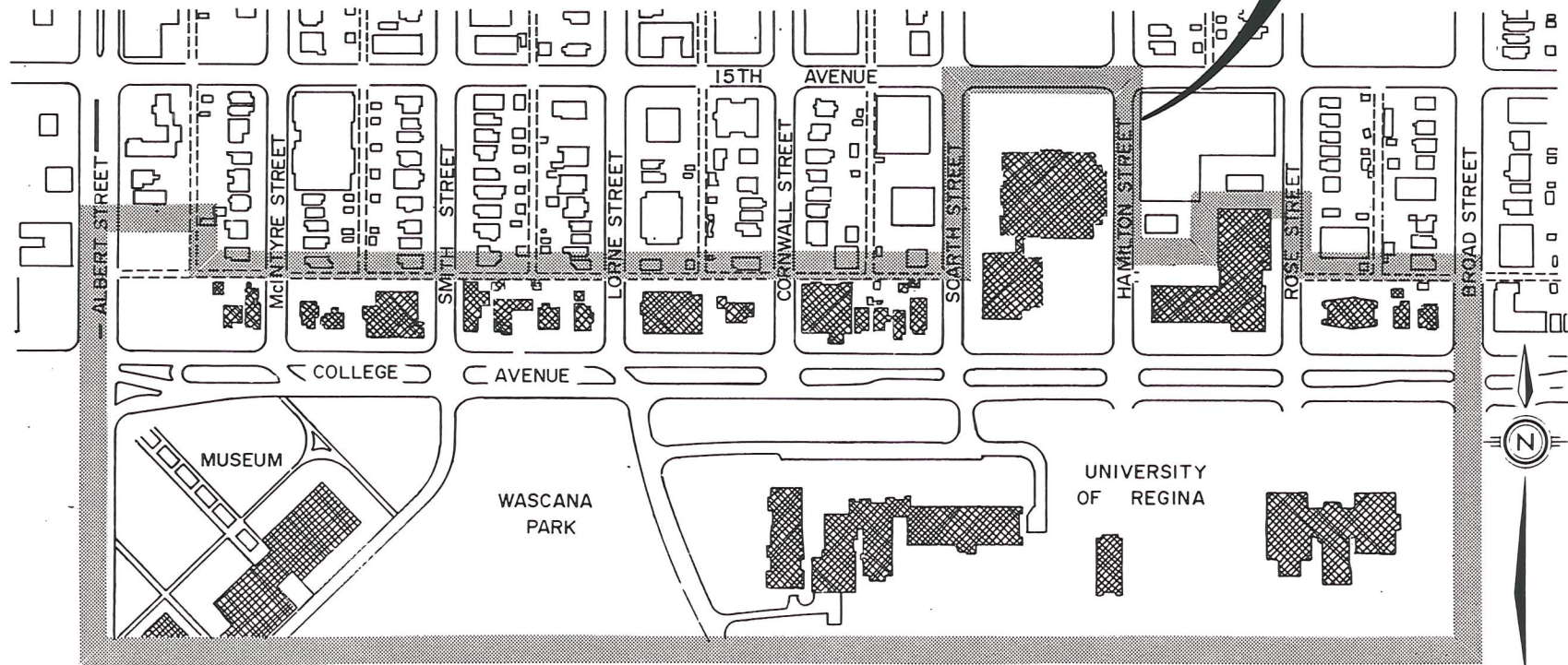
3.0 SUMMARY OF RECOMMENDATIONS

STUDY AREA

MAP 1



COLLEGE AVENUE STUDY AREA



1.0 INTRODUCTION

This study examines College Avenue from Albert Street to Broad Street. In this area, College Avenue forms the boundary between Wascana Centre and the Transitional Area. It is a broad tree lined boulevard which serves as a formal entry way to the park and to the mixed residential/commercial area to the north.

Major elements contributing to the character of College Avenue include the large trees which line the street and the centre median, the buildings of the University of Regina in Wascana Centre on the south side of the street, and the fine examples of Regina's early residential architecture which are situated on the north side of the street. These elements combine with the entry way function of the street to create one of the most important and attractive streetscapes in Regina.

1.1 Purpose

The overall purpose of this study is to provide a planning strategy for development for College Avenue taking into account existing development and the role of College Avenue in the city.

The specific purposes of the study are to:

- a) review the existing development characteristics of the area - land use, building form, streetscape and zoning;
- b) discuss the issues relating to land use, the character of the streetscape, heritage conservation and redevelopment options;
- c) develop a recommended strategy to guide the future development of this area including land use policies, zoning regulations, heritage controls, and redevelopment.

1.2 Background

College Avenue forms the southern boundary of the original 1882 C.P.R. Town Plan for Regina. The importance of College Avenue was first established with the development of the Legislative Building in 1906 and Francis Todd's 1907 Plan for the initial phase of Wascana Park which extended up to College Avenue. After the 1912 Regina cyclone a city wide tree planting program was undertaken. Through the 1910's and 1920's many stately homes were constructed along College Avenue by some of Regina's most prominent citizen's. Most were designed by leading architectural firms.

The 1912 Comprehensive City Development Plan of Thomas Mawson formalized College Avenue and Albert Street as a connected Grand Avenue around the west end of Wascana Park. The stature of College Avenue was further enhanced by the development of Central Collegiate in 1908 and by the development in 1911 of the Methodist College Building. This quickly expanded into the imposing complex of Oxford Tudor style buildings along the south side known as the old Regina College Campus. By the depression of 1929 the stature and historical importance of College Avenue was securely established.

Post Second World War development along College Avenue has had a mixed impact on the stately residential and institutional character of this streetscape. The construction of the Saskatchewan Museum of Natural History in 1955 and the restoration of Darke Hall in 1986 has greatly enhanced the institutional character of the south side of College Avenue. The traditional residential character of the north side of the streetscape has been sustained by the sensitive redevelopment of the Howard Apartments at 2334 College Avenue and the M. McCausland residence at 2520 College (now the Schumiacher residence).

*BOULEVARD TREES ARE AN
IMPORTANT ELEMENT IN THE
HERITAGE CHARACTER OF THE
STREET.*



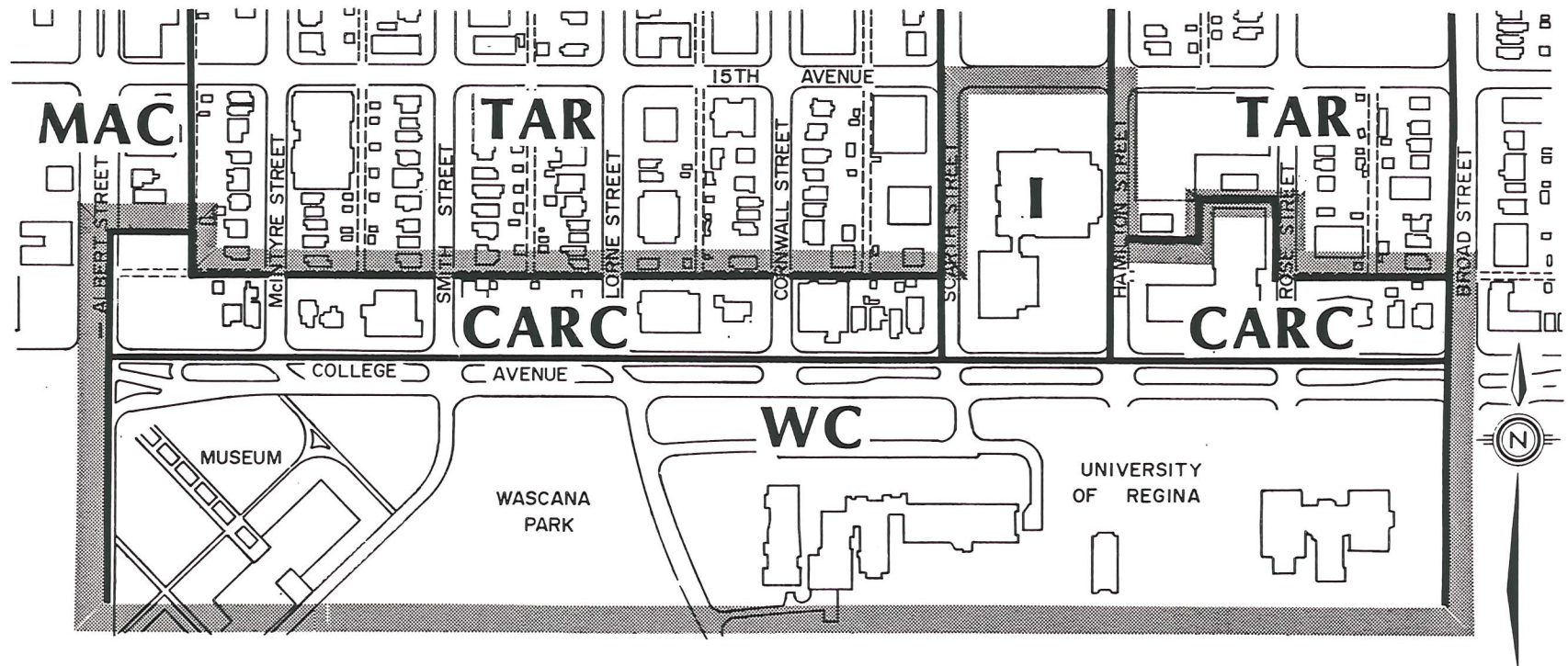
*THE FINE EXAMPLES OF
REGINA'S ARCHITECTURAL
HERITAGE ESTABLISH A
"PRESTIGE" CHARACTER TO
WHICH NEW INFILL DEVELOPMENT
OR REHABILITATION OF
BUILDINGS SHOULD RELATE.*

The development of three office towers at 1920, 2220 and 2400 College Avenue and the Waverly Manor Apartment Tower are not in keeping with the traditional character of the streetscape and contrast with the fourteen remaining house form structures. Commercial redevelopment on College Avenue reflected a trend which was prevalent in the neighbourhood through the 1960's and 1970's. This trend generated concerns regarding the loss of residential uses in the entire Transitional Area, the destruction of older houses and the speculation on land. These factors led to a proliferation of vacant sites and parking lots in anticipation of redevelopment. Following several years of study and deliberation, a plan for the Transitional Area, which addressed these concerns was adopted by City Council on October 24, 1983. This study will further elaborate on policies for development as they specifically relate to College Avenue.

The zoning controls which were adopted concurrent with the development plan designate most of the Transitional Area as TAR - Transitional Area Residential; residential uses predominate while commercial uses may be permitted at Council's discretion in house form buildings as a means of encouraging retention of the structures. Building heights in the area west of Scarth Street are restricted to 8.25m for the portion closest to the street (5m. from the front property line) to a maximum of 15m towards the rear of the lot. This is to ensure that development will not intrude upon the existing streetscape in what is now a predominantly low-rise area of house form buildings. In the area east of Hamilton Street, taller buildings are more prevalent and the maximum permitted height is 30m. In order to achieve specific objectives, a number of sites have specially designated height limits.

CURRENT ZONING

MAP 3



LEGEND

TAR - TRANSITIONAL AREA RESIDENTIAL

MAC- MAJOR ARTERIAL COMMERCIAL

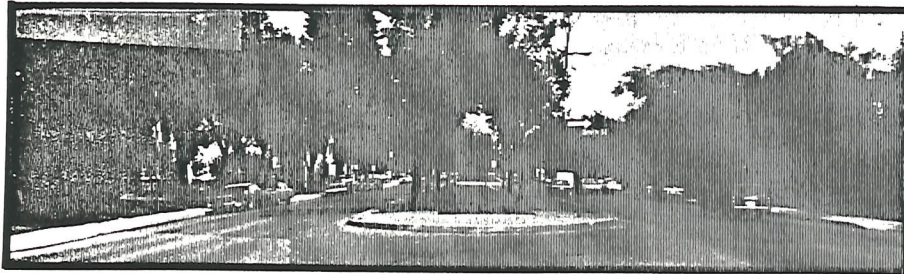
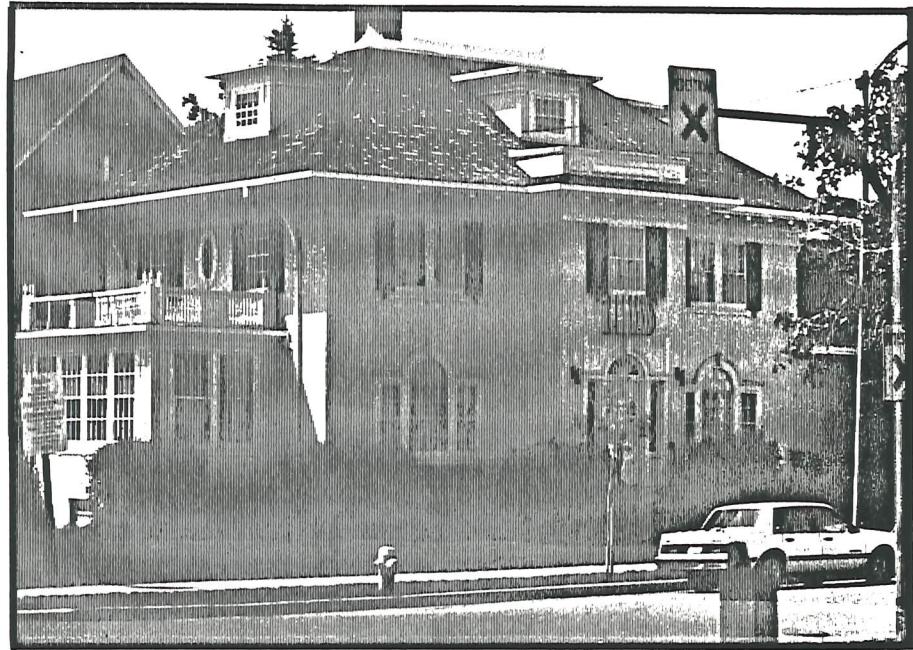
CARC - COLLEGE AVENUE RESIDENTIAL COMMERCIAL

WC - WASCANA CENTRE

I - INSTITUTIONAL

Except for the Central Collegiate site, all properties on the north side of College Avenue in the study area are zoned CARC - College Avenue Residential/Commercial. Although similar in most respects to the TAR Low-Rise zone, in order to recognize the existing office buildings commercial uses have not been restricted to house form buildings.

*COLLEGE AVENUE CONTAINS
MANY FINE EXAMPLES OF
REGINA'S EARLY RESIDENTIAL
ARCHITECTURE.*



*THE WIDE STREET IS DOMINATED
BY THE MATURE TREES WHICH LINE
THE BOULEVARDS AND CENTRE MEDIAN,
FORMING A NEARLY CONTINUOUS CANOPY
OF FOLIAGE.*

1.3 General Characteristics

College Avenue is a broad tree lined boulevard which forms the boundary between Wascana Centre to the south, and the mixed residential/commercial Transitional Area to the north. Attractive house form buildings of 1911-1929 vintage are interspersed with newer office and apartment developments on the north side of the street. The architectural heritage along the north side of College Avenue characterizes the traditional residential image of the Transitional Area Neighbourhood and functions as the stately frontage of this area. Certain residential house form buildings along the north side of College Avenue have individual heritage value and often have value as a group or composition of heritage buildings. While a number of these qualify as key heritage sites, others are identified as contributory or lower priority heritage buildings. These are listed in their relative categories in the Appendix.

The south side of the street is the edge of Wascana Centre, Regina's showcase park sector, within which the impressive Tudor and Gothic style College Avenue campus buildings of the University of Regina are set. The future of these campus buildings is unknown, but it is assumed that they will be retained indefinitely.

College Avenue acts as a formal entry to Wascana Centre and to the Transitional Area to the north. Traffic from Albert Street and Broad Street primarily uses College Avenue for this entry way function. Less than one quarter of the approximate 19,000 vehicles which use this portion of College Avenue each weekday are through destined from Albert Street to Broad Street.

Type of Development Activity	1984	1985	1986	To Mar. 1987	Total
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House Form Buildings

Demolished	8	4	6	-	18
Relocated	-	-	3	-	3
Converted to Office	5	4	6	2	17
Converted to Restaurant	1	1	1	-	3
Converted Art Gallery	1	1	-	1	3
Converted to Personal Service Est.	-	1	-	-	1

New Apt. Buildings/Total # of units	3/132	1/12	1/26	1/23	6/193
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Main Floor Apts. Converted to

Non-Residential Use	-	-	2	-	2
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2.0 ISSUES AND ANALYSIS

2.1 Trends in the Transitional Area

There has been a significant increase in development activity in the Transitional Area north of College Avenue since the Transitional Area Development Plan was approved in October 1983. These development trends help to set the scene. Many house form buildings are being converted to commercial uses rather than being demolished as was the previous trend. There are still some house form buildings being demolished, but these largely are to make way for new residential apartment buildings. The trend to develop more apartment units in the area, has increased the sense of security and feeling of neighbourhood. In addition, there is an increasing trend to relocate the house form buildings to other locations within the Transitional Area. In this way the number of vacant lots is decreasing, with an improved use and value put on these lots. The house forms are being converted to commercial uses and in many cases, the streetscapes are being enhanced. Many of the relocated houses have interesting heritage background which adds to the streetscape character.

A number of uses and conversions existed in the area prior to the adoption of the Transitional Area Plan. The chart opposite identifies the trends of development that have been occurring since 1984 in the low rise component of the Transitional Area Residential Zone.

These trends reaffirm the policies of: no new freestanding commercial development; new commercial development should only be in the conversion of house form buildings; residential is the primary use.

2.2 Land Use Along College Avenue

Along the north side of College Avenue the predominant land use is commercial. Approximately 30% of the available property frontage along the street is devoted to commercial uses in commercial buildings, and another 30% is devoted to commercial uses in house form structures.

Two of the existing older houses are still in use as personal residences. Allowing conversion to house/form commercial has been a feasible method of retaining the existing older house form buildings.

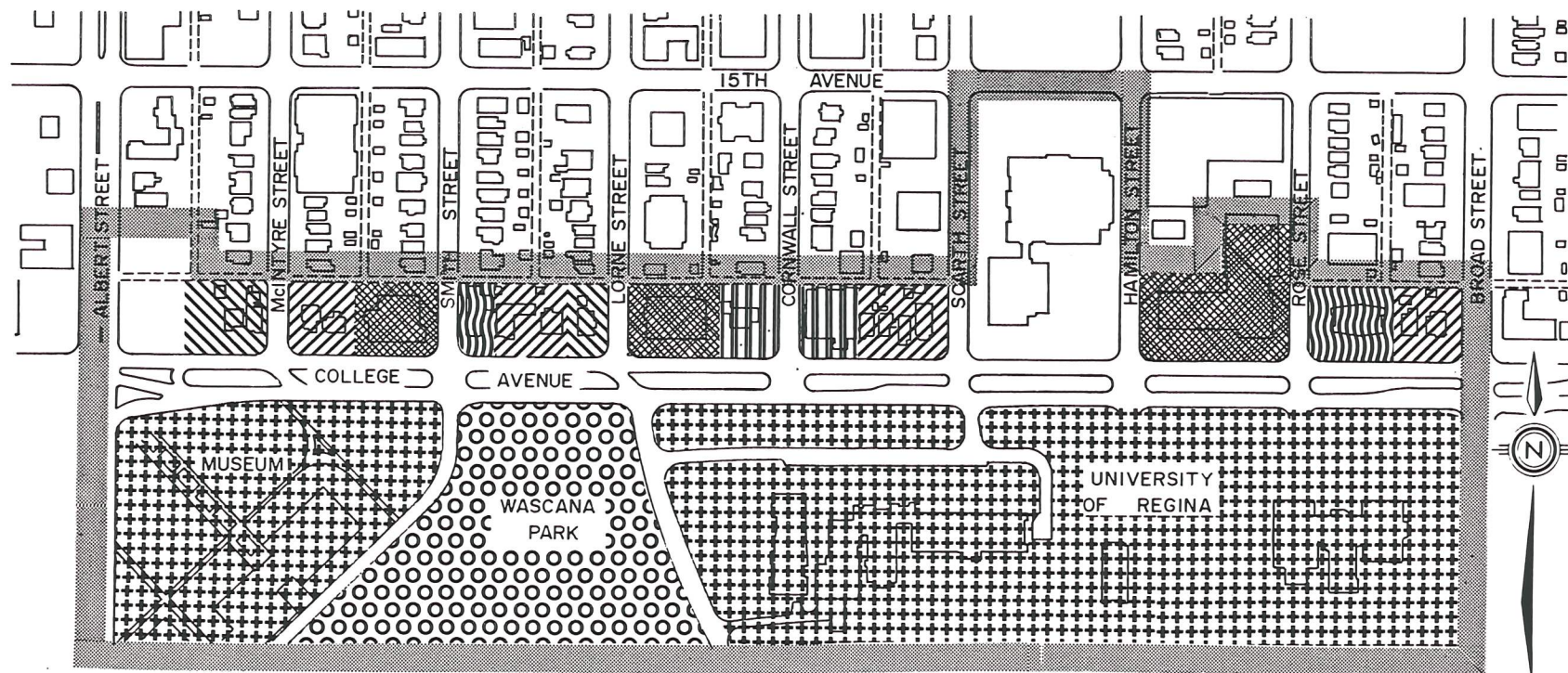
The long term objective for the Transitional Area and for the College Avenue frontage part of that area is toward a consolidation and expansion of a viable residential neighbourhood. New buildings for purely commercial purposes are not desirable. Those that exist represent an intrusion into the neighbourhood.

The vacant property at Albert Street and College Avenue should, to the extent possible, be developed for residential purposes. Similarly the Central Collegiate site, now in City ownership, should be used for a comprehensive residential development, incorporating where practical the existing school buildings.

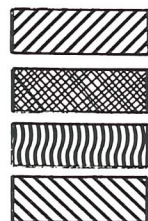
The issue of choosing between new residential construction and the commercial use of house/form structures cannot be resolved on a land-use basis. Both are acceptable for different reasons. These different reasons are described elsewhere in this report.

STUDY AREA LAND USES

MAP 2



LEGEND

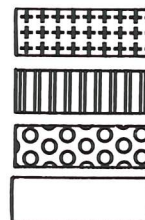


HOUSE-FORM COMMERCIAL

OFFICES

APARTMENT

HOUSE



INSTITUTIONAL

FUNERAL HOME

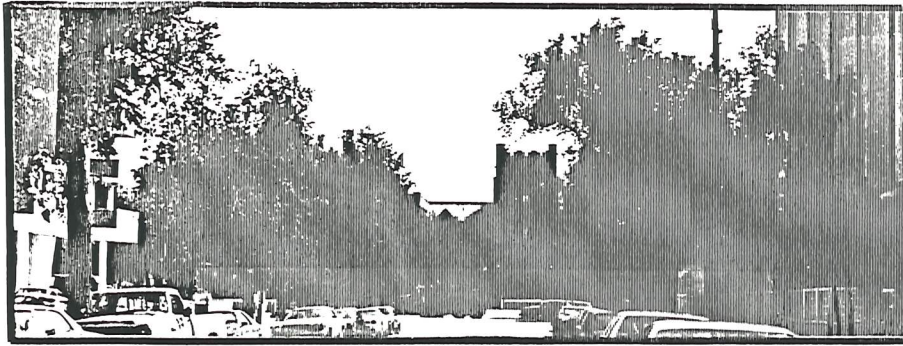
PUBLIC SERVICE

VACANT

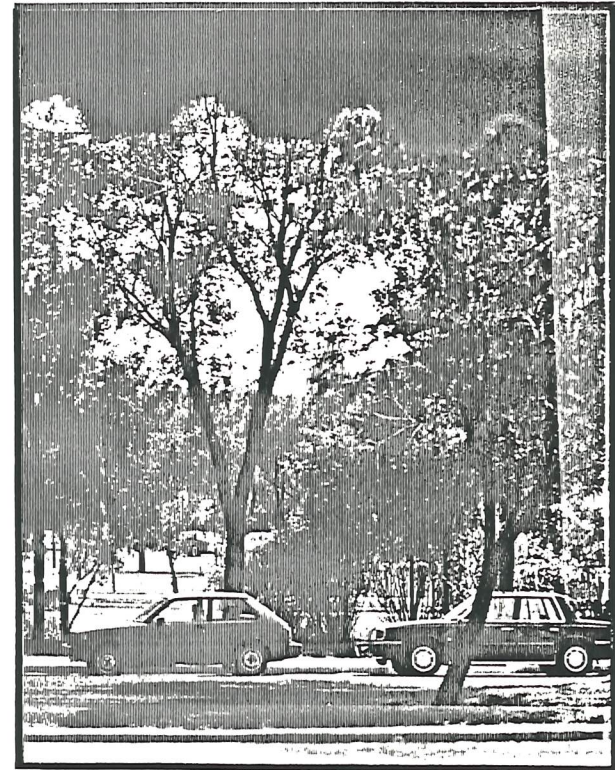
There is a need to establish or to reaffirm policy in order to ensure the objective of no new commercial buildings.

Recommendations

1. The present zoning for the College Avenue frontage should be reviewed and amended in order to preclude future new commercial buildings and to encourage both new residential uses and the retention of the existing houses. An amended TAR zone might be appropriate.
2. In order to provide flexible land-use and building form options, contract zoning is an appropriate implementation mechanism for specific locations.



*THE WASCANA CENTRE EDGE PROVIDES
IMPORTANT STREET END VISTAS IN THE
TRANSITIONAL AREA.*



*PROPERTIES ON THE NORTH SIDE BENEFIT
FROM IMPRESSIVE VIEWS OF THE PARK.*

*LOW RISE HOUSE FORMS JUXTAPOSE WITH
TALLER NEW OFFICE AND APARTMENT BUILD-
INGS. THE LANDSCAPING HELPS TO UNIFY
THE STREETScape.*



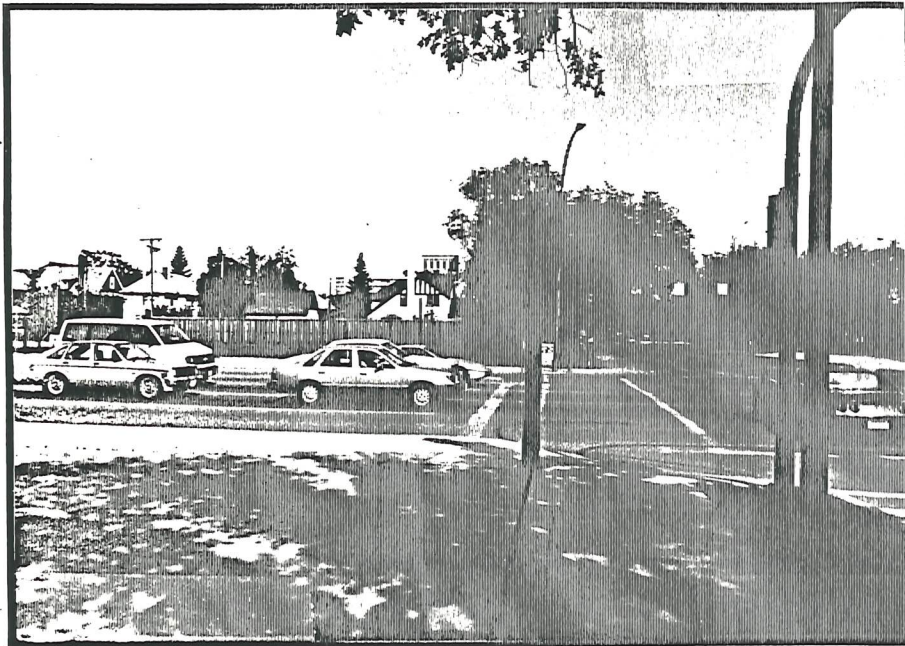
2.3 Building Form

College Avenue draws much of its special character from the trees. Behind those trees, on both sides of the street are buildings. The buildings on the south side, being the old campus of the University of Regina have a consistency of style, materials and height. Along the north side there are contrasts. The contrasts of style, materials and height are related directly to the time of construction.

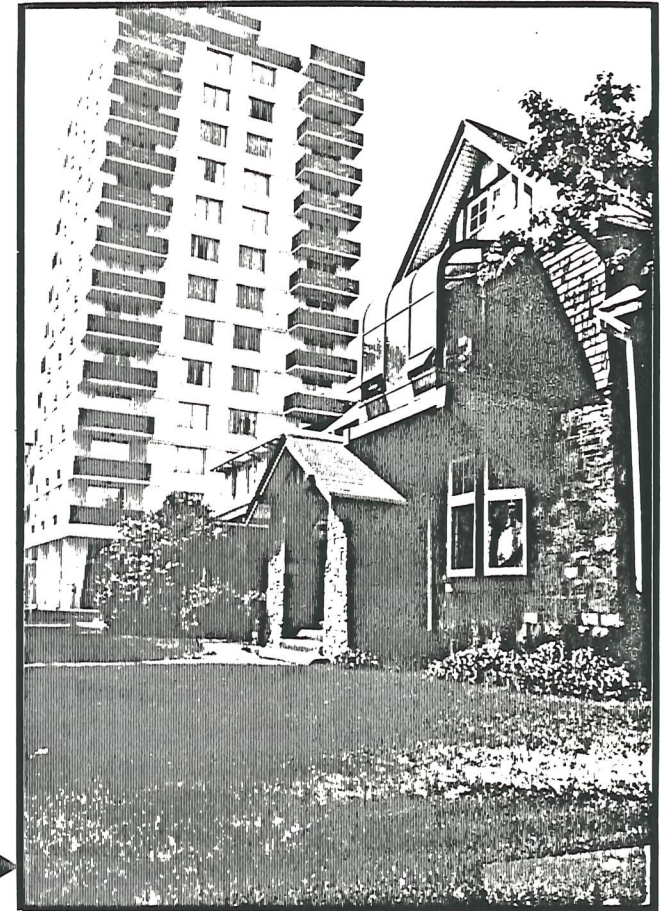
The issue, is whether to encourage new construction, using contemporary materials and having a greater height, or to retain, as much as possible the older more consistent buildings. Because of the preponderance of older buildings, and because the newer, taller buildings are unsympathetic to human scale, a preference for retention of the old can be established.

The preference for the lower buildings is reinforced by the benefits from preserving view windows for other properties within the Transitional Area and Downtown. These view windows become desirable because the taller, newer buildings restrict and limit the view of the park, the lake, the Provincial Legislative Building and the prairies beyond.

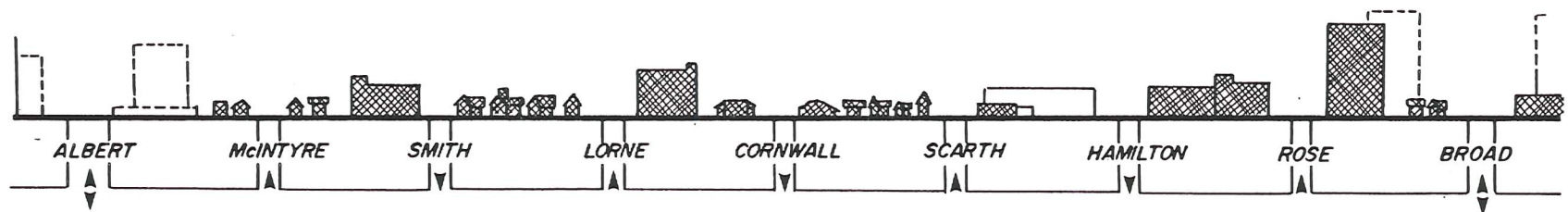
The key factor in terms of building height is the roof ridges of the older homes. This therefore becomes a preferred height; approximately 10 metres. The mature trees are also a height similar to the roof ridges of the house form buildings, and further support this preferred height.



VACANT SITE AT
COLLEGE AVENUE AND
ALBERT STREET



LOW RISE HOUSE BUILDINGS ARE
SEGREGATED INTO GROUPS OR
STREET SEGMENTS BY TALLER
MODERN APARTMENTS AND OFFICE
BUILDINGS



COLLEGE AVENUE STREETSCAPE BUILDING PROFILE

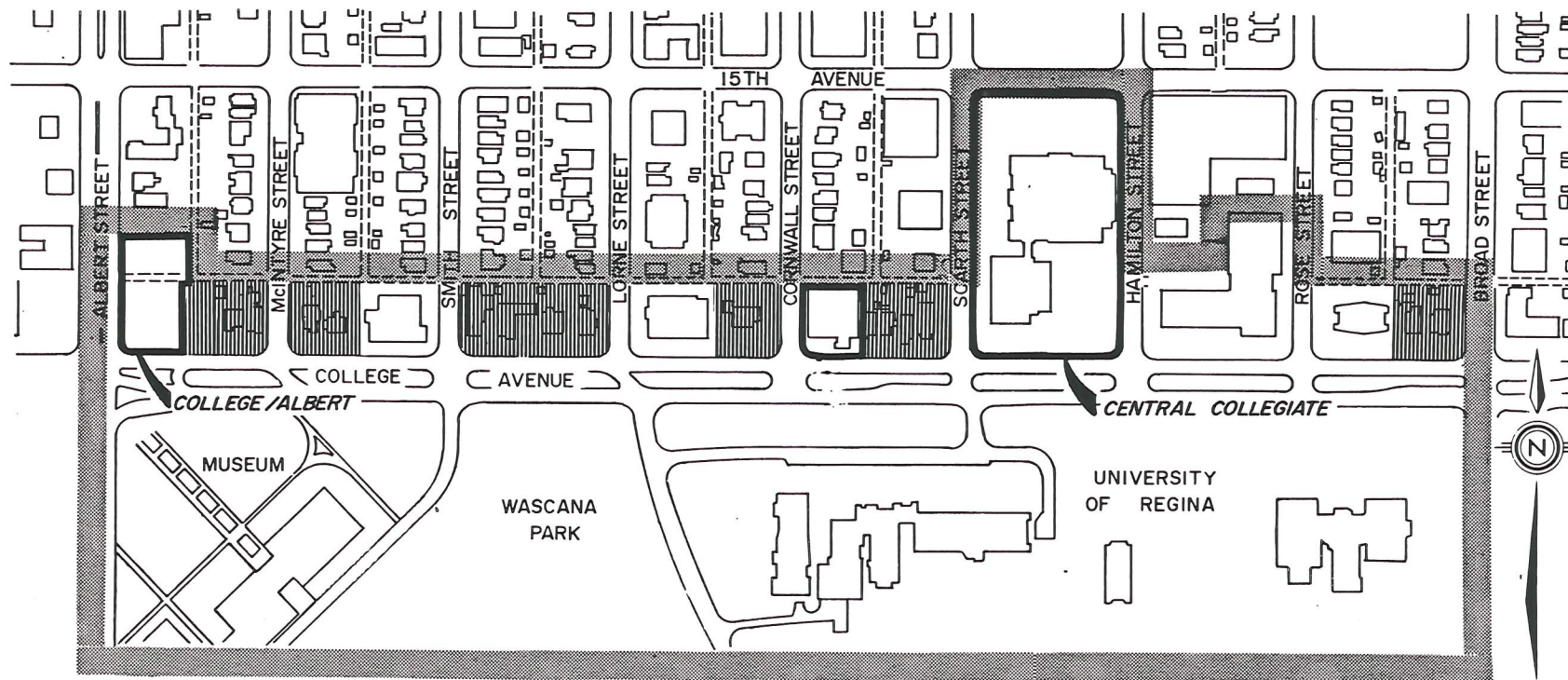
It can be argued that some further flexibility in height and bulk should apply at the eastern end of this section of College Avenue i.e. between Scarth and Broad. There are taller buildings in this area; however the need for view windows still applies.

Recommendations

1. New buildings should maintain, to the greatest extent possible the style, materials and height of the existing older homes along the street frontage.
2. For properties east of Scarth Street, some flexibility in building height to allow taller buildings is warranted.
3. The vacant property at Albert and College should be treated as a special situation due to its relationship to Albert Street, one of the City's major traffic arterials.

REDEVELOPMENT SITES & OLDER HOME SITES

MAP 4



LEGEND



REDEVELOPMENT SITES

OLDER HOME SITES

2.4 Economic Issues

College Avenue, by virtue of the quality of the street trees, the imposing buildings on both sides and the close proximity to the City's major park, is a prestige street and an asset in economic terms.

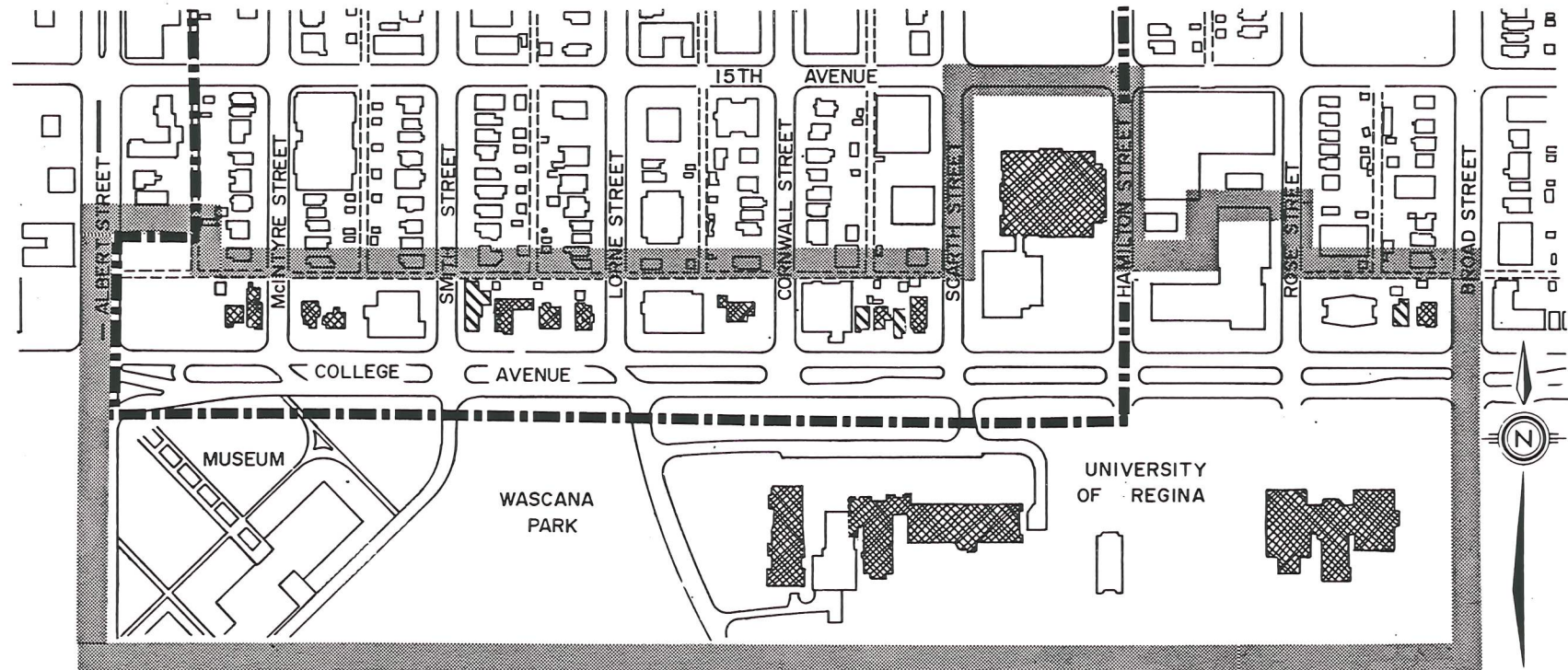
There are a number of properties along the College Avenue frontage where redevelopment would enhance the prestige of the street. These include, a vacant site at College and Albert Streets, part or all of the frontage of the Central Collegiate property and the site at the northeast corner of College and Cornwall (which contains a building essentially out of character with the street).

Recommendations

1. Recognize the role played by the character of College Avenue extent as the anchor for area redevelopment. Care must be taken to maximize the long term economic benefits to the City as a whole and the Transitional Area in particular; and,
2. Encourage new and redevelopment to occur on properties that do not presently contribute to the overall prestige of the street.

HERITAGE CONSERVATION

MAP 5



LEGEND



PRIORITY HERITAGE SITES (INCLUDES HIGHLY RATED BUILDINGS IN WASCANA CENTRE)



CONTRIBUTORY STRUCTURES



PROPOSED HERITAGE CONSERVATION DISTRICT BOUNDARY

2.5 Heritage Issues

There are three principal heritage concerns for the College Avenue Study Area. The first is to preserve and enhance the traditional heritage character of the Boulevard Plan along with the mature tree canopy and other landscaping features. The second is to conserve the function of the architectural heritage along the north side of College Avenue as the traditional residential frontage for the neighbourhood. Finally, new residential development on potential development sites should be sensitive to the heritage character of the streetscape.

A variety of design strategies, conservation options and comprehensive planning techniques can be combined to resolve heritage and land use concerns. Heritage conservation and land use regulation should be seen as supportive in the enhancement of existing architectural heritage resources and the promotion of new development opportunities. Suitable land uses and building envelopes for new development sites should be compatible with existing architectural heritage resources and conservation concerns.

Certain residential house form buildings along the north side of College Avenue have individual heritage value and a number of these are of key heritage importance to the College Avenue streetscape. If the identity and character of College Avenue is to be preserved it is important to ensure that key heritage buildings are retained on site. The residential house form buildings of key heritage importance are listed as follows. The three most important of these are the Dr. Thomson (Laville) residence, the J. McLeod (K. Black) residence and the F. Darke (Helmsing-Forsberg) residence. For a listing of all the architectural heritage resources in the study area please refer to Table 1 in the Appendix.

House Form Buildings of Key Heritage Value

2363 McIntyre Street	-	Dr. Thomson (Laville) Residence
2326 College Avenue	-	Kerr (Bronfman) Residence
2310 College Avenue	-	H. Black Residence
2370 Lorne Street	-	J. McLeod (K. Black) Residence
2210 College Avenue	-	F. Darke (Helmsing-Forsberg) Residence
2398 Scarth Street	-	T. Patton (Nicol Court) Residence
1800 College Avenue	-	J. McKillop (G. Sneath) Residence

The individual designation of prominent heritage buildings can play a part in heritage conservation efforts. However, a flexible architectural design guideline approach to the reuse and rehabilitation of buildings will provide a more comprehensive and widely accepted solution; a heritage conservation district will enable continuity and flexibility in the design of new infill development projects and other improvements to existing buildings in the study area. The purpose of a heritage conservation district would be to conserve the best of the heritage resources within a defined area and ensure that further development within the area is compatible with and generally enhances the heritage character of the area. The implementation of this district is enabled under the Saskatchewan Heritage Property Act, and would be custom tailored to serve as an overlay to the Zoning Bylaw.

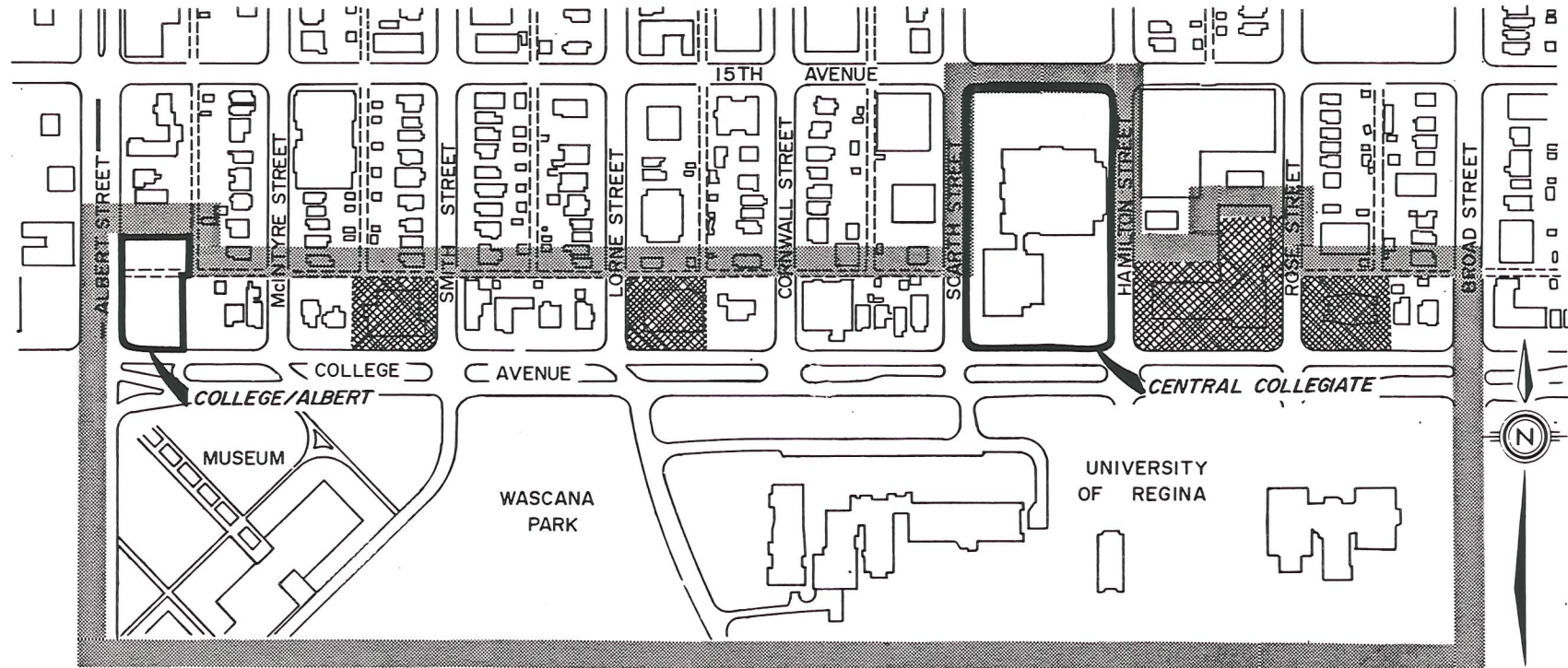
The College Avenue Boulevard Plan and landscaping should be included in the heritage conservation district. Implementation of the heritage conservation district would include special design initiatives for landscaping improvement, special signage and simple pedestrian amenities. These will highlight the historical character of College Avenue, and improve its general usage as a place for people.

Recommendations

1. College Avenue should be included in a Heritage Conservation District which provides flexibility and comprehensively planned Architectural Design Guidelines of improvements to existing heritage buildings and the construction of new infill development.
2. The College Avenue component of the Transitional Area Heritage Conservation District should encompass the public right of way of College Avenue so as to coordinate future improvements and enhancements of the Boulevard Plan and landscaping as part of the heritage resources of the Transitional Area Neighbourhood and in concert with the plans for Wascana Park Authority.
3. The heritage conservation and reuse of the Central Collegiate site be planned on a comprehensive basis, incorporate a heritage assessment of the building while recognizing that the west block (1908 portion) is of greatest heritage significance.

REDEVELOPMENT

MAP 6



LEGEND



PRIORITY REDEVELOPMENT SITES



LONG TERM STABLE DEVELOPMENT

2.6 General Redevelopment Issues

There is a vacant property at College and Albert where a new development will occur at some time. The site of the Central Collegiate, which no longer serves as a school, could also be available, at least in part, for new development.

At the other end of the scale are the properties where the existing development is of a sufficient magnitude or value that redevelopment is unlikely. The three major office buildings and the high rise apartment tower clearly fall into this category.

The redevelopment issue therefore focuses on those properties which have older homes or low rise buildings. All but two of them are presently in some form of commercial use. The highest priority sites for redevelopment are the vacant sites at College and Albert, and the Central Collegiate site.

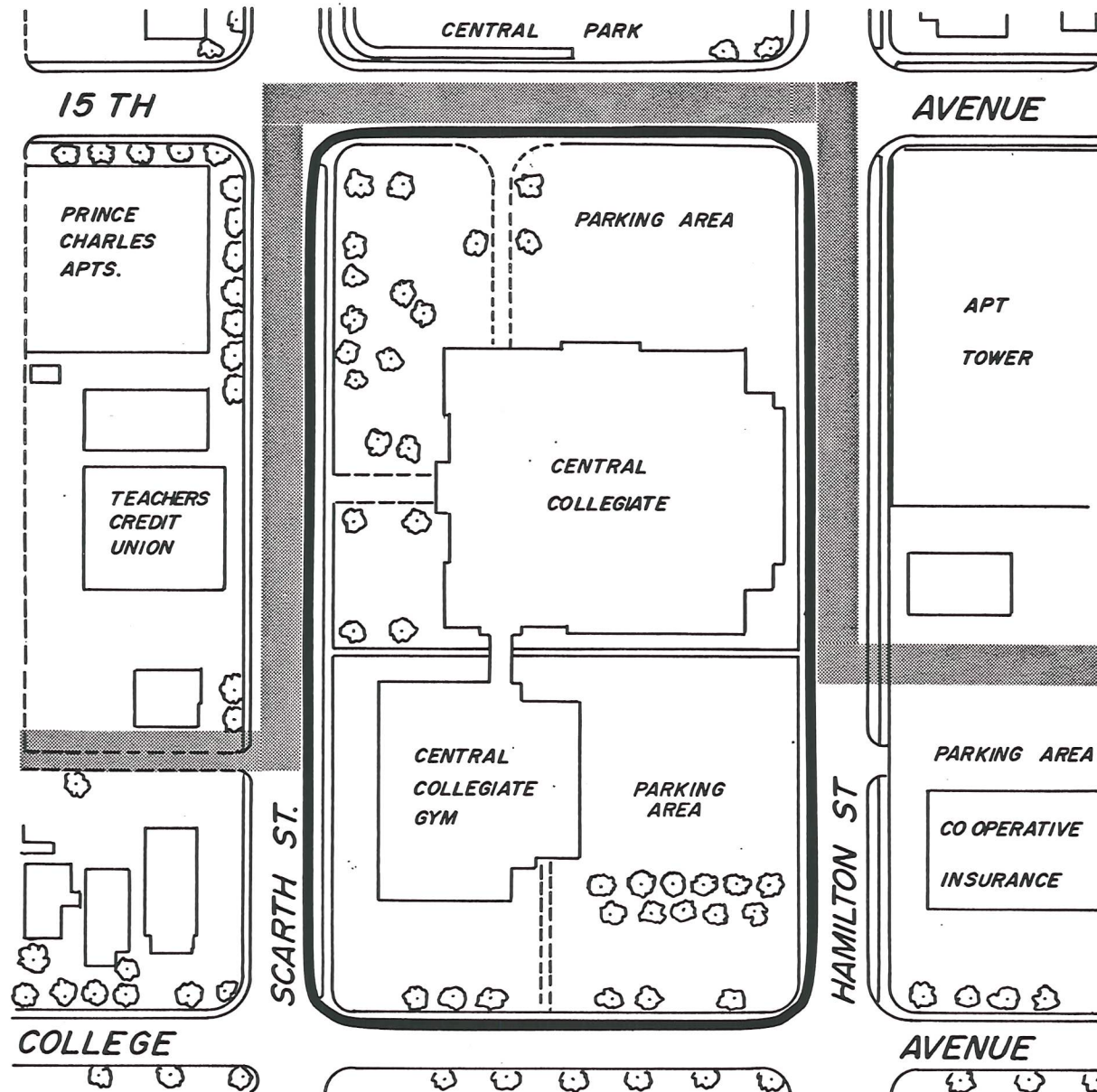
There is one low-rise contemporary building at the southeast corner of College and Cornwall that is out of character with all of the other low rise structures. This could become a redevelopment site at some time, but the redevelopment potential should be limited by built form guidelines and must be sensitive to the area to the north as it is a "window".

Recommendation

It is recommended that the short term redevelopment opportunities are encouraged on the Albert/College corner and the Collegiate property.

CENTRAL COLLEGIATE SITE

MAP 7



2.7 Redevelopment of Vacant Sites

1. Albert Street/College Avenue

The property at the northeast corner of College Avenue and Albert Street is vacant, having been cleared a number of years ago in anticipation of an office development which did not proceed. At the time there was considerable opposition to the removal of the existing residential units. This site is very important as an entry way to College Avenue and to the downtown. With this important ceremonial entrance way characteristic in mind, any future development of this site should be evaluated with respect to the low rise house form character of the College Avenue streetscape and the adjacent buildings, as well as its impact on the whole City. This site could be a contract zone situation and no definitive decisions should be made at this point. Whatever development occurs at this corner, the boulevard trees should be retained.

2. Central Collegiate

Central Collegiate no longer functions as a school and ownership of the entire property including the buildings has recently been transferred to the City. A study of the Collegiate site is scheduled for later in 1987 to investigate adaptive reuse possibilities for all or part of the Collegiate site. Options to be examined include: retaining and reusing all of the Collegiate building including the recent gym addition; retaining only the school building without the gym; retaining only portions of the Collegiate building. All of these options should be sensitive to the surroundings, including the future development of Central Park.

Redevelopment of any portion of the Central Collegiate site should be undertaken in conjunction with the findings of the adaptive reuse study. Development of a portion of the College Avenue frontage in advance of the adaptive reuse study could preclude unexplored future options for the school property.

The recommendations from this College Avenue Study which should be considered in the adaptive reuse study are as follow:

1. Residential use should be encouraged for the College Avenue frontage in order to capitalize on the amenity of the park and in conformity with the objectives of the Transitional Area Development Plan.
2. Landscaping should reflect the quality prevalent along College Avenue, and all mature trees should be retained. Opportunities of providing a landscaped pedestrian link through the site from Wascana Centre to Central Park which lies north of the Central Collegiate site should be examined.

3.0 SUMMARY OF RECOMMENDATIONS

College Avenue has a unique and desirable "prestige" character resulting from the wide tree-lined street, stately house form buildings and the amenity of Wascana Centre. In view of its importance as the gateway to the Transitional Area, the use and form of new development should contribute positively and perpetuate this desired character of College Avenue. The following recommendations are intended to achieve that objective:

1. The policy in the Transitional Area Study of "no new freestanding commercial development" should be reaffirmed and applied to College Avenue. New commercial uses should only be in the conversion of house-form buildings.
2. Residential use should be encouraged for the north side of College Avenue in order to capitalize on the amenity of the park and in conformity with the objectives of the Transitional Area Development Plan.
3. The College Avenue Residential/Commercial zone should be replaced by the Transitional Area Residential zone. Contract zoning may be considered for specific locations and also to incorporate built form guidelines.

4. To the greatest extent possible, the older stately homes along College Avenue should be retained. The architectural heritage resources as well as the Landscaping and Boulevard Plan of the College Avenue streetscape should be included in a Heritage Conservation District.
5. New development and redevelopment should be encouraged on properties that do not presently contribute to the overall prestige of the street. New buildings should maintain, to the greatest extent possible the style, materials and height of the existing older homes. Except for properties east of Scarth Street where some flexibility is desired, building height should reflect the height of existing houses and trees at their street elevation. The vacant property at Albert and College should be treated as a special situation due to its relationship to Albert Street, the City's major traffic arterial.
6. Landscaping should reflect the quality prevalent along College Avenue, and all mature trees should be retained. Opportunities of providing a landscaped pedestrian link through the site from Wascana Centre to Central Park which lies north of the Central Collegiate site should be examined.

APPENDIX

SIGNIFICANT HERITAGE BUILDINGS - COLLEGE AVENUE STUDY AREA

<u>Address</u>	<u>Heritage Building Name</u>	<u>Architect</u>	<u>Construction Date</u>
2520 College Avenue	M. McCausland (Shumiatcher) Residence	---	1919
*2363 McIntyre Street	Dr. Thomson (Laville) Residence	Charles Coxall	1926
2424 College Avenue	P. Gordon (IKOY) Residence	Charles Coxall	1925
*2326 College Avenue	Kerr (Bronfman) Residence	Clemeshaw & Portnall	1912
*2310 College Avenue	H. Black Residence	Henry Black (Contractor)	1921
*2370 Lorne Street	J. McLeod (K. Black) Residence	Storey and Van Egmond	1927
*2210 College Avenue	F. Darke (Helmsing-Forsberg) Residence	Francis Portnall	1926
2114 College Avenue	A. McGill (Victoria's) Residence	---	1923
*2398 Scarth Street	T. Patton (Nicol Court) Residence	Clemesha and Portnall	1912
*2155 College Avenue	Regina College Building, University of Regina	J.H. Puntin	1911
*2156 College Avenue	Darke Hall, University of Regina	J.H. Puntin	1928
*2331 Scarth Street	Central Collegiate	Storey and Van Egmond	1908-27
*1955 College Avenue	Normal School (Fine Arts Building, University of Regina)	Storey and Van Egmond	1913
*1800 College Avenue	J. McKillop (G. Sneath) Residence	Storey and Van Egmond	1912

CONTRIBUTORY HERITAGE STRUCTURES - COLLEGE AVENUE STUDY AREA

Albert and College (Museum of Natural History)
2334 College Avenue (Howard Apartments)
2120 College Avenue (Dr. Ashcroft)
2110 College Avenue (Travel Unlimited)
1810 College Avenue (Offices)

* Key Heritage Buildings