

WASCANA CENTRE AUTHORITY

Summary Report: Comprehensive Review Project - Vision for the Next 50 Years and Beyond

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Contents

Purpose and Scope of the Comprehensive Review Project.....	3
Background	3
Wascana Centre Authority.....	3
The Problem.....	4
Board Authorization and Committee Representation.....	5
Mandate/Scope	5
Terms of Reference/Key Elements	6
Timelines.....	6
This Report.....	7
Strategic Planning & Public Engagement: Vision for the Next 50 Years.....	9
Vision for Wascana Centre in 2063.....	11
Analysis & Findings	12
Building and Infrastructure Assessment.....	12
Building Assessments.....	12
Infrastructure Assessments	13
Landscape Assessment	16
Cost Analysis	19
Revenue Generating Opportunities.....	22
Revenue Generating Opportunities.....	22
Uses of Land Assessment.....	23
Governance & Operating Model Options	24
Governance Structure Alternatives	25
Institutional Design: Conceptual Recommendation	28
Conclusion.....	30
Appendices.....	31

Purpose and Scope of the Comprehensive Review Project

Background

The origins of Wascana Centre date back to 1905 when the first Premier Walter Scott set aside the first 168 acre site for the new legislative grounds. This next year the City of Regina set aside land directly across the lake and named it Wascana Park. The park was created at a time of growth and optimism in the newly established Province of Saskatchewan.

In 1913 the Mawson plan described a grand vision for the park rivaling the great urban landscape plans anywhere else in the world. This Master Plan has been renewed on a mandated regular schedule ever since. It currently describes the character of Wascana Centre – changes are accommodated however the spirit of the original grand vision is respected and preserved.

In 1962 the Province of Saskatchewan created Wascana Centre Authority as an entity through the Wascana Centre Act. The Mandate set out in the Act is: “to be devoted to the development of the seat of Government, the enlargement of educational research and development opportunities, the advancement of the cultural arts, the improvement of recreational facilities and the conservation of the environment”.

Wascana Centre experienced significant development and expansion from 1962 to the mid-1980s meeting its mandate under the Wascana Centre Act. It is the seat of Government and is the home for significant educational and research facilities, facilities for the cultural arts and is a treasured recreational area where conservation of the environment is a key aspect. Besides being the seat of Government and its legislative and other buildings, Wascana Centre is the home to:

- the University of Regina Campuses;
- the Saskatchewan Institute of Applied Science and Technology;
- the Royal Saskatchewan Museum;
- the Conexus Arts Centre;
- the Wascana Rehabilitation Centre;
- the Saskatchewan Science Centre; and is,
- Saskatchewan’s largest outdoor multi-functional recreational facility.

Wascana Centre Authority

The Wascana Centre Act created Wascana Centre Authority as a partnership between the Province of Saskatchewan, the University of Regina and the City of Regina with a mission to: “enhance Wascana Centre by creating and fostering community/corporate partnership, promoting and facilitating opportunities, and providing stewardship of the land”. The Partners along with others formed Wascana Centre Authority Board of Directors to provide oversight and direction to the Authority. In addition, the Partners provided the funding to enable the Authority to perform its function.

The lands administered by Wascana Centre Authority include lands owned by:

- The Province of Saskatchewan;
- The University of Regina;
- The City of Regina; and,
- Wascana Centre Authority.

Within the 2,300 acres comprising Wascana Centre there are fully developed landscapes; access roads, parking spaces and pathways; building sites and buildings; and the utilities to serve the developed lands. There are also lands that are less developed serving a conservation and protection of the environment purpose.

The function of Wascana Centre Authority requires it to:

- Be the steward of the 2,300 acres under its responsibility by providing routine operations such as landscape maintenance and snow clearing;
- Be responsible for capital upkeep and renewal of the buildings, utilities, surface improvements and developed landscape improvements within Wascana Centre;
- Be responsible for the Master Plan and its mandated updates and be responsible to evaluate new development in the context of the provisions of the Master Plan;
- Respond to the public in regard to Wascana Centre and manage or regulate events within the Park.

The Problem

Wascana Centre experienced significant development and expansion from 1962 to the mid – 1980s. However the mid – 1980s began a period of fiscal restraint by the funding Partners as they responded to Provincial economic conditions. Funding for Wascana Centre did not keep up with year over year cost of living increases. This resulted in an escalating reduced fiscal capacity of the Wascana Authority to meet its obligations.

As a result of the fiscal challenges faced by Wascana Centre Authority difficult choices had to be made. The Authority chose to continue its routine operations of “cutting the grass and clearing the snow”. The Authority continued to engage the public, managed and regulated activities within the Park and managed the Master Plan updates albeit at a reduced frequency of once every seven years rather than the previous once every five years. Investment in the capital maintenance and renewal of Wascana Centre’s built infrastructure was curtailed – only those investments required by imminent failure or public safety were made. As a result the value of deferred maintenance has continued to grow.

By early 2011 it was apparent to the Wascana Centre Board of Directors that the level of funding was insufficient for the Authority to perform its mandate:

- The insufficient level of funding would require the Authority to reduce levels of service to undertake routine operations and maintenance to the extent that the mission and mandate for the Authority under the Wascana Centre Act could not be achieved;
- The obligations to deal with deferred maintenance of the built assets within Wascana Centre many of which are at or nearing their service life likely could not be managed.

In addition, given the great attachment and value the public places on Wascana Centre – they would find any diminishment of a place they treasure to be unacceptable.

Board Authorization and Committee Representation

On March 2, 2011 Wascana Centre Authority's Board Chair Pat Fiacco and Vice Chair Dr. Vianne Timmons met with Minister Hutchinson to discuss Wascana Centre's Strategic direction for the next 50 years.

The result of the meeting was that Wascana Centre Authority's Strategic Planning Committee with Ron Dedman as a resource engaged in directing and leading a Comprehensive Professional Review of Wascana Centre's core services, and a sustainable funding model, including an asset/risk assessment evaluation, an operational/organizational and a legislative review. The aim of the Comprehensive Review Project was to build on the last 50 years but more importantly to establish a sustainable model to take Wascana Centre progressively into the next 50 years. The review by third party professionals working with the Board, the Partners and Wascana Centre staff was to be completed within 2 years.

To facilitate this comprehensive review, Wascana Centre Authority's Strategic Planning Committee – made up of Board members and key representatives for the respective stakeholder groups of Wascana Centre – was delegated the task of leading/directing the Comprehensive Review Project and reporting progress back to the Board of Directors. The Strategic Planning Committee Membership includes:

- Nelson Wagner, Chair (University of Regina);
- Wayne Clifton (Clifton & Associates);
- Ron Dedman (Ministry of Central Services);
- John Lee (Communities of Tomorrow);
- Jim Nicol (City of Regina);
- Mike O'Donnell (City of Regina);
- Lin Gallagher (Ministry of Parks, Culture and Sport); and,
- Bernadette McIntyre (Wascana Centre Authority).

Mandate/Scope

The review addressed:

- Wascana Centre Authority only, which includes all lands and other assets currently under its stewardship;
- Wascana Centre's future purpose, vision, mission and mandate – clean slate approach;

- The role of Wascana Centre or new entity relative to the funding Partners and the overall community;
- The strategic direction for the next 50 years;
- The governance model, operations model, organizational structure and supporting legislation;
- Sustainable funding models.

Terms of Reference/Key Elements

- The review included two parts:
 - **Part 1:** The examination of the future 50-year strategic direction for this entity – which includes the mandate, vision, and purpose of Wascana Centre resulting in a recommendation for an efficient and effective governance and organizational structure with supporting legislation, sustainable funding, multiyear funding model and documented operating agreements.
 - **Part 2:** An infrastructure/asset assessment review of all levels of infrastructure to determine the deficit and propose a model for remediation, maintenance and capital investment. This is required to support the strategic direction, facilitate informed decisions and establish future plans for the funding Partners and land owners.
- Each part of the review was conducted by professional independent experts, directed by the Strategic Planning Committee and supported by Wascana Centre Staff. There was no internal capacity to conduct the review.
- Wascana Centre is highly valued by the Community. This led to public consultation being included in part one of the review.

Timelines

Two years overall were allowed for the Comprehensive Project Review anticipating a final draft report by the end of June 2013.

Milestone dates include:

- April 2011 Board Meeting: Initial mandate and terms of reference reviewed;
- June 2011 Board Meeting; Mandate, terms of reference and funding approved;
- Fall 2011: Part 1 and Part 2 initiated;
- January 2012: Interim report to Board;
- June 2012: Draft final report for Part 1 to Board;
- January 2013: Comprehensive proposal to Board for feedback;
- June 2013: Final Draft report to Board and funding Partners.

Professional Consulting Team Assembly

The Strategic Planning Committee assembled a team of consultants to conduct the Comprehensive Review Project by selecting the best available professionals through a qualifications based open and

transparent selection process. The process included the issuance of publically advertised Request for Proposals (RFP) resulting in multiple proposals. The proposals were reviewed using pre-determined selection criteria resulting in a short list for each category. The short-listed candidates were invited to an interview with the Strategic Planning Committee and selections were made of candidates who in the view of the Strategic Planning Committee were best suited to the assignment. The Strategic Planning Committee and Wascana Centre staff prepared terms of reference for a Project Manager and conducted the procurement process. In the case of the remainder of the team, the Project Manager prepared the terms of reference, publically issued RFPs, received and reviewed proposals and recommended a short list to the Strategic Planning Committee. The Strategic Planning Committee accepted the short-lists, conducted interviews and selected the consultants taking into account the Project Manager's comments.

After selection, the consultants proposed fees were reviewed in comparison to the budget allowances made for the work. Any necessary changes were made and contracts were finalized. The sum of the Strategic Review Project consultant contracts resulted in a total cost within the \$800,000 budget allowed for the Project. The selected team were:

- Project Management: Stantec Consulting Ltd.
- Strategic Planning, Public Engagement / Vision: Intelligent Futures
- Buildings and Infrastructure Asset Assessment: Associated Engineering
- Landscape Assessment: Crosby Hanna & Associates
- Uses of Land Assessment: Froese Consulting Inc.
- Governance, Institutional Design & Financial Modeling: Conroy Ross Partners

This Report

Wascana Centre Authority's Strategic Planning Committee received and has considered key findings from the work completed by each member of the Comprehensive Review project team outlined above.

Two summary reports were generated for the Comprehensive Review project – a communications document highlighting the high-level findings and recommendation, and this report, which contains a detailed summary of analysis, key findings, and presentation of the recommendation reached by the Strategic Planning Committee.

The remainder of this report is structured as follows:

- **Strategic Planning & Public Engagement: Vision for the Next 50 Years**
Highlights the public and key stakeholder engagements in the pursuit of a 'clean slate approach' to the vision, mission and mandate of the Wascana Centre
- **Analysis & Findings**
Highlights an analysis of the current state of Wascana Centre assets, cost of capital renewal, funding requirements for Wascana Centre's assets
 - **Buildings & Infrastructure Assessment**
 - **Landscape Audit**

- **Cost Analysis**
- **Revenue Generation Opportunities, including Land Use Assessment**
- **Governance & Operating Model Options**
 - **Best Practices**
Highlights the key findings from research of ten urban parks and related organizations to identify best practices that could be considered to support Wascana Centre achieve its new vision
 - **Governance Alternatives**
Describes the options for governance structure for consideration
- **Institutional Design: Conceptual Recommendation**
Highlights the key principles agreed to by the Strategic Planning Committee, the alternatives derived from the analysis, and a preferred approach to future governance and institutional design
- **Appendices**
Detailed reports from Parts 1 and 2 of the Comprehensive Review Project

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fundors and special interest groups. This engagement process invited a broad range of stakeholders and welcomed a diversity of opinions and dreams with respect to our Wascana for the next 50 years.

Through the ourWascana engagement process, input was received from 3,349 individuals, who provided more than 8,000 ideas. Saskatchewan citizens had their say through multiple channels, including:

- ourWascana website, Twitter account and Facebook page;
- Six stakeholder workshops;
- Attendance at community events – e.g. I Love Regina Day, National Aboriginal Day, Bazaar, Canada Day;
- Postcards for mail-in;
- Indoor display and feedback stations located at various locations in Regina;
- A feedback station at Wascana Place;
- Individual meetings with community leaders;
- Province-wide letters to the editor; and,
- ourWascana photo contest.

The engagement was determined to be on par with similar engagement processes from other cities and the participation levels and quality of dialogue lent credibility to the themes that emerged. Intelligent Futures, in dialogue with the Strategic Planning Committee, worked on several drafts of the Vision framework.

The public engagement revealed the passionate attachment the public has for Wascana Centre. They believe they “own the Park”, and view it as a unique and necessary part of their environment.

The final work is highlighted in the following page.

Analysis & Findings

The following sub-sections highlight the analysis and findings from the Comprehensive Review sub-projects that focused on the current state of infrastructure and landscape condition, corresponding financial analysis and work completed on governance and operating model analysis.

Building and Infrastructure Assessment

Associated Engineering was contracted in March 2012 to perform condition assessments of Wascana Centre's buildings and infrastructure. The review included commercial buildings, depots/maintenance shops, washrooms, and several miscellaneous buildings / infrastructure located at Wascana Centre.

Overall, this covered:

- 22 Wascana Centre Authority owned or occupied or maintained facilities;
- 27 km of roads;
- 82 parking lots;
- 25 km of concrete pathways;
- 10 km of asphalt pathways;
- 4 pedestrian bridges;
- 4 irrigation pump houses;
- 8 lake overlooks;
- 3 dock systems;
- Underground utilities including water, sewer, storm, natural gas, power, and communications; and,
- Traffic signage and lighting.

To ensure compliance to acceptable standards, the assessment of buildings and infrastructure was performed in a manner consistent with asset management techniques outlined in the National Guide to Sustainable Municipal Infrastructure (InfraGuide).

To perform the assessment, engineers and technical staff from Associated Engineering reviewed the age, current condition, operating status, and individual criticality of components. Further information was also gathered in relation to potential remedial measures required for each asset that is required to maintain the current level-of-service provided by Wascana Centre Authority.

Building Assessments

Assessment of buildings covered two commercial buildings; eight depots and maintenance shops; eight washrooms and four miscellaneous facilities such as picnic areas, band stand, greenhouse complex and the overwintering structure.

The methods used for building assessments included visual inspection, discussion with staff from Wascana Centre Authority, review of documents and reports, and engineering judgement. Prioritization of repairs and fixes were then subsequently performed using the Facility Condition Index (FCI), a comparative indicator of *the* relative condition of the facilities.

In their assessment, Associated Engineering summarized that:

- 35% of building assets have already met or exceeded their theoretical life cycle;

- 13% of building assets have less than ten years of remaining life; and,
- 15% of the identified building assets have less than 20 years of remaining life.

Using the Facility Condition Index (FCI), four facilities were considered to be in good condition, four in adequate condition, and fourteen in poor.

Facility Category	Assessment
Commercial Buildings	Of the two commercial buildings assessed, one was assessed to be in poor condition, while the other was in good condition.
Depots and Maintenance	Of the eight facilities inspected, three were assessed to be in poor condition, four in adequate condition, and one in good condition.
Washrooms	All eight washrooms that were inspected were assessed to be in poor condition.
Miscellaneous	The band stand (19 th Avenue and Smith Street) and Willow Island Picnic Area were assessed to be in poor condition, while the greenhouse complex and overwintering structure were in good condition.

Capital investments of \$4,640,000 (in current dollars) were estimated to repair and / or update buildings within the next ten years.

Infrastructure Assessments

Assessment of infrastructure was completed for those assets that Wascana Centre Authority is responsible for maintaining. Inspections included collecting pertinent information in order to assess key components of each infrastructure asset, and prioritizing capital and operational improvements needed immediately and over the long term. This was performed through meeting with relevant staff from the Authority, visual reviews, and desktop reviews of previous reports and other data. Visual review was performed on the following assets:

- Roadways and parking lots;
- Concrete and asphalt sidewalks and pathways;
- Retaining walls and shoreline protection;
- Pedestrian bridges;
- Irrigation pump houses;
- Aeration systems and fountains;
- Waterfalls;
- Dock systems; and,
- Lake overlooks.

Additionally, desktop reviews (drawings, computer-aided programs, and interviews with relevant authorities) were conducted primarily to identify ownership and custodianship of the following facilities:

- Potable water distribution system;
- Sanitary sewer system;
- Storm sewer system;
- Natural gas distribution system;

- Power distribution system;
- Communications distribution system;
- Street lighting; and,
- Traffic signs.

A summary of the assessment is described below:

Infrastructure Category	Assessment
Roads	<ul style="list-style-type: none"> • 8.5km (32%) of the road network was rated 'Very Good', primarily located in newer areas (e.g. Innovation Place) and locations that were resurfaced or reconstructed (e.g. SIAST, Conexus Arts Centre, First Nations University, and Lakeshore Drive). Only basic preventative maintenance is required. • 6.0km (23%) of the road network was rated 'Good'. Although in good condition, pavement distress was evident. • 7.0km (26%) of the road network was rated 'Fair'. These roads have slightly more advanced distress such as structural weakening with more cracking through the road surface. In addition to basic preventative maintenance, extensive corrective maintenance measures are required to correct isolated pavement failures. • 4.9km (18%) of the road conditions are in 'Poor' condition. These roads exhibit more extensive structural cracking and surface deformations, causing uncomfortable rides with frequent bumps or depressions. Major resurfacing or reconstruction will be required. • 180m (1%) of the road network are in 'Very Poor' condition. These roads have reached the end of its service life.
Parking Lots	<ul style="list-style-type: none"> • 50% of parking lots are in 'Very Good' condition, primarily due to newly constructed parking lots throughout the park and resurfaced lots. • 18% of parking lots are in 'Good' condition, where they are showing slightly more advanced distress. Basic preventative maintenance will be required. • 11% of parking lots are in 'Fair' condition, showing slightly more advanced distress and are starting to show signs of structural weakening. These parking lots will require basic preventative maintenance as well as some more extensive corrective maintenance measures. • 15% of the parking lots are in 'Poor' condition, and will require major resurfacing or reconstruction, as well as consistent maintenance measures. • 6% of the lots were rated 'Very Poor', and will require complete reconstruction. Two of these lots (at the Conexus Arts Centre) have recently been reconstructed.
Sidewalk and Pathways	<ul style="list-style-type: none"> • 99% of the concrete sidewalks and pathways were rated 'Very Good', and only 1% was rated as 'Poor'. • 89% of the asphalt pathways were rated 'Fair' and better, and 11% of the

Infrastructure Category	Assessment
	pathways are in 'Very Poor' condition. Majority of the 'Poor' to 'Very Poor' pathways will need to be reconstructed.
Retaining Walls and Shoreline Protection	<ul style="list-style-type: none"> • 4 of the 5 retaining walls and shorelines were rated 'Good', and 1 was rated 'Fair'. Maintenance required includes repairing visible cracks.
Pedestrian Bridges	<ul style="list-style-type: none"> • The four pedestrian bridges were constructed within the last ten years, and were visually inspected in accordance with the Alberta Infrastructure and Transportation principles. With proper maintenance and regular inspections, these bridges will have remaining lives of at least 50 years each.
Irrigation Pump Houses	<ul style="list-style-type: none"> • The four irrigation pump houses that were assessed were in 'Fair' and 'Good' condition. Moderate interventions will be required to extend the life of these pump houses.
Aeration Systems and Fountains	<ul style="list-style-type: none"> • The two facilities assessed were in 'Good' condition. Basic preventative maintenance was suggested.
Waterfalls	<ul style="list-style-type: none"> • The waterfall is in 'Good' condition. Basic preventative maintenance was suggested.
Dock Systems	<ul style="list-style-type: none"> • Two docks were assessed to be in 'Good' condition, and one in 'Fair' condition. Some repairs are required for all three docks.
Lake Overlooks	<ul style="list-style-type: none"> • Two of the overlooks were assessed to be in 'Good' condition, and four in 'Fair' condition. Some repairs are required for all six overlooks

Capital investments of \$16,757,000 (in current dollars) were estimated to repair and / or replace the infrastructure within Wascana Centre within the next ten years.

In summary, Associated Engineering found that infrastructure within the park was considered to be in fair condition; however, there are several groups of assets approaching or exceeding their anticipated service lives and are in need of repair. In total, approximately \$21,397,000 (in current dollars) will be required for repairs or replacements over the next 10 years for both the buildings (\$4,640,000) and infrastructure (\$16,757,000) at Wascana Centre. These include:

- Approximately \$5,089,000 estimated to be required for repairs or updates in the short term (1-2 years);
- Approximately \$4,938,000 estimated to be required for repairs or updates in the medium term (3-5 years); and,
- Approximately \$11,370,000 estimated to be required for repairs or updates in the long term (6-10 years).

As well, Associated Engineering recommended that additional funds up to \$27 Million (in 2013 dollars) may be required to cover building replacement costs over the next 20 years. This is in addition to the \$4,640,000 that was presented for repairs and updates to Wascana Centre buildings.

Repairs or replacements required beyond ten years are dependent on maintenance activities and asset management practices. Operational costs are estimated in the 'Cost Analysis' section of this report.

Landscape Assessment

Crosby Hanna & Associates was contracted in March 2012 to perform a landscape assessment for all lands within the Wascana Centre boundary. The assessment provided an evaluation of current condition of all Wascana lands, to develop a framework for collection of data relating to current condition of park components and to develop budget estimates for landscape upgrades. The assessment covered the following areas:

- “Soft landscape” – turf, trees, shrub beds, flower beds, naturalized areas, play fields, ball diamonds, and crusher dust/wood chip pathways;
- Bollards;
- Site furniture;
- Irrigation;
- Select art features, monuments and memorials; and,
- Two play areas.

In order to ensure consistency in the assessments, a pre-defined assessment methodology and assessment criteria was developed - this formed the basis for the assessment.

Landscape Category	Assessment Methodology
Landscape	<ul style="list-style-type: none"> • Area Definition – <i>Lands were subdivided to ensure proper coverage, using the most recent Master Plan (2006) as the basis for subdivision</i> • Desktop Review – <i>Review of as-built documentation and digital drawings that were inserted into the ArcGIS software</i> • Meetings with Wascana Centre Authority – <i>Discussions held with Authority personnel to identify current conditions, known issues, and problems</i> • Demonstration – <i>Discussions and acceptance of the assessment criteria</i> • Data Collection – <i>Analysis of aerial photographs and fieldwork</i> • Data Analysis - <i>Compilation of data to produce a final report.</i>
Structures	<ul style="list-style-type: none"> • Visual assessment
Art Features	<ul style="list-style-type: none"> • Visual assessment
Play Structures	<ul style="list-style-type: none"> • Visual assessment

From this review, some elements were identified that would require upgrading or repairs to bring them to an acceptable level based on relevant standards. The following table summarizes the results of the assessment and the recommendations that were provided by Crosby Hanna & Associates.

Assessment	Recommendations
Landscape	
<ul style="list-style-type: none"> • Turf - Overall health of turf is healthy, but there are signs of patchiness throughout the Centre due to increased human and animal traffic 	<ul style="list-style-type: none"> • Improve and upgrade irrigations systems throughout the Centre • Institute a policy of greater care by operating staff for established turf in considering the transport of equipment throughout the Centre • Implement a ground squirrel control program in areas of high pedestrian traffic to address public safety • Develop pathway system to address increased pedestrian traffic load
<ul style="list-style-type: none"> • Trees - Many trees are coming to the end of life span and will require removal immediately or within the next few years 	<ul style="list-style-type: none"> • Institute an annual tree pruning program to achieve a once in ten year pruning cycle throughout the Centre for public safety, tree sanitation, preservation of older trees and prolonging the life and effectiveness of younger trees • Install tree guards at base of trunks of all young trees to prevent mechanical damage • Adopt a standard practice of maintaining a mulch cover for all tree beds throughout the entire Centre • Employ a long term plan to eliminate the use of rototilling as a means of weed suppression and replace cultivated areas with turf and/or shrub beds
<ul style="list-style-type: none"> • Shrubs - Due to age and current lack of maintenance, many shrub beds will require replacement over the next 10-20 years 	<ul style="list-style-type: none"> • Thin, head back and remove shrubs as necessary from bed to create healthier, less dense shrub planting • Install and maintain a mulch cover for shrub beds throughout the entire Centre • Develop a park management strategy to replace shrubs that cannot be renewed by pruning or thinning, with a variety of alternate species better suited to different landscape applications to establish a species ecosystem throughout the Centre. • Remove invasive shrub species that threatens the establishment or survival of other plant species in the designed or natural landscape.
<ul style="list-style-type: none"> • Greenhouse - The operation is indicative of a healthy and progressive management strategy 	<ul style="list-style-type: none"> • Continue to maintain current operational standards
<ul style="list-style-type: none"> • Naturalized Areas – There were areas identified that require attention to control the growth of invasive species (Wascana Hill, First Nations) 	<ul style="list-style-type: none"> • Establish an invasive species list that should be eradicated • Establish a Native Plant Stand rehabilitation plant list that could be used to aid naturalization efforts • Employ a long term restoration program to replace

Assessment	Recommendations
University, and Pelican Island)	<p>Caragana and other identified invasive species along all shorelines of Wascana Lake with a diverse population of native plant species to establish a healthy ecosystem along the lake edge</p> <ul style="list-style-type: none"> • Maintain Native Plant Stands to ensure continued suppression of invasive species • Implement a weed control program for dry land grass areas
Site Furniture	
<ul style="list-style-type: none"> • Most benches were in relatively good condition • A number of picnic tables requires replacement • Most information kiosks are in relatively good condition 	<ul style="list-style-type: none"> • Replace metal grills or backsplash of BBQs • Replace a number of critical picnic tables • Attention is required at the kiosks at Candy Cane Park and at Speakers Corner, and address the fading paints on most kiosks
Irrigation System	
<ul style="list-style-type: none"> • A number of concerns were raised with regards to the irrigation systems, including deep main lines, asbestos concrete lines, manual irrigation systems, and the age of the systems. 	<ul style="list-style-type: none"> • Significant upgrades to the irrigation systems will be required, including: <ul style="list-style-type: none"> ○ Automation ○ Centralize controls ○ Water distribution lines, especially the asbestos concrete lines ○ Filtering of the lake water through additional pumps
Art Features, Memorials and Monuments	
<ul style="list-style-type: none"> • Art features are generally in fair to good condition 	<ul style="list-style-type: none"> • Continue with preventative maintenance for most art features • Intervention will be required for some art features, including painting, grade raising, and sealing
Play Areas	
<ul style="list-style-type: none"> • Some play structures do not comply with the CSA Standards, and may result in hazard 	<ul style="list-style-type: none"> • Remove and replace non-compliant structures

Crosby Hanna & Associates concluded that a total of an estimated expenditure of \$22,087,000 (in 2013 dollars) would be required for landscape upgrades to an acceptable standard over the next ten years. These include (in 2013 dollars):

- An estimated \$15,919,000 required to address landscaping requirements, including trees and shrub replacements, and weed control;
- An estimated \$5,593,000 required for irrigation systems;
- An estimated \$127,000 required to address structural upgrade requirements;
- An estimated \$36,000 required to address art features requirements; and,
- An estimated \$412,000 required to address playground requirements.

Cost Analysis

This section provides an analysis of funding requirements as described in the “Building and Infrastructure Assessments” and “Landscape Assessments”. The analysis also includes base operational funding to maintain and upkeep Wascana Centre.

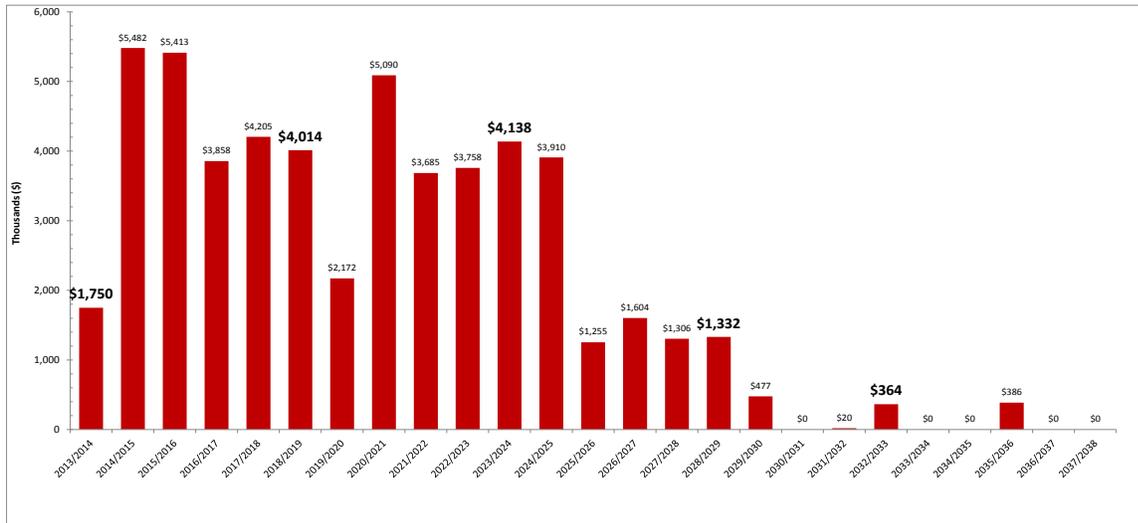
The reports from Associated Engineering and Crosby Hanna & Associates provided requisite data that were used by Conroy Ross Partners in the analysis of capital funding requirements, which covers buildings, infrastructure and landscape upgrades to an acceptable level. These reports identified specific projects and costs over the next 10-year period and beyond.

In addition, operational expenses were included in the analysis to provide an overall perspective of total funding requirements that will be required to operate and maintain Wascana Centre. Operating cost information was gathered through personal communication and documents provided by Wascana Centre Authority.

In the development of operational and capital funding analytics, the following assumptions were made:

- Year 1 of any capital funding requirements is fiscal 2014/2015;
- Itemized capital and operating expenditures are subject to inflation of 2% annually starting in 2015/2016;
- Additional funds are added every three years to support improvements to existing infrastructure in anticipation of future needs;
- Operational funding requirement for funding analysis is based on historical trends of the past 5 years; and,
- The financial analysis is limited to 25 years.

The following chart shows capital funding requirements over the next 25 years, based on the data provided in the reports by Associated Engineering and Crosby Hanna & Associates in their assessment of buildings, infrastructure, and landscape within Wascana Centre. The analysis shows that there is significant unfunded liability that is present at Wascana Centre, and that substantial investments will be required in the next 10 – 15 years to bring the capital assets of the Centre to an acceptable level to enable Wascana Centre Authority to achieve the stated Vision for Wascana Centre.



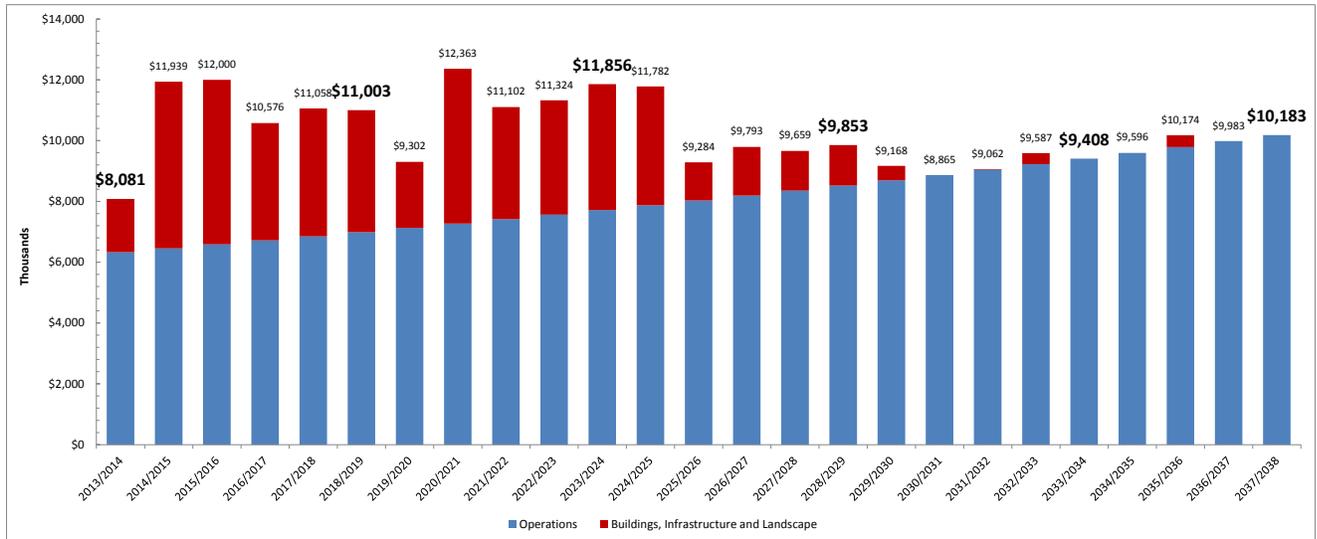
25-year Infrastructure, Building and Landscape Funding Requirements, based on a 2% annual inflation rate.

Costs for required current and future maintenance and repairs were estimated to be at a minimum (based on a 2% annual inflation):

- 2013 to 2018 \$ 20,708,000
- 2019 to 2024 \$ 18,719,000
- 2025 to 2030 \$ 12,213,000
- 2031 to 2036 \$ 2,579,000
- **Total** \$ **54,219,000**

As part of the cost analysis, Conroy Ross conducted research and worked with Wascana Centre staff to assess operational costs, examine possibilities for efficiency and forecast costs of operations into the future. The expenses analyzed included: general maintenance of capital assets (roads, buildings, landscape and infrastructure) engineering services, utilities, horticulture, forestry, community relations and administration. Consolidation and other operational measures have the potential to produce efficiencies however these were not assumed to be the result of reduced levels of service. Because of the aspirational feedback received during the public engagement process it was decided to keep the analysis consistent with the current levels of service.

Significant operational costs will need to be funded. They are expected to gradually rise from about \$6,500,000 annually to over \$10,000,000 annually over the next 25 years. A forecast beyond 25 years could not be reasonably be made.



Estimated Total Funding Requirements with a 2% annual inflation rate

Discussion among members of the Strategic Planning Committee led to the conclusion that, as landowners, the Partner organizations would be obligated to fund capital renewal, as well as on-going operating costs. Assuming status quo governance arrangements, significant investments by the Province, City and University of Regina, at higher-than-historic levels, would continue to be required.

Additionally, the Strategic Planning Committee acknowledged that any changes in the service delivery model employed by Wascana Centre Authority, either through consolidation and other operational measures have the potential to produce some efficiency. These, however, were assumed not to be a result of reduced levels of service, but rather as a result of elimination of duplication and increased communication and efficiencies. This assumption was made to keep the analysis consistent with the aspirational feedback received during the Visioning engagement process.

Revenue Generating Opportunities

Revenue Generating Opportunities

Conroy Ross Partners assessed the feasibility of various revenue generation opportunities to help fund the operating costs of Wascana Centre. The opportunities were categorized by the significance of the revenue that could potentially return to Wascana Centre Authority's Partners.

Revenue Category	Opportunities	Findings
Community Involvement Opportunities	<ul style="list-style-type: none"> • Corporate Sponsorships • Volunteer Program Formalization • Environmental Research Centre • Community Bonds 	<ul style="list-style-type: none"> • These opportunities were considered feasible and responsive to public interest but not considered to have significant revenue generating potential
Retail and Formalized Charitable Opportunities	<ul style="list-style-type: none"> • Charitable Foundation • Wascana Centre Lottery • Retail Operations – Food & Beverage • Permit/Fee Increase • Event Promotion & Management • Retail Operations – Merchandise 	<ul style="list-style-type: none"> • These opportunities were considered feasible and responsive to public interest, and may generate more revenues compared to the Community Involvement Opportunities • Additional resources would be needed to manage and sustain its operations
Large-Scale Commercialization Opportunities and Taxation	<ul style="list-style-type: none"> • Commercial Development – Managed Lands • Amphitheatre • Sale of Owned Lands • Acquire Lands for Commercial Development • Wascana Centre Infrastructure Tax Levy 	<ul style="list-style-type: none"> • Significant revenue potential may be realized with some of these opportunities, but may not have direct correlation to the Vision and Mandate of Wascana Centre • The appropriateness of each opportunity would need to be examined in further detail against the new governance model

The opportunities were modelled and assessed based on specific criteria: net revenue potential, impact potential (i.e., positive community impact, if not net revenue), and affinity to the “descriptions of success” outlined in the Vision. The opportunities outlined above will require additional and more detailed study to examine its revenue potential. In this analysis, none of the revenue generating opportunities examined could realistically be expected to make a significant contribution to the operating, repair and maintenance cost requirements for Wascana Centre.

Uses of Land Assessment

Additionally, Froese Consulting was selected to perform a feasibility study on the revenue generation potential of the lands owned by Wascana Centre Authority at a more in-depth level. Based on a preliminary review of possibilities, two opportunities were selected for potential revenue generation; a coffee shop and/or cafés, and redevelopment of the nursery area for residential type use.

The public identified a desire for more animation within the Park. This possible animation included locations within the park where users could relax in the park and treat themselves to a coffee or a sandwich. Potential locations were those easily accessible by the public.

While not a significant source of revenue, the development of a coffee shop or café would be operated with the key objective of providing a service to users of the park. It was recommended that an 'operator search' be performed to identify whether a commercial developer would have interest in developing and providing this service.

A second opportunity for revenue generation exists in the possible redeveloping the area currently used for the 'Tree Nursery' within Wascana Centre. Potential options for development include; hotels and/or high density residential development. Retail, Office or Industrial uses were not considered to be appropriate or feasible.

The mechanism for development could include sale of property or engaging with a private sector partner to develop the area. The recommended best alternative would be to pursue a private sector partner through a Request for Proposal (RFP) process. This alternative warrants extreme caution, as the Visioning process found that development within the park may be met with significant negative public feedback.

Once again, it was also noted that the development or sale of this land would not be sufficient to address the overall financial issues faced by Wascana Centre.

Governance & Operating Model Options

The options for a governance and operating model for Wascana Centre focused on five key areas in relation to ten other parks and cultural agencies worldwide. The Benchmarking and Best Practices professional review completed by Conroy Ross Partners focused on the enterprise (vision, mission, and mandate) and the ways in which governance, management and organizational structure reflected and facilitated this strategic intent. Areas examined included:

- Strategic positioning of the organization;
- Development orientation of the organization having to do with construction of facilities, further development of the park or expansion of the overall land area;
- Resource procurement / usage;
- Organizational structure of the entity; and,
- Accountability

The cross-matrix table below summarizes the best practices of the benchmarked parks:

Strategic Best Practice ↓	King's Park, Perth	South Bank Corporation, Brisbane	North Dakota Capital Complex, Bismark	BC Parks, British Columbia	Crown of the Continent, BC, Alberta, Montana	Downsview Park, Toronto	National Capital Commission, Ontario, Quebec	Christchurch Cultural Precinct, Christchurch, NZ	The Rooms Corporation, St John's, NFLD	Alberta Parks
Strategic Positioning										
1) Strategic Differentiation	✓		✓	✓	✓	✓	✓		✓	✓
2) Scientific / Environmental Orientation	✓			✓	✓					
3) Importance of Visitor Experience				✓			✓			
4) Active Social Media Orientation					✓	✓	✓			
Development Orientation										
5) Zoning Approach	✓	✓				✓				✓
6) Expansion- or Development-Oriented Mandate		✓		✓		✓				
7) Maintenance of Planning and Design Standards	✓	✓	✓				✓	✓		✓
Resource Procurement										
8) Private Sponsorship Orientation	✓				✓	✓				
9) Provision of Volunteer Opportunities	✓		✓	✓	✓		✓		✓	✓
10) Membership or Friends Base	✓			✓	✓		✓		✓	
11) Retail Operations	✓							✓	✓	
12) Stakeholder Involvement				✓	✓	✓	✓			✓
13) Commitment to Financial Self Sustainability	✓	✓				✓				
Organization Structure										
14) Development Corporation Model		✓				✓	✓			
15) Mandate / Organization Structure Symmetry	✓									
Accountability										
16) Accountability Systems / Structure	✓	✓				✓	✓		✓	✓
17) Strategic Third-Party Alliance		✓			✓					

Based on this information, the Strategic Planning Committee agreed to the following principles that would inform the future governance and management model for Wascana Centre:

- Land owners must be accountable for the operation and maintenance of their land;
- Wascana Centre vision must inform what the Partners strive to achieve together, there is a need to be open and transparent to the public;

- A 'precinct' approach can help inform uses for different sections of the land area within Wascana Centre;
- Simplification of the governance and operation of Wascana Centre is required to provide clarification to each Partner's responsibilities and accountabilities in advancing the vision;
- Openness to the pursuit of revenue opportunities like sensitive animation of services for citizens who use Wascana Centre as well as fundraising to support future development of the Centre is appropriate;
- Citizen experience matters and Partners want to ensure effective coordination of use of Wascana Centre with no negative impact on citizens who want to benefit from use of the Centre; and,
- Ensure the future of Wascana Centre by securing statutory protection of the lands and the land use.

Governance Structure Alternatives

Three fundamental findings influence the future model for governance, management and operation of the Wascana Centre. These are:

- The Vision for Wascana Centre is to continue providing current and/or enhanced services remaining a point of pride for the citizens of Regina and the province;
- To achieve the Vision major investments in terms of capital and operating expenditures will be required; and
- Commercial land development and enhanced revenue generation opportunities do not have the potential to by themselves meet this funding gap.

Based upon this understanding, five alternative scenarios were proposed to the Strategic Planning Committee to be considered for the future governance of Wascana Centre Authority or an alternative entity. These options ranged from status quo with increased funding and incremental anticipated change to a major change involving the dissolution of Wascana Centre Authority and responsibility for stewardship falling to the land owners. The pros and cons for each option were carefully examined and the revenue opportunities were modeled.

Scenario	Description	Pros	Cons
<p>Scenario 1:</p> <p>Wascana Centre Authority at an enhanced Current State</p>	<ul style="list-style-type: none"> Wascana Centre Authority carries on with limited changes in scope/responsibilities. Greater emphasis on diversifying revenue Each Partner renew their commitment to the Authority as the steward and operator of Wascana Centre, at higher levels of financial commitment All three Partners continue to be involved in formal governance and policy/guideline setting. 	<ul style="list-style-type: none"> Changes to the structure/governance will enhance accountability and transparency Likelihood of achieving Vision/Mandate dependent on increased funding Ability to maintain the essence of Wascana Centre Authority's brand 	<ul style="list-style-type: none"> Current state governance and operations has led to infrastructure deficit and weakened financial position. Additional competencies and investments required to diversify revenue Incremental changes to streamline, simplify and gain efficiencies will not address future funding gap Multiple, diverse decision-making processes to satisfy Partner organizations increases complexity
<p>Scenario 2:</p> <p>Wascana Centre Authority in a new Stewardship and Operations Management State</p>	<ul style="list-style-type: none"> Wascana Centre Authority's scope and responsibilities would be limited to park stewardship Operations are outsourced to a private provider or contracted to a Partner organization Partners renew their commitment to fund the operations and infrastructure needs, likely at higher-than-historical levels, but lower than 'Scenario 1' Greater emphasis on diversifying revenue All three Partners continue to be involved in formal governance and policy/ guideline setting. 	<ul style="list-style-type: none"> Limited changes to the structure/ governance Likelihood of achieving Vision/ Mandate dependent on increased funding Ability to fully maintain the essence of Wascana Centre Authority's brand Ability to leverage Partners to create critical mass specific to operations, resulting in lower operational costs. 	<ul style="list-style-type: none"> As per Scenario 1 and: Potential risk of service quality not meeting agreed-to standards Potential negative publicity with respect to new operational model
<p>Scenario 3:</p> <p>Stewardship Integration and Operations Consolidation</p>	<ul style="list-style-type: none"> Wascana Centre Authority in its current state, ceases to exist as it is fully integrated into either a Provincial or City entity Formal governance and policy/guideline setting is focused primarily on core Centre needs All Partners have continued participation but with less authority and retention of a meaningful 'voice' 	<ul style="list-style-type: none"> Potential for simplification of governance Increased likelihood of achieving Vision/ Mandate Maintains the essence of the Park's brand Ability to leverage one or more Partners to create critical mass specific to operations, resulting in lower operational costs Increased likelihood of resolving infrastructure renewal challenges. 	<ul style="list-style-type: none"> Significant changes to structure and governance, potentially limiting authority of Partners All Partners continue to renew their commitment to fund, steward, resource, and support the Park, with heavy reliance on the Partner within which the new entity resides

Scenario	Description	Pros	Cons
<p>Scenario 4: Land Swap and Simplification</p>	<ul style="list-style-type: none"> Wascana Centre Authority in its current state, ceases to exist as it is fully integrated into either a Provincial or City entity Lands within Wascana Centre are evaluated and ‘swaps’ occur which bring the Park under the control of one entity (likely Province/City), as well as all stewardship and operational needs The formal governance and policy/guideline setting is focused primarily on Wascana Centre core needs. Partners who continue to receive benefits are obligated to provide funding that would be negotiated with the controlling entity and would have ‘voice’ that commensurate with level of involvement. 	<ul style="list-style-type: none"> Reducing number of land owners further enhances potential for simplification of governance Increased likelihood of achieving Vision/ Mandate Maintains the essence of the Park’s brand Enables ‘majority’ land owner to create critical mass specific to operations, resulting in lower operational costs Increases focus and control to resolve infrastructure renewal challenges. 	<ul style="list-style-type: none"> Significant changes to structure and governance Complex process to administer the ‘swaps’ Requires new ‘owner’ to commit to properly fund, steward, resource, and support Wascana Centre Potential alienation of volunteer resources
<p>Scenario 5: Land and Responsibility Split</p>	<ul style="list-style-type: none"> Wascana Centre Authority in its current state, ceases to exist Operational responsibilities of Wascana Centre currently stewarded by Wascana Centre Authority are passed to individual land owners who are currently part of the Authority lands Stewardship of Wascana Centre is less formal, likely a joint committee with participation of all current Partners, primarily focusing on policy and guidelines. 	<ul style="list-style-type: none"> Increased independence of action. Governance will be based on ‘loose coupling’ via bi-lateral or tri-lateral agreements including standards and possible collaboration on operations, capital investments or strategic initiatives Possibility remains for maintaining the essence of the Park’s brand Individual Partners responsible for operations of owned lands, consistent with agreed standards 	<ul style="list-style-type: none"> Reduced likelihood to achieve Vision/Mandate due to the independent decision-making processes of Partners Creates potential for Partners to ‘drift away’ from commitment to Wascana Centre Requires all Partners to commit to properly fund, steward, resource, and support their own portion of the Park.

Institutional Design: Conceptual Recommendation

After thorough consideration of the findings and conclusions formed in the Comprehensive Review Project, the Strategic Planning Committee recommended their preferred model of future governance for Wascana Centre to Wascana Centre Authority Board of Directors: a transition to a single entity (the Province of Saskatchewan) model to achieve the vision for 2063. Under the recommended model each partner: the Province of Saskatchewan; the City of Regina and the University of Regina will take responsibility for the management and care of their owned lands and the assets contained therein while remaining within the boundaries and part of the Wascana brand. The Province of Saskatchewan will have care and custody of Wascana Centre and will perform or facilitate the performance of the functions formerly undertaken by Wascana Centre Authority.

A few key principles and related aspects of the preferred model include:

Roles and Responsibilities: a single entity to be the lead 'steward' of Wascana Centre:

- The Province, at the request of the Partners, has agreed to assume the lead stewardship role. As lead steward, the Province will assume future financial obligations for operations and capital improvements of existing Provincial and Wascana Centre Authority owned lands; and,
- As lead steward, the Province will determine the most appropriate corporate structure of the provincial lead entity (e.g. Park, Provincial Capital Commission, Treasury Board Crown etc.).

Partners to have 'voice' in the future development of Wascana Centre:

- The Province will develop a mechanism for advisory input by traditional Wascana Centre Authority partners and future key stakeholder groups in relation to: vision and direction setting, master plan development, architectural standards, environmental standards and operational standards
- Future development within Wascana Centre and extension of the 'Our Wascana' experience along the watershed is grounded in the aspirations of the broader community and paced to the availability of resources.

Simplification of the stewardship and operations of the Wascana Centre land area:

- Further functional analysis will be performed on the current Wascana Centre operations to determine how best to deliver these services going forward in such a manner consistent with the Vision;
- A single point of contact for community use of Wascana Centre (i.e. events scheduling and support) will remain as a critical element of the stewardship;
- Landowners will be accountable for ongoing operations, asset maintenance (infrastructure and landscape) and future development of their lands in a manner that complies with the Master Plan and established standards; and,
- Over time, land-swaps, dispositions and/or acquisitions may occur to enable the streamlining of future direction, governance, and operations of Wascana Centre lands. The timing of and details associated with these potential transactions will be between the respective land owners.

- The future of Wascana Centre ensured by securing statutory protection of the Lands and the Land Use.

Emphasis of the importance of the watershed natural systems:

- The essence of ‘Our Wascana’ brand experience to be extended into the future with further expansion and appropriate animation and protection of the lands within Wascana Centre as well as development along the watershed in a sensitive manner.

This recommended approach to the future governance and operations of Wascana Centre is intended to enhance the prospects of achieving the 50 year vision by clarifying accountability for addressing the infrastructure and operating funding gap, while at the same time simplifying the governance and operations associated with the stewardship of Wascana Centre into the future. The City of Regina and the University of Regina will remain engaged as partners in the setting and monitoring of key standards.

The Province is today and will continue in the future as a significant funding source for Wascana Centre. As the lead entity, the vision calls for the Province to focus on sensitive animation of the core Wascana Centre lands as well as an enhanced focus on the protection and preservation of natural systems upstream and downstream within the Wascana watershed. Achievement of the vision will enable the lead entity to focus on the core mandate areas of:

- Development of the seat of Government;
- Enlargement of education, research and development opportunities;
- Advancement of the cultural arts;
- Improvement of recreational facilities; and,
- Conservation of the environment.

Conclusion

The Strategic Planning Committee has conducted a thorough comprehensive review that covered:

- Wascana Centre Authority including all lands and other assets currently under its stewardship;
- Wascana Centre's future purpose, vision, mission and mandate;
- The role of Wascana Centre or new entity relative to the funding partners and the overall community;
- The strategic direction for the next 50 years;
- Options for an appropriate governance model, operations model and organizational structure; and
- Options for a sustainable funding models;

The review has resulted in a clear understanding of the public interest, a Vision for the future and an understanding of the required capital renewal costs. With this understanding there is a conceptually recommended organizational and governance model proposed. Based on this conclusion the necessary information has been garnered to enable the Strategic Planning Committee and Wascana Centre Authority Board of Directors to consider the best options available to secure the future for Wascana Centre. When a decision is made to adopt the Vision, Mission and Mandate described in this report and to adopt a model to achieve the goals for Wascana Centre next steps will include preparation of an Implementation Plan that will map the path and schedule for any transition that is to occur.

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Appendices

Appendix 1: Terms of Reference for the Comprehensive Review Project

Appendix 2: Full Report: Intelligent Futures - Strategic Planning & Public Engagement: Vision for the Next 50 Years

Appendix 3: Summarized Report: Associated Engineering - Wascana Centre Authority Comprehensive Review Project: The Vision for the Next 50 years and beyond – Building and Infrastructure Assessments

Appendix 4: Summarized Report: Crosby Hanna & Associates - Wascana Centre Landscape Assessment

Appendix 5: Full Report: Froese Consulting - Land Use Report

Appendix 6: Full Report: Conroy Ross Partners and TCI Management Consultants - Benchmarking and Best Practices Report

Appendix 7: Wascana Centre Map and Wascana Centre current ownership map

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