

# Wascana Centre 1987 Master Plan

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His Worship Mayor D. Archer

Councillor Doreen Hamilton (Treasurer)

Councillor John Lipp

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(Cover: Illustration of Landscape Pattern - see Section 3.3)

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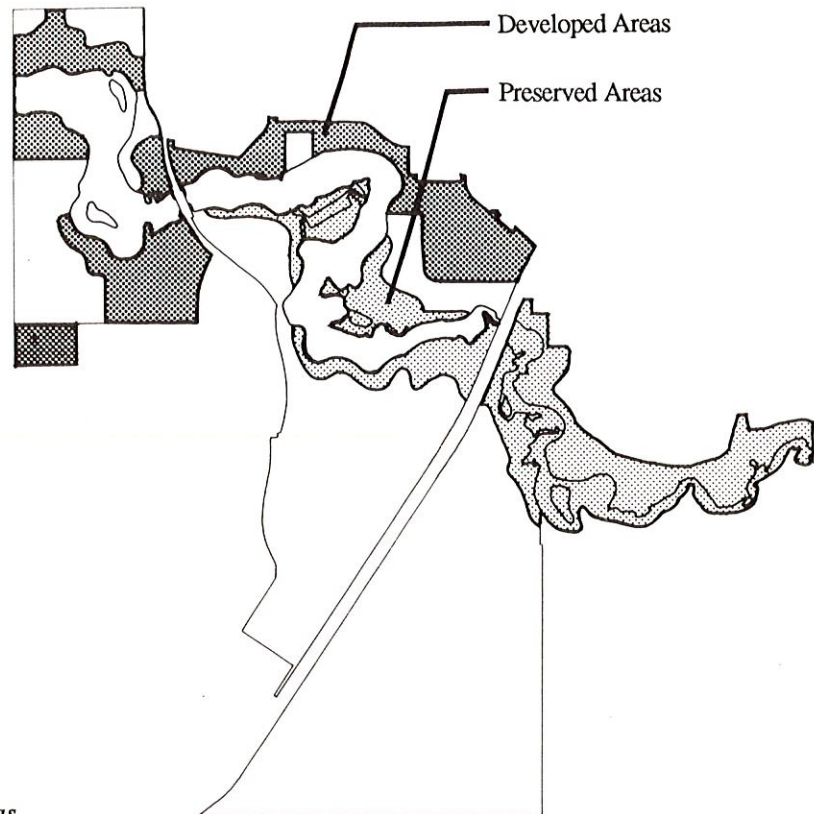
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# Executive Summary

## Updating a Master Plan

This report is a five-year update of the Wascana Centre Master Plan, as required by Section 71 of the Wascana Centre Act.

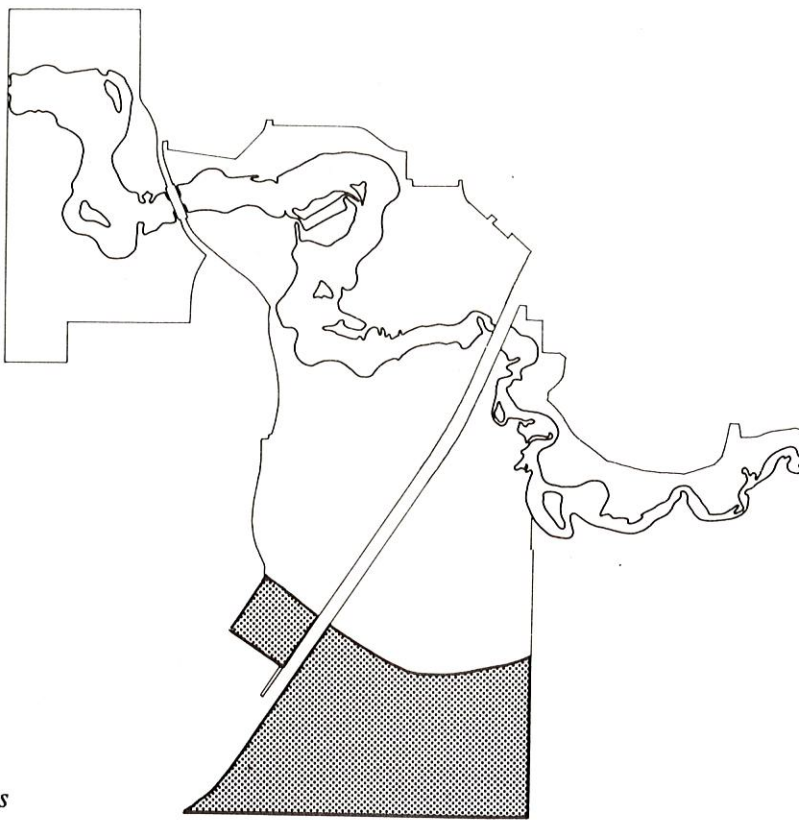
**Mature Areas:** The buildings and landscape of Wascana Centre have been developed for the last twenty-five years through a forward-looking master plan, which has been kept constantly up-to-date. Today, much of the land area has already been developed (or preserved) to a satisfactory condition in accordance with past plans. These areas can be described, in planning terms, as being in a “mature state”. The role of the current Master Plan for these areas is to define future maintenance or preservation, rather than future development.



*Mature Areas*

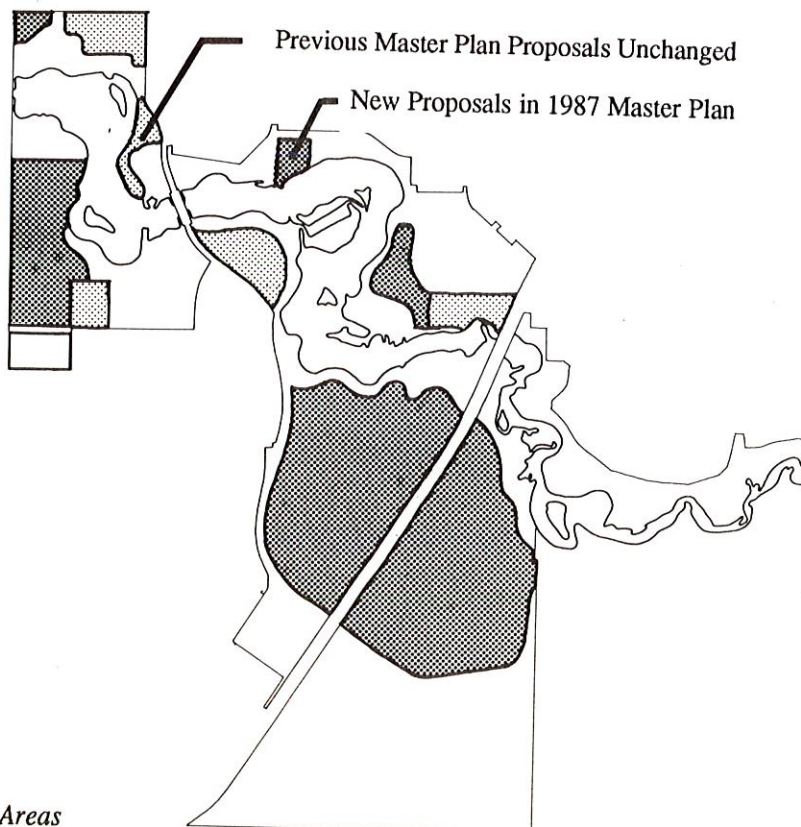
**Reserve Areas:** There are other parts of the Centre which may be seen at present as being “underutilized” in a built-up area, but for which no immediate building or park development use is contemplated. They should be kept in reserve as the city expands around them, either as a welcome oasis of open land or, when the time comes, for one of the four purposes of the Centre. The role of the Master Plan for these areas is to define them as reserve lands, neither for foreseen development nor, at this time, for permanent preservation.





*Reserve Areas*

**Developing Areas:** The role of the 1987 Master Plan is to identify the remaining areas as places for future building or park development. In some of these areas, the 1982 plan continues to be relevant, and there is no need to change it. In others, the intervening five years have brought changes in values or projections which indicate a revision.



*Developing Areas*

## Land Use Pattern: Parks and Institutions

The Centre is an integrated mixture of institutional developments and recreational areas. The institutional development areas have significant components of landscape, but are primarily building-dominant. The recreational areas have some supporting buildings, but are primarily landscape-dominant. With such an integrated mix of buildings and landscape, it should be no surprise that there is some confusion about which is which. The diagram below clarifies the various landscape types within the Centre as well as those areas which will continue to support further building development.





## **Planning by Principle**

The text and diagrams of this document attempt to clarify the planning principles by which future landscape and building development should occur. It is the responsibility of proponents for particular developments to comply with and implement these principles or apply for a revision of the Master Plan.

## **Demonstration Plan**

The planning principles have been illustrated by means of a composite demonstration plan which is, to the extent of our ability, an illustration of the "best state," gained by implementation of the majority of planning principles for the Centre. Included as part of the Master Plan Report, the demonstration plan is also published separately and is available from the Wascana Centre Authority.

## **Planning Horizon**

There is no time horizon to the long range aspect of this Plan. It simply illustrates that composition of landscape and building projects which will create an optimum balance and the most satisfactory physical environment for Wascana Centre — a projection of the ideal "mature state". The mature state, once reached, is not only stable and permanent, but also dynamic inasmuch as minor changes and modifications will always be required.

The Plan has a short and a mid range aspect as well. The report illustrates a series of steps by which immediate and partial implementation would achieve many, if not all, of the benefits of full building or landscape development. Perhaps the most important of these is the implementation of the portion of the Legislative Mall and associated parkland between the Legislative Building and Hill Boulevard.

## **Planning Participation**

This Plan is the result of the collaboration, through suggestions and review, of the three participating parties (the Province of Saskatchewan, the University of Regina and the City of Regina), the Authority staff, and a fifth participant — the public at large.

## **Applications to Build within the Centre**

Most development in the Centre occurs through application by one of the participating parties. Each proposed development is reviewed first in terms of its compliance with the Master Plan and, as the proposal develops detail, in terms of its design merit and contribution to the Centre as a whole. It is at this time that the relationship between the proposal, the demonstration plan, and the principles contained in this report are evaluated by the Authority and its Advisory Committees.

## **Applications to Demolish within the Centre**

Since part of the role of the Master Plan is to define that which should be preserved in the mature state, the issue arises as to the mechanism by which the Authority maintains valuable buildings and landscapes. The Act does not provide one. To address this issue, the Wascana Centre Authority has adopted a bylaw requiring its concurrence before a building can be demolished, and has struck a Committee to establish criteria and strategies for preservation.

## **Development by the Authority**

As well as reviewing proposals put forward by the participating parties, the Authority is responsible for service facilities and grounds maintenance. In general, projects which the Wascana Centre Authority itself proposes and implements are primarily service, recreational and landscape developments.

## **Five-Year Development Priorities**

The following development projects have been selected by the Authority as having high priority for implementation. The selection has been made in terms of the contribution they will make to the quality of Wascana Centre, and their cost effectiveness in achieving public benefits.

1. Develop the Legislative Grounds between the rear of the Legislative Building and Hill Boulevard. Remove Avenues B, C, D and E; and establish a grassed Legislative Mall and associated pastoral parkland (Page 62).
2. Complete two trails north and south of the lake so that they connect with the City trail systems to the east and west of Wascana Centre (Page 56).
3. Initiate discussions (to include the Province, the Rural Municipalities and the City) on the creation of a Wascana Creek Reserve to protect upstream areas (Page 38).
4. Implement the proposals for Wascana Hill (Page 88).
5. Continue to establish an axial vista to the Legislative Dome through Wascana Park (Page 73).
6. Complete other ongoing and as yet unfinished projects.
7. Maintain the ongoing planting program with additional emphasis on a program to implement the wind and snow control landscape system in the University grounds, Wascana East, and the Heritage Reserve (Page 107).
8. Initiate measures to resolve the question of a stable supply of water for irrigation (Page 120).



*1987 Master Plan: Composite Demonstration Plan*



# **Section 1:**

## **Background**

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This section reviews the mandate of the Wascana Centre Authority, the nature of the Master Plan Review, the history of planning in the Centre, and the major issues to be addressed in the 1987 Master Plan Review.



## 1.1 The Wascana Centre Act and Implementing Authority

The Wascana Centre Authority and its mandate were established by an Act of the Provincial Legislature in 1962. It was a bold and imaginative step, establishing and supporting an unusually rational system of development and maintenance of a large segment of the City of Regina. The result is an environment of world stature, a place which is both parkland and development area, a place with an unusual combination of architectural and landscape quality.

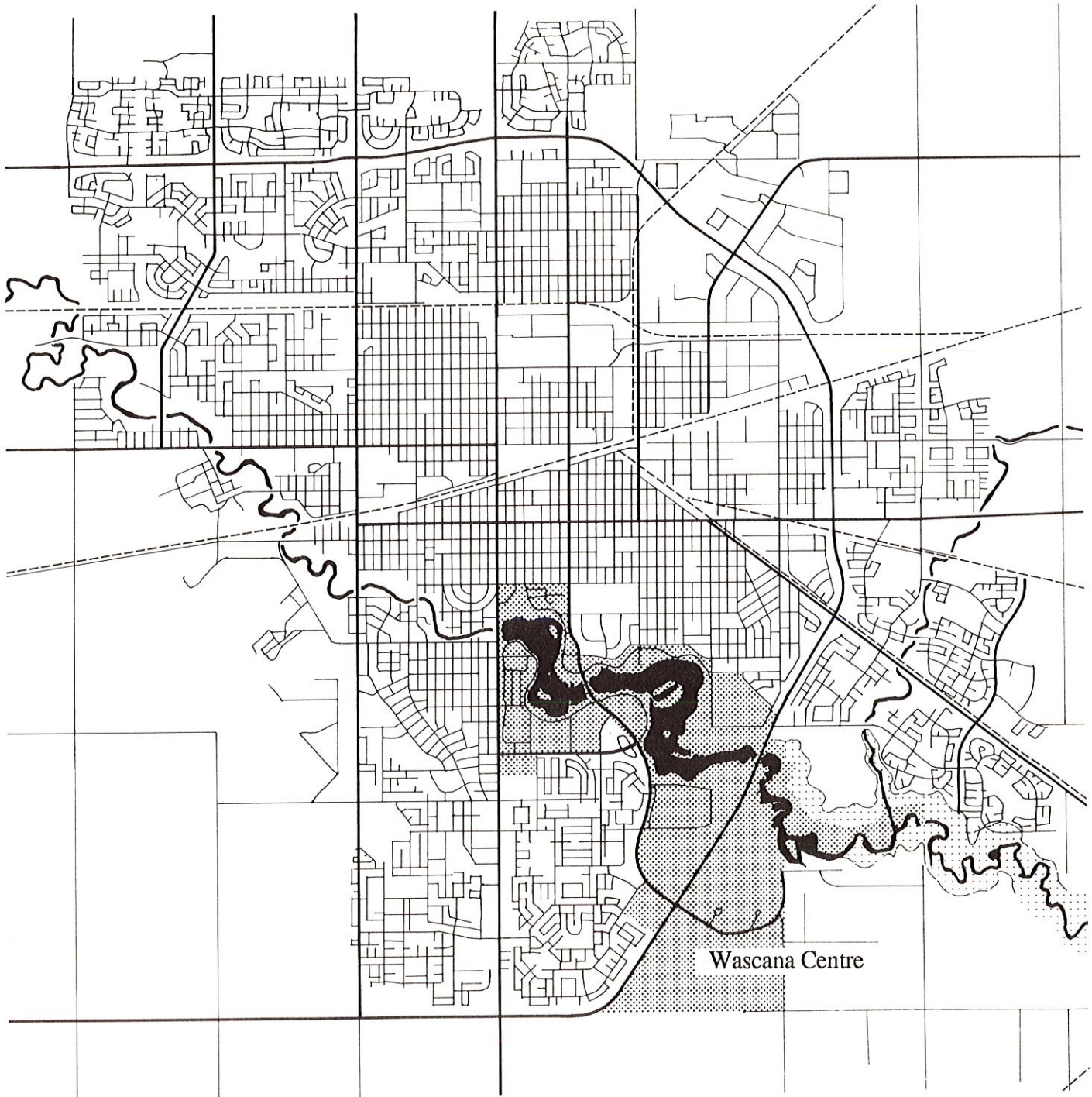
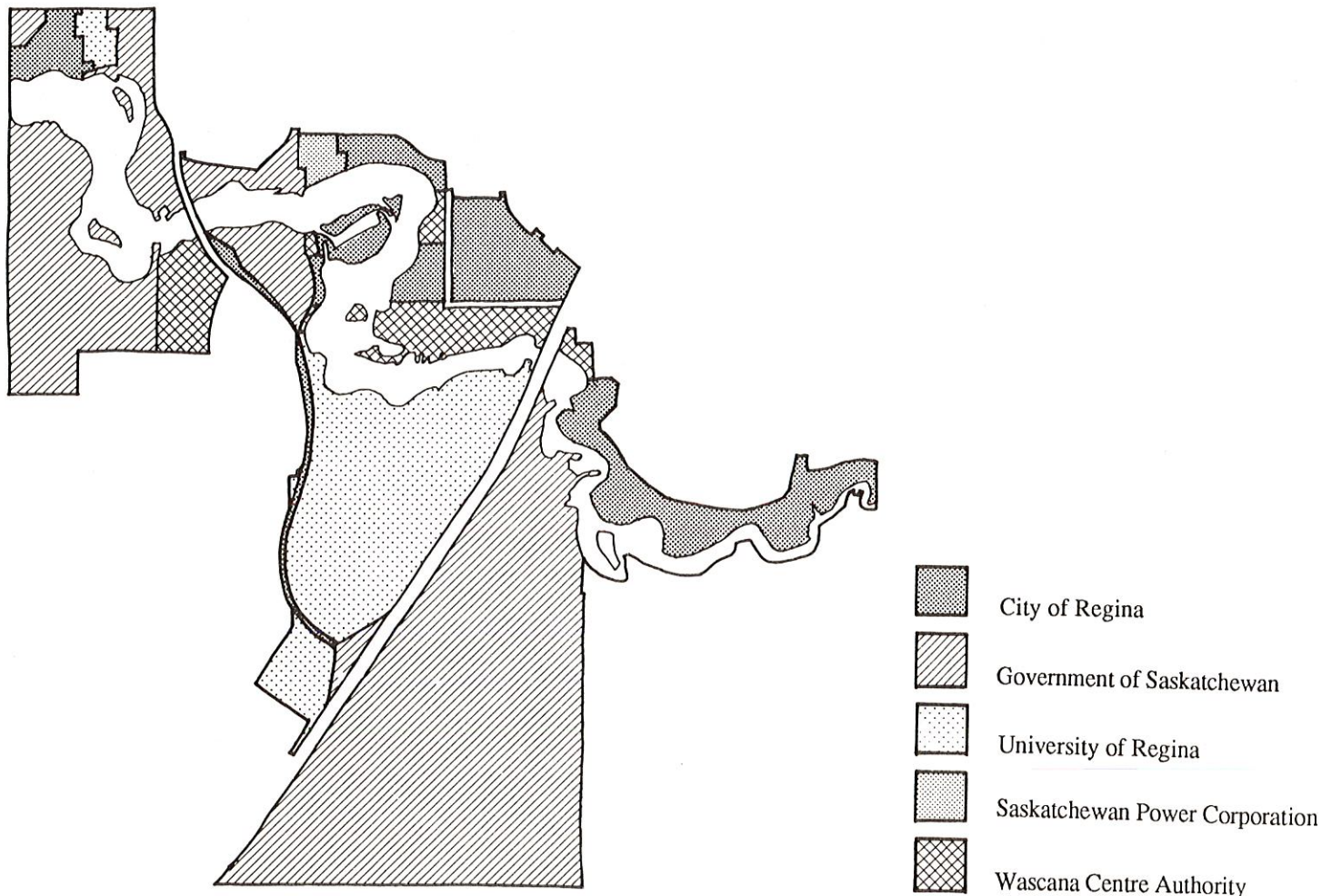


Figure 1: Wascana Centre in the City of Regina



The Act begins by establishing the partners in the ownership and development of the Centre: the Government of Saskatchewan, the City of Regina, and the University of Regina. These are represented through the Wascana Centre Authority, a statutory corporation consisting of eleven members - five appointed by the Government, three by the City, and three by the University - whose mandate it is to implement the Act.

The land remains in the ownership of the various parties, although some acquisitions have been made directly by Wascana Centre Authority. The diagram below illustrates land ownership in a general and schematic way. Upon request, more detailed information can be provided by the Wascana Centre Authority.



*Figure 2: Land Ownership*

The uses to which buildings and other facilities may be put within the boundaries of the Centre are also defined by the Act. They can only serve one or more of four purposes - the development of the seat of government, the advancement of the cultural arts, the enlargement of educational opportunities and the improvement of recreational facilities. The preservation of a natural waterfowl habitat reserve has since been added as an unofficial fifth purpose.

While the Authority can propose development anywhere in the Centre, it has particular and legislated responsibility for certain specific forms of development. These include the installation and maintenance of landscapes, recreation and service facilities using a budget to which the participating parties contribute. The Authority is also responsible for the preparation of the Master Plan and the evaluation, against the Plan, of developments proposed by the participating parties.

To ensure that new development is consistent with the Centre's purposes and that it meets the highest possible standards of excellence, all proposed projects in Wascana Centre undergo a rigorous and comprehensive review process. The quality of building and landscape design is monitored by three advisory committees - architectural, engineering and fine arts. The Architectural Advisory Committee reviews all project proposals with a view to protecting and enhancing the quality of the design and operation of buildings in the Centre. The committee consists of the architect planner, the landscape advisor and prominent architects drawn from across the country; a chairman is elected by the members of the committee. The Engineering Advisory Committee is appointed by the participating parties, and the Fine Arts Committee is appointed by the Wascana Centre Authority.

The work of the Authority is carried out by a full time staff headed by an Executive Director and organized as shown in the accompanying chart.

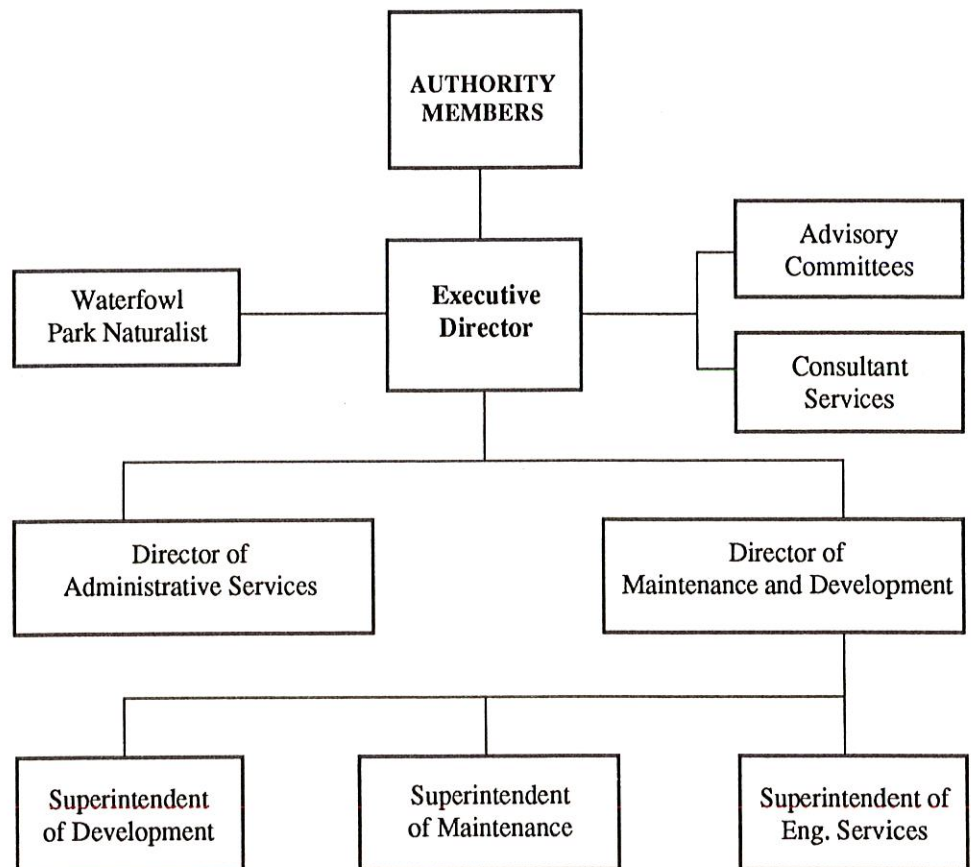


Figure 3: Organization Chart, Wascana Centre Authority



## **1.2 Master Plan Review Process**

The Act stipulates that building and landscape development should be in conformity with a Master Plan, the purpose of which is to co-ordinate the character, siting, access and landscape setting of facilities within Wascana Centre.

The Master Plan is kept current through major reviews every five years. Between the five-year Reviews, changes can be made to the Master Plan through amendments by resolution of the Authority.

The Act specifies that the Authority commission the services of an architect planner, whose responsibility it is to prepare and update the Master Plan subject to the Authority's approval. The architect planner also provides recommendations to the Authority on all proposed developments as to their conformity with the Master Plan. A landscape advisor performs a similar advisory role with respect to landscape proposals.

## **1.3 Planning History**

Wascana Centre as presently constituted is only twenty-five years old, but its roots were established in the early part of the century.

### **1.3.1 1913 Mawson Plan**

In 1908, construction of the Legislative Building began, designed by E. and W.S. Maxwell of Montreal. The Wascana Creek dam was started at the same time.

In 1913, the year following the official opening of the Legislative Building, Thomas Mawson, an English landscape architect, was requested to prepare a plan for the Legislative Grounds. The plan included proposals for a large adjacent area, various government facilities and the Lieutenant Governor's residence on the east side of Wascana Lake. His plan is shown in the accompanying illustration. It set a pattern for development which is still apparent today in the Legislative Building and Grounds, Wascana Lake and Park, and the Qu'Appelle Diocese Lands.

One portion that was not implemented was the Lieutenant Governor's residence centred on the old Broad Street alignment. Wascana Place, the headquarters of Wascana Centre Authority, now occupies this site and is aligned with the axis of the Legislative Building.



The landscape structure proposed for the Legislative Grounds was organized around a north-south Mall centred on the axis of the Legislative Building and an east-west driveway to the formal entrance of the building on the north side. The Mall was to have terminated on a prominent public building on the alignment of Twenty Third Avenue. It was also to have continued north of the Legislative Building and through Wascana Park to College Avenue.

Mawson also prepared a City Plan for Regina in 1914, part of which is illustrated below.

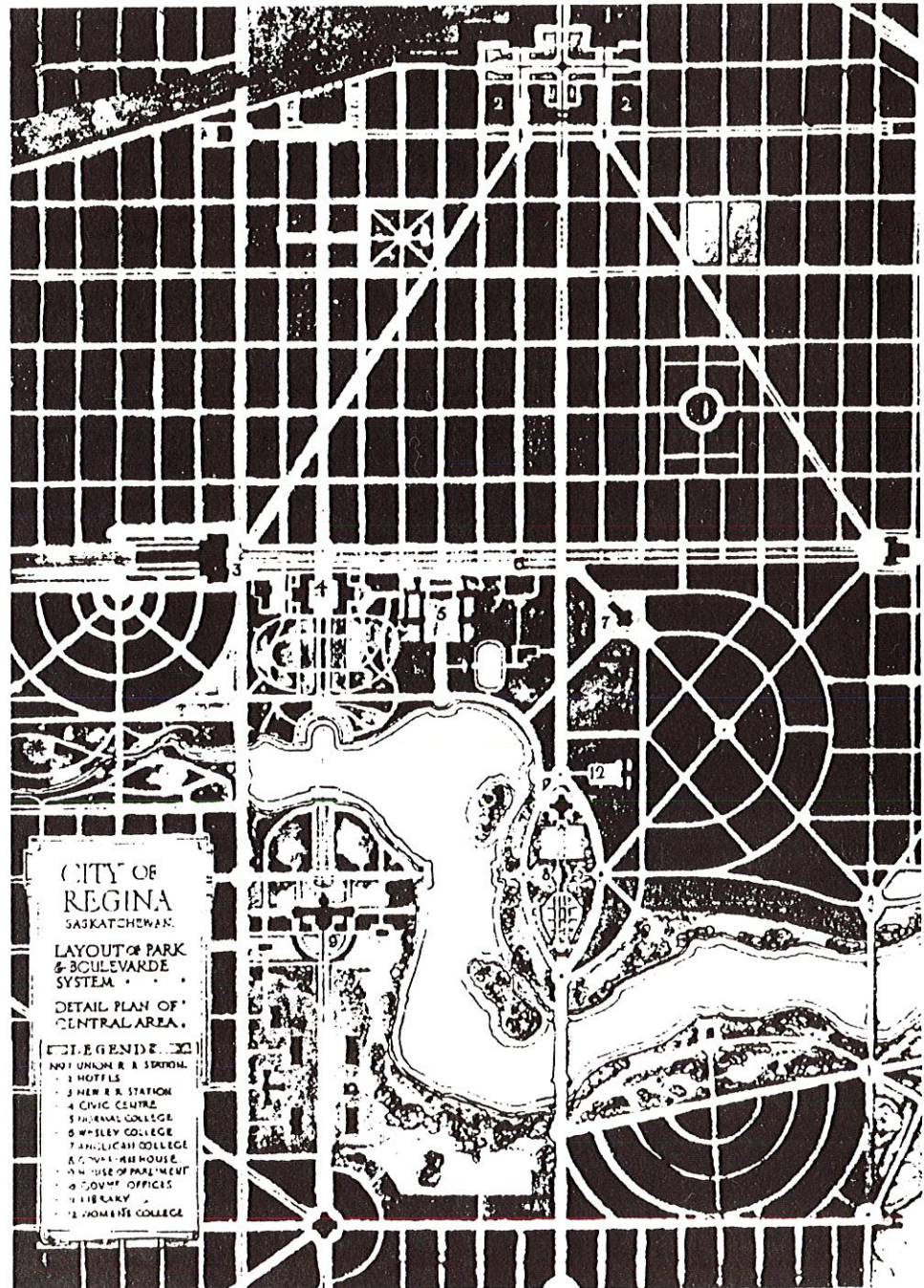


Figure 4: 1914 Mawson City Plan



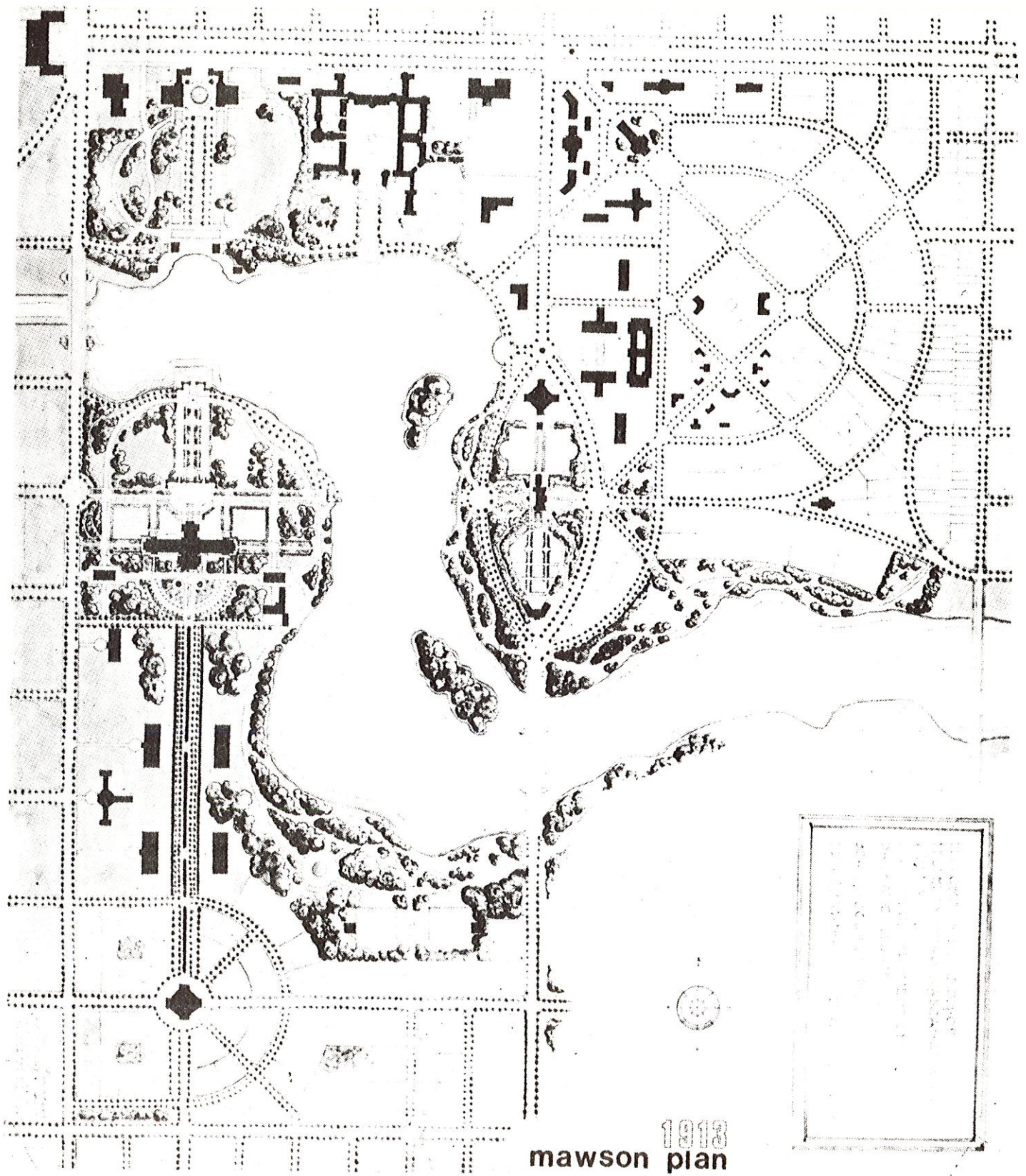


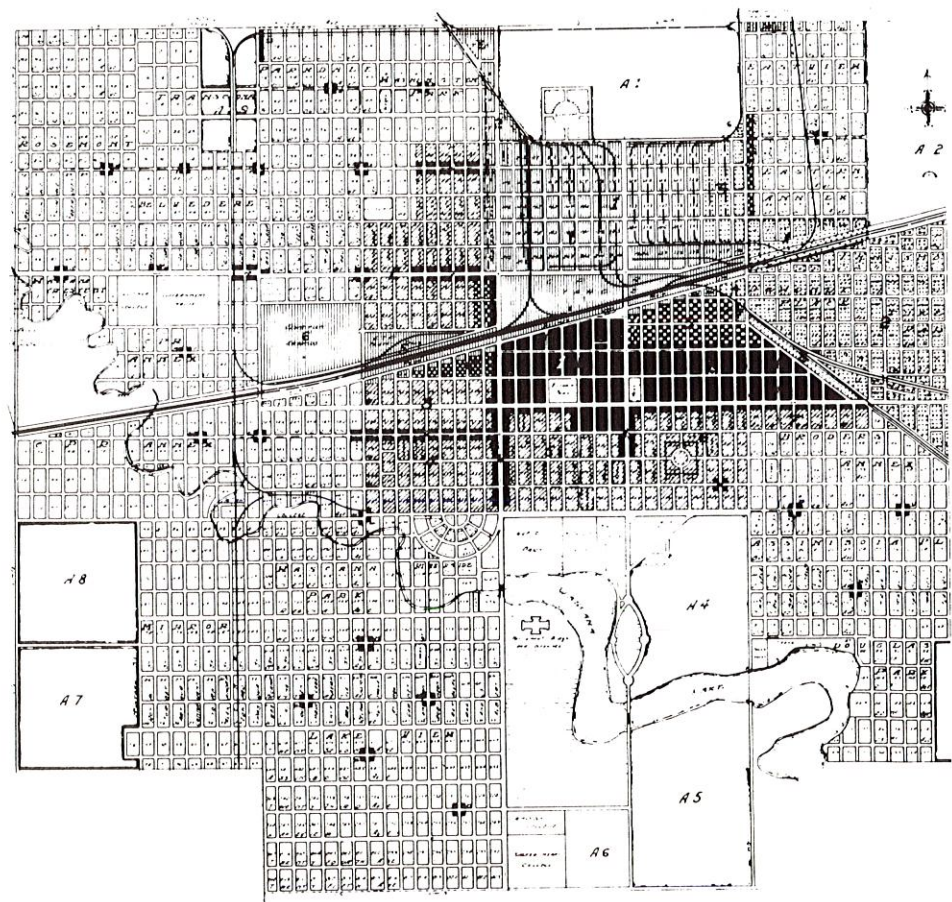
Figure 5: 1913 Mawson Plan, Legislative Grounds and Adjacent Areas



### 1.3.2 1927 Zoning Plan

From this auspicious start, master planning around Wascana Lake was all but forgotten for half a century. The city's growth, however, was directed by a number of succeeding plans.

With the onset of World War I, the Mawson City Plan was set aside before it could be fully established. The next major city planning effort began in 1924 and culminated in the City of Regina's Zoning Plan of 1927. By then the potential for the future Wascana Centre was firmly entrenched - the lake, public institutions, parks and open space formed an open oasis within the blocks of residential subdivisions.



City of Regina Zoning Map 1927

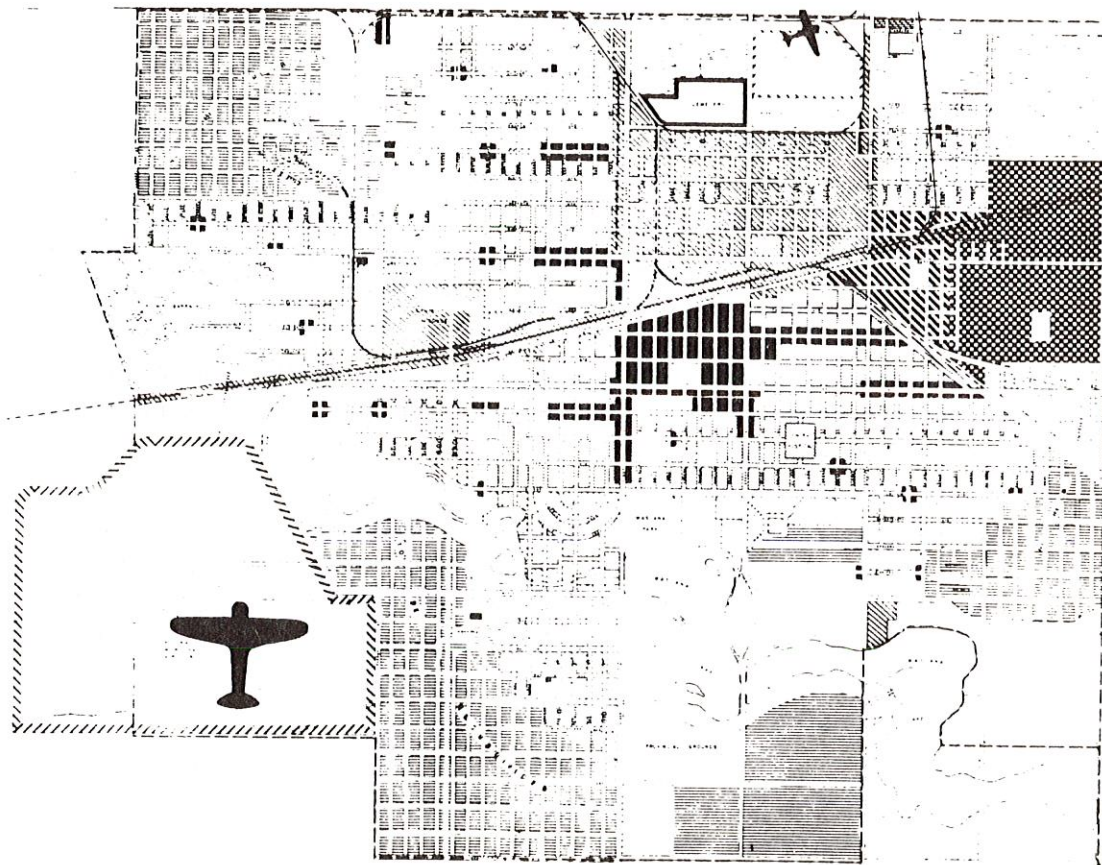
- [ ] Residence "A"
- [//] Residence "B"
- [■] Business "A"
- [▨] Business "B"
- [||||] Industrial and Commercial "A"
- [|||] Industrial and Commercial "B"

Figure 6: 1927 Zoning Plan

### 1.3.3 1948 Faludi City Plan

The 1927 Plan lasted for twenty years. Eugene Faludi was then commissioned in 1946 to prepare a new Master Plan for Regina, projected thirty years ahead to 1976. In this plan, most of the future Wascana Centre land area remains in public ownership or in open space, but the first intrusion of proposed residential land use north of 23rd Avenue and east of Broad Street also appears. This was later to result in one of the few flaws in the Wascana Centre landholding - the penetration of a private land use between Wascana Parkway and Hillsdale Street, creating an open space bottleneck at Lakeshore Drive.

Another interesting feature is the physical separation of the two arms of Broad Street around the site originally intended for the Lieutenant Governor's residence. The east lanes have taken over the role of carrying through traffic, while the west lane has become a scenic drive, a role it retains to this day.



City of Regina Zoning Map, 1949

- R1 1st Density Residential Area
- R2 2nd Density Residential Area
- R3 3rd Density Residential Area
- B1 Business
- B2 Service Trades
- B3 Neighbourhood Shopping
- I1 Light Industry
- I2 Obnoxious Industry Small Acreage
- I3 Obnoxious Industry Large Acreage
- A1 Agricultural Min. One Acre Lot
- A2 Reserve Acreage Agricultural
- P Park

Figure 7: 1948 Faludi City Plan



### 1.3.4 1962 Yamasaki/Church Plan

There were no major changes in land use or planning concepts for the area until the idea of Wascana Centre was realized during a search in 1960 for the new campus of what was to be the University of Saskatchewan, Regina Campus, later the University of Regina.

Minoru Yamasaki, architect planner, and Thomas D. Church, landscape advisor, prepared the first Master Plan for Wascana Centre in 1962. In the Legislative Grounds, the south Mall proposal was reinstated. Buildings in its path, such as the heating plant, were to be demolished. The plan proposes a water Mall with two side avenues, terminating in a large formal pool with a central fountain. It is shorter than Mawson's Mall, extending only to Hill Boulevard, but the disposition of freestanding buildings, two on each side, is similar. South of Hill Boulevard dispersed freestanding buildings are organized in clusters around a series of courtyards, with parkland and surface parking lots between.

The Museum of Natural History had by this time been built, diagonally facing the intersection of College Avenue and Albert Street. Wascana Park is shown as it currently exists, except that it includes an extension of Wascana Drive to Albert Street. In the old University campus area, the existing buildings axially facing Cornwall, Scarth and Rose Streets remain, and a new building opposite Hamilton Street is proposed to complete the axial street orientations. A large parking lot, twice the size of that presently constructed, is also shown south of the University buildings. There is a proposed peninsula with a boathouse at its tip projecting into the lake north of Spruce Island. A museum facing an outdoor water theatre incorporating some reshaping of Willow Island is also proposed.

Observation points project into the lake in various places. One is a pavilion opposite the Queen Building, another is a large paved platform on axis with the Legislative Building. There are two restaurants projecting into the lake in a picnic and major entertainment/recreation area in what is now Goose Hill Park and the Family Amusement Area. An aquarium projects into the lake near the extension of 20th Avenue opposite Douglas Park. Douglas Park is shown with playing fields distributed throughout the area. The 'mountain', now called Wascana Hill, makes its appearance nearby, complete with large circular observation platforms.

A site is allocated for a 3,000 seat civic auditorium flanked by parking lots. It is shown oriented north-east at right angles to Wascana Parkway and facing a new bay to be dredged into the lake.

The new University campus is organized into five major zones - the academic core, undergraduate student housing, married student housing, sports fields,



*Figure 8: 1962 Yamasaki Master Plan*



and the research area. The academic core is a compact series of buildings placed on one storey podia forming a series of courts. The whole composition is centred around the library which faces a large formal entry drive and the lake. The academic core is surrounded by a ring road and surface parking lots. New dormitories are arranged around free-form courtyards. South of Wascana Parkway are five quadrangles for married student housing. Sports fields are located adjacent to the Bypass Expressway (now the Trans-Canada Highway Bypass). A small area for research is allocated on the outskirts of the University campus next to the lake.

### **1.3.5 1967 Yamasaki/Church Review**

The first five year Master Plan Review in 1967, also prepared by Yamasaki and Church, followed basically the same scheme, with some minor revisions. There is the addition of a location for the Wascana Authority headquarters building in almost its present location. Prophetically, it is shown as the only small courtyarded - or central atrium - building on the Plan. The viewing platform on axis with the Legislative Building has been reduced to more manageable size and the boathouse peninsula is removed to be replaced by a less ambitious boat club and marina, shown fairly close to its present position. The restaurants and extensive recreation facilities remain on the shore near the Family Amusement Area as do the aquarium and recreation facilities adjacent to Douglas Park, west of Wascana Drive. The playing fields of Douglas Park have been consolidated to make room for a formal garden. The proposed botanical conservatory is also somewhat reduced.

At the University's main campus, the residences have been brought into a more compact and integrated relationship with the main academic area, backed up by large parking garages. The sports fields are realigned to the south of the landholding. The married student quadrangles remain as they were. The 'civic auditorium' (now the Saskatchewan Centre of the Arts) has been reoriented to its present location.

Land east of the Trans-Canada Highway has been added to the planning area, although nothing is shown on it except the notation 'Base Hospital'.



Figure 9: 1967 Yamasaki Master Plan Review



### 1.3.6 1972 Long Plan

In 1969, Jack Long of Calgary was appointed architect planner. His 1972 Plan brought further changes, although many major themes were retained. There was a noticeable change in attitude towards Wascana Centre's context in the City and region. This was considered of sufficient importance to warrant the extension of the Master Plan drawings to encompass the surrounding neighbourhoods and to relate the plan to its setting in Saskatchewan. The two major expressions of this contextual approach were the consideration of Cornwall Street and its surroundings as a pedestrian oriented 'village' connecting downtown, and in particular Victoria Park, with Wascana Centre, and lay-bys on the Trans-Canada Highway where travellers could stop their cars and look across Wascana Centre to the city skyline.

In the Legislative Grounds, the south Mall proposal is transformed to an interior winter garden surrounded by loosely aligned modular buildings. Most of the government office functions were to be contained in the area north of Hill Boulevard, which left the remaining portions of the Legislative Grounds occupied by a much looser array of small buildings oriented around the old Broad Street alignment. By the time the Plan was prepared, the Nursery, originally intended to be temporary, had been developed in its present location and is retained in this 1972 Plan.

The family amusement facilities are reduced in number and one of the restaurants has disappeared.

The Wascana Centre Authority headquarters building is moved to the old Broad Street abutment projecting out into the lake, a prominent site with a commanding view.

By 1972, it had become apparent that the University growth was not to be as prolific as that envisaged in 1962 and 1969. In the plan, the buildings are brought closer together, now almost all within the area of the previously proposed academic core. They are oriented around a single large courtyard with a pond as a focal point. The married student residences are replaced by research institutions and the remaining land is occupied by a golf course. It is in the Wascana East area, on the other side of the Trans-Canada Highway, that the greatest changes are proposed. A new reservoir is proposed to provide for the increased irrigation water requirements for that part of Wascana Centre. The theme of water is then carried through to a Water Mall around which the Plains Health Centre and Saskatchewan Institute of Applied Science and Technology (Formerly W.I.A.A.S.) are organized. South of this, an experimental residential community and farm is proposed.

Not approved by the Wascana Centre Authority, this plan was never adopted as an official Master Plan.



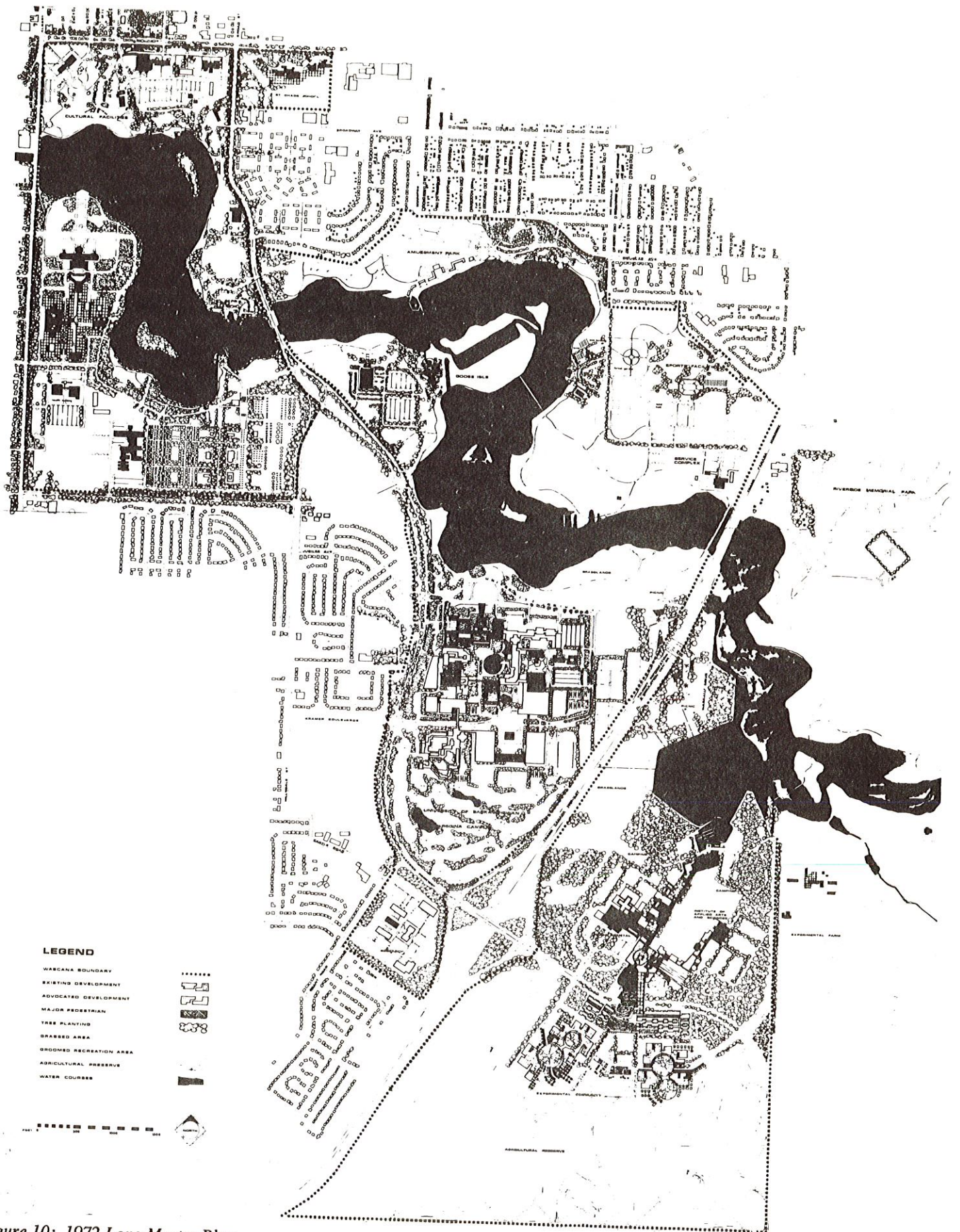


Figure 10: 1972 Long Master Plan



### 1.3.7 1975 Legislative Area Plan

In 1975, Project Planning Associates of Toronto were commissioned by the Department of Government Services to prepare a Master Plan for the Legislative Grounds during a time of great growth expectations. The south Mall is once again shown as an outdoor space, defined by landscape, but now terminated at each end and flanked in a different and perhaps more contained way than previously considered. The north termination is a large conservatory or winter garden attached to the rear of the Legislative Building. The south termination is a circular meadow surrounded by terraced buildings. The Mall is to be flanked by buildings on one side only, a more or less continuous building frontage to the west. To the east it opens out to open parkland and to the lake beyond.

The southern meadow also acts as a turning point for a new east-west Mall organizing the southern Legislative Grounds once again as in the Yamasaki Plans, occupying all of the area to Broad Street with buildings and large surface parking lots.

By this time, the old Campion College grounds south of 23rd Avenue had been incorporated into Wascana Centre. A new energy plant is proposed in this location, since it would be relatively central to the final disposition of buildings constructed over the 50 years of the plan. In order to make room for all this development, the existing hospital building is proposed to be removed some time after 1995. The Nursery is also to make way for new office buildings.

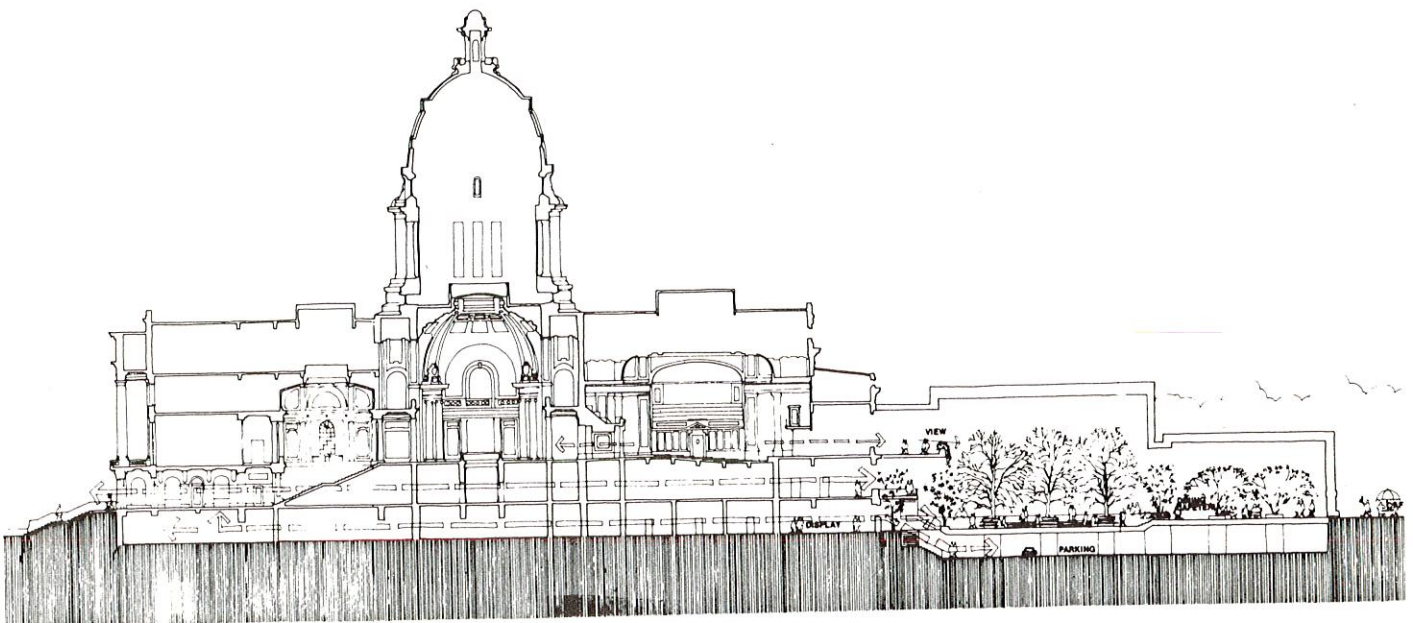


Figure 11: Section through the Legislative Building and Proposed Conservatory



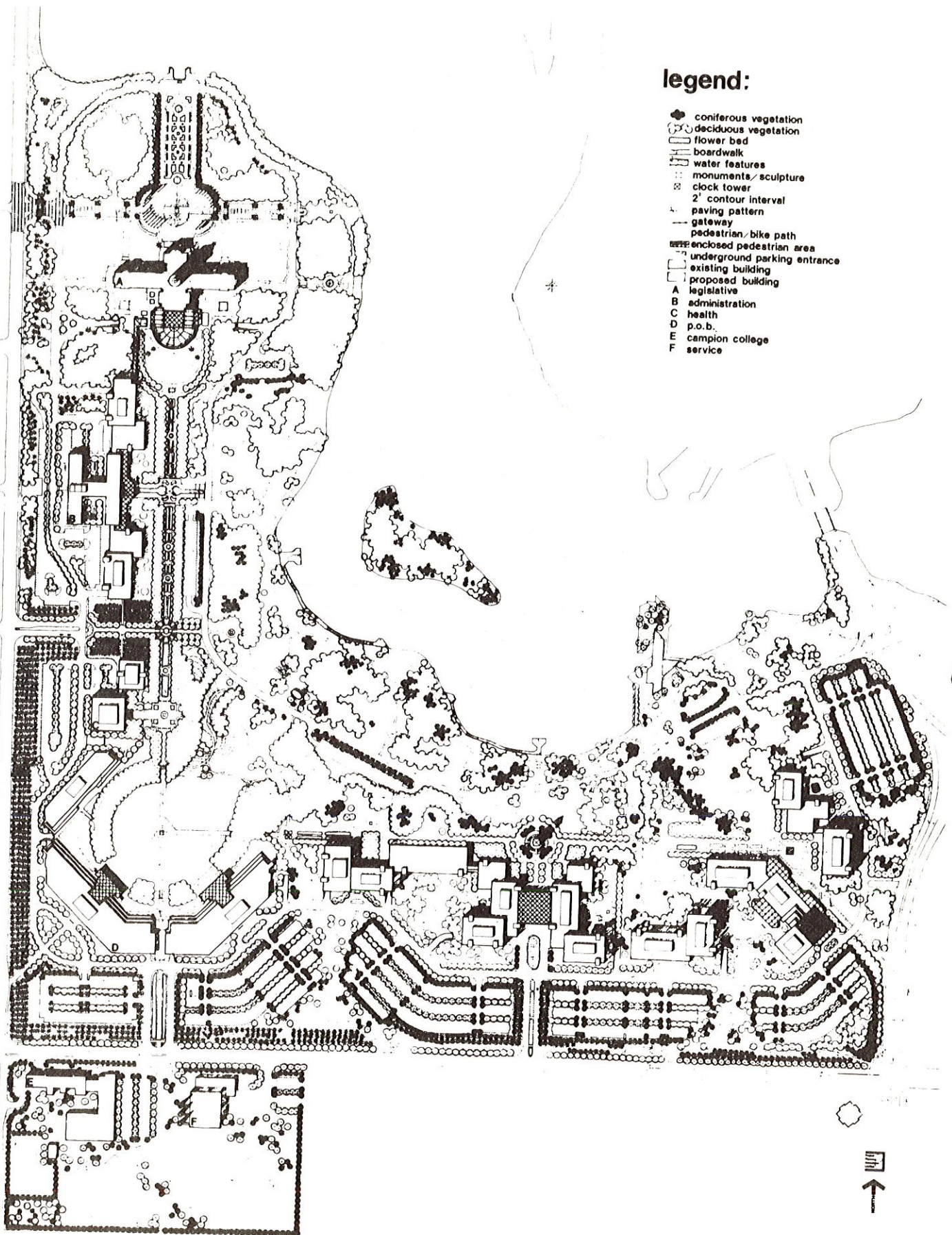


Figure 12: 1975 Project Planning Legislative Area Plan

### **1.3.8 1977 Long Review**

The 1972 and 1975 planning processes highlighted an issue of particular concern to the architect planner and the Authority - the need for approval of (and commitment to) a given Master Plan by the participating parties. Accordingly, a new approach was taken during the preparation of the 1977 Plan Review. As requested by the architect planner, the plan was prepared, with his help, by a committee representing each participating party. The object was to ensure full approval of the Master Plan by directly involving the representatives in the formation of the Plan.

The 1977 Master Plan incorporated the Project Planning proposals without significant change. In other respects, it was a more modest interpretation of the 1972 proposals.

The old campus area on the south side of College Avenue is shown as it then existed, except for the addition of the CBC building to the south.

For the first time, the old Saskatchewan Power Plant, adjacent to Goose Hill Park, is shown as remaining, to be recycled as a research and museum facility.

The University buildings are even further consolidated, leaving significant areas of the campus as a land reserve.

In Wascana East, the reservoir and water Mall remain, but the experimental community has been replaced by a Heritage Reserve of agricultural character.



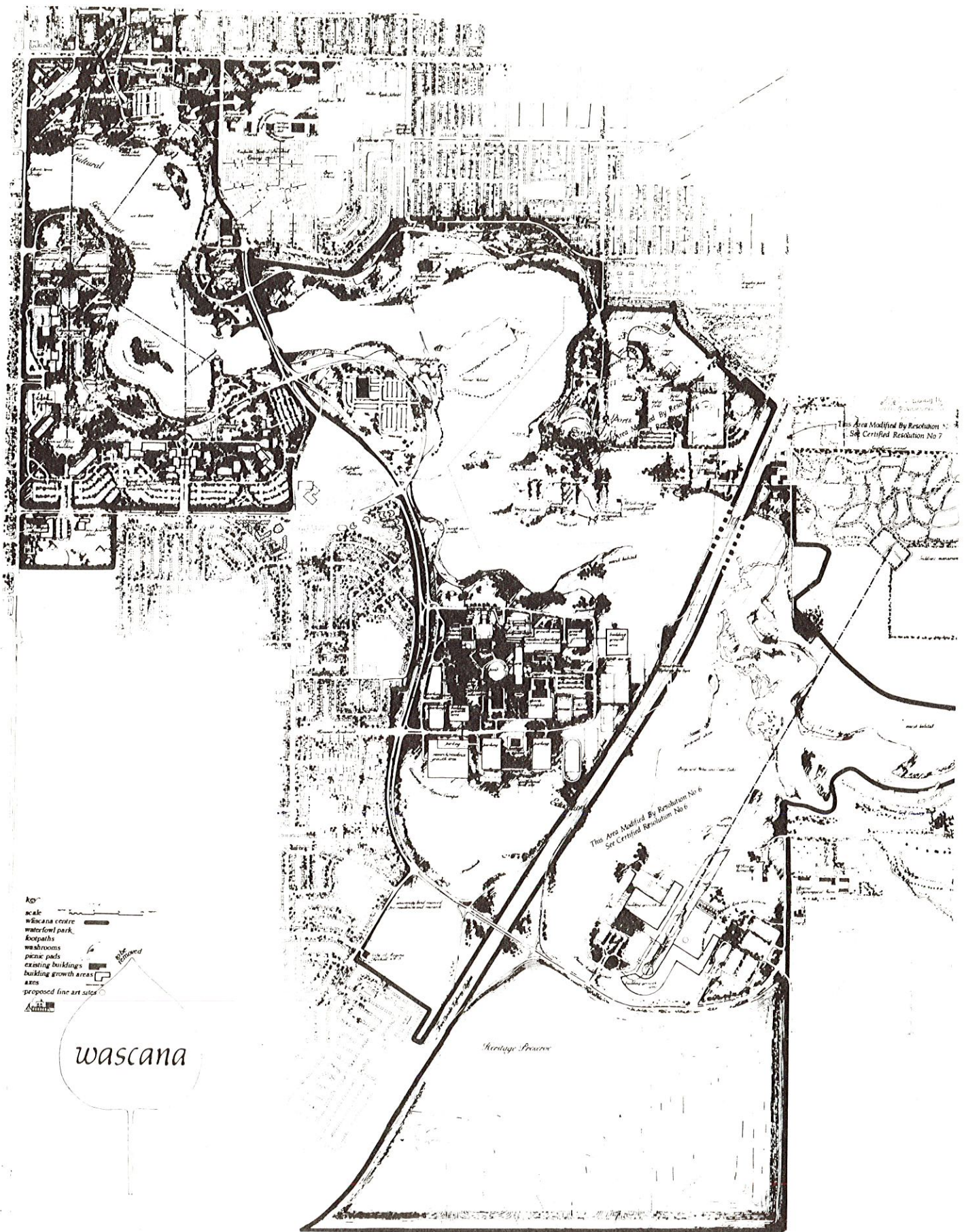


Figure 13: 1977 Long Master Plan Review



### 1.3.9 1981/82 Wascana East Plan

In 1981 and early 1982, du Toit Associates of Toronto prepared a three phase Wascana East Long Range Development Plan for the Department of Government Services. Based on the expectation that the Plains Health Centre and the Wascana Institute of Applied Arts and Science (now the Saskatchewan Institute of Applied Science and Technology) would expand and consolidate, the du Toit Plan illustrated extensive development of both buildings and landscape.

To promote a compact and efficient development form, the Plan proposed that the two institutions expand towards each other and that new buildings be treated as contiguous extensions of existing buildings. The two road systems were to be integrated and organized as an interconnected street grid to give clarity and to allow for flexible circulation.

In the Plan, measures were also proposed that would ameliorate the effects of the harsh and snow-laden winter winds and optimize exposure to the sun. These measures would reduce maintenance costs and extend the use of outdoor spaces and facilities.

To promote use of the nearby lakeshore and to provide viewing access to the adjacent marsh habitat, the Plan proposed a system of scenic drives and trails through a richly landscaped lakeside setting.

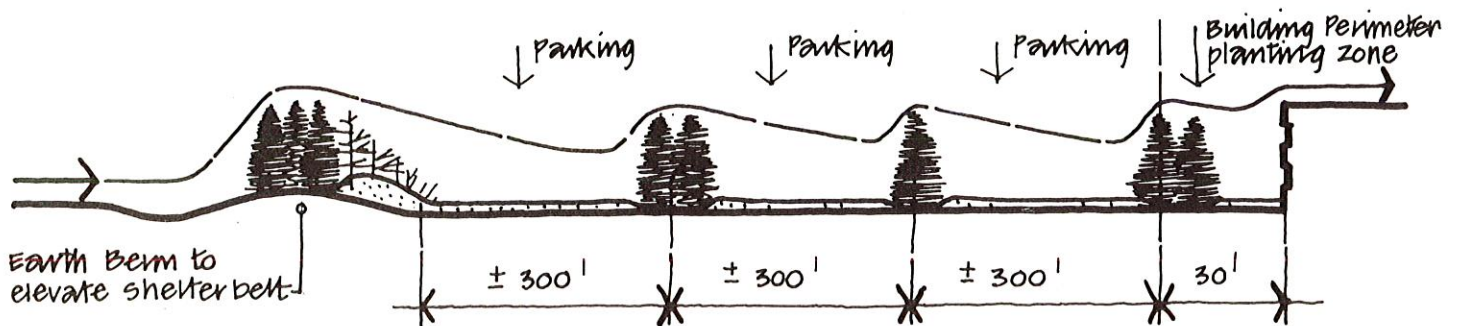


Figure 14: Climate Modification Strategies



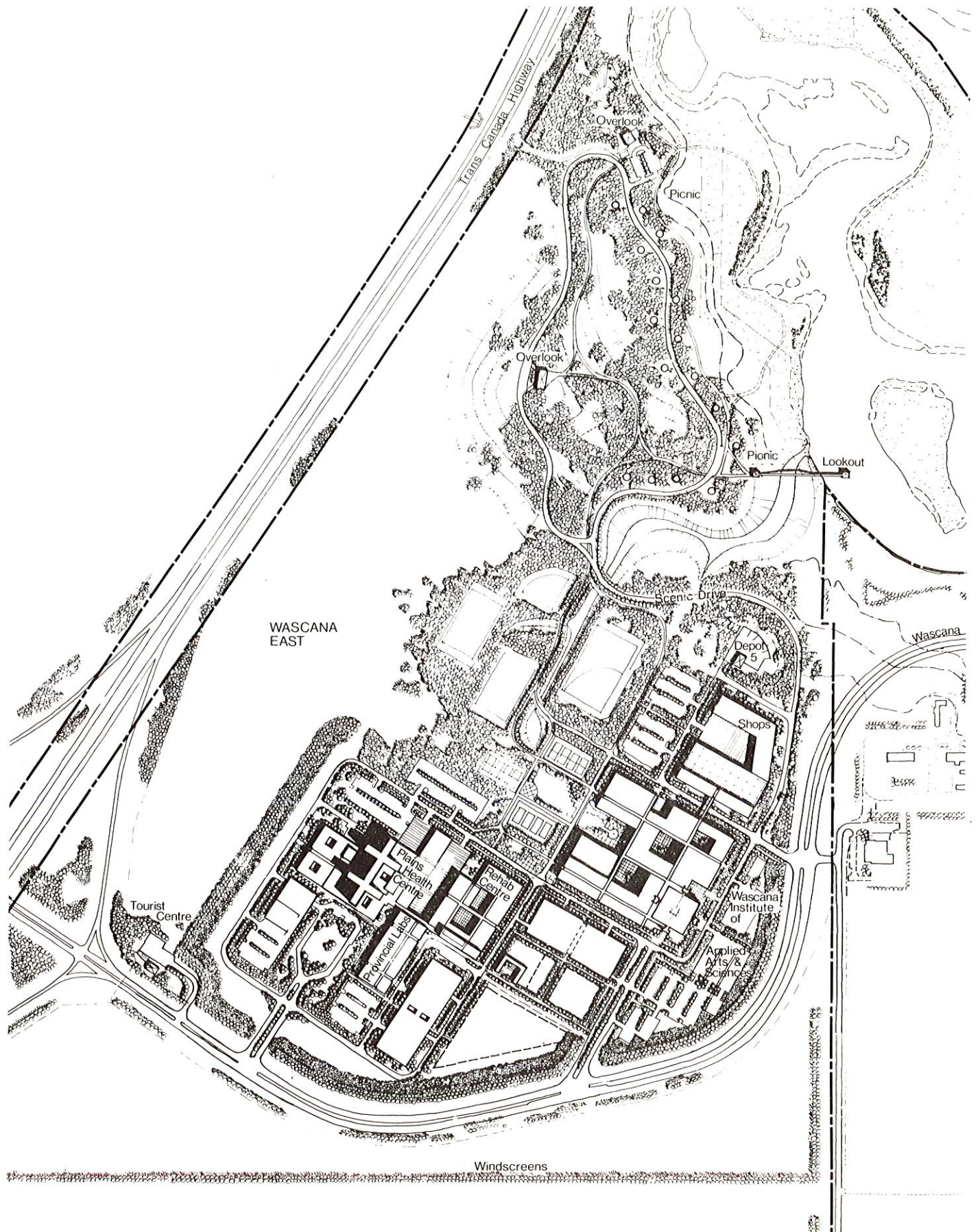


Figure 15: Wascana East Development Plan, 1981/82



### 1.3.10 1982 du Toit Plan

That many development areas in Wascana Centre are approaching a state of maturity is demonstrated by the consistencies among the past few Master Plans. The 1982 du Toit Plan distinguished between those areas which were then approaching a state of maturity and those areas which were yet to be 'finished'. In the mature areas, the Plan illustrates the existing developed condition and proposes minor refinements. For those areas still requiring planning, the Plan makes suggestions for relatively new patterns of development. The 1982 Plan also continues the concern, first articulated in 1972, about the context of the Centre and the need to establish a mutually supportive relationship between City and Centre.

The 1975 Project Planning proposals (repeated in the 1977 Long Plan) for the Legislative Area are modified to give the Mall heightened definition by buildings, and to express visual and physical connections between the Mall and the lakeshore. The amount of development east of the Meadow is significantly reduced and previously identified buildings sites are replaced by a permanent nursery, thus recognizing that a continuous supply of plant material would be required for ongoing maintenance as well as for initial development.

The Museum of Natural History is shown with a significant addition and a revised vehicle approach and drop-off.

The 1982 Plan illustrates the Saskatchewan Power Plant which was then being developed to accommodate a research and development centre as well as a public science museum.

The University campus is shown consolidated with the addition of new buildings which complete the interior pedestrian system and strengthen the central ceremonial space. The Academic Green provides a focus and a terminus for a landscaped Mall which, in turn, acts as the structuring device along which southerly expansion of the campus is organized.

The proposals for Wascana East, developed in the 1981/82 study, were incorporated into the Plan without change.

For the first time, the approved 1982 Master Plan included a written document as well as an overall plan. It was recognized that concepts, principles and strategies were fundamental aspects of the Plan, and that these could not adequately be conveyed in a single plan drawing.





Figure 16: 1982 du Toit Master Plan



### 1.3.11 Recent Authority Amendments

Between 1982 and the present, five amendments have been made to the Master Plan in response to specific proposals for institutional developments as well as for site development projects sponsored by Wascana Centre Authority. These include:

Resolution No. 1 - the final layout of **Ladies' Fastball Diamonds** in Douglas Park;

Resolution No. 2 - the master plan for the **Trafalgar Overlook Area** from the Pier to Quinn Drive, on the west side of Wascana Drive;

Resolution No. 3 - a proposed expansion of **Luther College** on the University of Regina Main Campus;

Resolution No. 4 - the construction of the **Rehabilitation Centre** on the site of the old Wascana Hospital;

Resolution No. 5 - the proposed construction of an art gallery and museum expansion on the site of the **Museum of Natural History**.

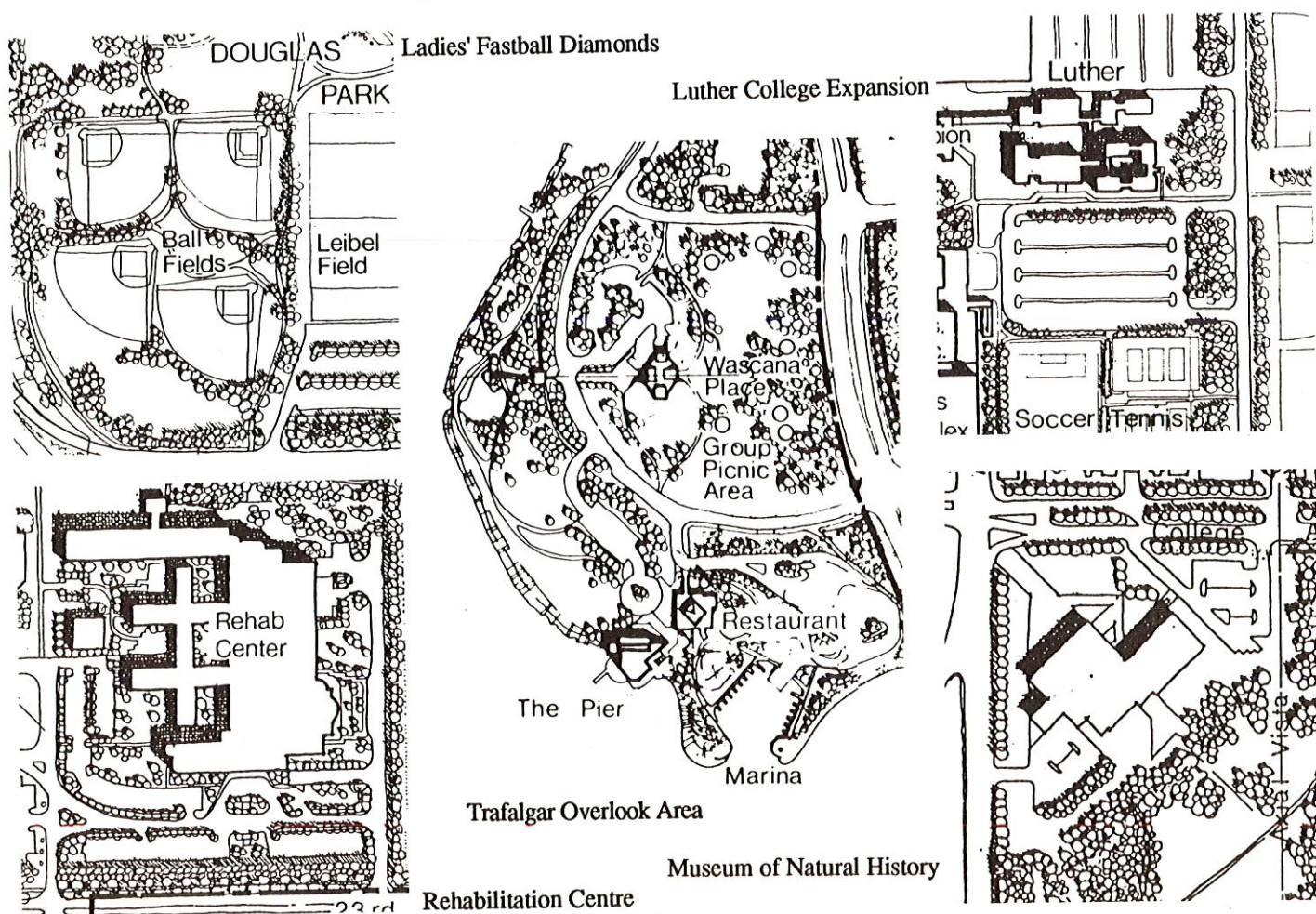


Figure 17: Recent Authority Amendments



## **1.4 Key issues in the 1987 Master Plan Review**

The review of the Master Plan requires the resolution of issues which are expressions of current political, economic, social, technical, and aesthetic values. Basic issues which were raised and which have led to changes in the Plan include the following:

### **1.4.1 Planning Horizon**

Although each Wascana Centre Master Plan has an operating life of five years, it has traditionally been a graphic image or vision of what the Centre would look like in 100 years. While this is a bold and farsighted perspective, such a long view can promote images of the future which are unhelpful to the extent that the first steps to achieving the vision are ambiguous or impractical, and to the extent that such straight line visions are incapable of accommodating even minor shifts in political agendas or economic conditions.

The 1987 Plan retains the 100 year perspective, meaning that it illustrates the fullest expression of development goals and planning principles for the Centre as a whole and for each planning area. However, this Plan also includes consideration of interim development stages, discussing how more immediate development priorities can be accommodated in ways which contribute to, rather than jeopardize, the realization of long range objectives.

### **1.4.2 Planning Principles and Demonstrations**

This Plan gives further status to the written document as an integral part of the Master Plan by reversing the roles of report and plan drawing: the full report is the primary reference and the plan drawing the secondary reference. As such, the principles set out in the report take precedence over the graphic 'demonstrations'.

The demonstration schemes are as realistic as possible, but they are necessarily speculative in those cases where specific building programs have not yet been established. Should proposals for future buildings or landscapes differ from the demonstrations herein, the responsibility will be on the proponents to show that their proposals still follow the principles. Alternatively, the proponent must apply to have the Plan changed by decree of the Authority.

### **1.4.3 Public Participation**

Twenty-five years of ongoing development have transformed the Centre into a vital and important feature in Regina containing highly valued parks and institutions. At the same time, the continuing maturation of the Centre has been paralleled by the emergence throughout the community of a growing

sense of pride and propriety. Concerned that the Centre may be vulnerable to unsympathetic development, many in the community have requested that they be consulted when changes are contemplated and, more specifically, that they play an important part in the 1987 Master Plan Review process.

A program for facilitating public participation in this Review was therefore established. This program included public meetings at which presentations were made and discussion encouraged. Three advertised public meetings were held, each scheduled to reflect the major stages of the Review. These meetings provided interested parties and individuals with opportunities to identify and discuss the major issues to be reviewed, to discuss the draft plan proposals, and to review the final Master Plan. In addition to an open invitation to submit briefs, identifiable interested groups were invited to meet with the architect planner and Wascana Centre staff.

#### **1.4.4 Building/Parkland Balance**

Wascana Centre came about as a result of an agreement between the three participating parties and in order to formalize the development pattern already occurring in the area around the lake. At the centre of the agreement was a vision of Wascana Centre as a series of institutional development sites distinguished and linked by a well developed landscape, and including areas set aside as public recreational parkland. While the institutions were being expanded and built, and while the parks were being developed, this image of Wascana Centre provided an effective guide.

More recently, however, the fear has risen that this vision means unlimited development and that parks and open spaces might be perceived as empty development sites waiting for higher uses. The concern is that the original vision of the Centre places an undue value upon development, and that the role of the Centre as a community and regional recreational resource is thereby threatened. To many people, Wascana Centre is, first and foremost, a 'park' whose character would be seriously eroded by the insertion of additional buildings of any sort.

At the same time, it should be noted that the commonly held image of 'Wascana Centre' often excludes Wascana East, the Heritage Reserve and the University; many people don't realize that these places are part of the Centre. This is likely a result of the different (and 'unfinished') characters of these places and their remoteness from the more heavily used parts of the Centre like Wascana Park and Douglas Park. Consequently, when the topic of institutional development in Wascana Centre is raised, it often evokes the spectre of existing parks being replaced by large new buildings.

It is quite within the mandate of the Master Plan Review process to revise the long term goals and direction of Wascana Centre to more accurately reflect values held by the community at large, as well as those held by the participat-



ing parties. The 1987 Master Plan addresses this issue by proposing a Land Use Pattern diagram which is based on an image of the Centre as an essentially public place with clear territories for institutional development, parkland development and natural habitat preservation. According to such an image, open space and parks are seen, not as residual or interstitial landscapes, but as discrete development components with particular characters and identifiable limits, to be safeguarded against intrusion by incompatible forms of development. By the same token, development areas like the University or Wascana East are seen as appropriate places for future buildings.

#### **1.4.5 Heritage**

The maturing of Wascana Centre has brought with it a public appreciation not only of its parks and open spaces, but also of those buildings which have heritage and/or architectural value.

The formal recognition of historical buildings or landscapes presents Wascana Centre with two problems. First, the Authority exists to implement the Act, which was written at a time when preservation was not seen as an issue and therefore included no mechanisms or strategies for addressing the issue. Second, some of the older buildings are historically and aesthetically important and yet their locations and/or physical conditions are inconsistent with current program requirements or economic priorities.

The participating parties now face the problem of how to satisfy present-day requirements while preserving valuable links with the past. In some cases, for example the Legislative Building, there is no conflict. All agree that the building has significant heritage value and, moreover, that it adequately suits its use. In other cases, such as the old Normal School, there is a conflict: the building is seen by its owners and users as being poorly located and physically inadequate for its use - and no other potential user appears ready to accept the costs of necessary renovations.

Because of the complexities and sensitivities associated with this issue, it has been removed from the 1987 Master Plan Review. The question of the preservation of heritage buildings has not been addressed in this Plan except by default, since all conforming and non-temporary buildings are shown as remaining. The Heritage Advisory Committee has been struck to investigate historical preservation in detail and to propose strategies for dealing with it which will be presented to the Wascana Centre Authority.

#### **1.4.6 Budgetary Constraints**

Despite the fact that Master Plans for the Centre are intended to encompass a 100-year perspective, the amount of institutional development proposed in the Plan is clearly a reflection of the economic and programmatic priorities

of the day. Many previous Plans were prepared during optimistic eras characterized by strong economic growth, and consequently showed considerable amounts of proposed development.

The current Master Plan Review falls in an era of fiscal restraint during which both federal and provincial financial policies favour reduced public spending and increased reliance upon the private sector. The 1987 Plan reflects this in a general reduction in the amount of additional institutional development which is proposed for the next planning period.

## **1.5 Planning Emphasis: Mature and Developing Areas**

After 25 years of ongoing development, many parts of Wascana Centre have reached a state of 'maturity' where ongoing development now means adjustment and refinement rather than the reorganization of existing land uses.

In the oldest and most highly developed areas, the purpose of the Master Plan is to confirm and protect the status quo.

There are other areas where the best use has not yet been obtained. In these areas, the Master Plan proposes future change. Depending upon their relevance to current conditions, proposals from previous Plans are either repeated, revised or replaced.

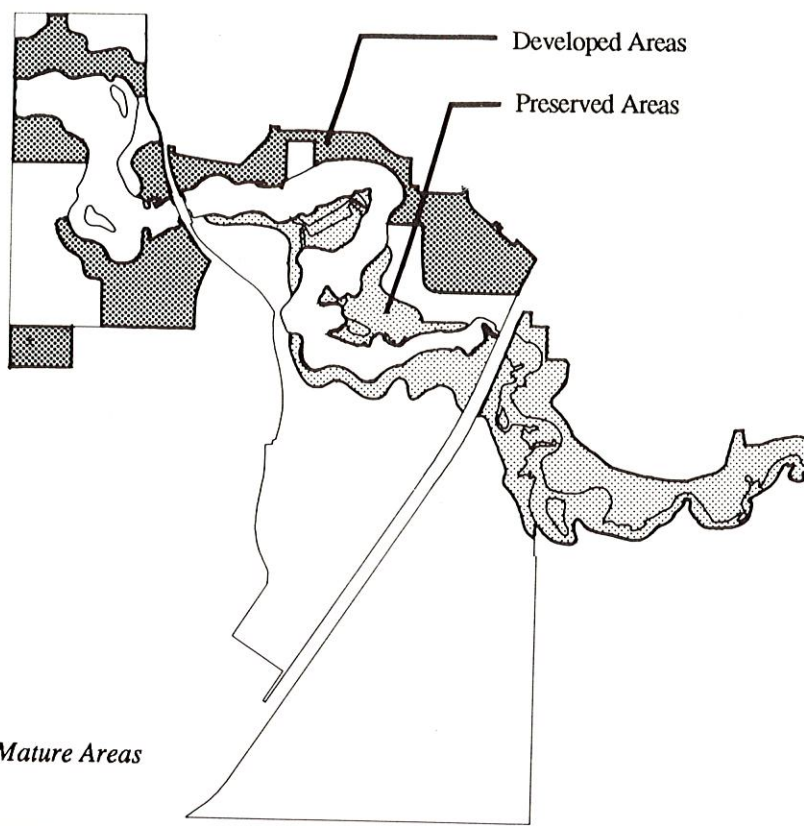
The diagrams below categorize the various development areas according to their level of maturity and identify those areas for which new planning directions are required. The categories of planning emphasis are as follows:

### **Mature Areas**

The buildings and landscape of Wascana Centre have been developing for the last twenty-five years through a forward-looking master plan, which has been kept constantly up-to-date. Today, much of the land area has already been developed (or preserved) to a satisfactory condition in accordance with past plans. These areas can be described, in planning terms, as being in a "mature state". The role of the current Master Plan for these areas is to define future maintenance or preservation, rather than future development. The diagram illustrates two types of mature area:

1. **Developed Areas:** since these parts of the Centre are highly developed, the Plan would require only updating and minor adjustment;
2. **Preserved Areas:** these areas include low lying and marshy lake shores which are to be preserved in their natural state in perpetuity for the Waterfowl Park.

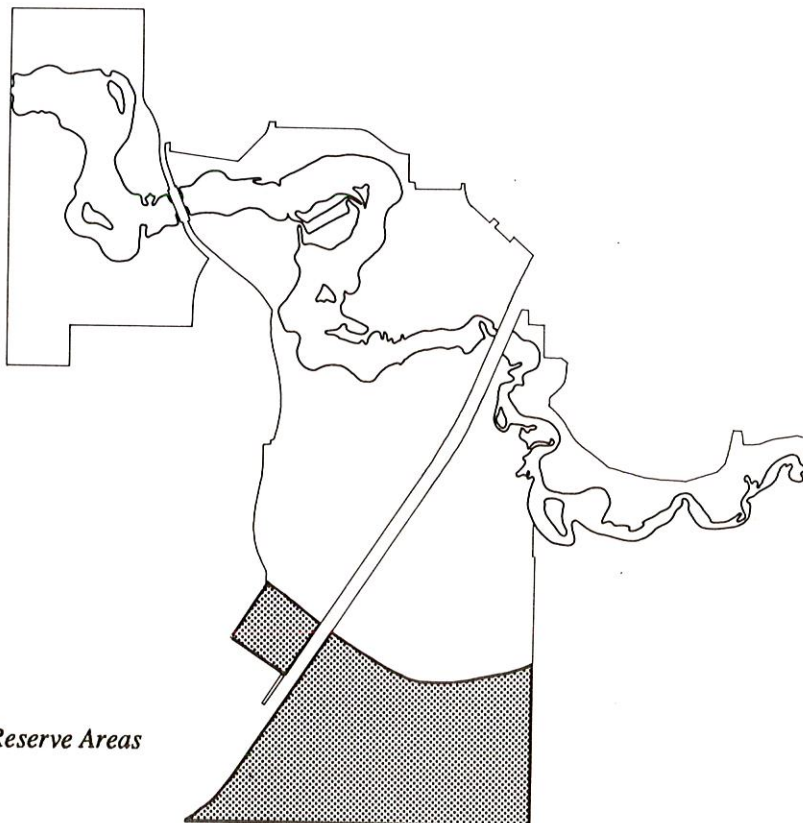




*Figure 18: Mature Areas*

### **Reserve Areas**

There are other parts of the Centre which may be seen at present as being “underutilized” in a built-up area, but for which no immediate building or park development use is contemplated. The Master Plan defines these areas as reserve lands to be maintained in their current undeveloped state for future and unknown uses. Although these lands should not be developed to achieve limited short term goals, they may accommodate interim uses not requiring extensive development or infrastructure.

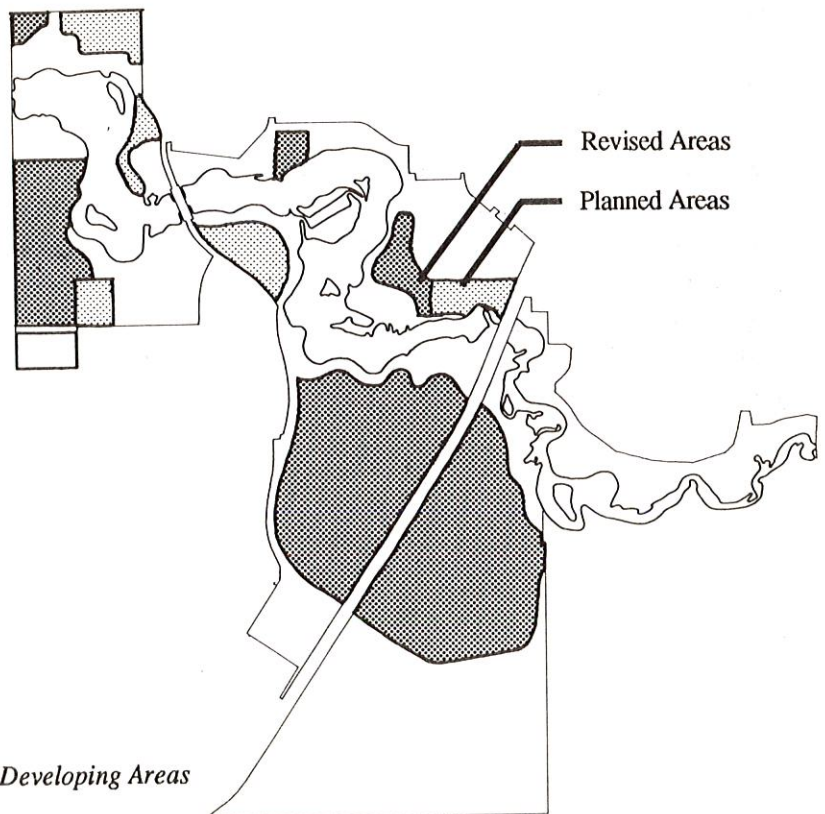


*Figure 19: Reserve Areas*

## Developing Areas

The 1987 Master Plan identifies the remaining areas of the Centre as places where future building or park development can and should occur. In some of these areas, the proposals of the 1982 Plan are still relevant, and so there is no need for revision. In others areas, the intervening five years have brought changes in values or projections which do indicate a revision. The diagram illustrates these two types of developing area:

1. **Planned Areas:** these include areas which have been planned in detail, are perhaps undergoing or awaiting implementation, and require only planning review and possibly minor refinement;
2. **Revised Areas:** as a result of changes in policies, priorities or development objectives, these areas require significant modification or even complete replanning.



*Figure 20: Developing Areas*



## Section 2:

# Urban Context

This section discusses Wascana Centre in relation to the City, including its role in a larger open space system as well as the current and potential impacts of continuing urban development.

The resolution of the issues discussed requires reciprocal action between the Wascana Centre Authority on the one hand, and City, Rural, or Provincial jurisdictions on the other. In many cases, the solutions fall beyond the boundaries of the Centre. "Connection to Downtown", for example, will be primarily achieved by the City on their territory, although linkage routes can be 'received' and extended in the Centre. In other cases, such as "Continuity of Circulation", the reverse applies - most of the objectives are achievable within the Centre. These issues are therefore dealt with more thoroughly in succeeding sections of this plan.

While the points discussed below have a profound effect on the general quality of Wascana Centre, the recommendations put forward lie outside the Authority's jurisdiction and are therefore not part of the Master Plan. These recommendations are to be regarded as positions which should inform discussions between the Authority and relevant agencies.

## 2.1 Part of an Open Space System

Wascana Centre is part of a network of open space within the City. Much of this space is related to Wascana Creek and other water courses such as Pilot Butte Creek. Together with Wascana Centre, this continuous open space network offers the city a broad range of park-like places linked by walkways and bicycle routes.

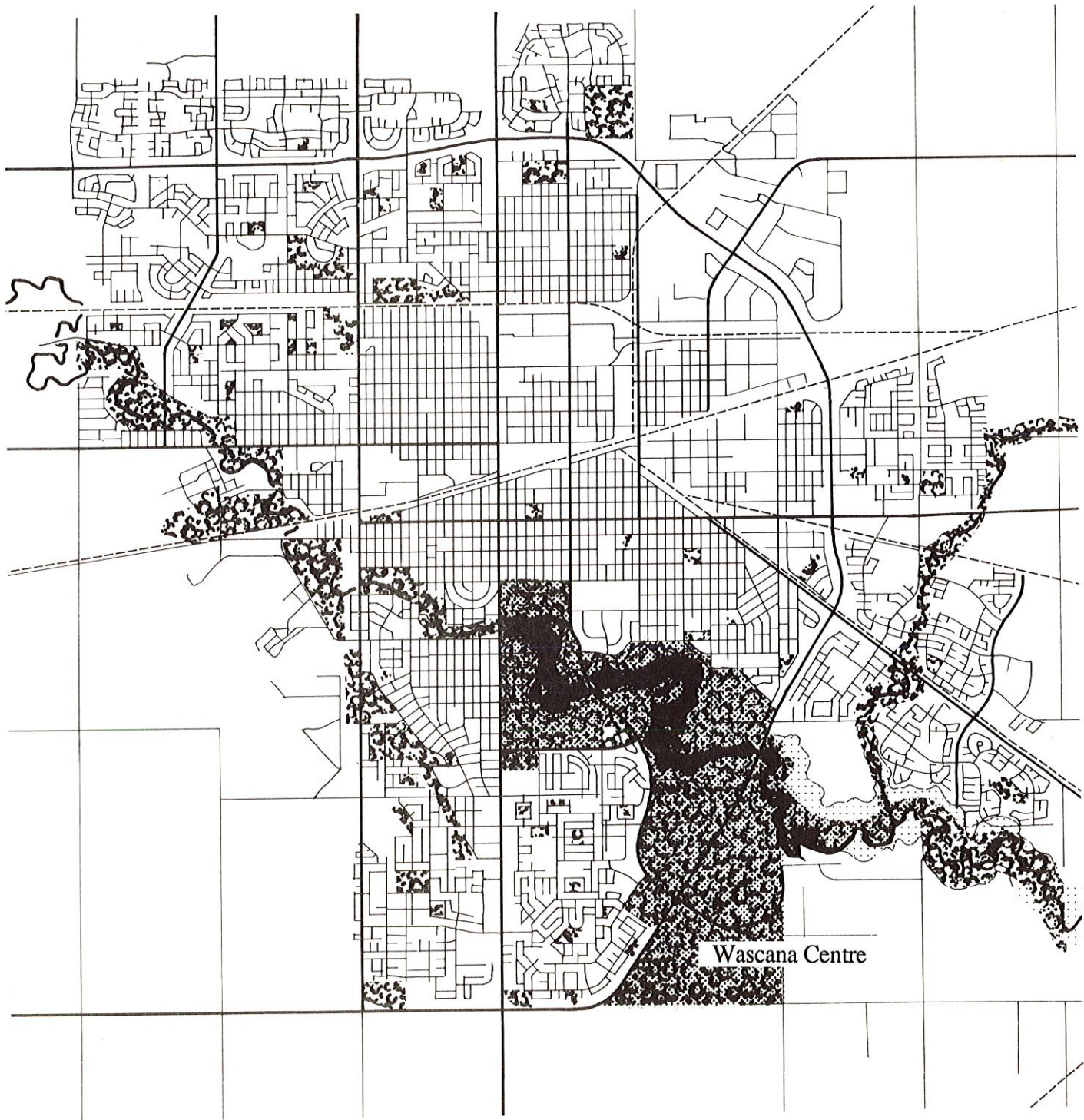


Figure 21: Regina Open Space System



## 2.2 Continuity of Circulation

Wascana Centre, as an integral part of the City, carries through traffic of various kinds. At one end of the scale, vehicular traffic with no direct interest or destination in the Centre travels through the Centre along the Trans-Canada Highway and along Wascana Parkway. These routes are, quite properly, excluded from Wascana Centre's territory.

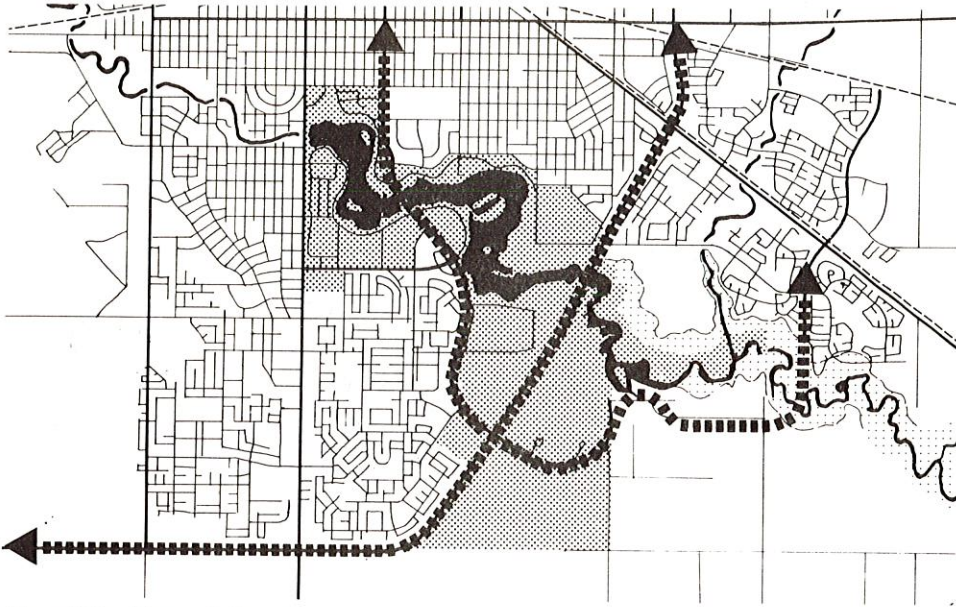


Figure 22: Through Routes

At the next level, the Centre's scenic drives are connected to streets in the City's road system at a number of points. The development of these connections and of the streets beyond should encourage recreational traffic while discouraging through traffic, except where the Centre's scenic drives connect to scenic drives beyond its territory.

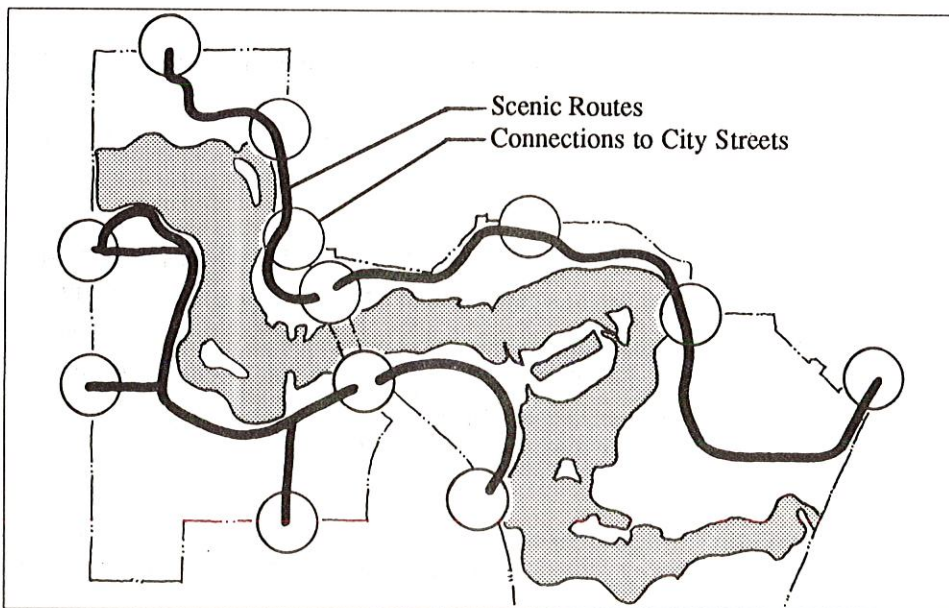
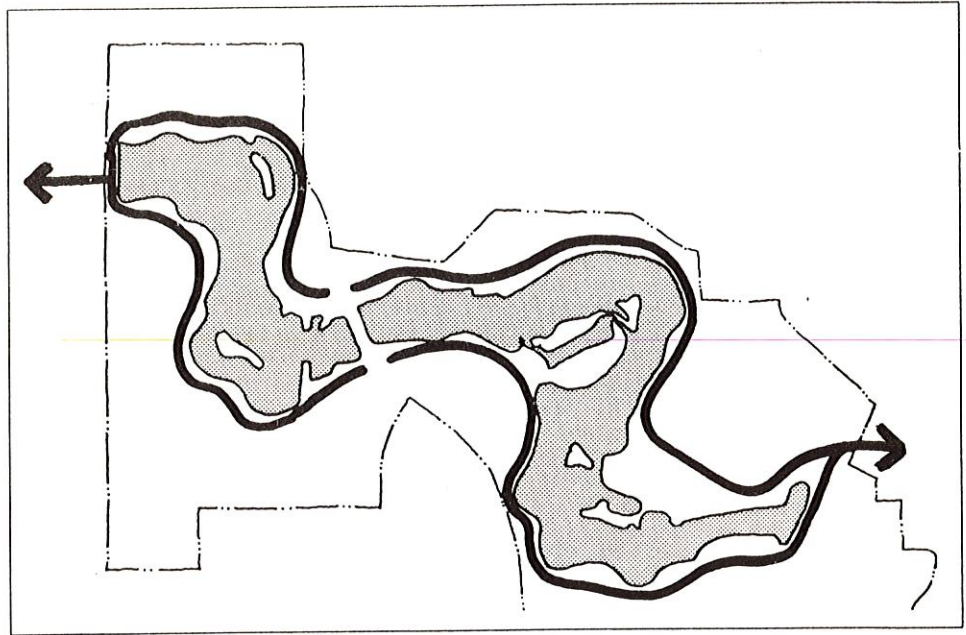


Figure 23: Scenic Routes

Bicycle, ski, and pedestrian trails are connected to similar trails in the rest of the City so that continuity, or 'through traffic' is encouraged. In particular, two trails, one north and one south of the lake, should form continuous links to City trail systems to the east and to the west of the Centre.



*Figure 24: Trails*

## **2.3 Connection to Downtown**

Wascana Centre extends from the south eastern boundary of the City to within four blocks of the central business district in the heart of the City. The long-standing objective to more fully link the Centre with the heart of the City is increasing in importance as the revitalization and repopulation of adjacent residential areas continues.

The city streets, and north-south streets in particular, are key to providing physical and visual connections between downtown and the Centre. The ability of these streets to act as connectors could be reinforced in a number of ways.

The two major entries to downtown from the south, Broad Street and Albert Street, should be treated as treed boulevards, extending into the downtown area the ceremonial character these streets presently exhibit adjacent to Wascana Centre. It should also be a goal to make these streets more comfortable for pedestrians through the use of widened sidewalks, distinctive paving, street trees, coordinated lighting and furnishings.

Street improvements with a special emphasis on pedestrian use and amenity could also be extended along the present Scarth Street Mall from Cornwall Centre to Wascana Centre.



The visual axis of the Legislative Building along Smith Street to City Hall should be reinforced. Lorne Street and Wascana Drive should be axially aligned to form a continuation of the scenic drive into the downtown.

The present character of College Avenue as a grand avenue derives from the stately trees, generous lawns and well designed old buildings flanking the street. This dignified character can be further strengthened through active landscape maintenance and by requiring that new development respect the street's established scale and building pattern.

Due to its scale and width, College Avenue can, however, inhibit pedestrian movement between the Centre and the downtown. This problem can, to a large extent, be eliminated through the careful design of intersections with particular attention being paid to lighting, line-painting, pedestrian paving and signage. Consideration should also be given to the development of on-grade pedestrian corridors at strategic locations. For both practical and aesthetic reasons, overhead pedestrian crossings are not recommended.

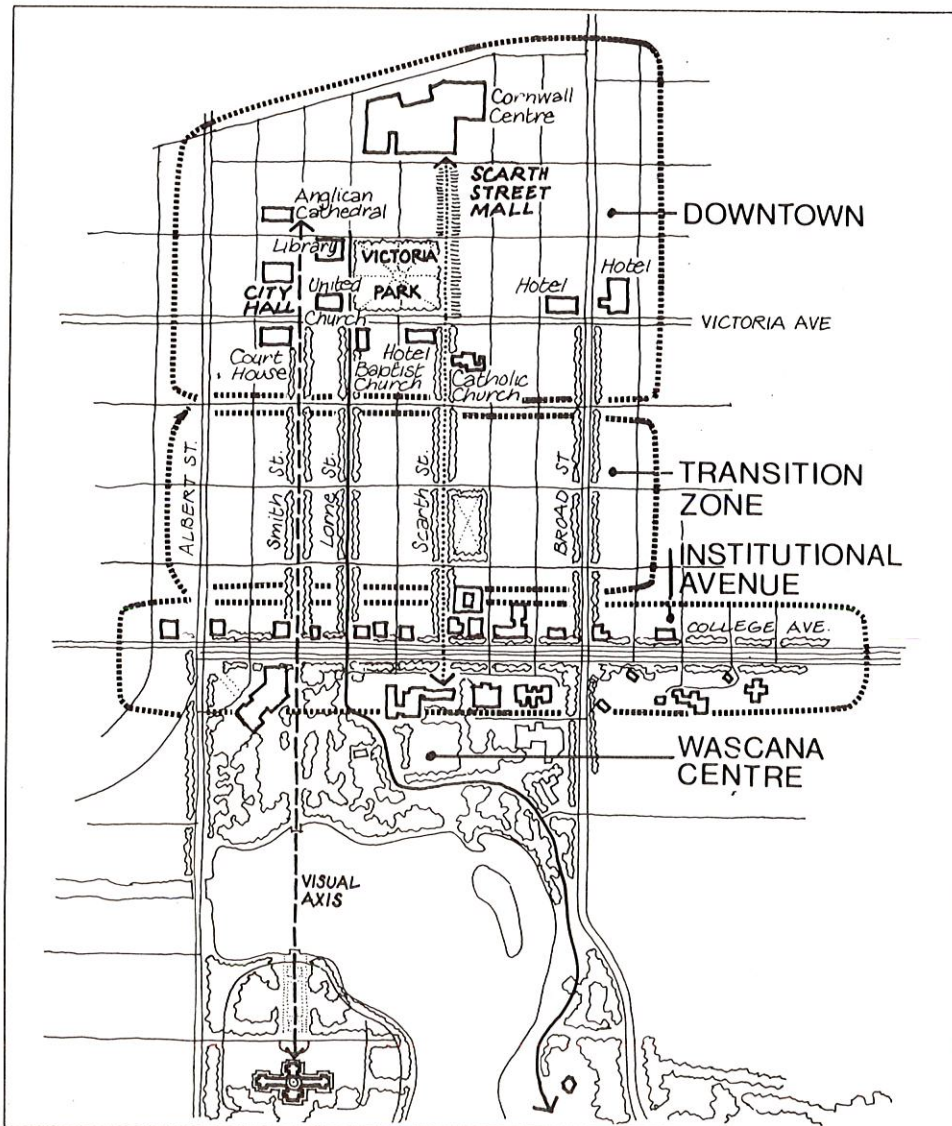


Figure 26: Downtown Connections

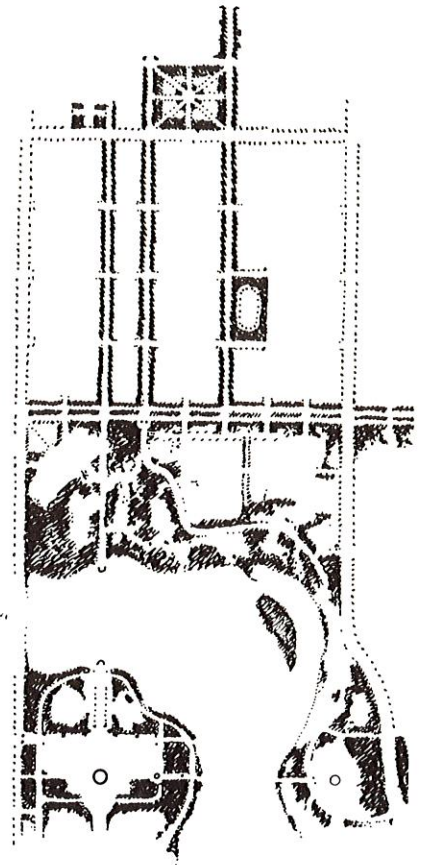


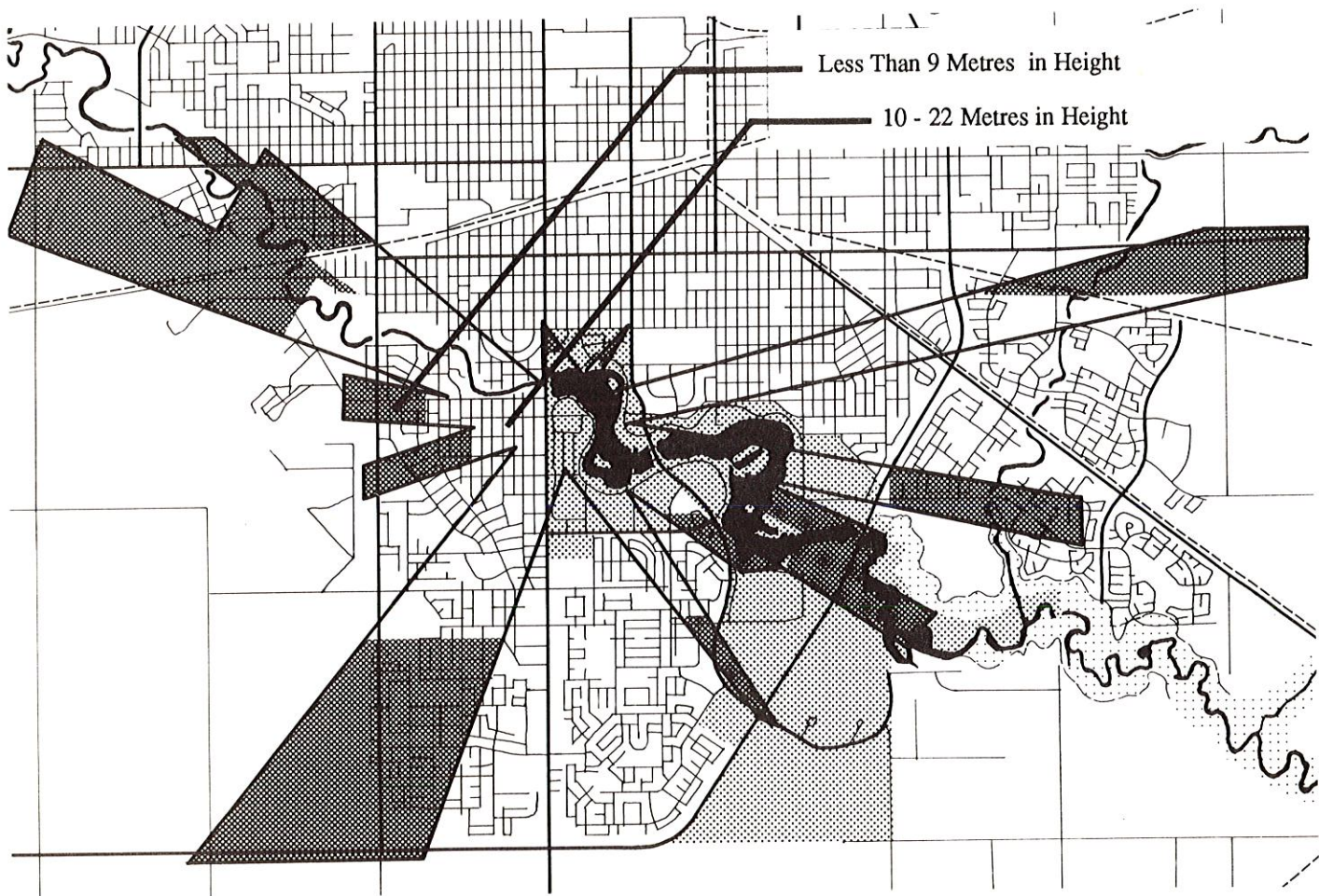
Figure 25: Linkage Pattern: Wascana Centre to Downtown



## 2.4 Views of the Legislative Dome

Saskatchewan's Legislative Building is without doubt one of the most impressive and beautiful buildings in Canada. It stands majestically on the flat plain and remains, to this day, one of the most important landmarks in the Province. Once unchallenged as a landmark, modern highrise construction now threatens to not only dilute the Legislative Building's dominance in the skyline, but also obscure views of it from many places in the City.

A study of 'cones of vision' undertaken in 1973 by Jack Long established key locations in the City from which the Dome could be seen. Based on this study, it was recommended that height controls be placed on new development within the 'cones'. This strategy was deemed by the City to be unworkable due to the somewhat arbitrary limits of the cones, the potential constraints on the economic viability of some projects, and the undue emphasis placed on height rather than bulk restrictions.



*Figure 27: Cones of Vision to the Legislative Dome, 1973*

More recently, the City has proposed a mechanism whereby the impact of development on views of the Dome would be evaluated on a project by project basis. These reviews would be conducted on proposed projects falling within the area illustrated in the accompanying diagram. Special emphasis would be placed on protecting key strategic views of the Dome, and on creating new views where possible.



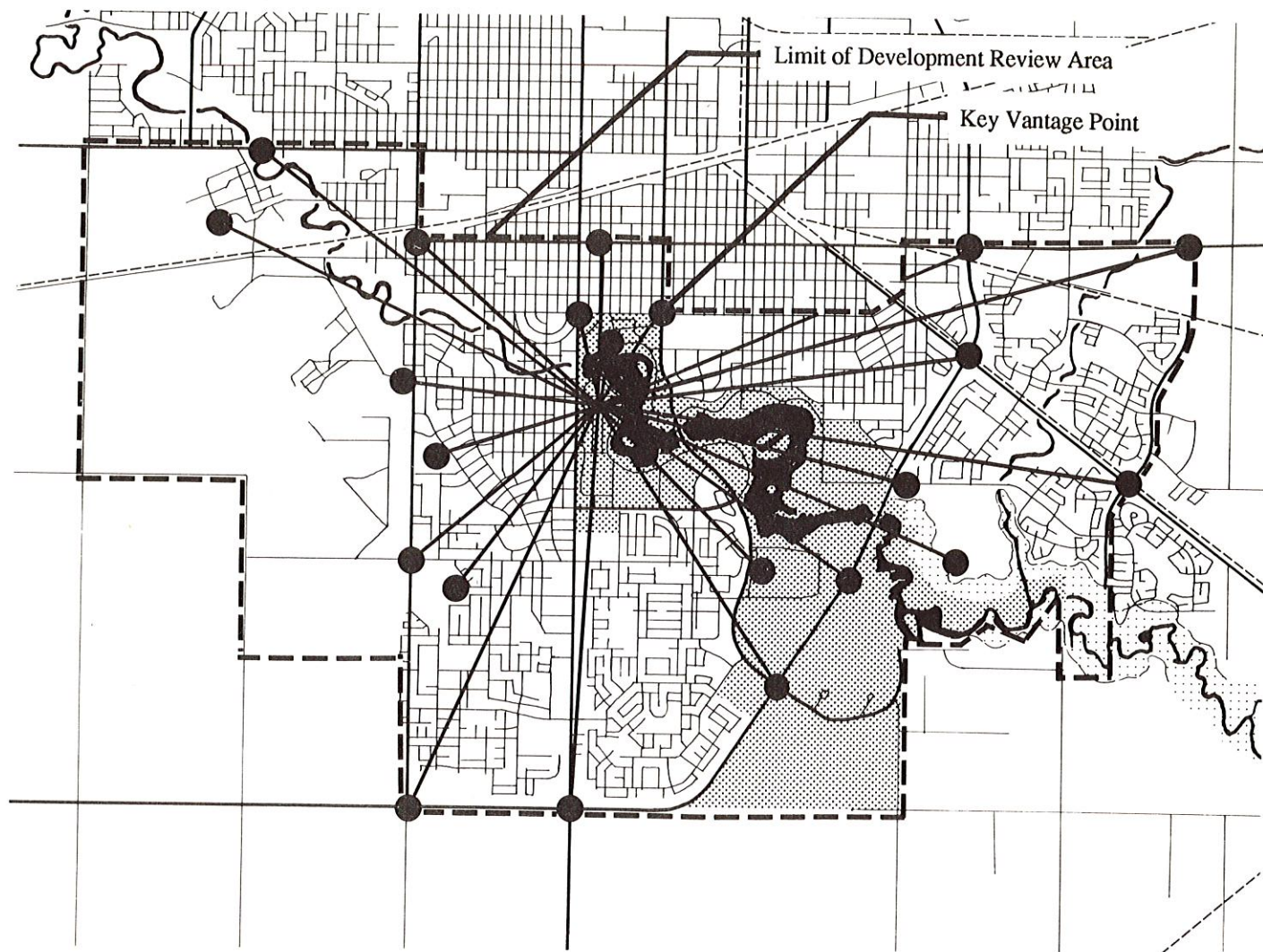


Figure 28: Area Requiring Development Review (City proposal, 1988)

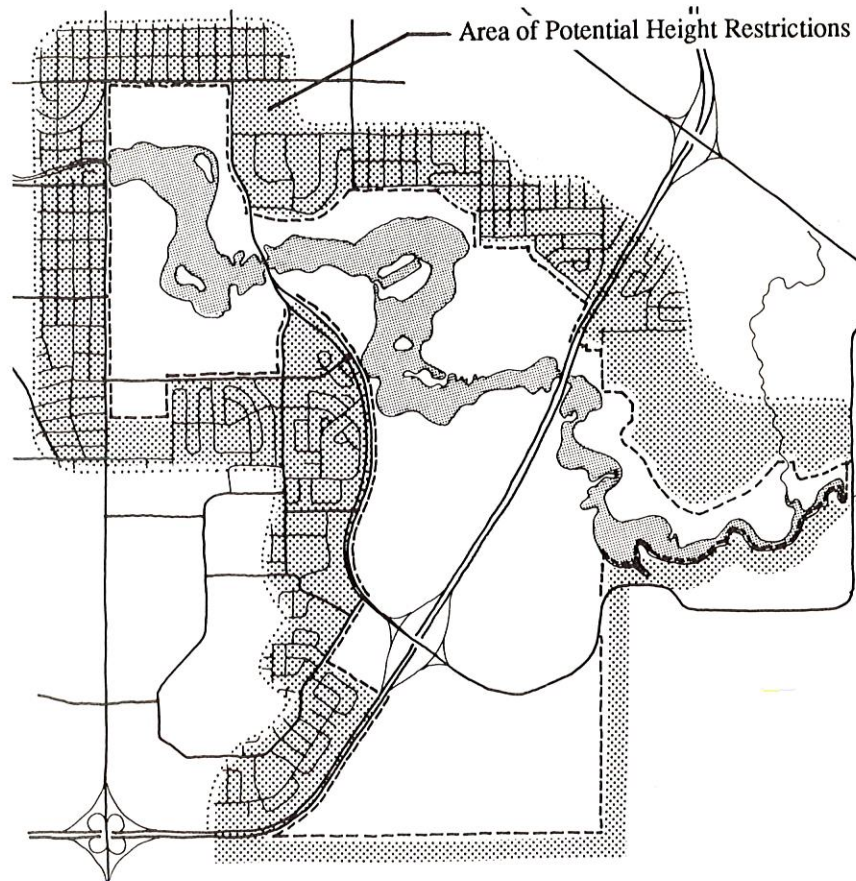
## 2.5 Visibility of Surrounding Development

An important aspect of the recreational value of Wascana Centre is its primarily natural character which is experienced against the urban qualities of the surrounding City. From most places within Wascana Centre, one's view is focussed on natural elements, and bounded by a skyline or horizon of trees. Because there are few, if any, other places in the City where this occurs, this aspect of Wascana Centre should be jealously guarded.

In order to preserve this important feature, the heights of buildings near the edges of Wascana Centre should be limited. The accompanying diagram identifies those areas around Wascana Centre where views from within are critical and where, therefore, new buildings should be limited to the average height of mature trees or approximately 13 metres. Assuming that views of the Dome were protected as discussed above, the maximum height of buildings could gradually increase with distance from Wascana Centre.



A review has been conducted by the City to identify those properties which are zoned to permit development exceeding 13m in height. It was concluded that many of these properties are currently developed or likely to be rezoned, and are, therefore, unlikely to be developed for high rise buildings. In any case, development over 13m is discretionary, and the City has agreed to include Wascana Centre in the evaluation of all development proposals.



*Figure 29: Area of Potential Height Restriction*

## **2.6 Upstream Conditions**

Wascana Lake, the focus of Wascana Centre, was formed by the damming of Wascana Creek, a small meandering stream with many tributaries and a large drainage basin. The water quality of the lake, so crucial to the Centre, is considerably influenced by upstream conditions.

The recent and continuing residential development occurring in the south-east quadrant of Regina is having a significant impact upon the upstream portions of Wascana Creek. The alteration, through filling, of the Flood Plain to accommodate road construction and to create additional developable land is resulting in an increasing loss of stream related open space and natural wetland habitat, and may well cause detrimental changes to the flow and quality of water entering Wascana Lake.



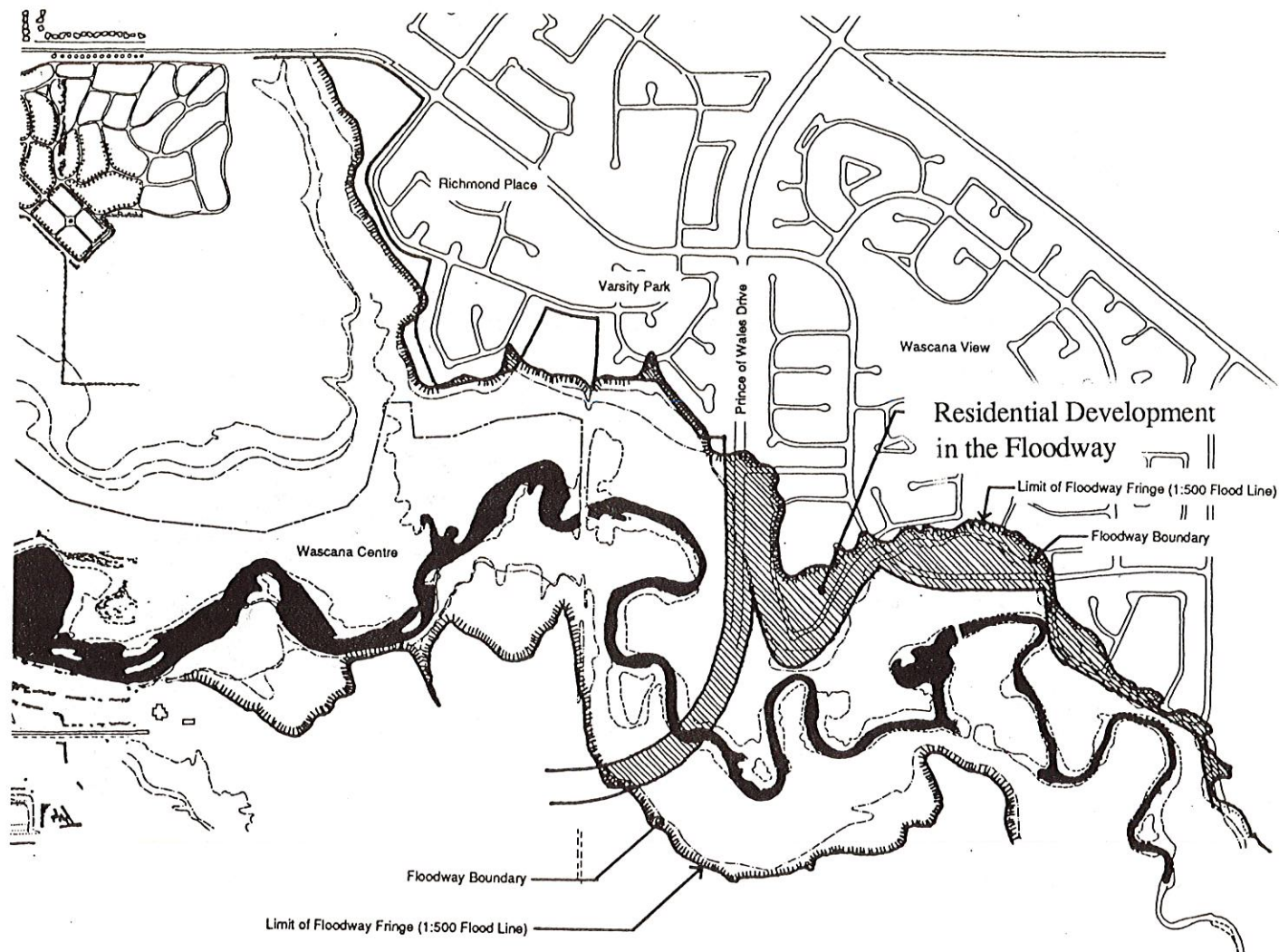


Figure 30: Upstream Development in the Flood Plain

Consequently, Wascana Centre Authority is currently concerned that future development take into adequate account the preservation of recreational and environmental resources adjacent to Wascana Creek. Effective development controls are required now to ensure that adequate stream related lands are reserved to meet the needs of generations to come for recreational resources of all kinds. It is clear that the same planning and foresight which led to the establishment of Wascana Centre itself should now be brought to bear upon the upstream reaches of Wascana Creek.

It is recommended that consideration be given to the establishment of a future Wascana Creek Reserve which would be set aside and reserved for both wetland preservation and recreational development. In order to clearly identify the limits to urban development, the Reserve would be instituted prior to the annexation of land by the City and its release for development. Since a number of different jurisdictions are involved, the establishment of a Wascana Creek Reserve might best be accomplished through a joint conference to reach agreement on first principles. The plan below illustrates the possible areas involved.



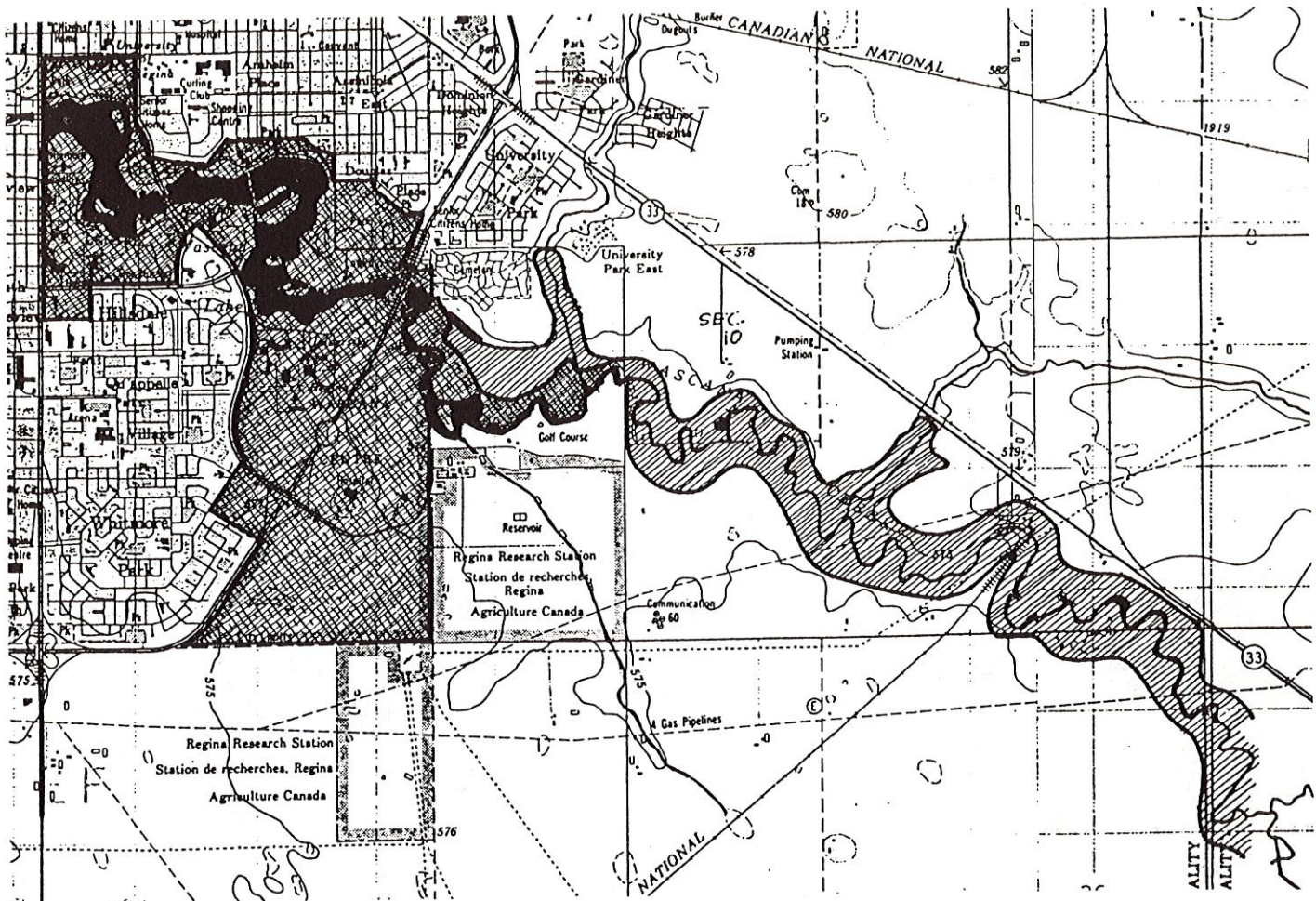


Figure 31: Possible Limits of a Wascana Creek Reserve

Since the pressure upon existing stream related lands is a product of urban development rather than of agricultural use, establishing the boundaries of a future Wascana Creek Reserve would have no effect upon existing land uses. Current flood plain controls should be sufficient to protect the environment while it remains agricultural.

However, before land is annexed by the City of Regina, the extent of urban development would be determined and limited by the boundaries of the Wascana Creek Reserve. At the time of annexation, appropriate controls would be applied to the development of the Reserve itself. These controls would not only govern the planning and design of the Reserve, but also specify the techniques and responsibilities for ongoing maintenance and management.



## **Section 3:**

# **Planning Structure**

This section discusses development issues concerning Wascana Centre as a whole, including the pattern of land use and linking landscape, the treatment of the edges of the Centre, and the circulation system of roads and trails.

### 3.1 The Lake

The first element that establishes the physical structure of Wascana Centre - dividing the land area into component parts - is the lake.

Water is crucial to Wascana Centre in many ways. It is the physical focus of the area, it is a major recreational and scenic resource, and it nurtures the unique landscape which does so much to integrate the Centre and set it apart from its urban and agricultural surroundings. While it unites the Centre in these ways, it divides the land area and is a barrier between uses on opposite shores, a barrier which the circulation structure seeks to overcome.

During times of flood, the lake and Creek expand into their flood plain, defined in three ways on the adjacent plan:

1. The **Floodway** designates the area of the main flood channel within which no structures or landforms may obstruct flood water flows.
2. The **Floodway Fringe**, located above the Floodway, can be developed for some uses, but only under very strict control; buildings, planting and other elements are permitted in this zone, but only with appropriate floodproofing. The outer line of the Floodway Fringe coincides with the 1:500 floodline, which each year has a one in five-hundred probability of flooding.
3. The **Historic Floodline** marks the highest recorded water level during actual flood conditions.

Although so much of Wascana Centre lies close to the lake, the relatively high elevation of the land west of the Trans-Canada Highway places few restrictions on development, except immediately adjacent to the shoreline where landscaping, docks, walkways and other structures must be carefully designed to either accommodate or resist flooding.



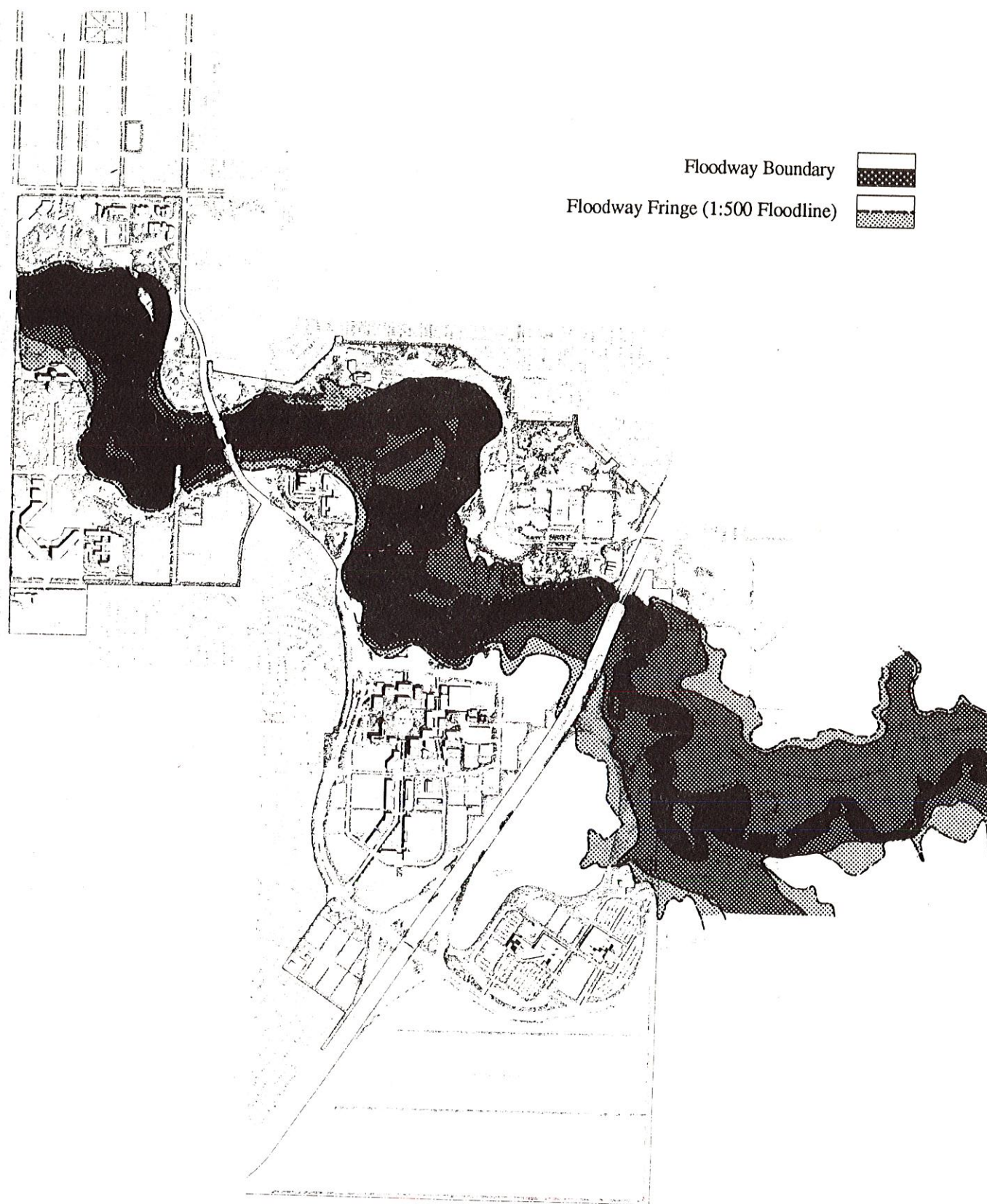


Figure 32: The Lake

### 3.2 Land Use Pattern

The second element of structure to Wascana Centre is that of land use. There are two broad categories of use: building dominated (institutional development) and landscape dominated (park development).

Wascana Centre represents a dynamic balance between the two, in which the major land uses not only each enjoy their own integrity and intrinsic value, but are also mutually supportive and complementary. To remove the public institutions from the Centre would be to rob the parks of much of their life and vitality; to submerge the parks in too much development would be to destroy the image of institutions set in generous and well developed landscapes.

The Land Use Pattern diagram is intended to formalize and establish the balance among the various land uses which make up Wascana Centre. Rather than delineating hard and fast development restrictions, the diagram confirms that each land use is important, that no single land use is dominant.

The categories in the Land Use Pattern diagram are as follows:

1. **Institutional Development** includes institutional buildings as well as the roads, parking lots and landscapes directly associated with them;
2. **Pastoral Park**, characterized in general by informal shade trees and lawns, includes necessary roads and parking, walkways, picnic facilities, and children's playgrounds, as well as elements like band shells, gazebos, conservatories and overlooks;
3. **Structured Landscapes** include landscapes which are structured according to a discipline which frequently includes buildings, but which nevertheless have their own integrity as places; examples include the formal gardens to the north of the Legislative Building;
4. **Athletic Facilities** include all kinds of playing fields and running tracks, as well as roads, parking lots, picnic facilities, grandstands and other support facilities;
5. **Nurseries and Lure Crops** are essential to the ongoing development, maintenance and management of the Centre;
6. **Wetland Habitat** is preserved primarily in its natural state, and developed only to facilitate viewing, research and interpretation;
7. **Reserve Areas** include areas which are to be kept in their present state and reserved for uses which have not as yet been determined.



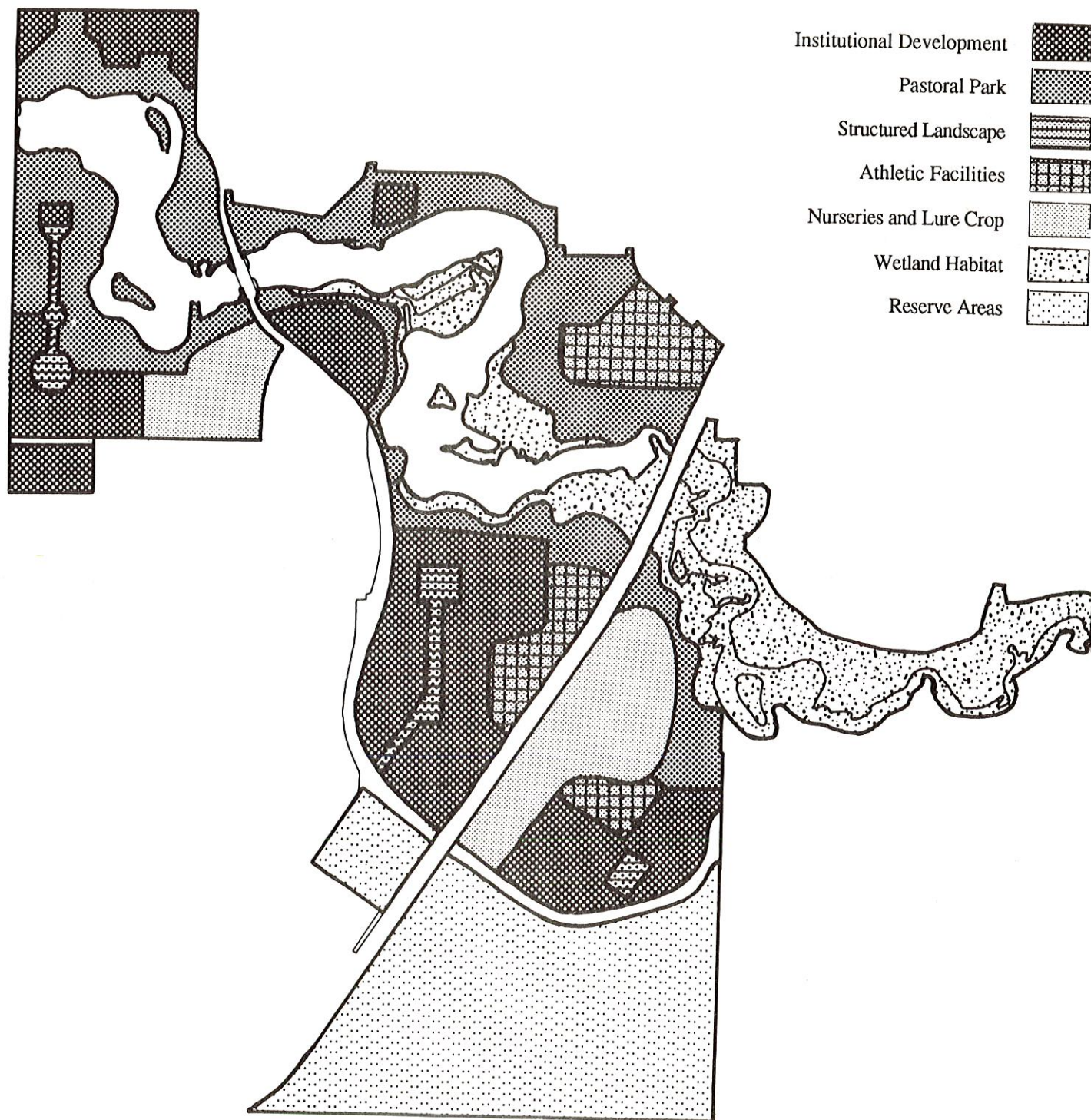


Figure 33: Land Use Pattern

### 3.3 Landscape Pattern

The third structuring element of the Centre is the pattern of landscapes, as illustrated opposite. This pattern weaves through and links the land uses described in Section 3.2.

The landscape falls into four broad categories:

1. **Pastoral Parkland** comprises a large portion of the landscape and is one of the major ingredients in the memorable image of the Centre.
2. **Edging Landscape** defines the boundaries of various distinct areas (particularly to the adjoining arterial roads), for example around the Legislative Grounds, the University, the Nursery, and Wascana East.
3. **Structural Landscape** reinforces visual axes and those linear and focal elements around which buildings are organized. Examples include the Mall and Meadow in the Legislative Grounds, and the Mall and Academic Green in the University.
4. **Formal Settings** are created primarily as foregrounds for major buildings, and include the Legislative lawns and gardens, and the Museum forecourt and hedges.

Open spaces like the playing fields, nurseries, or Waterfowl Park do not fit into these categories, but form one of the land uses linked together by landscapes.





Figure 34: Landscape Pattern

### 3.4 Edge Conditions

The fourth structuring device is the definition of edges.

The edges of Wascana Centre fulfill two fundamental functions. First, they project an image of the Centre to the surrounding community of a place which is open and public. Second, the edges sometimes act as visual buffers, separating Wascana Centre uses from adjacent and incompatible uses in the community.

The accompanying diagram illustrates the various edge conditions which are appropriate for the Centre; some of these are existing, others proposed. Four types are shown:

1. **Opaque Edges** - formed by buildings, walls or fences, or by dense planting consisting of coniferous species or deciduous trees with heavy understorey planting;
2. **Transparent Edges** - formed by a predominance of deciduous trees with no understorey;
3. **Boulevard Planting** - regular plantings of deciduous trees;
4. **Gateway Structures** - architectural and/or planted compositions, usually paired elements with some vertical dimension.

The selection of the most appropriate edge type depends on the nature of the land uses at the interface between the Centre and the community. For example, in locations where the Centre addresses public streets, deciduous planting with a high canopy can provide a strong visual introduction to the Centre. On the other hand, opaque edges are recommended where residential back yards abut the Centre. Opaque edges can also be used along streets to screen parking lots or maintenance yards within Wascana Centre from public view.

Gateway structures mark those points on the edges where major through routes enter and leave Wascana Centre. On the Trans-Canada Highway, the two bridges - the Wascana Parkway Overpass, and the Assiniboine Avenue Overpass - act as entry portals signifying entry to the Centre.

A pedestrian scaled formal gate with supporting landscape treatment is proposed at the entry to Wascana Drive from College Avenue. It is at this location that the Centre, as a park, can make a major statement to College Avenue and the City. Elsewhere on College Avenue, the downtown 'frontage' of the Centre is buffered by buildings such as the Museum, the University's College Avenue campus and the C.B.C. Building. A fifth gate or marker, possibly a carillon, is proposed at the entrance to Legislative Drive from Albert Street to acknowledge the special importance of the Legislative Building and Grounds.



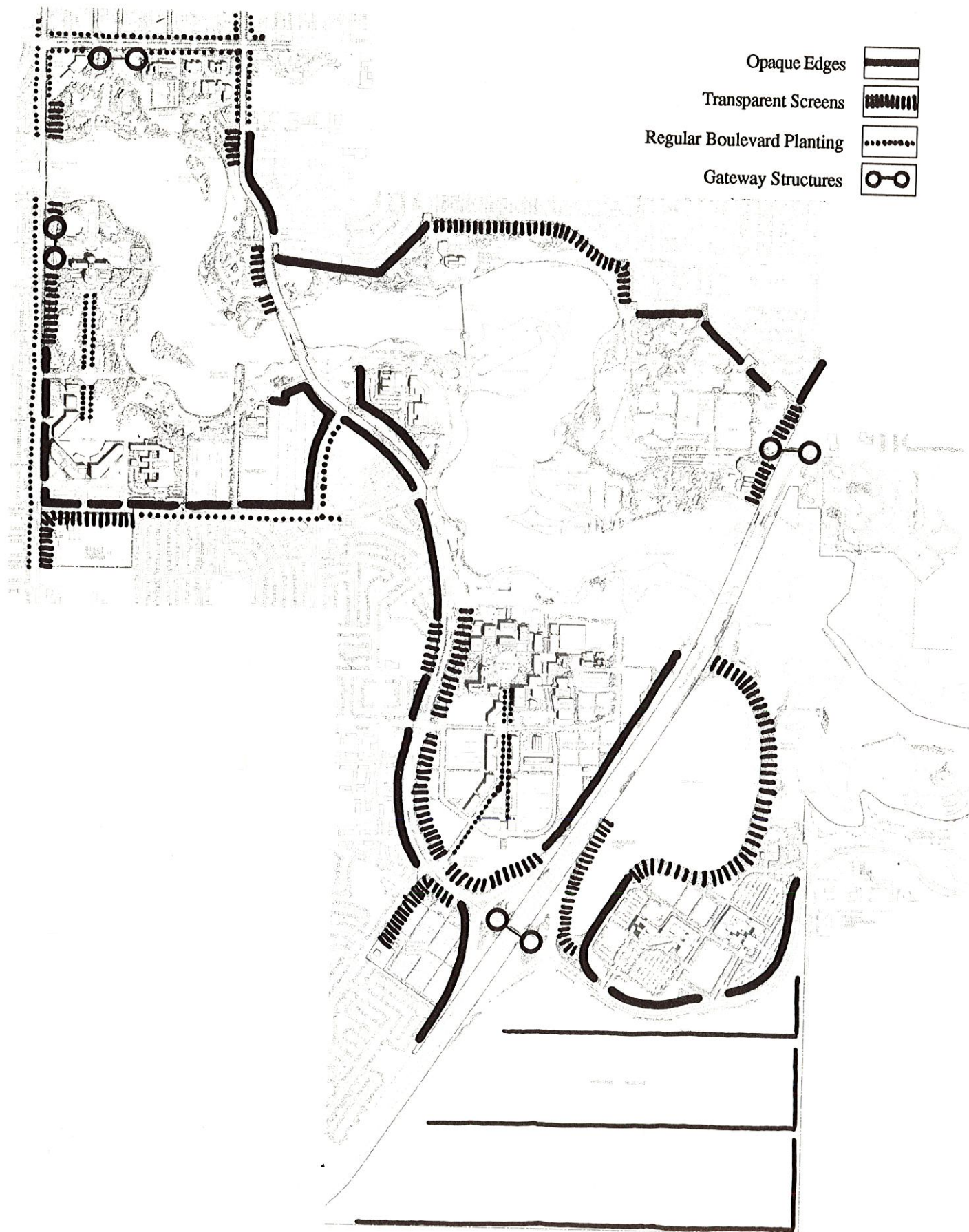


Figure 35: Edge Conditions

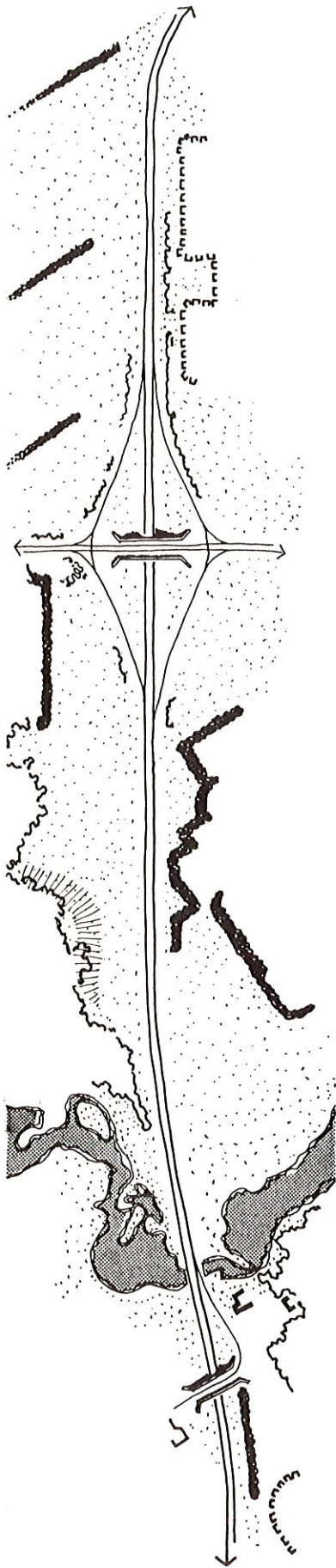


Figure 37: Trans-Canada Highway Spatial Sequence

### 3.5 Circulation

The third means of giving structure to the Centre is the circulation system, both roads and trails.

#### The Road System

The roads in Wascana Centre fall into one of three categories: through routes such as the Trans-Canada Highway and Wascana Parkway; scenic drives, such as Wascana Drive and Lakeshore Drive; and access roads to the various buildings and facilities in the Centre.

##### 3.5.1 Through Routes

The diagram below identifies the main through routes in and around Wascana Centre.

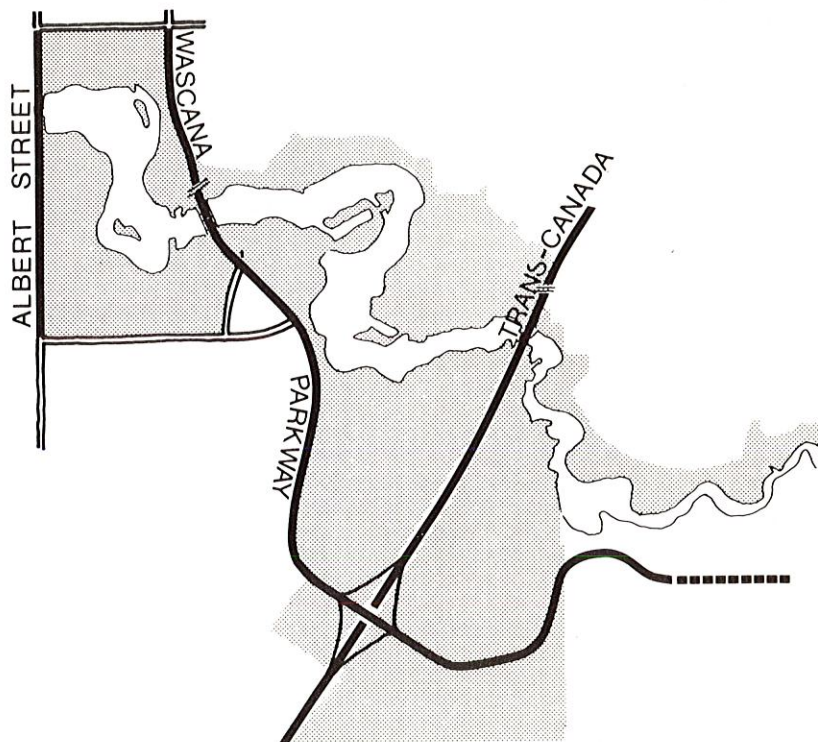


Figure 36: Major Through Routes

To those travelling east on the **Trans-Canada Highway**, Wascana Centre is a key element in the approach to Regina and contributes to a favourable first impression of the city. The Centre's main role in relation to this highway, therefore, is to provide an open and scenic setting. Buildings are accordingly set far back so that the foreground, as seen from the highway, consists of tree groupings, lake, open plain, meadow or playing fields.



**Wascana Parkway** is a major entrance into downtown and has a more intimate relationship to the Centre than does the Trans-Canada Highway. Although it is a major arterial carrying high volumes of traffic, it is also an important scenic entry drive.

Landscaping and buildings should be brought closer to this road, and tree species should be selected to provide a sequence of strong colours - flowering trees and shrubs in spring, bright foliage in summer and autumn, and branch colour and texture in winter.

The kinetic spatial sequence for the motorist on Wascana Parkway is an important consideration. Throughout its length, the Parkway's broad sweeping scale is reinforced by large scale planting and building masses which, when seen against the open lake and grassed areas, form a complex sequence of open and closed spaces. The roadway changes in character near Wascana Place from a parkway of sweeping curves landscaped on both sides, to a straight urban avenue aligned with the City grid pattern. This change of character is acknowledged by the shift to regularly spaced boulevard tree planting.

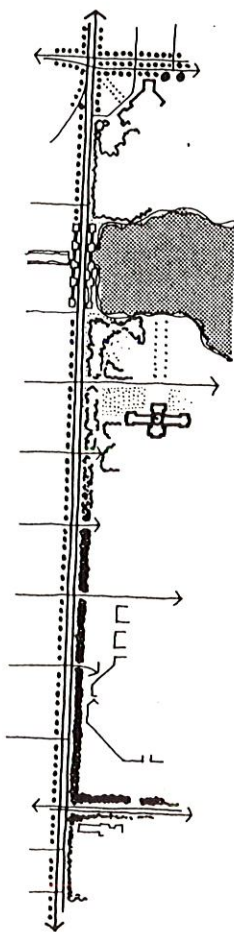


Figure 39: Albert Street

Although **Albert Street** skirts rather than penetrates the Centre, it is another important entry road to the city centre. The emphasis of ongoing development on this street should be to reinforce what already exists - the boulevard planting, the character of adjacent parkland, and the well-known Albert Street Bridge which has currently been refurbished.

The character of one side of Albert Street is determined by Wascana Centre and should be reinforced through continued development. At the south end, Wascana Centre flanks Albert Street with an evergreen tree belt whose dense foliage effectively screens the large parking areas behind. Further north on Albert Street, deciduous trees with high canopies frame the street while permitting views through to the Legislative Building and Grounds. The overhead tree canopy continues north of the Bridge to permit similar views into Wascana Park. On the west side of the street, boulevard planting complements and reflects the regular pattern of streets and buildings beyond. This planting pattern should be reinforced in the course of normal maintenance and replanting.

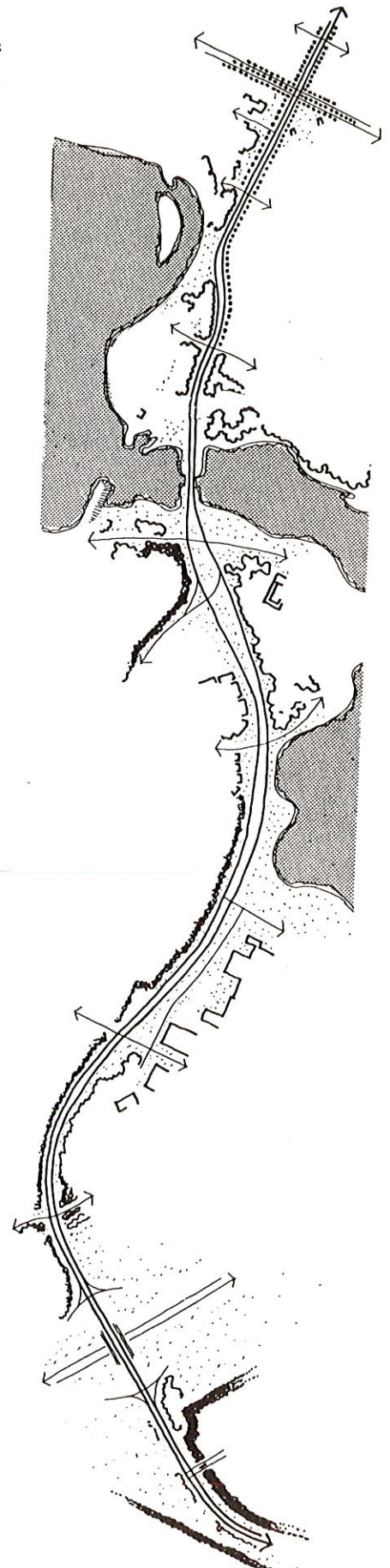


Figure 38: Wascana Parkway



### 3.5.2 Scenic Drives

The scenic drives provide a special recreational opportunity for residents and visitors to Regina, and especially for those who might not otherwise be able to enjoy the Centre. The continued development of the scenic drives is an important feature of the Master Plan. The major design objectives are:

**Attraction:** Route alignments should take advantage of the best views and most beautiful areas, and should be accessible to as many people as possible. The scenic drives should, at the same time, be designed to discourage their use by commuter traffic. Motorists who wish to get from one place to another as quickly as possible should not find them a useful short cut.

**Duration:** Continuity and length should be maximized, so that the recreational driving experience is as prolonged as possible. The strategy for achieving this objective is to create as continuous a circuit as possible, and to pass through as much of the Centre as is feasible.

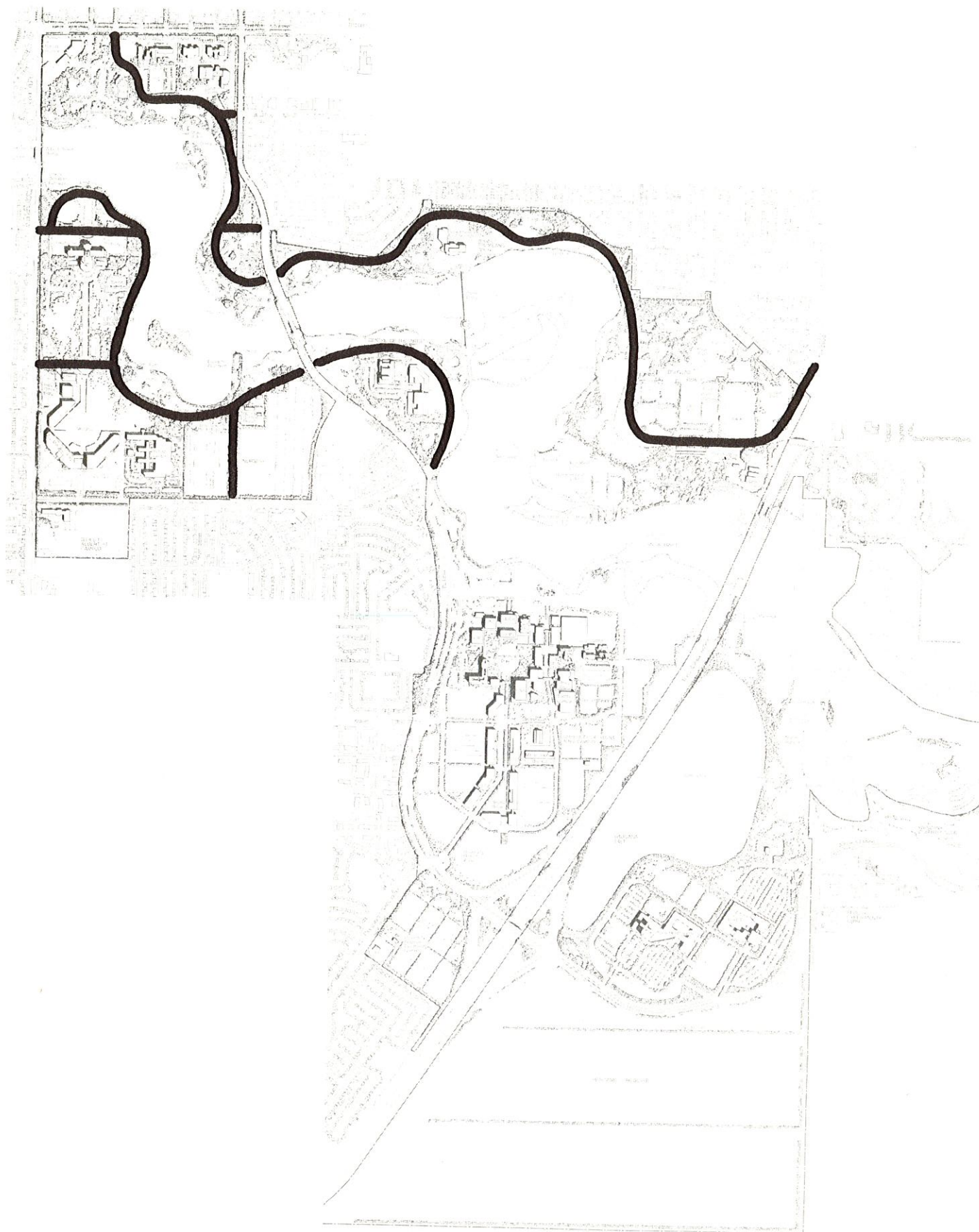
There are obvious constraints against fully meeting these objectives. In particular, the lake and the Trans-Canada Highway are powerful barriers which sever the Centre into several isolated areas, a situation which cannot be easily remedied.

The two at-grade crossings of Wascana Parkway/Broad Street also serve to interrupt the continuity of the two lake-oriented scenic drives. The most critical break is the intersection of Wascana Drive at Broad Street which segments an otherwise long and continuous scenic route. It has, in previous Master Plans, been proposed that a flyover be built which would separate scenic from through traffic at this location. A similar flyover at the Lakeshore Drive intersection would also connect two short segments and help to reduce short cutting.

However, in the 1987 Master Plan, the proposed flyovers on Wascana Parkway/Broad Street are deleted. While flyovers would contribute to longer, and therefore, better scenic drives, the cost of their construction would be very high indeed and cannot be justified, even in the very long term.

It should be noted that, in Wascana Centre, all roads are 'scenic' in that they all offer excellent views of attractive landscapes and well-designed institutional developments. Therefore, while those routes designated as 'scenic routes' should receive particular attention to enhance their special purpose, all roads in the Centre should be designed to maximize their scenic and aesthetic qualities.





*Figure 40: Scenic Drives*

### 3.5.3 Access Roads

There are a number of roads within Wascana Centre with a primary purpose of providing access to facilities and institutions. Access roads not only provide access to parking lots and service points, but also give buildings 'addresses' which publicly announce the institution and facilitate formal approach and entry. In most cases, access roads connect directly into City streets, including Wascana Parkway. In other cases, scenic roads double as access roads. Examples of institutions which have their addresses on scenic roads include Wascana Place, the Centre of the Arts, the Saskatchewan Science Centre and Research Centre, and the Douglas Park Production Greenhouses.

The diagram on the facing page shows the primary access roads and parking facilities.

### The Trail System

A study of user needs was conducted by Wascana Centre Authority staff in 1979 which, although the sample was small, provided some general information about how the trail system was being used. Joggers and cyclists tend to concentrate on or adjacent to the scenic drives and associated paths. Skiers and walkers are generally found closer to the lake shore; they occupy a slightly more compact territory, but use it more intensively. In all cases, there is frequent use of connections to downtown and to nearby residential areas.

Relative use of trails by joggers, cyclists, skiers and walkers is shown in the accompanying diagrams.

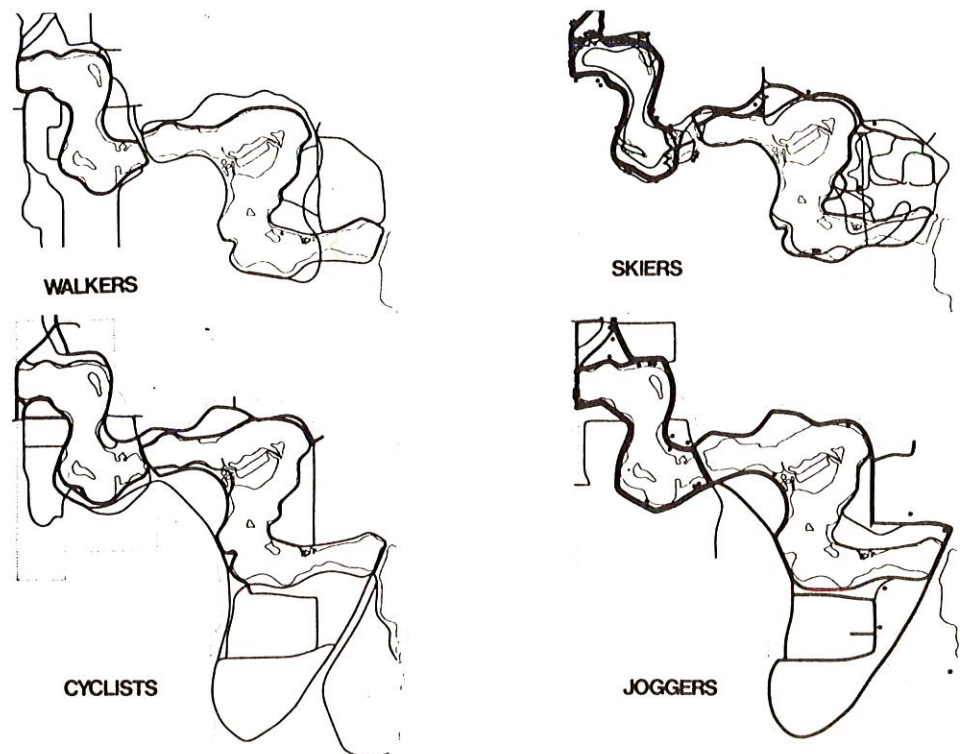


Figure 41: Trail Usage, 1979



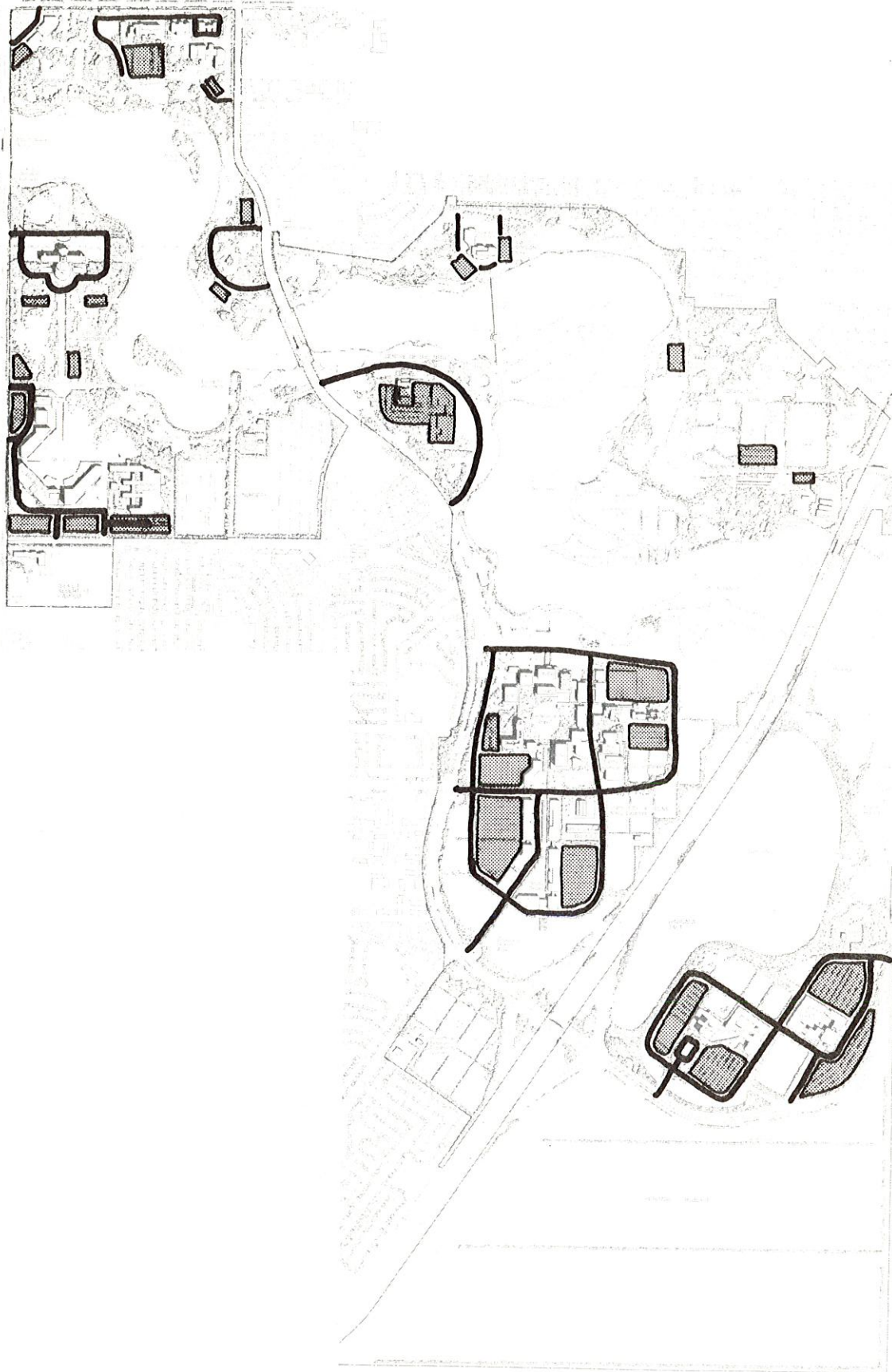


Figure 42: Access Roads and Parking Lots

### 3.5.4 Pedestrian Trails

The design of the pedestrian trail system is based on objectives similar to those for the design of scenic drives - to guide the user along continuous circuits and through attractive areas.

The existing trail network is cut into a number of self-contained segments by the lake and by heavily used vehicular routes. A few carefully considered connections through these barriers would greatly assist in establishing a fully co-ordinated trail network throughout Wascana Centre. A minimum number of connections providing a maximum benefit is illustrated in the accompanying diagram.

The first barrier to overcome is that created by the lake between Wascana Park and the Legislative Grounds. The pedestrian sidewalk on the Albert Street Bridge is no longer sufficient to connect the two sides of the bridge. Increasing traffic has eroded the value of the bridge as a pedestrian environment, and future traffic requirements will tend to squeeze out pedestrians even more. The proposal, therefore, is to create a trail with its own bridge across the creek on the adjacent easterly earth embankment. This trail will connect to an existing underpass as well as a grade crossing on Albert Street to the north side of the creek.

A second major connection between the north and south sides of the lake already exists utilizing the current sidewalk on the Broad Street Bridge.

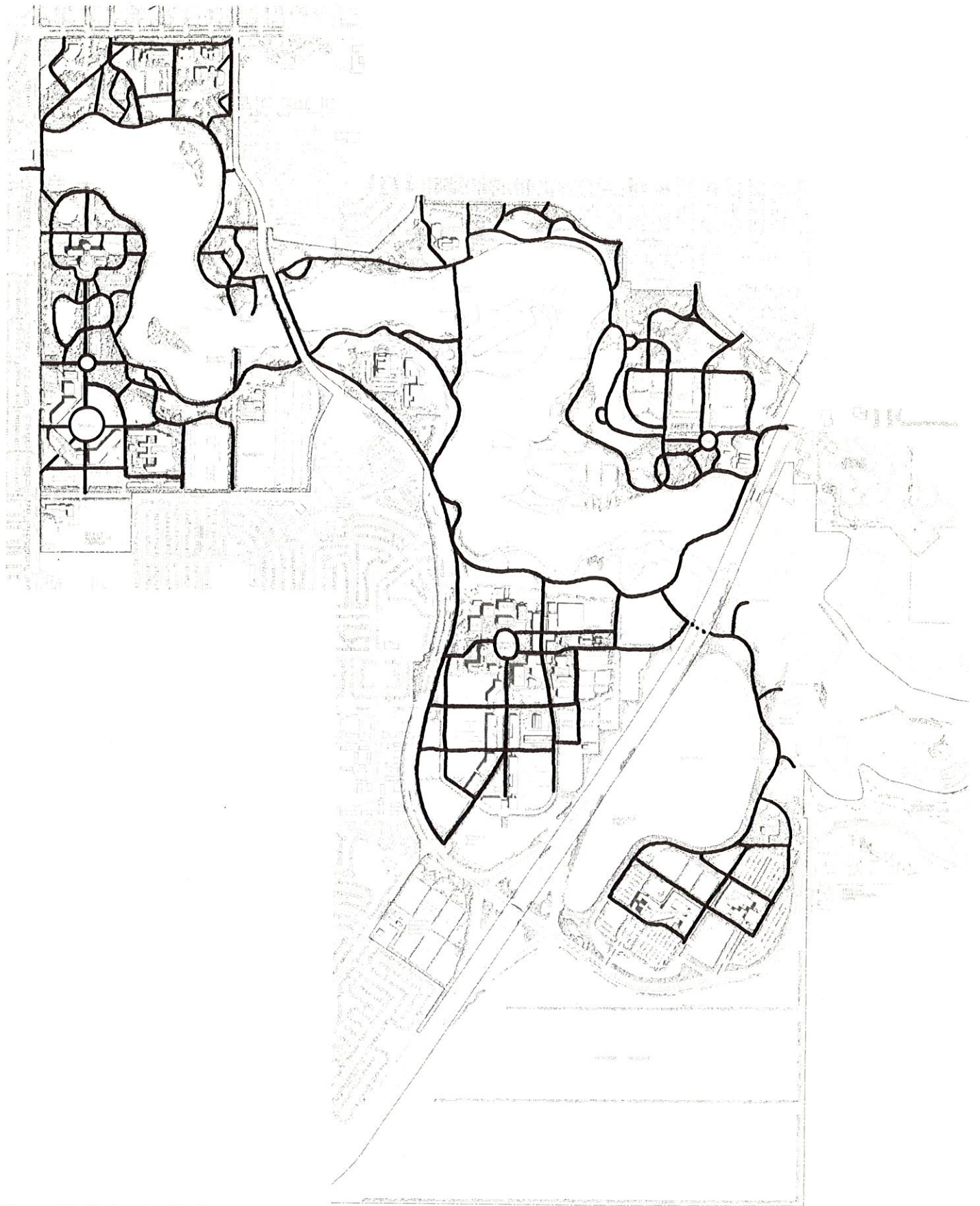
A third connection across the lake should be provided by developing the old Power Plant pipeline structure connecting Goose Hill Park with the Waterfowl Display Ponds near the Centre of the Arts.

A fourth connector is a new bridge parallel to the Trans-Canada Highway bridge to connect Douglas Park with the University campus.

A fifth connector is a proposed underpass under the Trans-Canada Highway to connect the University campus with Wascana East. While there is insufficient head room for a scenic drive to be built under the Highway, a pedestrian and cycle underpass connection would be quite feasible.

Consistent with the general character of Wascana Centre, most trails assume an informal and curvilinear geometry. However, more formal and structured pedestrian walkways have been included in the Plan, namely the Legislative Mall and the University Mall.





*Figure 43: Pedestrian Trails*

### 3.5.5 Bicycle Routes

A bicycle trail funded by the Devonian Foundation has been constructed by the City along the south shore of Wascana Creek from Grassick Park to the Albert Street Bridge, as shown in the accompanying diagram. A second City bicycle trail, the Pilot Butte Trail, is currently being developed in conjunction with the ongoing development of the southeast sector.

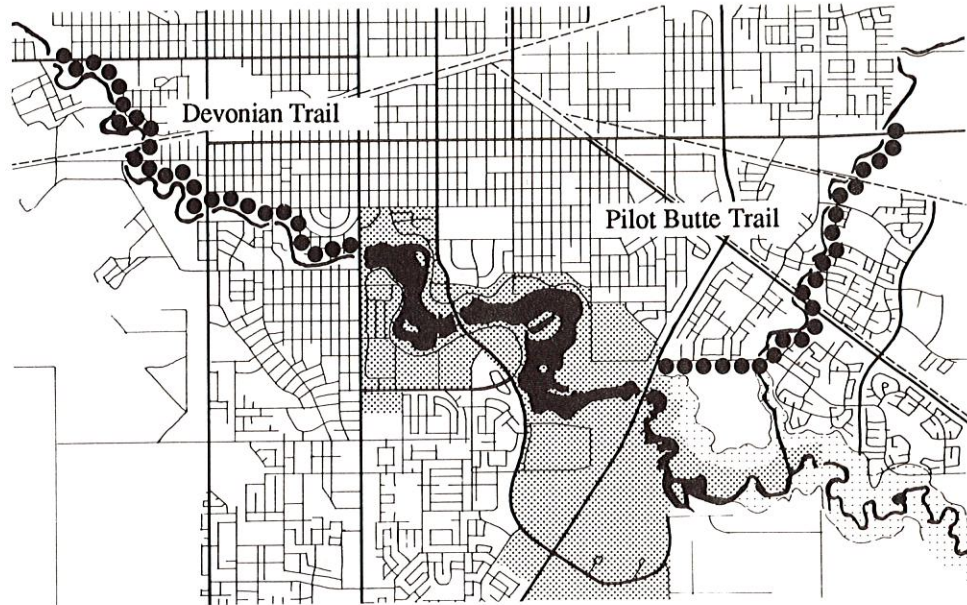


Figure 44: Devonian Trail and Pilot Butte Trail

To develop a continuous system through the City, these two bicycle routes should be connected through Wascana Centre. The Plan shows two bicycle routes through the Centre, one following the north shore of the lake and one following the south shore. Whether roadside lanes or special paths, these routes should be appropriately developed and identified as being primarily for bicycles.

As well as linking two important regional bicycle trails, Wascana Centre is a very popular destination in its own right. Consequently, almost all trails, roads and other routes in the Centre are frequently used by cyclists as well as pedestrians. Because conflicts are rare, this condition has been tolerated even though the Centre has a bylaw prohibiting cycling on pedestrian paths. If the mixed use of pedestrian trails is inevitable (and control not practical), it may be appropriate to review the status of this bylaw. The current bylaw may be retained, and only enforced when problems occur, or it may be removed, thereby sanctioning an already widespread and popular activity.

The accompanying diagram illustrates the two designated bicycle routes connecting the Devonian Trail with the Pilot Butte Trail. Together with other roads and trails (whether officially sanctioned or not), these routes will form an integrated bicycle network throughout Wascana Centre with connections into the City street system at the appropriate locations.



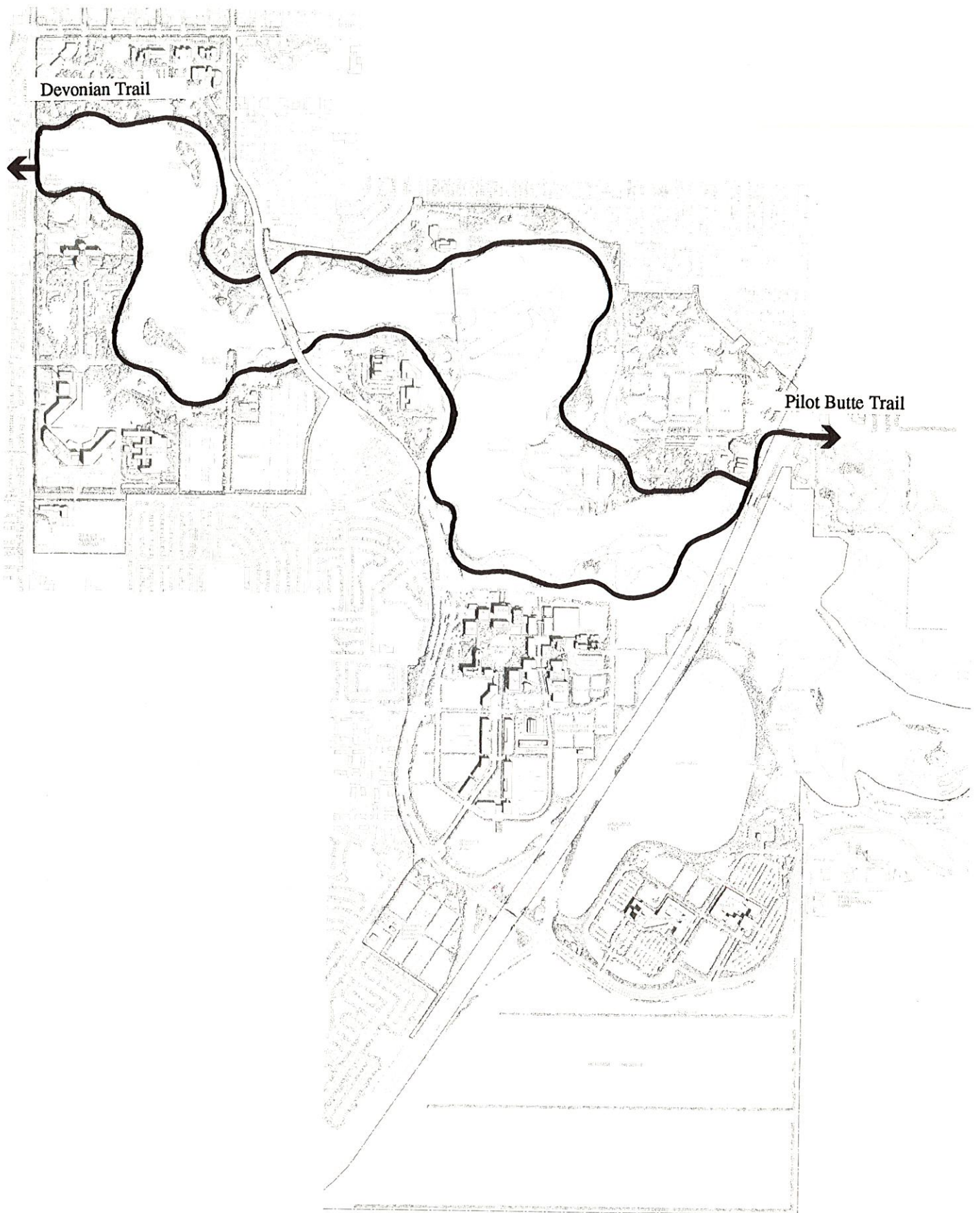
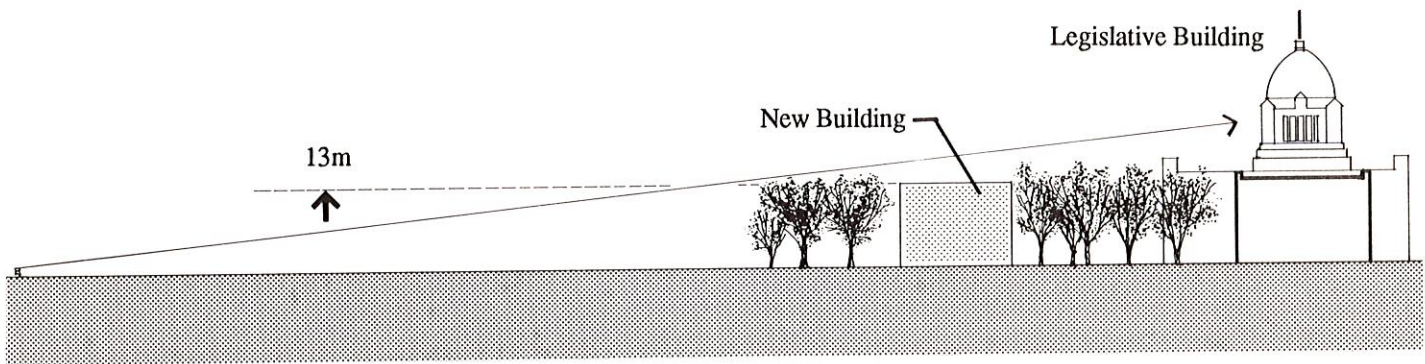


Figure 45: Bicycle Routes

### 3.6 Height Limits

As the landscapes in Wascana Centre become more mature, a comfortable balance between built form and naturalistic setting becomes more evident. From most points within the Centre, the skyline is dominated by trees and other vegetation rather than by buildings. The important exception to this is the dome of the Legislative Building which rises majestically above the tree tops to be seen from many points in Wascana Centre and the City.

The maintenance of this special image requires that limits be placed on the heights of individual buildings both in the surrounding city neighbourhoods (as discussed in Section 2.5) and within the Centre itself. To maintain a skyline dominated by trees, all future buildings within the Centre should be no higher than the average height of mature trees, or 13 metres except for buildings in the Main Campus of the University of Regina, and exceptions previously approved.

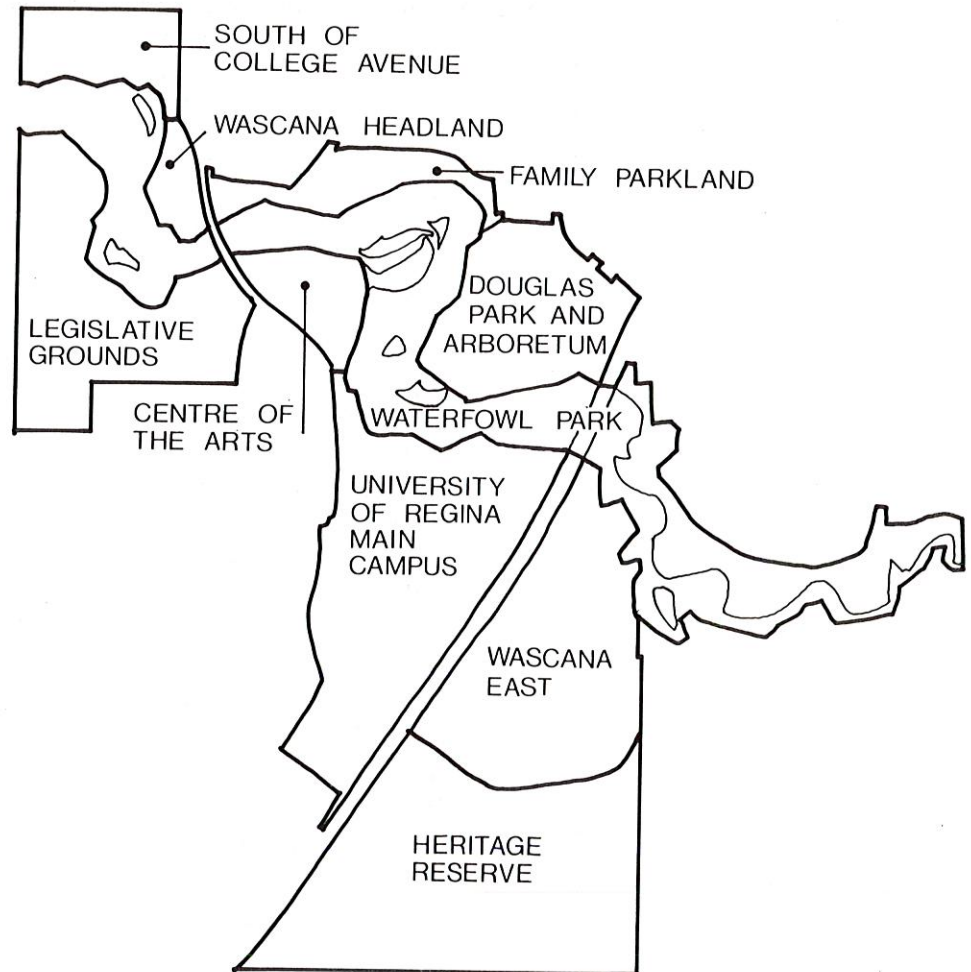


*Figure 46: Proposed Height Limits for New Buildings*



## Section 4: Development Areas

This section describes development plans for the ten component parts of Wascana Centre. These areas are identified on the accompanying diagram.



*Figure 47: Development Areas*



## 4.1 Legislative Grounds

In 1905, 168 acres of land were set aside for the Legislative Grounds. Originally a flat site with short-grass prairie vegetation and utterly devoid of trees, the Grounds have been transformed into mature pastoral parkland with the imposing neo-classical Legislative Building as its centrepiece. This impressive building with its copper dome is set on expansive lawns surrounded by mixed hardwood and coniferous woodlots. All of the buildings in the Grounds are generously spaced and, with the exception of the Legisla-

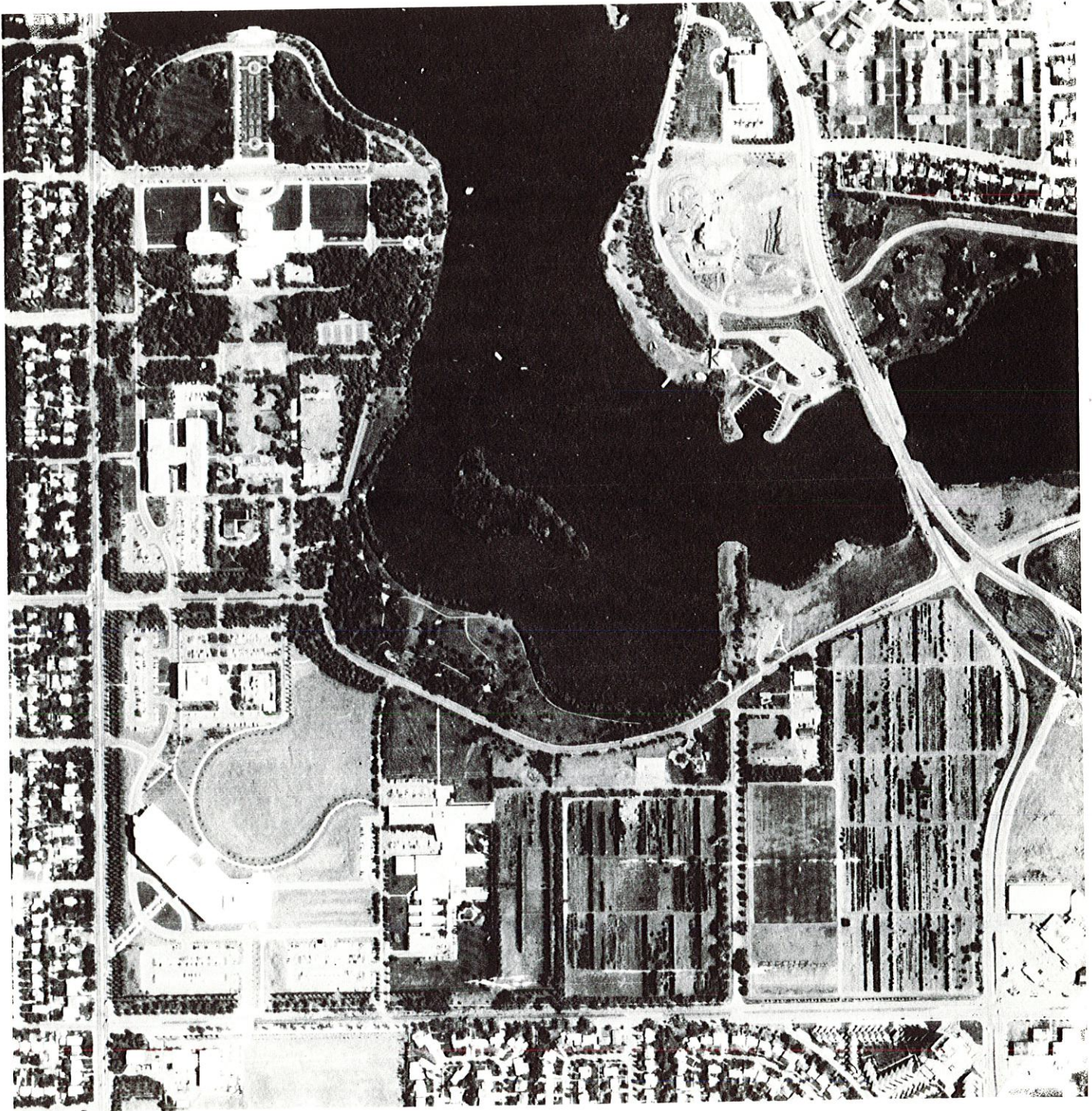


Figure 48: Aerial Photograph, Legislative Grounds



tive Building, are three to four storeys high, or roughly equivalent to the height of the trees. As a result, only the Legislative Building is visible from distant locations within the Centre.

Development of this planning area, particularly south of the Legislative Building, is incomplete. Over the years, there have been a number of planning studies, each presenting a slightly different image of the area. One of the major unresolved issues has been the amount of development, another has been the length and character of the Legislative Mall.

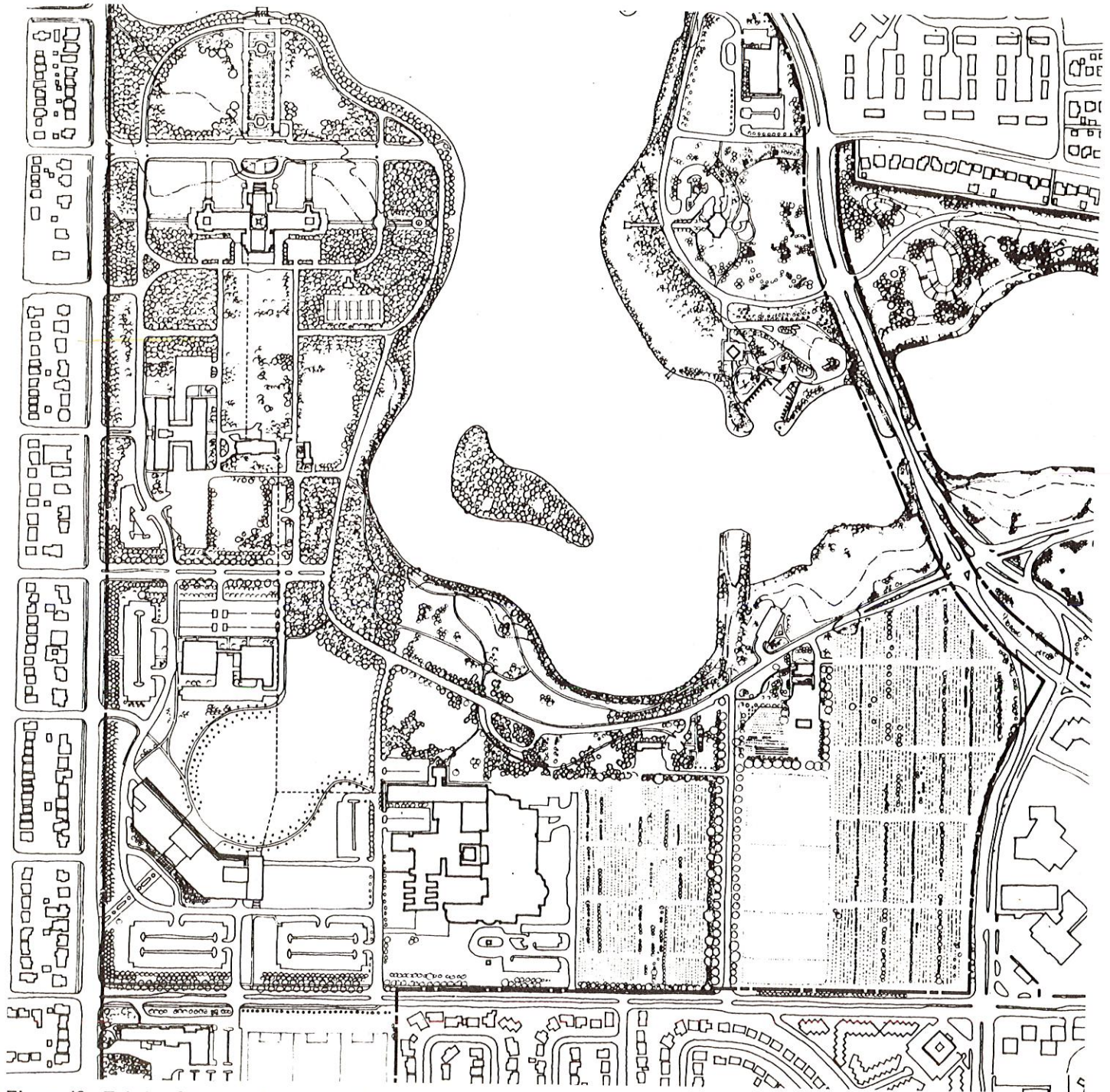


Figure 49: Existing Site Plan, Legislative Grounds



#### 4.1.1 Future Government Office Space

Previous plans for the Legislative Grounds have proposed a considerable increase in the amount of office space. The 1975 Plan postulated a growth of over two and a half million sq. ft. by 2025, and a requirement for 5,000 parking spaces. These quantities were based on a policy which emphasized the centralization of Government departments in the Legislative Grounds.

By 1982, Government policy favoured the concentration of new facilities downtown in order to reinforce the strength of the City Core and to encourage the provision of office space by the private sector. These considerations led to a reduction in the land area allocated for future government buildings. The buildings shown in the 1982 Plan were those which would reinforce the concept of a Mall strongly defined by buildings from near the Legislative Building all the way to the Meadow.

There are no current plans to build additional office space in the Legislative Grounds. The general policy of the current Government is that should the need arise for additional office space in the foreseeable future, that need will be met by private sector buildings in the City Core.

The Master Plan therefore cannot rely upon large amounts of development for its realization. A plan based on relatively little new building construction would also be consistent with the emerging public sentiment that the Legislative Grounds' prime resource is its park-like character, and that future development should reinforce that feature.

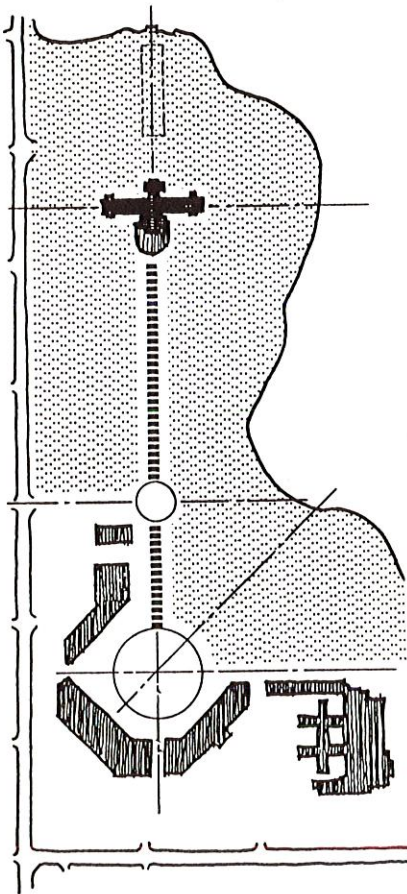


Figure 50: A Park with a Centrepiece

#### 4.1.2 A Park with a Centrepiece

The Legislative Building is a widely esteemed architectural feature as well as the Province's preeminent governmental symbol, and as such, is the single most important element in Wascana Centre, if not Regina. To reinforce this powerful image, the building needs to be supported by a context which is equal to the task of setting off a landmark of such significance. To this end, the dynamic balance between buildings and landscape, which is basic to the image and character of Wascana Centre, is expressed in its highest and most powerful form in the Legislative Grounds.

The image proposed for the Legislative Grounds consists of the Legislative Building, as the centrepiece, rising majestically up out of an expansive, uninterrupted and park-like landscape setting. The park, with its focal centrepiece, is linked by means of the Legislative Mall to a small cluster of governmental buildings surrounding and defining the Meadow.

While not dependent upon massive new development, the full expression of this image does require that a number of important measures be taken.



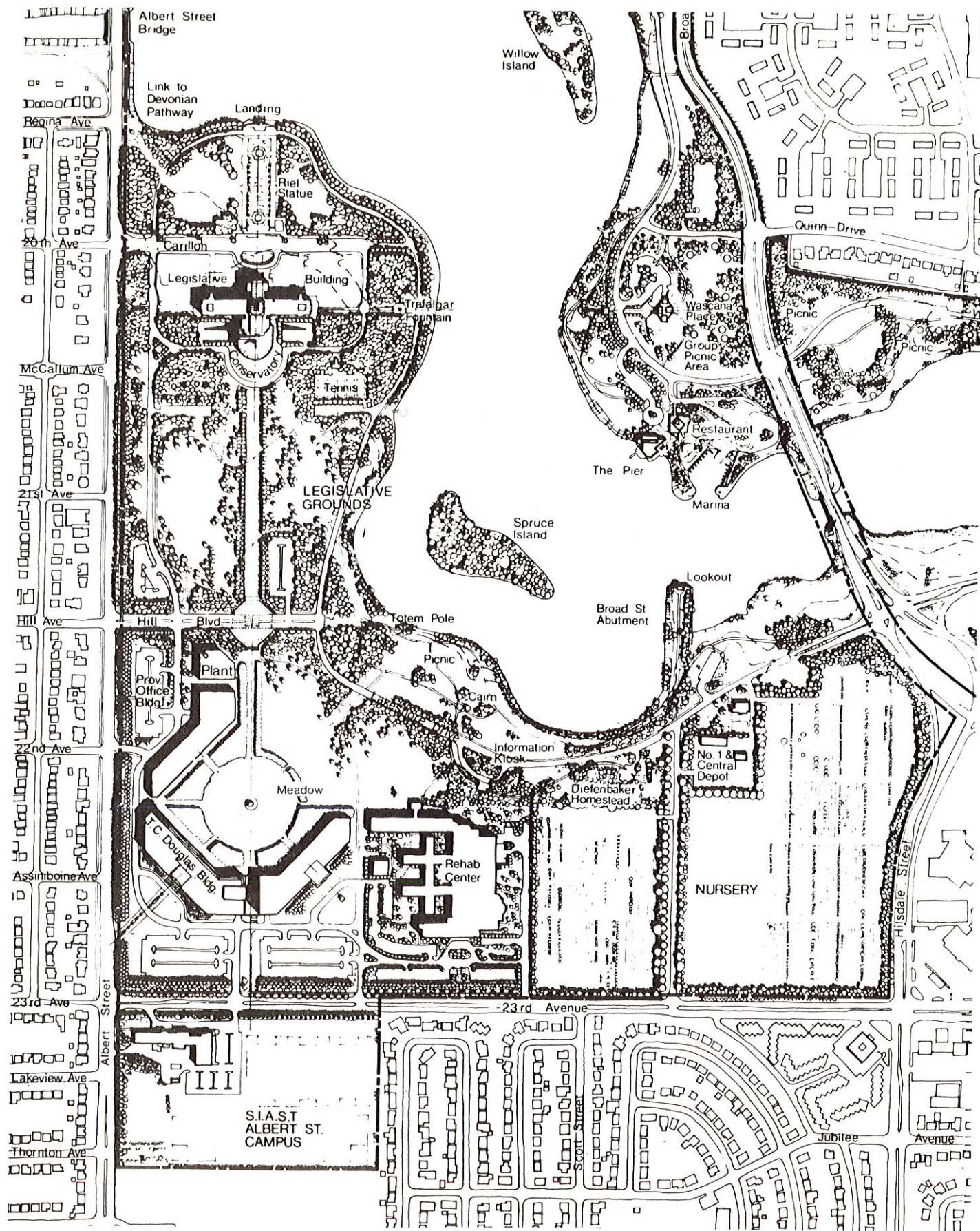


Figure 51: Proposed Development, Legislative Grounds



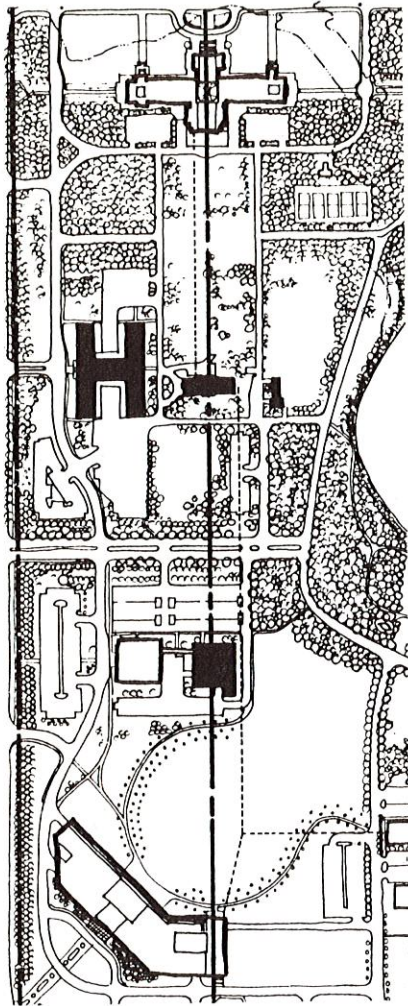


Figure 52: Buildings to be Removed

### 4.1.3 Buildings to be Removed

The development of both the park setting and the Legislative Mall would require that four existing buildings be eventually phased out and removed:

**Energy Plant:** It has long been recognized that the development of the Mall would require the removal of the Energy Plant. Since the plant's equipment is expected to undergo major reconstruction in the not too distant future, it may well be that construction of a new plant to modern specifications, and in a new location, could be more cost effective than a major overhaul. Alternatively, all buildings may in future be equipped to provide for their own energy needs, as is now done on the University of Regina College Avenue Campus. Assuming the former, a central position is shown within a new office development just south of Hill Boulevard, where it could link directly into existing steam lines. Special consideration would be required for this facility to ensure its architectural compatibility with other governmental buildings.

**Provincial Medical Laboratories:** Similarly located on the alignment of the future Mall, this one-storey building should be relocated. It has been suggested that it might be relocated to Wascana East, where it could become part of a larger and more comprehensive clinical and research facility.

**Walter Scott Building:** Although not on the alignment of the Mall, this building falls far short of the architectural standards set by its neighbour, the Legislative Building. Its location is also incompatible with the concept of a park surrounding the Legislative Building. As this building approaches the end of its useful life, it should be replaced by a new building in the group surrounding the Meadow.

**Area One North Maintenance Depot:** This maintenance depot, including a building and storage yard surrounded by a perimeter fence, has recently been reduced in size to provide more amenity landscape for the area. This facility should eventually be removed entirely and the site developed as pastoral park.

### 4.1.4 The Legislative Mall

Providing the vital symbolic and visual link between the Legislative Building to the north and the Government buildings to the south, the Mall consists of two different parts which reflect the distinct characters of the Park and the Meadow. The two sections of the Mall meet at Hill Boulevard where the crossing is marked by a nodal feature announcing the Mall to the street and identifying its entrances.

Intended to offer spectacular framed views of the Legislative Building from Hill Boulevard, the part of the Mall through the Park is developed as a grassed avenue delineated by shade trees. While not expected to be a major pedestrian



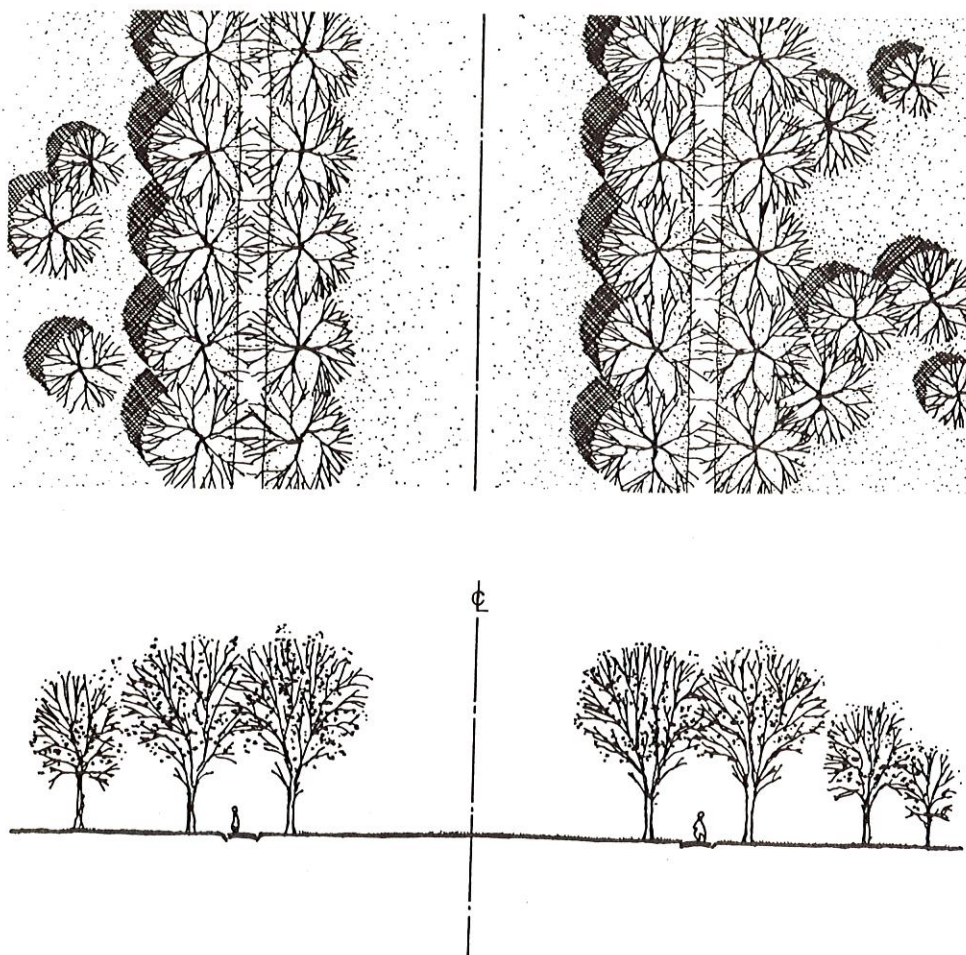


Figure 53: Plan and Section of the Proposed Legislative Mall

route, small walkways follow the rows of trees and define the central panel of grass. Views north along the Mall are terminated by a new interior winter garden conservatory which is added to the south face of the Legislative Building.

South of Hill Boulevard, the Mall assumes a more structured form to reflect the more formal nature of the Meadow and its surrounding buildings. Here it consists of a central walkway paved in distinctive materials defined by ornamental deciduous trees planted in a regular and formal pattern.

### Interim Implementation

It is three quarters of a century since Mawson drew up plans for the South Legislative Mall. Variations of his concept have been proposed in every subsequent master plan - a telling indication of the idea's validity. Now that the first stage (the removal of dwellings, lanes and associated landscapes) is complete, there is presently no impediment, short of funds, against continuing its implementation, especially in the area between the Legislative Building and the Energy Plant.

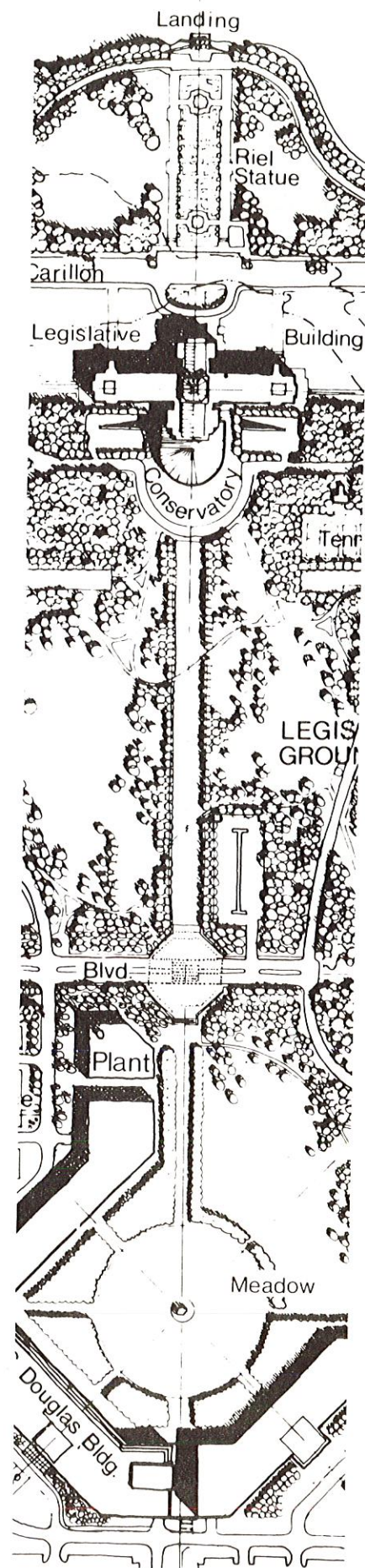


Figure 54: The Proposed Legislative Mall



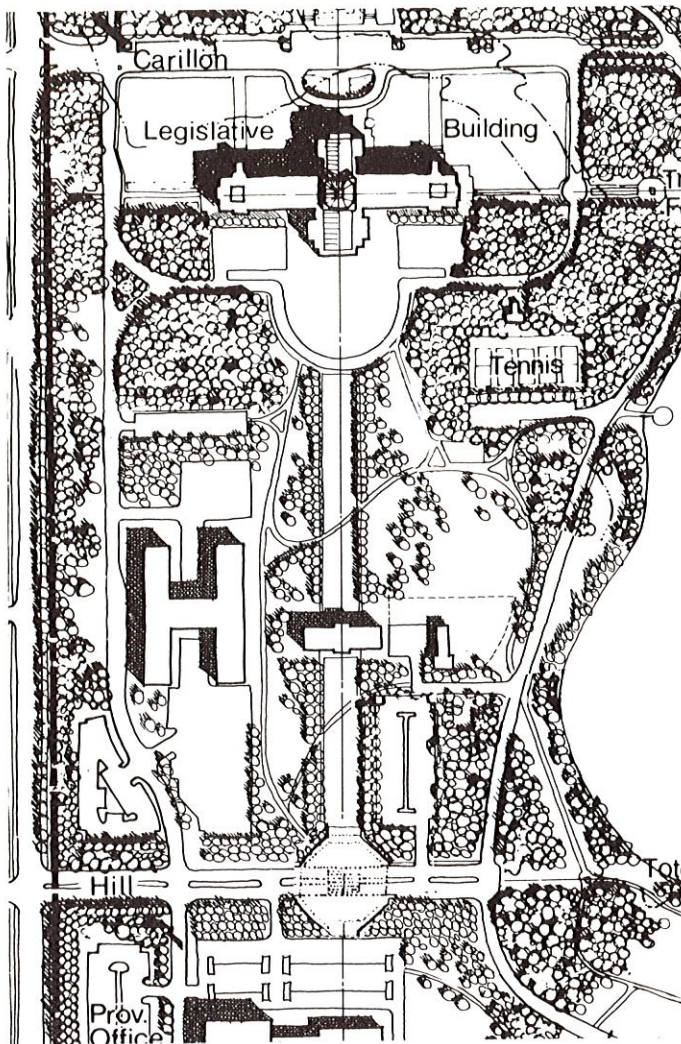


Figure 55: Stage One: No Buildings Removed

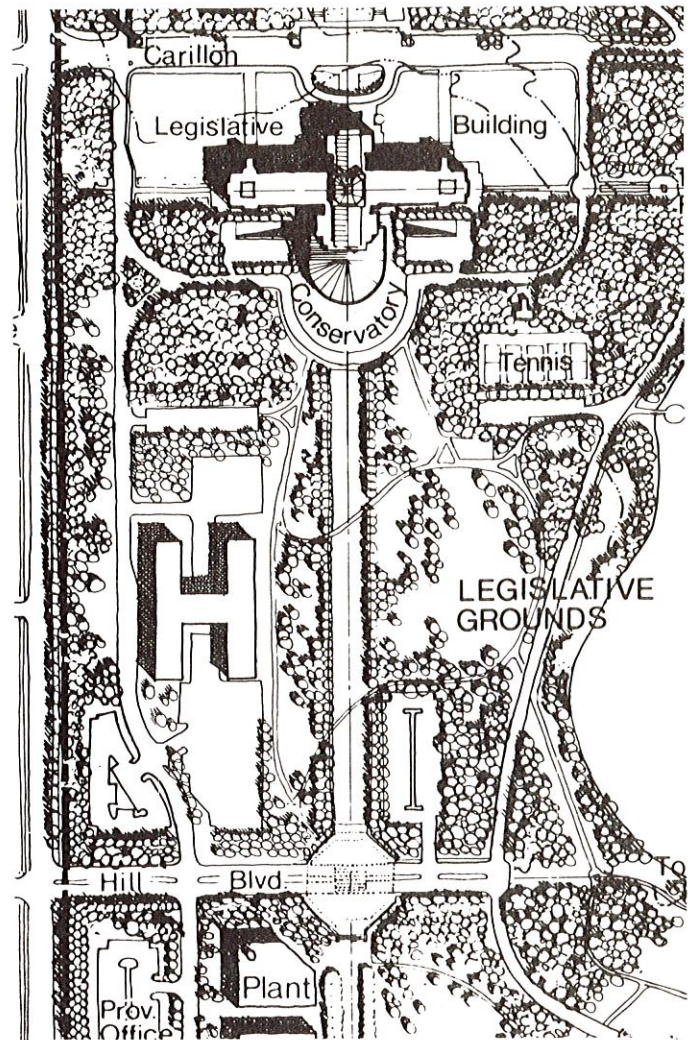


Figure 56: Stage Two: Energy Plant and Maintenance Depot Removed

The partial development of the Mall and surrounding park, on those lands not currently occupied by buildings and parking lots, would provide enormous value for minimal cost, and should be incorporated into the Authority's landscape budget at the earliest opportunity. Considerable landscape redevelopment can occur without compromising either the use of the existing buildings or the quality of the long term plan. As shown, the three components of the immediate first stage development are the removal of redundant roads, the linking of the parking lots south of the Legislative Building, and the extension of the grassed avenue mall to Hill Boulevard, leaving the Energy Plant in place.

It would seem likely that the Energy Plant and the Maintenance Depot would be the first facilities to be relocated. As illustrated in Stage Two, the removal of these facilities would permit the full development of the Mall all the way to Hill Boulevard.



#### 4.1.5 Legislative Grounds

The Legislative Grounds adjoining the Mall and extending along the lake are developed as a pastoral park with glades, lawns, informal plantings of shade trees, and meandering walkways, all providing a stately backdrop for the Legislative Building as well as places for strolling, picnicing and viewing.

The landscapes to the north and east, including the formal gardens and the shoreline park areas, are mature and require little further development. There are also large and mature woodlots to the immediate south east and south west of the Legislative Building which should be retained.

The Legislative Grounds presently contain five tennis courts and a wooden club house set into a large woodlot. Originally intended for use by Government employees, it is now a public facility. Because it is so well protected from the wind, it is one of the best locations for tennis anywhere in the city, and its use does not appear to have any detrimental effects on the surroundings. It is therefore retained in the Plan on the assumption that its availability for public use will continue.

In the existing maintenance yard south of the tennis courts, there is an old root cellar left over from the original nursery operations. Consideration is now being given to re-using this structure as an off season storage facility for canoes and row-boats. As an ancillary use, the roof of the structure could be developed as a decorative garden. However, the use of the root cellar for boat storage should be considered a short term measure as the Marina itself should be the focus for all organized boating activities.

#### 4.1.6 Vehicular Circulation

The large number of roads south of the Legislative Building recall the greenhouses, residences, maintenance sheds and gardens which were once located there. In order to develop a landscape to match the Legislative Building in scale and dignity, and to minimize conflicts between cars and people, those roads not required for circulation should be removed. The resulting road pattern is illustrated in the accompanying diagram.

Since many of the existing roads double as parking lots, the removal of roads will lead to a reduction in parking in the Legislative Grounds. The loss of parking would be partially balanced by the removal of the Walter Scott Building, by the expansion of an existing parking lot east of the Mall and north of Hill Boulevard, and by the reuse of short sections of road near the Legislative Building. When the winter garden conservatory is built, an underground parking lot should be included.

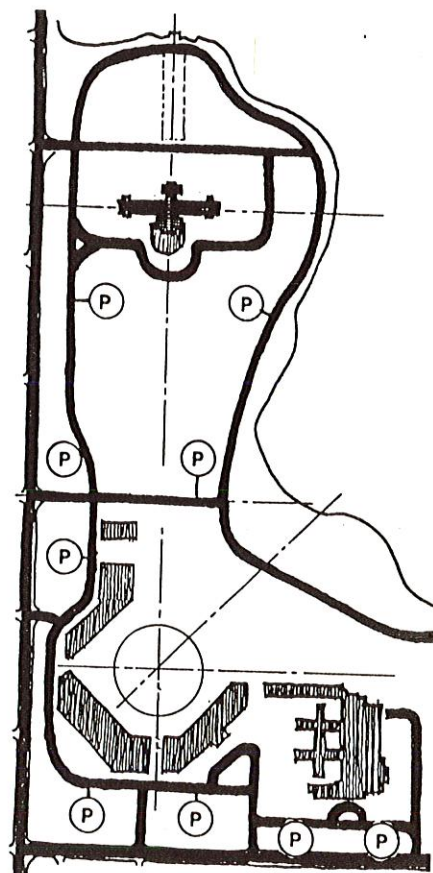


Figure 57: Proposed Vehicular Circulation



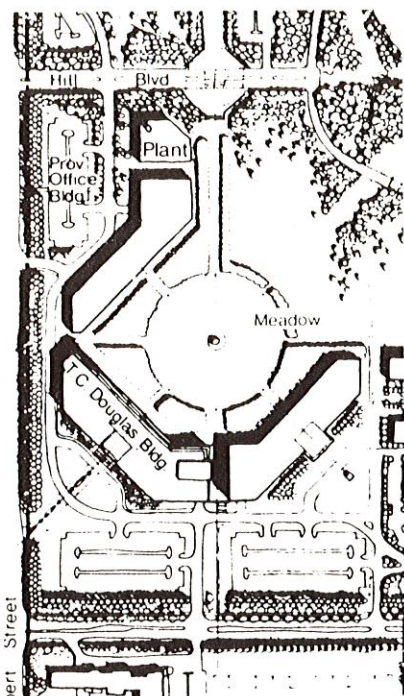


Figure 58: Proposed Development, the Meadow

#### 4.1.7 The Meadow

In this Plan, proposed building development in the Legislative Grounds is significantly reduced and is confined to a limited area south of Hill Boulevard. In previous plans, it was thought that functional efficiency and climate protection required that governmental offices be as close to the Legislative Building as possible. Recent advances in electronic communication, however, now permit effective communication without physical proximity. A discrete cluster of buildings in the Meadow, without any physical connection to the Legislative Building, would be at least as efficient for conducting government business as office buildings in the City Core.

The southern terminus to the Mall has been the subject of several suggestions since Mawson's proposal for an axial building on the centreline of Assiniboine Avenue. However, with the recent construction of the T.C. Douglas Building and of the circular open space, the character of the Meadow has been firmly established. Not yet fully defined as a place, the Meadow should be completed by the construction of two additional buildings. These buildings would replace the space lost when the Walter Scott Building is removed and when the existing Provincial Office Building reaches the end of its useful life. A site in the Meadow near Hill Boulevard is also designated as the site of the future Energy Plant. The height of all new buildings should not exceed that of the T.C. Douglas Building, or the average height of mature trees.

The Meadow is given definition both by the forms of the surrounding buildings and by bosques of trees making the transition between the straight line geometry of buildings and the inner circle of the Meadow. To lend focus to the space and to mark the alignment of the Mall, a site for a sculpture or fountain is identified at the centre of the inner circle. Regular, radiating open paths between the trees emphasize central entrances to the various buildings.

It is recommended that the buildings in the Meadow be connected by interior pedestrian walkways. Rather than underground corridors, consideration should be given to developing a continuous lower level atrium space.

#### 4.1.8 Rehabilitation Centre

Since the 1982 Master Plan, amendment No. 4 was passed allowing the construction of the Rehabilitation Centre on the site of the old Wascana Hospital. The first stages of this project are nearing completion, and approvals are now being sought for the next phase.

#### 4.1.9 Nursery

The main Wascana Centre nursery is located in the south east quadrant of the Legislative Grounds. This nursery was developed on the assumption that it



would be needed only to establish the landscape in Wascana Centre and that once that purpose had been fulfilled, it would be replaced by new government buildings. It has since been recognized, however, that an effective maintenance and replacement program will require a permanent nursery of approximately the present size.

#### 4.1.10 Maintenance

The area immediately south of the Wascana Lecture Hall and the former Development Office has been consolidated into Maintenance Depot No. 1. A small visitor parking lot is also included outside the secure areas of the yard.

#### 4.1.11 Old Broad Street Abutment

The old Broad Street abutment is a prominent location, one of the few outdoor places with sufficient height to provide a commanding view of the surrounding area. It is proposed that bank stabilization be carried out to eliminate the present erosion, and that a small lookout structure be constructed on the extreme north end.

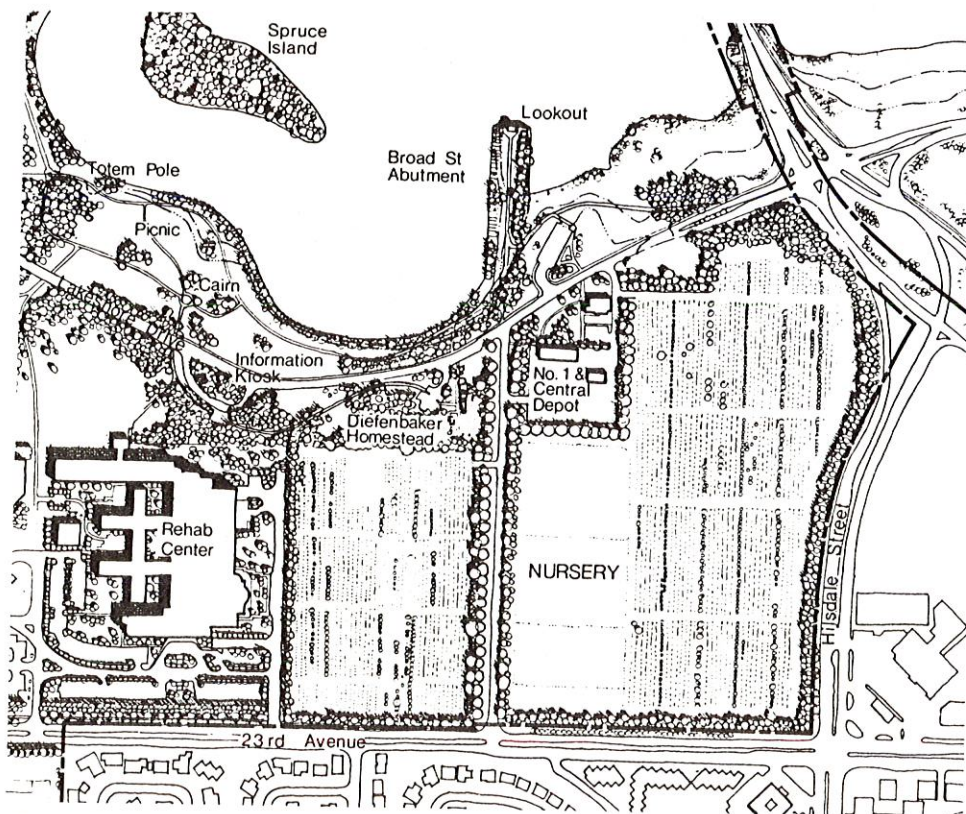


Figure 59: Proposed Development: Rehabilitation Centre, Nursery, Maintenance and the Old Broad Street Abutment



## 4.2 South of College Avenue

This planning area contains the Saskatchewan Museum of Natural History, Wascana Park, the College Avenue Campus of the University of Regina, the C.B.C. Headquarters and the Culliton Centre. The adjacent Qu'Appelle Diocese Lands, east of Broad Street, have substantial buildings and mature landscapes which form a continuation of the historic character of the downtown campus.

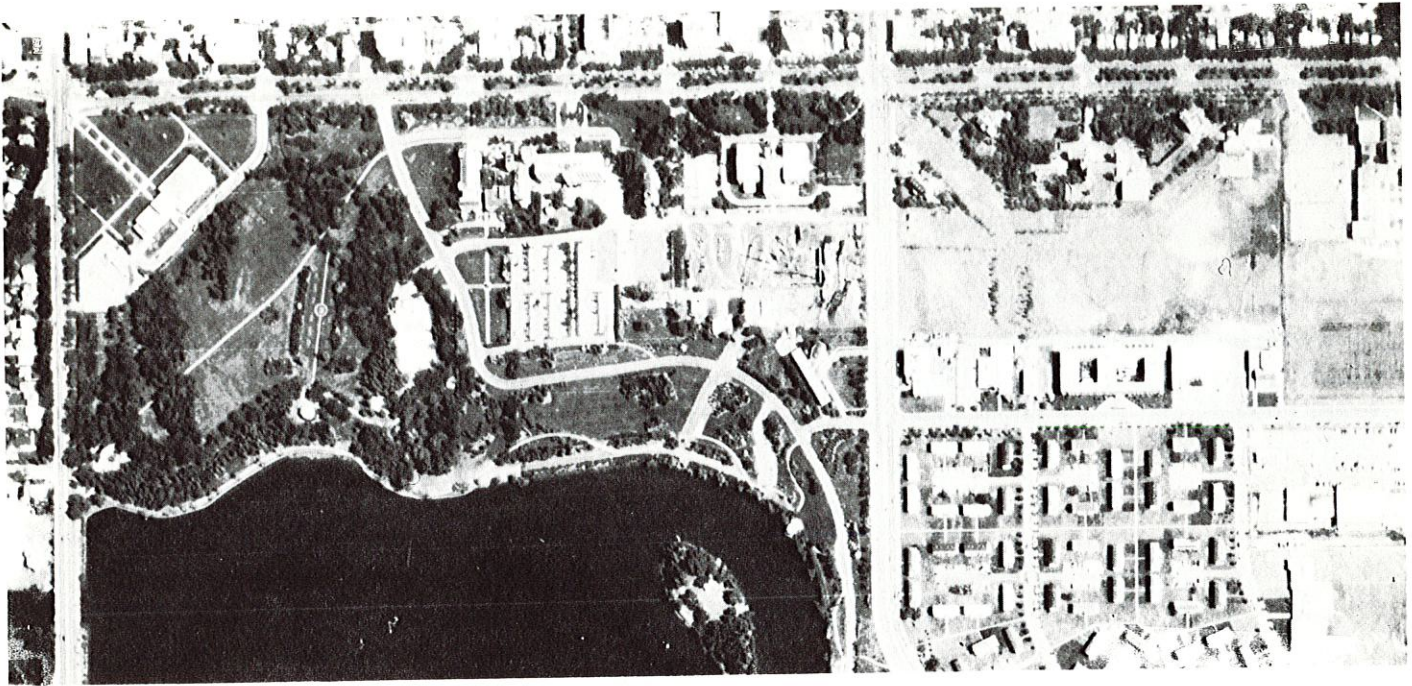


Figure 60: Aerial Photograph, South of College Avenue

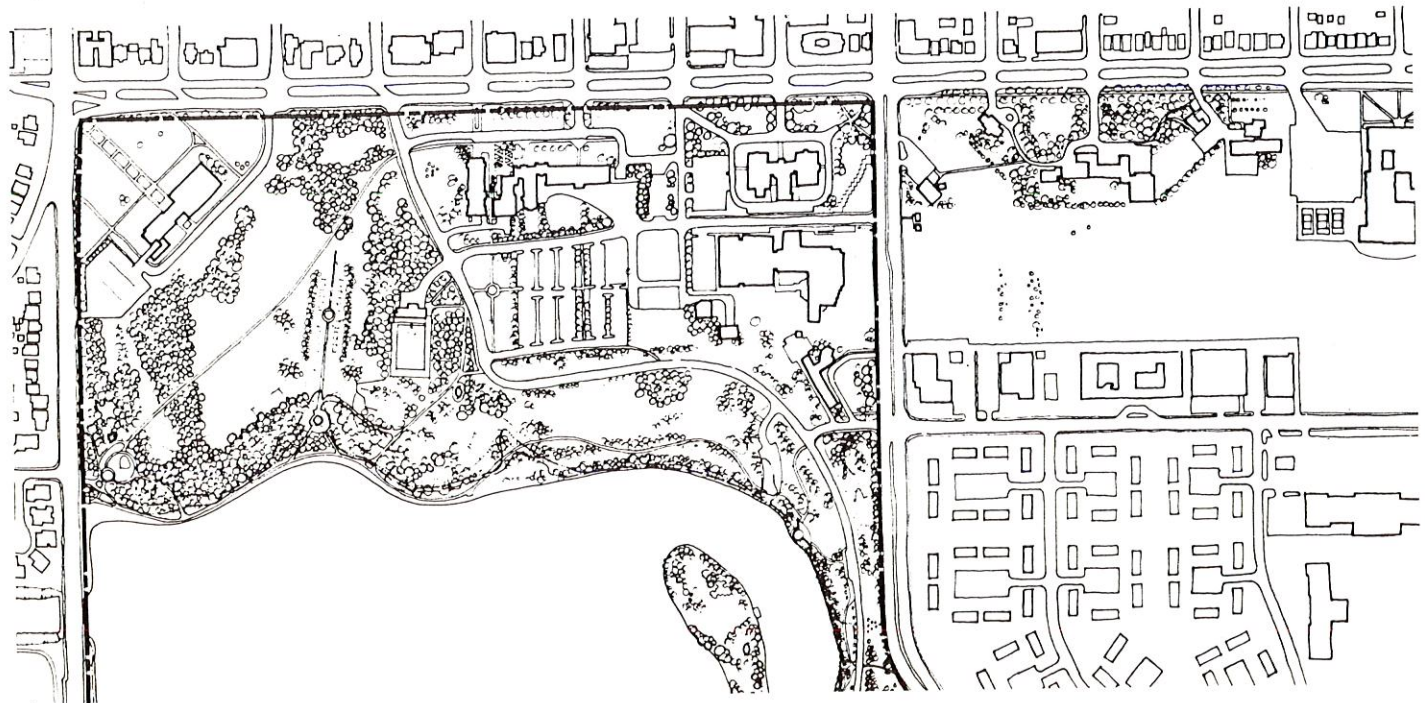


Figure 61: Existing Site Plan, South of College Avenue



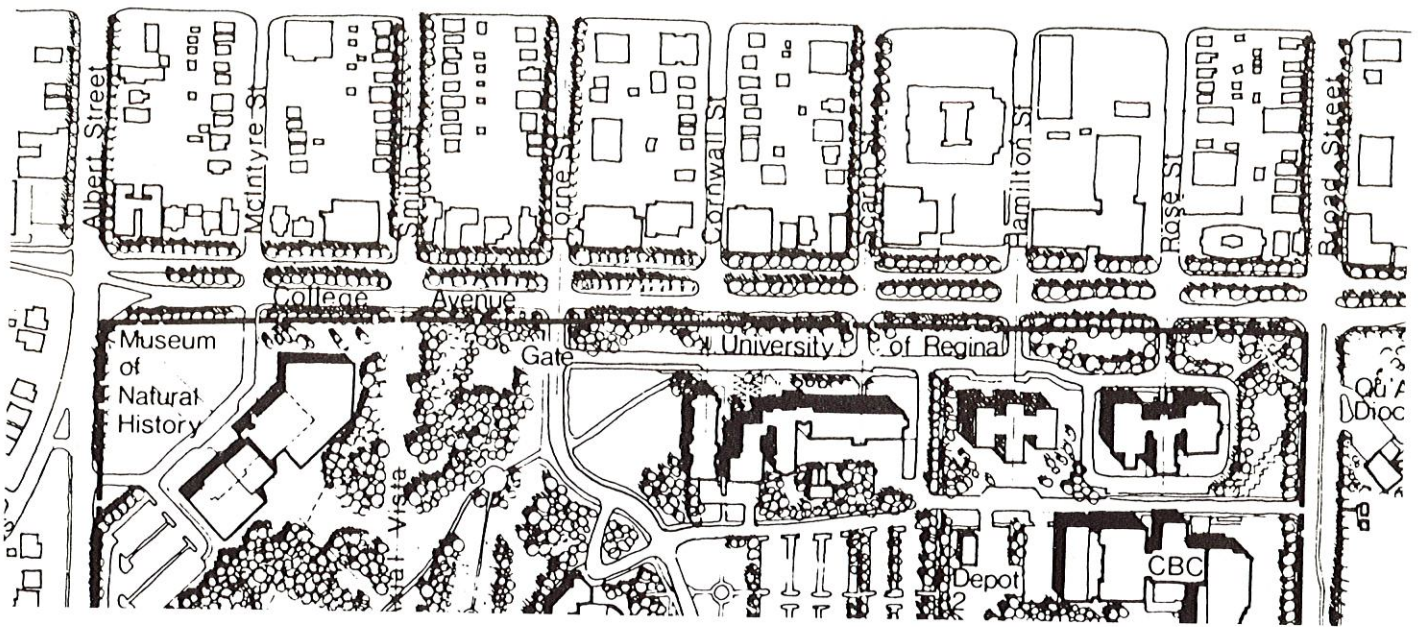


Figure 62: Proposed Development, College Avenue Formal Boulevard

#### 4.2.1 College Avenue

The historic character of this street is that of a wide and formally planted boulevard bordered by low institutional buildings located well back from the curb and set off with generous lawns. Future development along this street should attempt to reinforce this character.

#### 4.2.2 Wascana Park

Open to College Avenue between Smith and Lorne Streets, Wascana Park both presents the Centre to the City, and helps define the character of this very dignified street. This presence of Wascana Park on College Avenue should be preserved and enhanced.

For the most part this area is in a mature state. The Music Basin opposite Willow Island, a feature of all Master Plans since 1962, is the only major new element to be included in the Plan. The following recommendations are improvements rather than changes in land use.

#### 4.2.3 Axial Vista to the Legislative Building

The Legislative Building lies directly on axis with the centre line of Smith Street, which passes the new City Hall north of Victoria Avenue. It is proposed to take full advantage of this condition through partial tree clearing and replanting in Wascana Park, as well as boulevard planting along Smith Street. This treatment would serve to reveal and emphasize this visual axis, and thus the relationship of the Legislative Building to the City.





Figure 63: Proposed Axial Vista to Legislative Building

An interesting feature of this approach is that the axis through Wascana Park will only be revealed when looking straight down its length. When viewed from the side, the tree plantings will take on a random pattern. This is in contrast to the common method of marking an axis with a double-sided boulevard. There are well known precedents for this approach, including the landscaping of Blenheim Palace by 'Capability' Brown, in 1838.

A small landing opposite the Legislative landing also marks the axis.

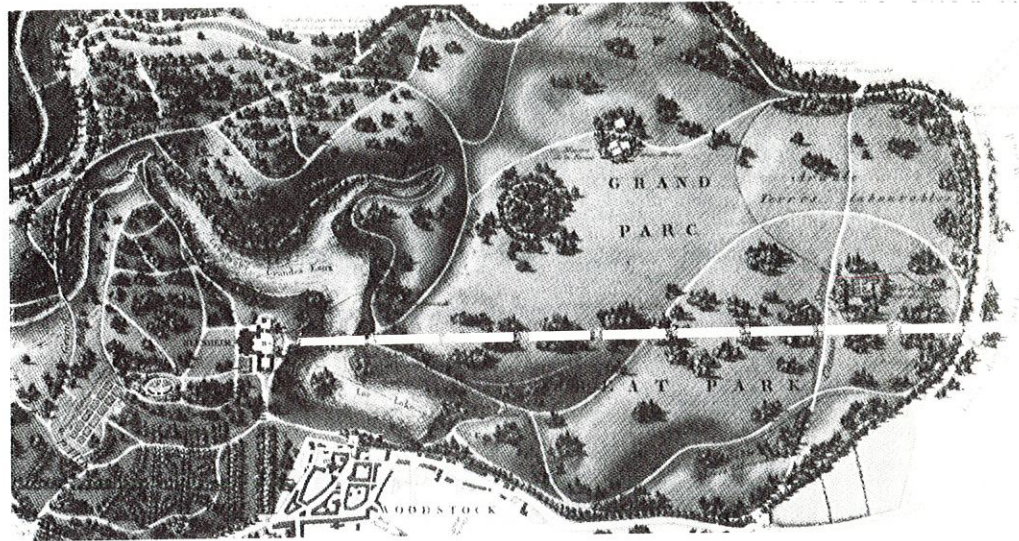


Figure 64: Landscaping at Blenheim Palace

#### 4.2.5 Park Entrance

Wascana Drive presently meets College Avenue at an awkward and indefinite angle near the intersection with Lorne Street. To strengthen this connection into the City, Wascana Drive should be realigned to cross College Avenue at a right angle, and exactly aligned with Lorne Street. In addition, the entrance to Wascana Centre at this location should be upgraded to a formal gateway marked by strong tree planting and by gate pillars or other similar architectural elements.

#### 4.2.5 Museum of Natural History

This modern building of low, simple and somewhat severe design is set well back from the street, and is oriented diagonally to the intersection. Parking is on the west side and the entrance and service access roads are presently to the rear, effectively separating the building from the adjacent park.

Expansion of the Museum has been both required and anticipated for a number of years and was an integral component of the Art Gallery competition brief. The existing building contains about 4660 m<sup>2</sup> on two levels; it is estimated that an additional 6830 m<sup>2</sup> is required in the near future.



The 1982 Master Plan illustrated how expansion of the museum facilities could be accommodated and how the relationship of the building to both the park and to the intersection of College Avenue and Albert Street could be improved. Resolution No. 5 was passed in order that the Master Plan reflect the proposed Museum and Art Gallery development which was selected through competition. As a result of public opposition to the scheme, however, this site was withdrawn as a potential location for the new Art Gallery. Consequently, Resolution No. 5 is no longer relevant and must be updated.

The front facade of the existing building, the landscaped forecourt and the park areas behind are very important features which should be protected. These features can, however, be maintained, and the museum expanded, if the new expansion is located to the north and southeast sides of the existing building. This assumes that building construction over the existing parking lot is not economically feasible.

In addition to preserving the essential image of the Museum as seen from the street, expansion of the museum in this zone would offer a number of advantages. First, by relocating vehicular access to the front of the building, a more appropriate and dignified approach to this important public facility could be established. Second, removing the existing road on the park side of the building and developing a public courtyard/entrance would create a closer and more congenial relationship between the Museum and Wascana Park. Third, a building addition perpendicular to College Avenue would establish the presence of the Museum more firmly on College Avenue, thus reinforcing both the public image of the Museum and the character of this important street.

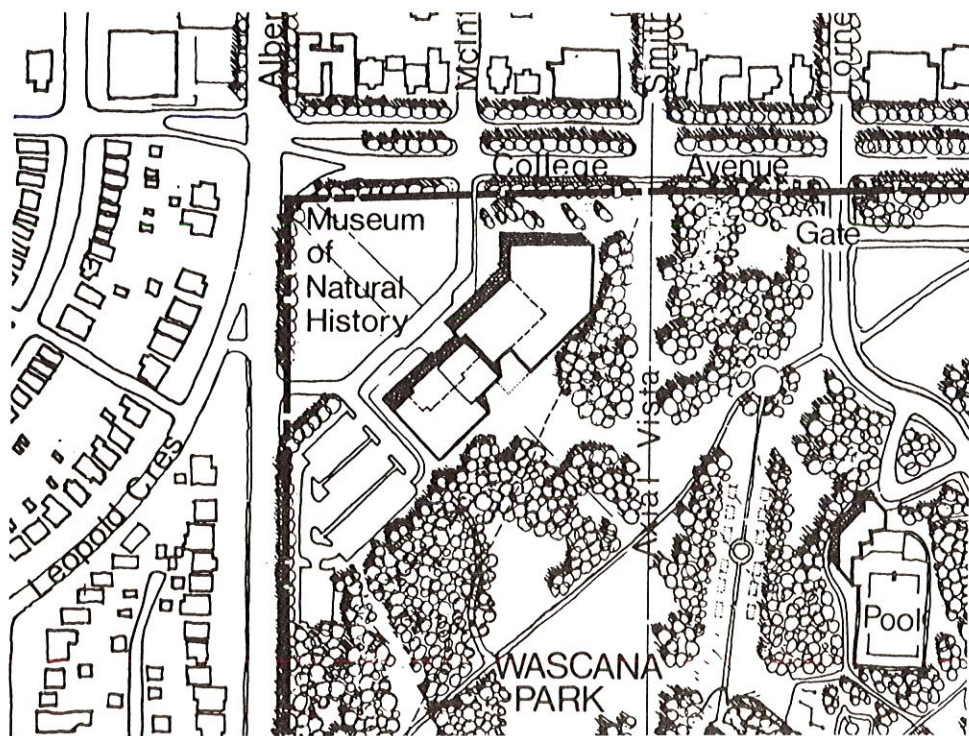


Figure 65: Proposed Development, Museum of Natural History



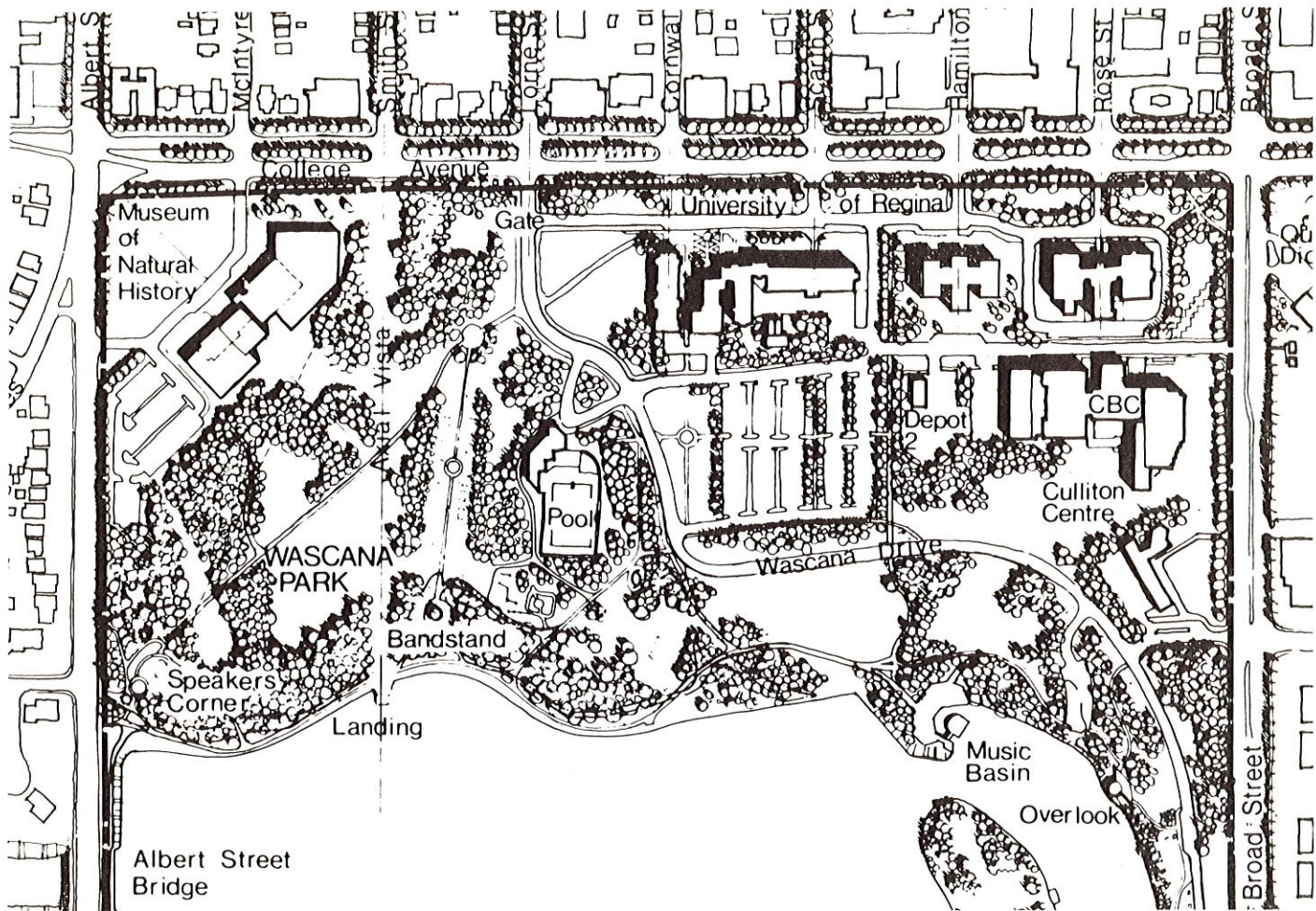


Figure 66: Proposed Development,  
South of College Avenue

#### 4.2.6 College Avenue Campus

The access road to the College Avenue Campus, particularly to the east, is a tangle of driveways, with remnants of the original diagonal layout by Mawson as well as later ad hoc additions. It is proposed to develop a continuous drive along the front of the buildings and connected at intervals to College Avenue. This would be complemented by the reorganization of service and parking areas to establish a clearly defined internal service road behind.

The site of the former Sculpture Studio could become the location of a new building with a formal front on College Avenue and axially related to Hamilton Street. At the same time, a landscaped pedestrian connection from Wascana Drive to College Avenue would be provided.

#### 4.2.7 Maintenance

An enlarged W.C.A. Maintenance Depot No. 2 for this area is proposed in a location accessible from the service road and surrounded by a screen wall and planting. It is assumed that the old Campus Powerhouse will be phased out, and eventually removed.



#### 4.2.8 Culliton Centre

This building houses the Saskatchewan headquarters of the Canadian National Institute for the Blind and the Saskatchewan Arts Board. The Plan indicates a new parking lot buffered from the surrounding park by dense tree planting, a new vehicular drop-off drive to the side of the building, and a refurbished front lawn to improve the image of the Centre on Broad Street. The existing drive is proposed to be removed and replaced by a walkway.

#### 4.2.9 Qu'Appelle Diocese Lands

The property fronting College Avenue east of Broad Street was originally developed by the Qu'Appelle Diocese. Some years ago, it was purchased by the Government of Saskatchewan. Revealing Mawson's influence, the buildings and landscapes on the site have received historical designation. This is a condition which will help ensure their preservation although it may place severe limitations on how the site can be developed.

As identified in a number of previous Plans, this land is well worth preserving in public ownership and developing for public use and could, therefore, be transferred into Wascana Centre. Although the existing religious uses are not consistent with the stated purposes of the Centre, the site could be developed as open space with the buildings used for educational or recreational purposes. A possible theme might be 'Cathedral Park', intended to recall its former uses, preserve its historical features, and provide a useful open space amenity.

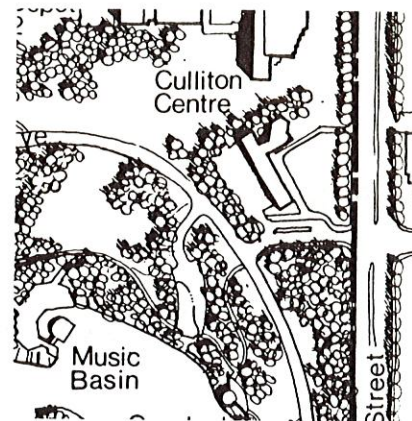


Figure 67: Proposed Site Improvements, Culliton Centre

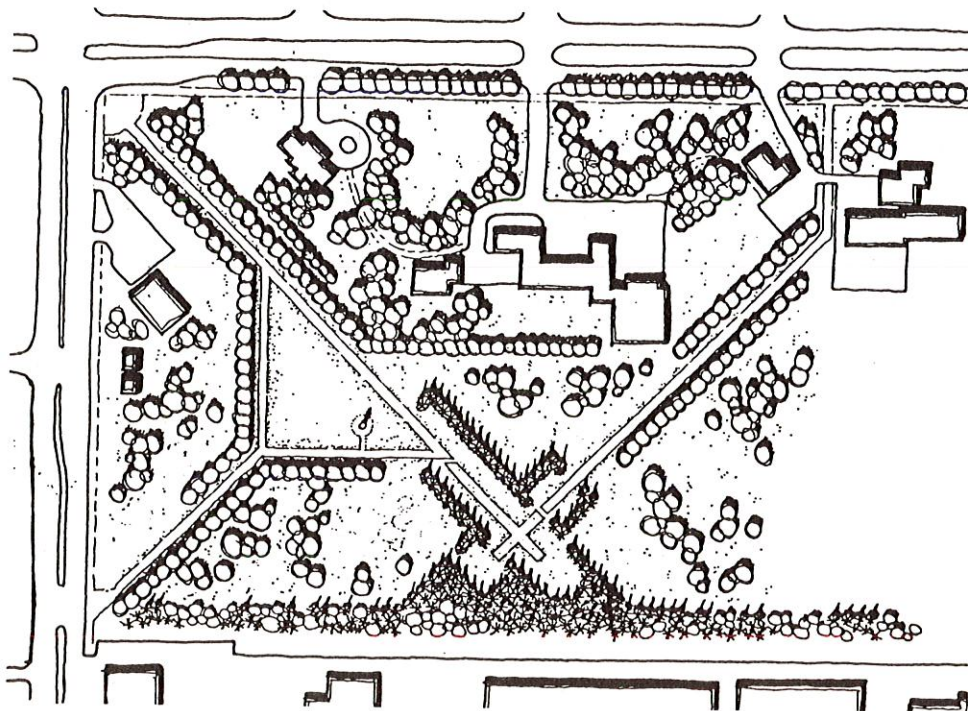


Figure 68: Proposed Development, Qu'Appelle Diocese Lands



### 4.3 Wascana Headland

This small planning area includes the Queen Building, Wascana Place, picnic grounds and the Marina.



Figure 69: Aerial Photograph, Wascana Headland

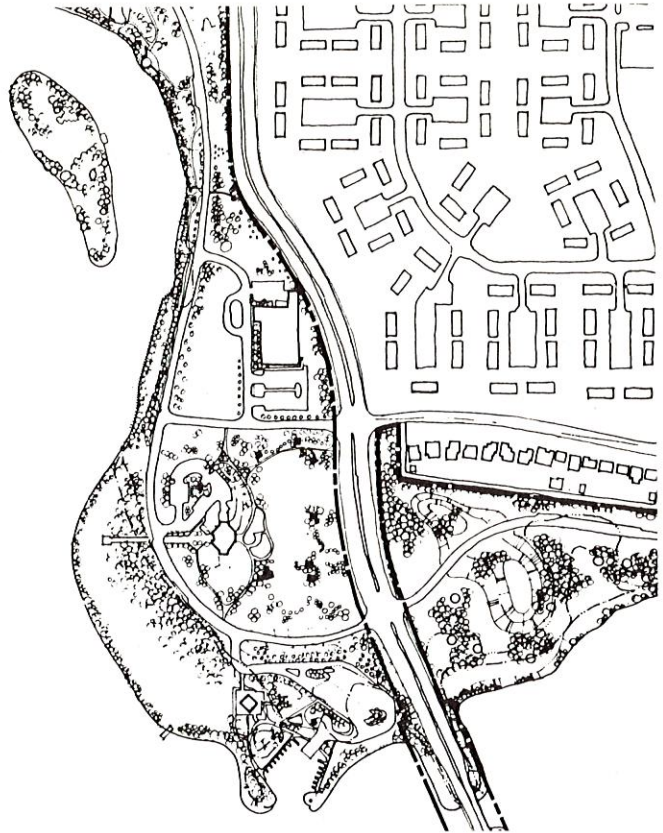


Figure 70: Existing Site Plan, Wascana Headland

#### 4.3.1 Queen Building

This building, owned by the Department of National Defence, is a non-conforming use in terms of the objectives of the Wascana Centre Act. The Federal Government, however, is not bound by Provincial statutes.

Located immediately adjacent to Broad Street, this building detracts from the generally high visual quality of the Centre; it lies directly in the driver's line of sight upon approach from either the south or the north along Broad Street.

The design and appearance of the building does not conform to the high quality of architectural design demanded of other structures in the Centre. The proposal is, therefore, that it be phased out. Should a new building be proposed for this site, it should have a more generous setback from Broad Street and be of particularly significant character to justify its commanding position. Alternatively, and as shown, the site could be developed as parkland. Wascana Drive is slightly relocated to extend the area of park next to the lakeshore, and parking is provided to serve adjacent recreation areas.



### 4.3.2 The 'Pier'

The marina, boathouse and restaurant form the nucleus of what could be an even more vital and active place during both winter and summer. The Plan proposes a new pier incorporating multi-purpose entertainment facilities to accommodate extended food services, exhibitions, film, theatre, dance, selected retail, and additional boat storage. Conceived of as a more compact and modest manifestation of the 'Tivoli Gardens' complex postulated in earlier Master Plans, the Pier should accommodate activities which are carefully selected to maintain the high standards of quality for which Wascana Centre is already known.

Although the type of construction will necessarily be conditioned by the floodwater characteristics, new buildings should have a direct and intimate relationship with the water's edge. A parking lot would also be provided.

### 4.3.3 Trafalgar Overlook

Now under construction, Trafalgar Overlook will include a reflecting pond and fountain at the end of the overlook structure, as well as informal walkways, wildflower plantings, and picnic amenities.

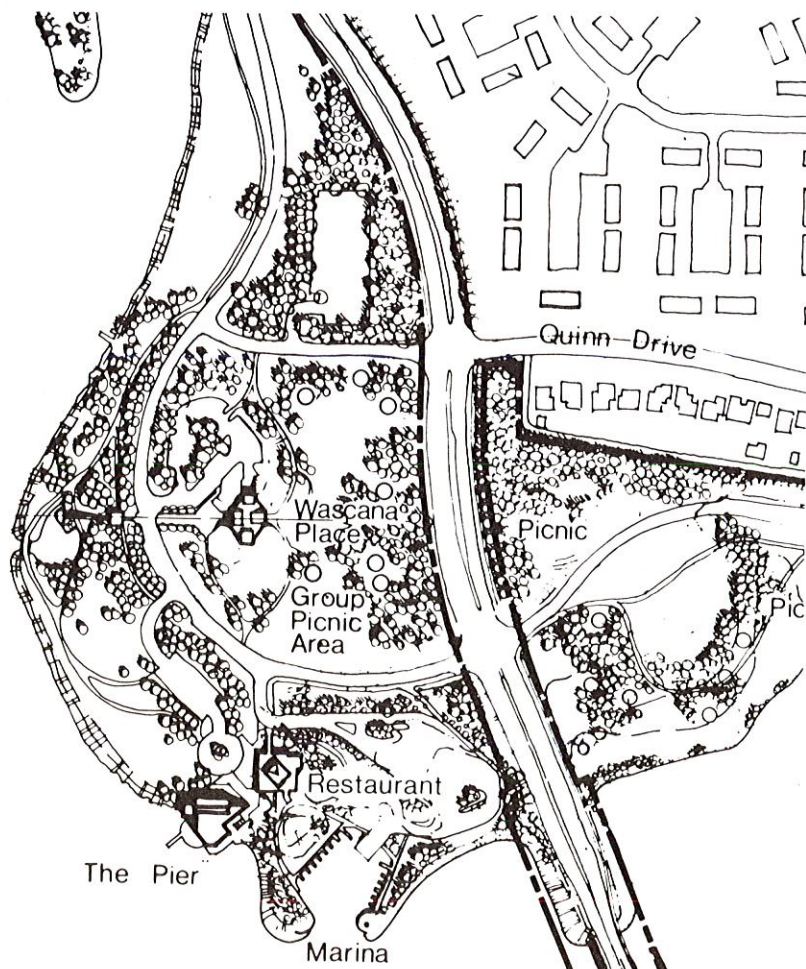


Figure 71: Proposed Development, Wascana Headland



#### 4.4 The Centre of the Arts

This prominent and central site is occupied by a formal and monumental building in a commanding position overlooking the lake. It is flanked by large surface parking lots. Adjacent to it are the Waterfowl Display Ponds and Goose Island, part of the waterfowl reserve.

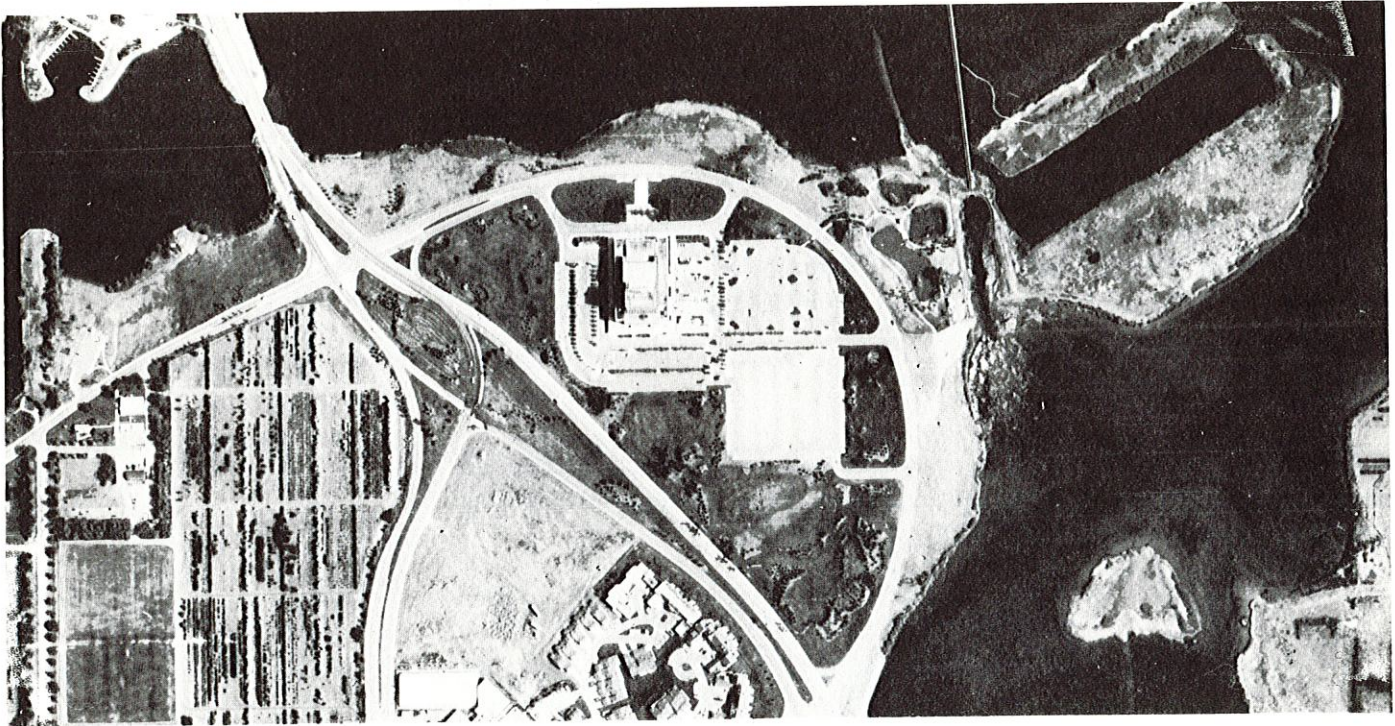


Figure 72: Aerial Photograph, Centre of the Arts



Figure 73: Existing Site Plan, Centre of the Arts



Because of its prominent position, the site is particularly vulnerable to unsympathetic architectural design and massing. New development should therefore be considered only if it is built over the parking lots, and only if it consists of low, perhaps terraced, masses relating in scale to the base of the Centre of the Arts, rather than to the auditorium or fly tower.

The parkland adjacent to Wascana Parkway is visually prominent in this area, being in the direct line of sight of all those driving north. It also forms the backdrop to important glimpses of the lake obtainable at this point. This parkland should, therefore, be maintained in its present state and not be considered as a potential development site.

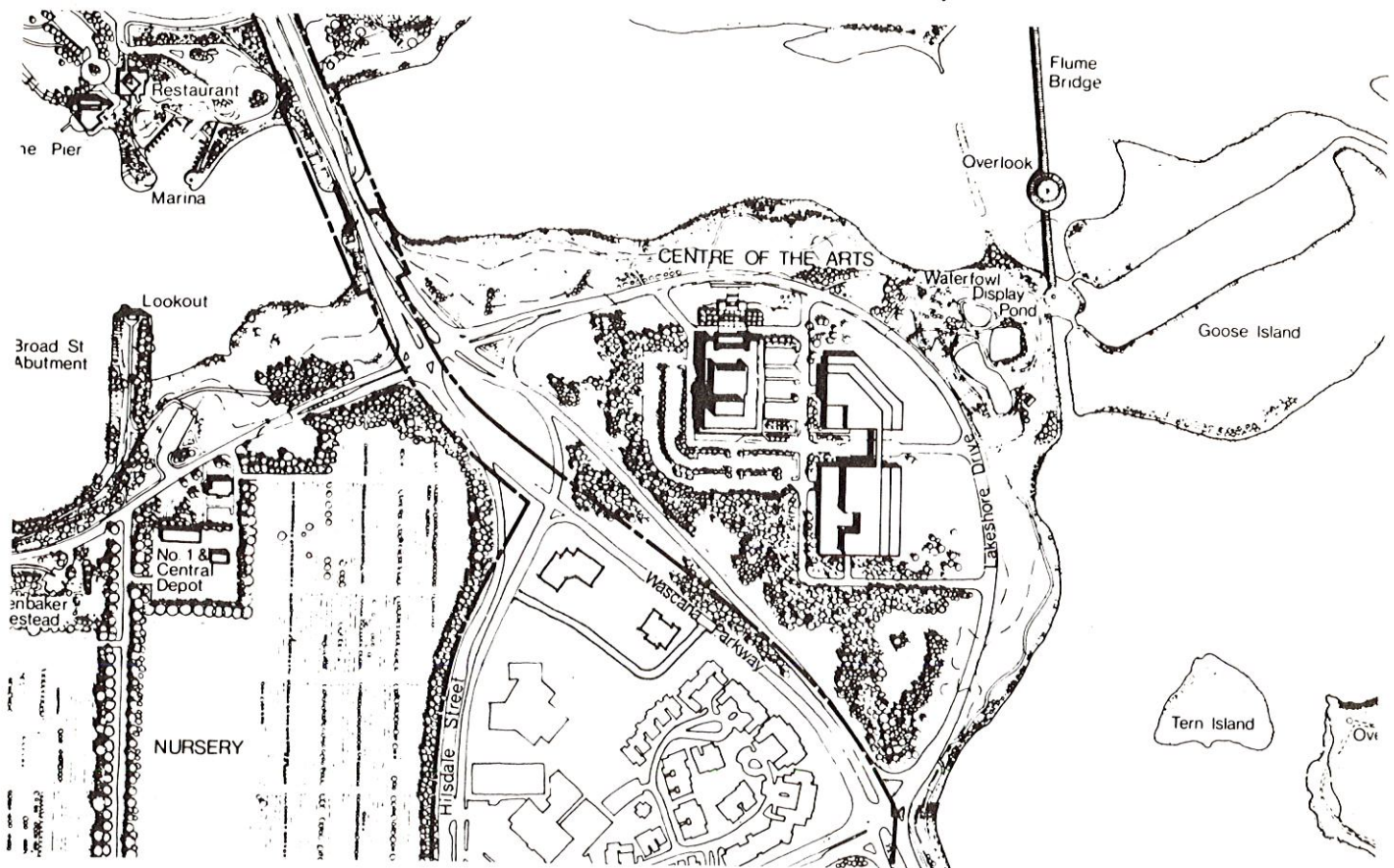


Figure 74: Proposed Development, Centre of the Arts

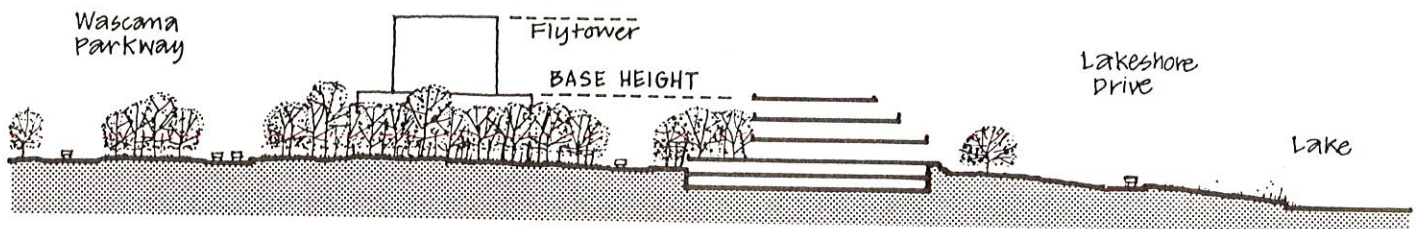


Figure 75: Cross-Sectional Height Limits



## 4.5 Goose Hill Park/Family Parkland

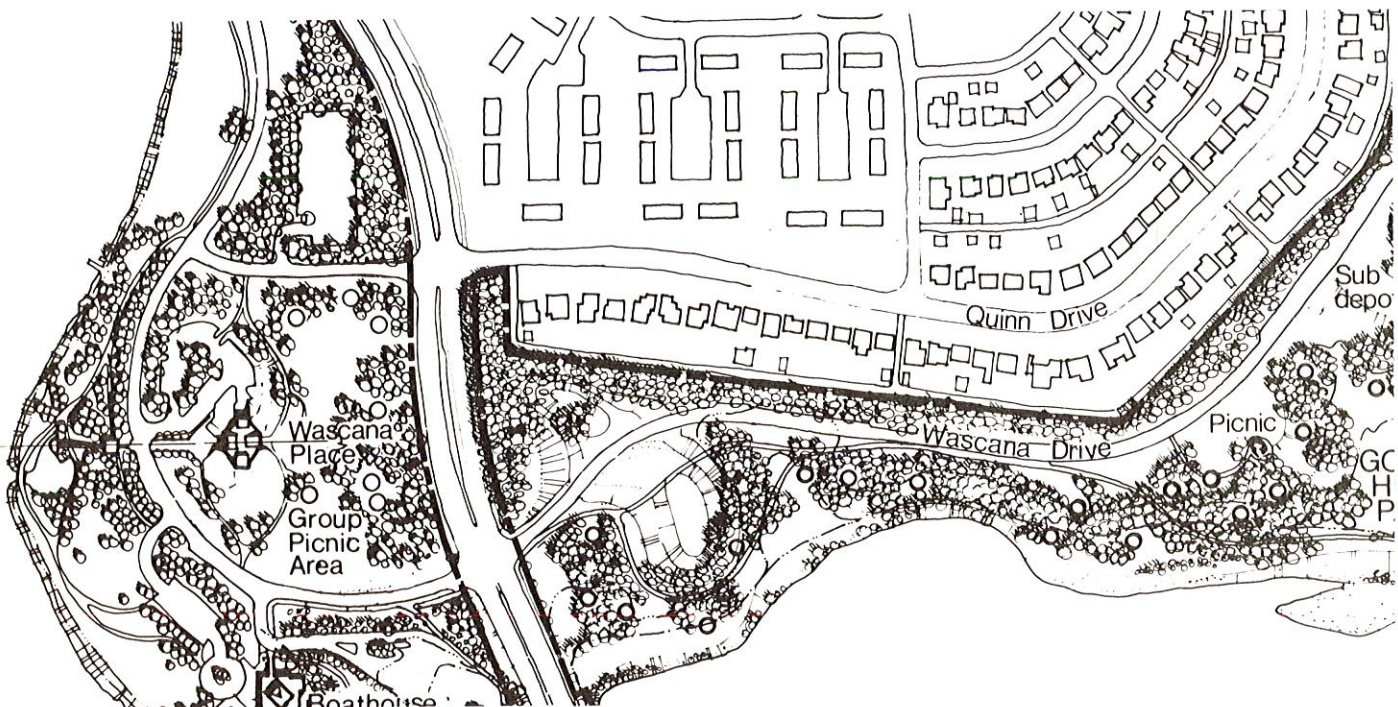
Extending along the north lakeshore, this planning area contains the rolling Goose Hill Park and Family Parkland with their numerous picnic sites, a family amusement area, and the old Saskatchewan Power Plant now being recycled as a research and development station and science centre.

### 4.5.1 Landscape Development

Of the two park areas, Goose Hill Park is the more highly developed. There are only minor modifications and refinements required at this time. For instance, the existing trail system should be extended to link with the system on the west side of Broad Street and dense mixed planting should be added to screen the residential lane and back yards of the houses on Quinn Drive.

For the most part, the open and informal character of Family Parkland should be maintained in order to permit views of the lake and beyond from Wascana Drive. The part of this area near the Science Centre could, however, be dedicated to serve as an outdoor display and activity area for the Science Centre. Relevant themes might include grassland ecology, wind power, or early agricultural technology. Development of the area could include planting, picnic facilities and relatively large open areas.

North of Wascana Drive, there should be further development of continuous and open deciduous tree planting to create a strong canopied transition to the park from bordering streets including 19th Avenue, Douglas Avenue, and McDonald Street.





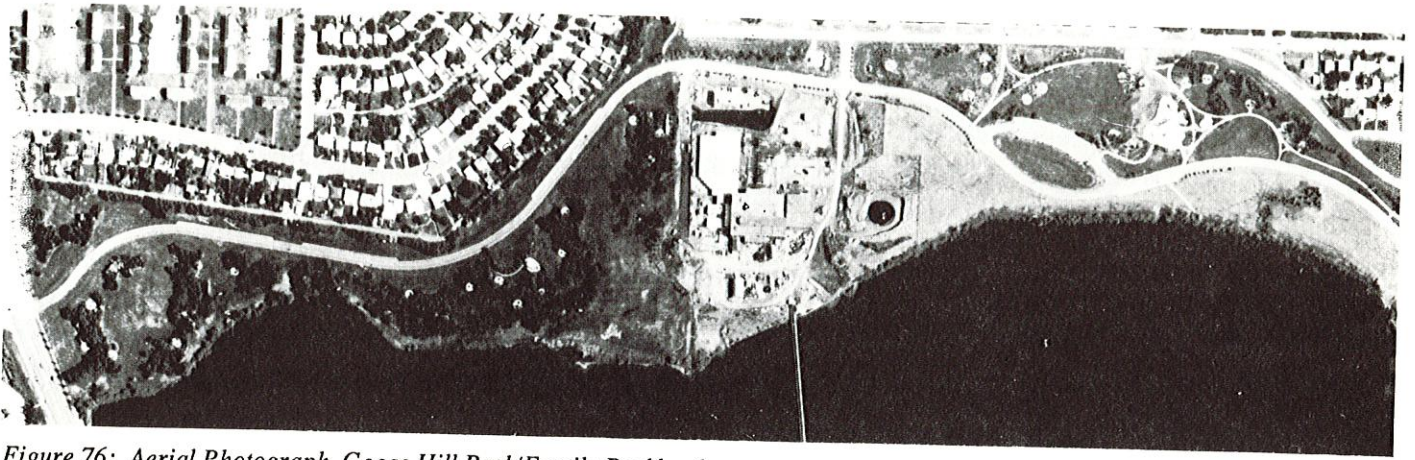


Figure 76: Aerial Photograph, Goose Hill Park/Family Parkland

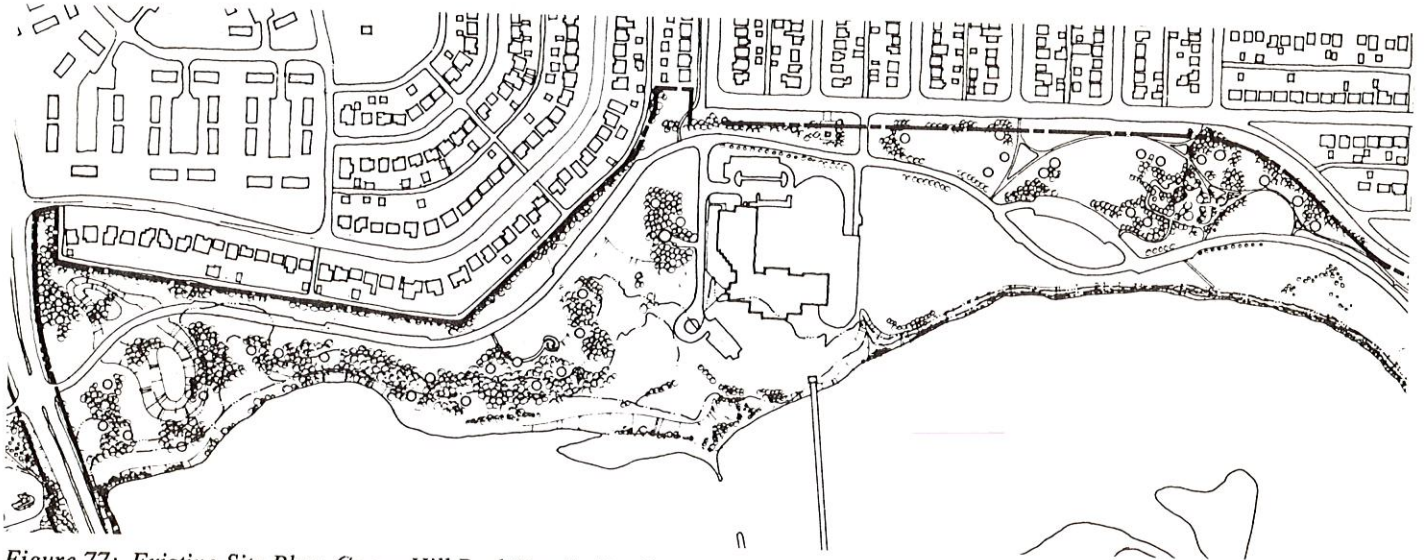


Figure 77: Existing Site Plan, Goose Hill Park/Family Parkland



Figure 78: Proposed Development, Goose Hill Park/Family Parkland



#### 4.5.2 Saskatchewan Science Centre

A land use not in compliance with Wascana Centre's purposes, the Saskatchewan Power Corporation Research and Development Centre was accepted with three important conditions attached. First, the Saskatchewan Science Centre, to be accommodated in the same facility, would serve a combined recreation/education purpose. Second, the complex was provided with an area for development which was specified in the 1982 Master Plan, but which did not necessarily conform with the lands owned or controlled by SPC. Third, the SPC substation and related equipment were expected to be removed in time.

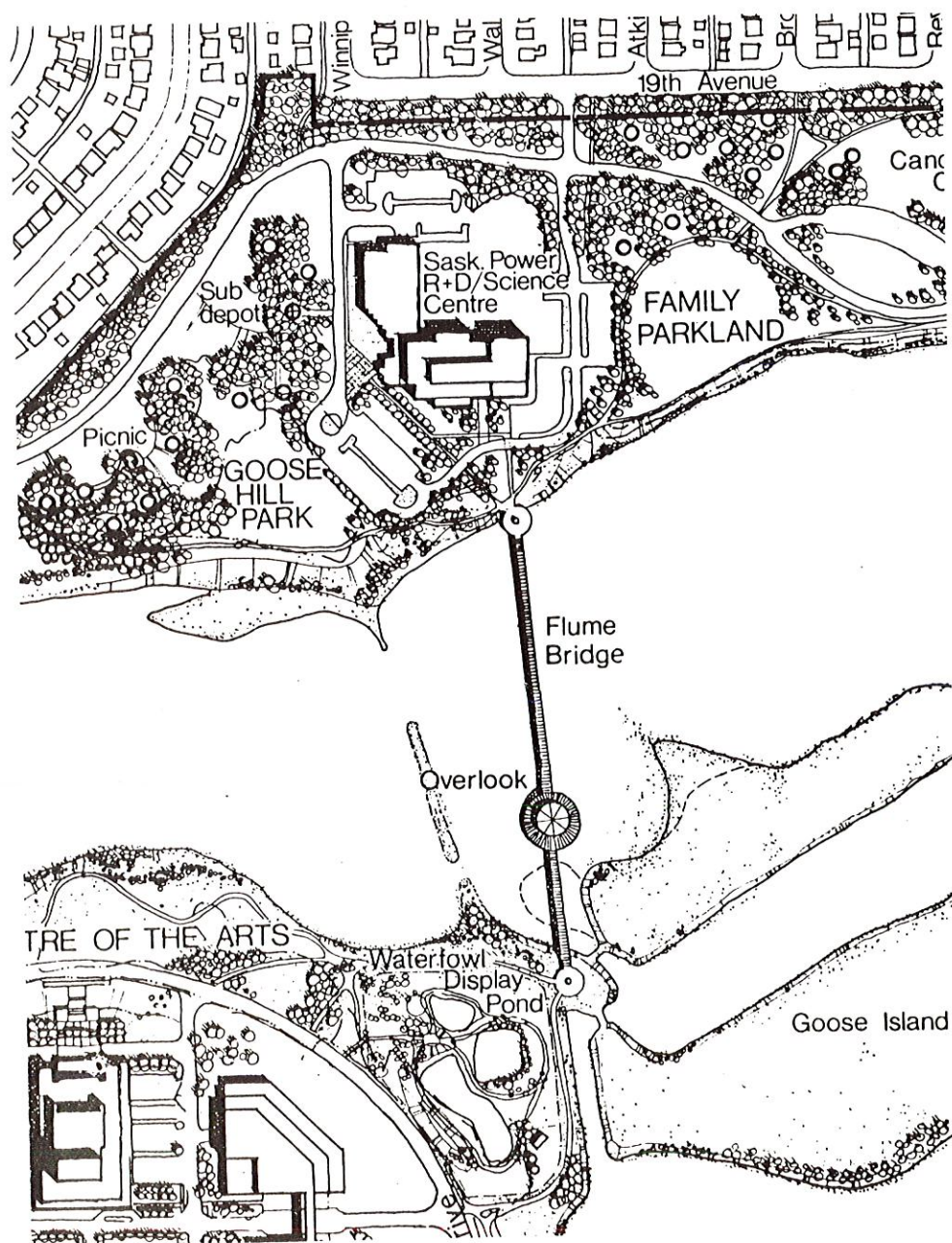


Figure 79: Proposed Development, Saskatchewan Science Centre and Flume Bridge Connection



The SPC Research and Development Centre is now operational and the Science Centre is under construction. Following more detailed planning, it has become clear that the amount of parking shown in the 1982 Master Plan is insufficient to meet the combined needs of the Science Centre and the newly proposed IMAX theatre to be located in the east end of the building.

The need for additional parking facilities should be met by expanding the existing lot at the main entrance and by constructing new lots near the entrance to the future Imax theatre. The expansion of the main entrance parking lot should occur within the west site limits set in the 1982 Plan and should not, therefore, extend into Goose Hill Park. The Imax parking lot should be built near the theatre entrance and will require that the SPC service yard shown in the 1982 Plan be reduced in size. One additional lot, to be built when justified by demand, will extend into the Family Parkland and should be provided for the use of park users as well as for Science Centre visitors.

These parking lots should be connected by a roadway to the south of the building which would not only allow drivers to move easily between parking lots should one be full, but also facilitate the movement of buses through the site. This road will provide access to the Centre service area located on the south facade of the building. Because it is in a highly visible and public part of the site, the service area should be as small as possible and should be effectively screened through grading, planting and other elements.

To the south of the Centre, a public lakefront zone should be developed to establish continuous public access to the water's edge all the way from Broad Street to Waterfowl Park. While it should include outdoor display areas for the Science Centre, the area should be developed to reflect and reinforce the characters of the two adjacent parks it is intended to connect.

#### **4.5.3 Flume Bridge Connection**

The development of the Saskatchewan Science Centre is giving impetus to the development of the Flume Bridge as a pedestrian connection. Developed with generous bridge termini, a pedestrian bridge deck, and a sheltered viewing platform, the Flume Bridge would provide a unique way of experiencing the lake while providing a needed pedestrian link across the lake. This connection would also provide the opportunity to include the Waterfowl Display Ponds in the Science Centre program structure.

A modest amount of dredging at the south end of the bridge would sever the two parts of Goose Island from the mainland, thereby restricting pedestrian access to these important wetland areas. The material produced by this dredging could be used to extend Goose Island, thereby replacing wetland habitat lost by development around the south end of the bridge.



## 4.6 Douglas Park/Arboretum

This planning area contains the Douglas Park sports complex and picnic grounds, Wascana Hill, a proposed arboretum and conservatory, an overwintering structure for waterfowl, the W.C.A. production greenhouses, Maintenance Depot No. 4, and some of the last original prairie grassland in the region.



Figure 80: Aerial Photograph, Douglas Park



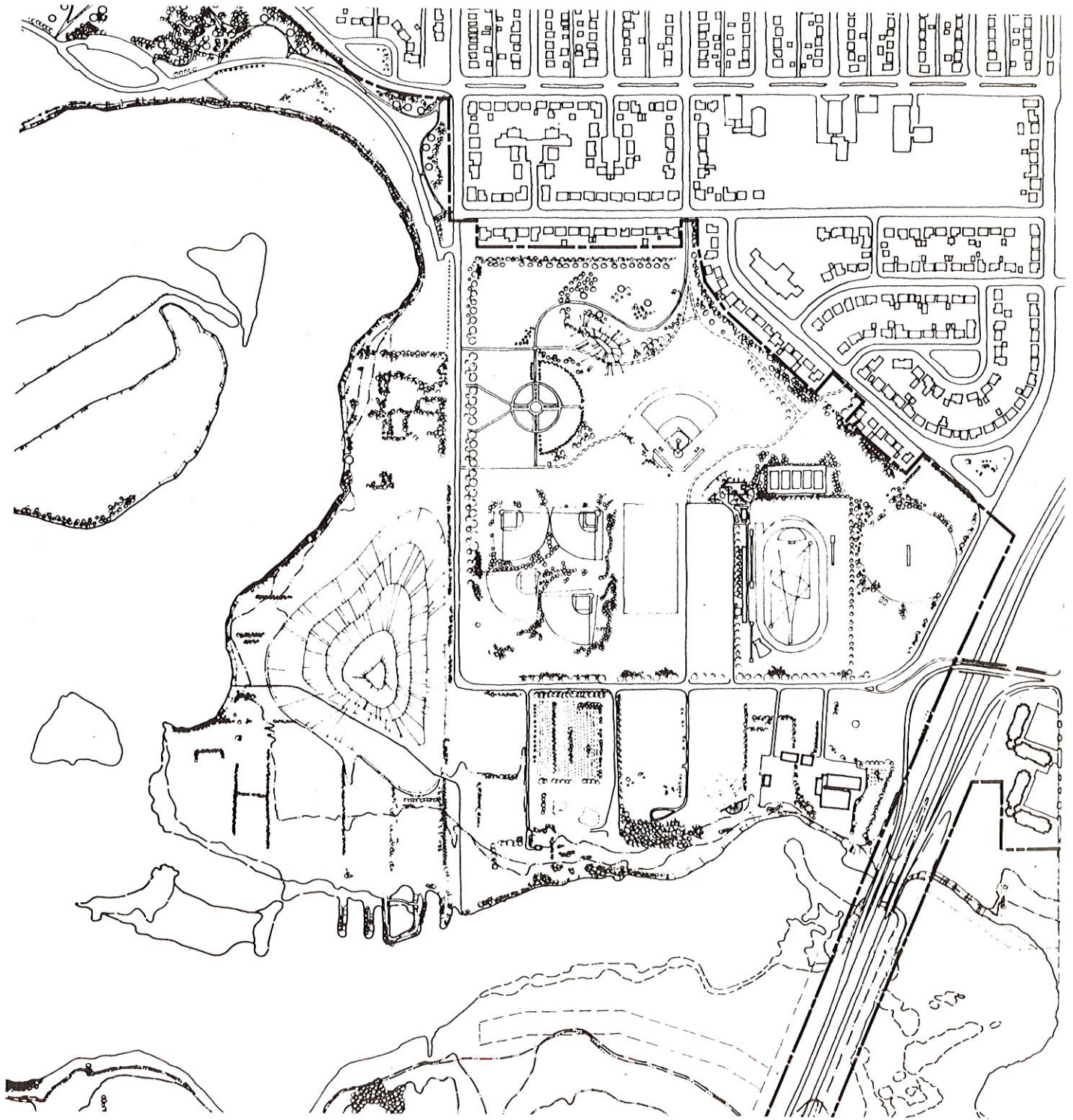


Figure 81: Existing Site Plan, Douglas Park



#### 4.6.1 Wascana Hill

Formed primarily by the dumping of material excavated from local construction sites, Wascana Hill is approaching its ultimate size. The landfill project is currently 592 metres above sea level and is intended to reach the 597 metre mark, 27 metres above the level of the lake. This elevation will provide nearly unobstructed views of the complete horizon.

Recent engineering analyses have concluded that the Hill, consisting of diverse and unconsolidated materials, will remain in an unstable condition for many years to come. As a result, some of the components indicated in the 1982 Master Plan, like permanent roads and irrigated planting, cannot be recommended as development options for the foreseeable future. Nevertheless, it is proposed that the Hill be developed in a way which is structurally and environmentally sound, while maximizing its potential as both an overlook and as an element in the landscape.

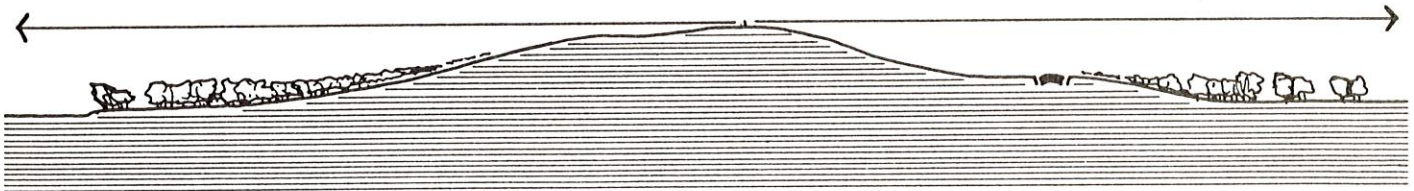


Figure 82: Proposed Section, Wascana Hill

Covered primarily in rough-mown grass and planted with trees and shrubs only on the lower slopes and valleys, the Hill would be seen as a grassed dome rising out of the rich vegetation around its base. An unusual and striking feature in an otherwise flat prairie landscape, the hill should be developed with only those elements necessary to accommodate casual recreation activities and to provide reasonable access to its peak.

A system of walkways should be developed to provide pedestrian access from a new parking lot to be located north of the hill. Upon completion of filling and construction, the gravel construction road leading to the top of the Hill will be retained to provide vehicular access only for those not able to walk. This road will serve a small gravel parking lot nestled between the two peaks of the hill and screened by low shrub planting.

It is proposed to realign Assiniboine Avenue and MacDonald Street both vertically and horizontally to form a continuous and curvilinear extension of Wascana Drive over the lower slopes of Wascana Hill. It will be necessary to construct this road on new and carefully placed material.

The existing fence surrounding Waterfowl Park will form the limits of construction and filling. All construction on the hill will be carefully planned and supervised to minimize adverse effects on all adjacent lands and water bodies.



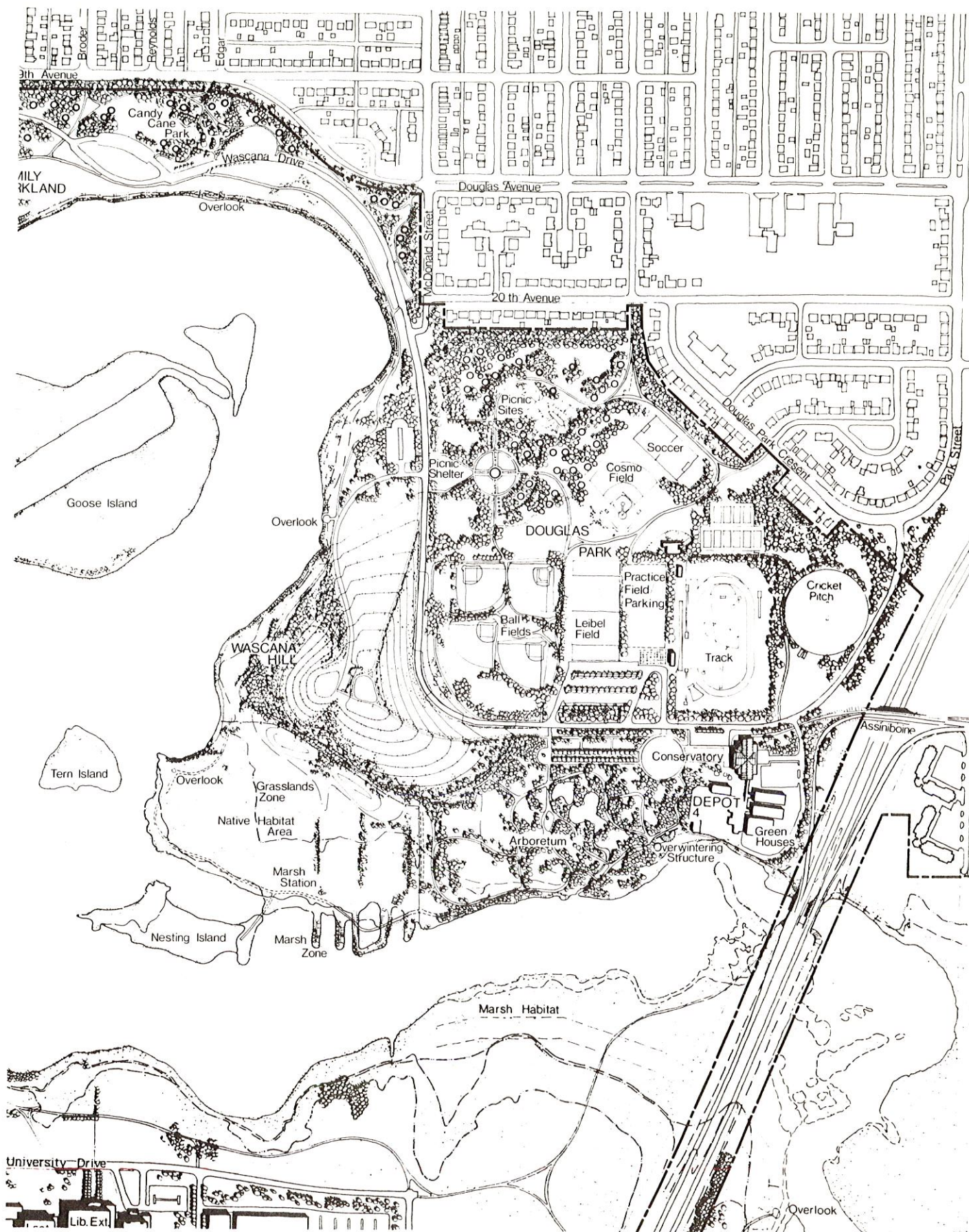


Figure 83: Proposed Development, Douglas Park/Arboretum



#### **4.6.2 Douglas Park**

This park, presently one of the City's most active sports field areas, is in a relatively mature state. New elements proposed in the Plan include additional tennis courts and a new soccer field. Ongoing development should also include the upgrading of existing planting, playing fields and parking lots. A dense planted screen is also proposed at the eastern edge, against the Trans-Canada Highway and the Assiniboine Avenue overpass.

The Field House, proposed in the 1982 Master Plan, has been constructed at another location leaving the site designated for this purpose available for another use. Until a long range use of this site is identified, it is proposed that the site be developed as a practice field with the capability of serving, if necessary, as an overflow parking area during peak days.

It is proposed that the intersection of Wascana Drive and Park Street be realigned to form a 'T' connection. Although lying outside the boundaries of Wascana Centre, this intersection should be modified to discourage speeding in general, and in particular to prevent the use of a loop formed by Wascana Drive, Douglas Avenue and McDonald Street as a speedway.

#### **4.6.3 Waterfowl Park and Grassland Reserve**

This area is to be preserved and managed as an educational and research facility, with access carefully monitored and controlled.

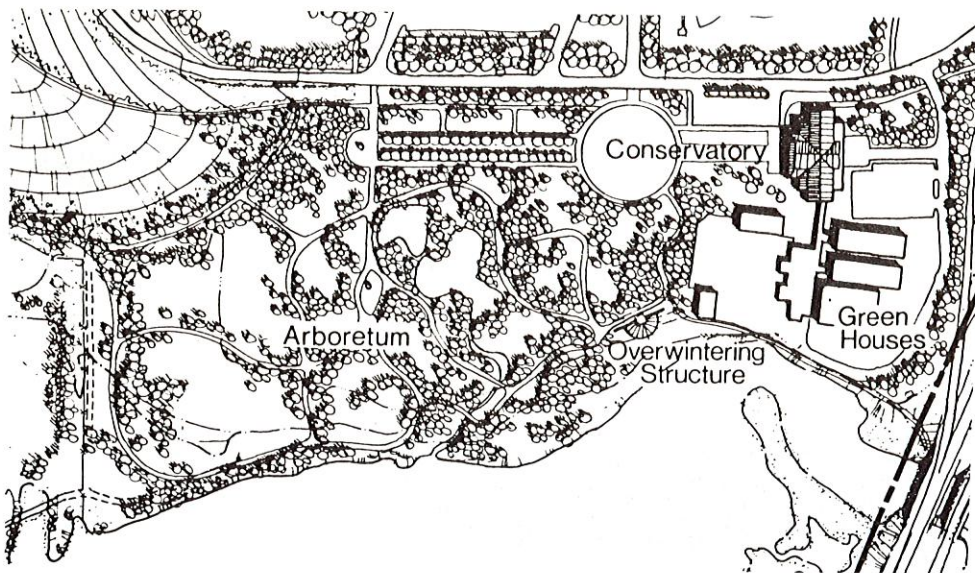
There is a significant area of low lying shore within the waterfowl park which is to be nurtured as a biological interpretation zone and which will include the very lower slopes of Wascana Hill. It is intended that this area demonstrate a range of vegetation types from marsh habitat at the water's edge, to prairie grassland and early successional woody vegetation.

#### **4.6.3 Arboretum and Conservatory**

The area south of Douglas Park is to be developed as an arboretum specializing in plant materials able to survive and flourish in the Saskatchewan climate. Intended as an educational as well as a recreational facility, the arboretum will be organized to display plants with different characteristics and with different requirements.

In addition to a broad range of plant species, the arboretum will include walkways, sitting areas, and viewing points, as well as ponds, streams and other water features. Near the east end of the site, a major public conservatory will be developed that will feature indoor plant material.





*Figure 84: Proposed Arboretum and Conservatory*

The greenhouses and W.C.A. Maintenance Depot No. 4 to the east of the arboretum will be retained.

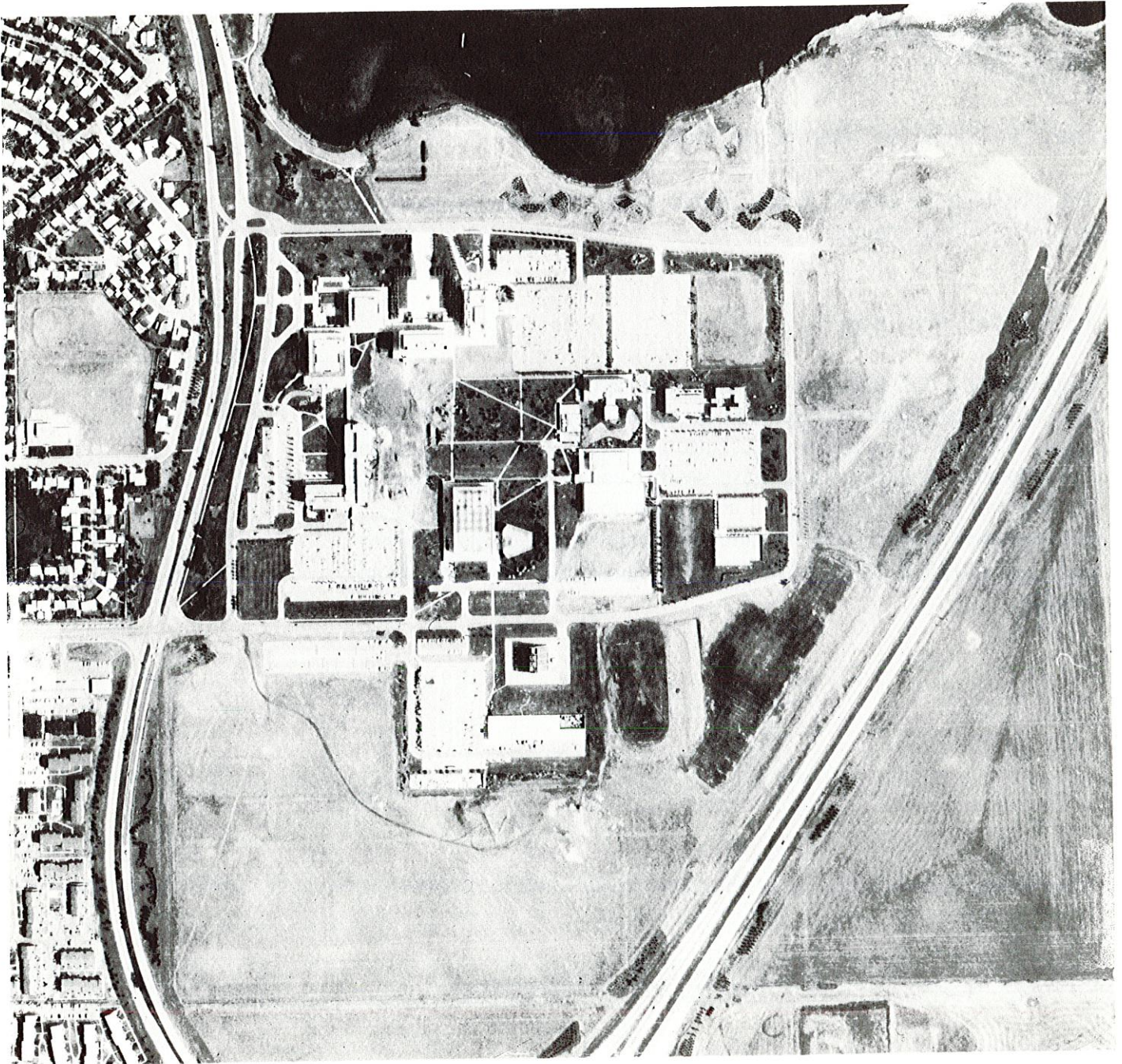
#### **4.6.4 Assiniboine Flyover**

Proposed in the 1982 Plan, a bridge connection has been constructed between the Trans-Canada Highway Bypass and Assiniboine Avenue east of Wascana Centre. Care has been taken in the design to avoid a street connection between Assiniboine Avenue, east and west, so that commuter traffic from the southeastern sector of Regina will not be able to use Wascana Drive as a through route. A special lane, restricted to bicycles and pedestrians, has been constructed to provide a direct link into Wascana Centre from Assiniboine Avenue.



## 4.7 The University of Regina Main Campus

The events which led to the consolidation of land around the lake and the legislated formation of Wascana Centre were precipitated by the need for rapid University expansion in the early '60s. At that time, it was expected that the University campus would accommodate some 8,000 full time students within a 15 year time frame. Actual growth has been less than originally planned and this has been reflected in the successive Master Plans since 1962.



*Figure 85: Aerial Photograph, University of Regina*



The current Academic Plan, prepared in 1977, recommends academic growth through incremental additions to the existing core programs. The major emphasis in the last several years has been towards outreach programs, adult education, and towards accommodating part-time students. More recent years have shown an increase in enrolment much higher than the national average. Enrolment is presently approximately 6,066 full-time students and 4,019 part-time students; this latter represents one of the highest part-time ratios in the country.



Figure 86: Existing Site Plan, University of Regina

The early Master Plans reflected a basic policy that the University would operate on the residential college system. This has become less and less appropriate with the academic shift towards outreach, part-time and extension programs which are all aimed at students who live off campus.

One consequence of the increasing number of students living off campus is that the student parking ratio is increasing. Approximately 50% of off campus or day students now have parking permits. This trend can also be observed in High Schools, and the University projects a continuing increase in parking requirements. A shift to higher transit use seems unlikely in the short term because of user resistance and the particular needs of part-time students. However, the resulting vast surface parking lots create an exposed and unattractive environment which runs counter to the fundamental idea of Wascana Centre.

There are informal faculty relationships with the Federal Experimental Farm, the Plains Health Centre, and, to a lesser extent, the Saskatchewan Institute of Applied Science and Technology. Additional symbiotic liaisons could be developed if commercial and/or government research institutions were to be located on the University campus.

#### **4.7.1 The 1982 Plan**

The 1982 Master Plan proposed that, following completion of the existing campus, expansion to the south would follow, structured along the University Mall. Beginning at Grant Road, the Mall was seen as a highly developed central spine terminated by the Academic Green. Intended to provide a central focus to the campus, the Academic Green was to be an elaboration and clarification of the existing landscape. The space was given greater definition by the addition of new buildings which were strategically located to permit the completion of a continuous interior pedestrian system around the Academic Green.

Since 1982, a number of factors have prompted reconsideration of the Plan. First, there are specific new buildings being contemplated which should be incorporated into the Plan. Second, since the number of parking structures proposed in the 1982 Plan is not, in 1988, economically feasible, the Plan should be revised to accommodate parking primarily in surface lots. Third, the Plan should focus on the short and medium term as well as the long term.

#### **4.7.2 Expectations of Growth**

Despite the growing population of students, and the consequent pressures on existing space, it has been extremely difficult to acquire funding for new construction. The unpredictable nature of funding, moreover, leads to a difficulty in establishing a strong planning direction.



There are, however, six proposed buildings, now in different stages of planning and approval, which provide some basis for a long range plan:

1. **Language Institute Building** - approximately 5500 m<sup>2</sup>;
2. **Riddell Hall** - designed and waiting for final approvals;
3. **Saskatchewan Indian Federated College** - approximately 11,600 m<sup>2</sup>;
4. **Fine Arts Building** - approximately 12,700m<sup>2</sup>;
5. **Sports Complex** - 7200 m<sup>2</sup> addition to the Physical Education Building;
6. **Library Extension** - space requirements unknown.

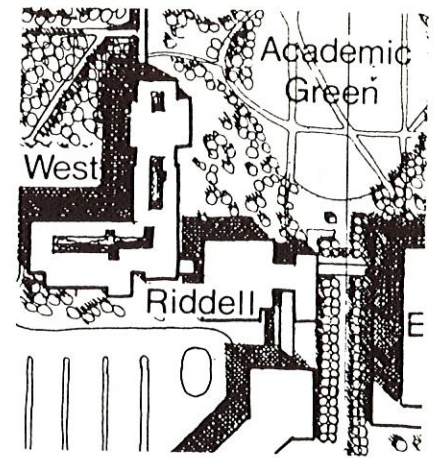


Figure 87: Riddell Hall

#### 4.7.3 General Planning Goals

The success of the original 1962 University plan depended upon the completion of many phases of building within a relatively short period of time. Since the rate of growth has been slower than anticipated, many components of the original plan have not been built. The interrupted implementation of the original plan was followed by the sometimes ad hoc construction of new buildings, parking lots, sports fields, and decorative landscaping. While these projects solved immediate problems, they left the campus in an 'incomplete' state with little sense of focus and structure. The partial completion of the interior pedestrian street system, and the disproportionate number of isolated buildings, also puts students and faculty to some inconvenience and discomfort during the winter.

The problem of planning at the University consists in accommodating immediate building projects and building toward a coherent composite group without jeopardizing flexibility. What is required is a long term planning context which is specific enough to give direction to current problems, and yet sufficiently open and flexible to accommodate an uncertain future.

The current state of the campus suggests a two-stage goal for development: first, the completion and resolution of the Academic Core (the area inside the University Drive loop), and second, the extension of the campus to the south as the need arises. Steps taken in the first stage may, if poorly considered, compromise subsequent stages.



#### 4.7.4 Growth of the Academic Core

There are five major objectives for resolving the physical organization of the Academic Core:

1. **Complete the interior pedestrian circuit and its extensions** to allow the academic core of the campus to operate as intended with interior connections between as many buildings as possible. Assuming that Riddell Hall will be built, the most logical extensions of the interior system to complete the circuit are to the east and south of the Ad/Hum Building and to the east of the Education Building, connecting into the Physical Education Building. The site immediately south of Riddell Hall would provide the link necessary to connect future buildings south of University Drive with the Academic Core.

2. **Ensure that each building has a public address** which gives it a public presence and facilitates formal arrival at the main entrance. Where buildings face parking lots, rather than directly onto streets, a driveway should be developed which clearly directs motorists to the main entrance. Public addresses for new (and existing) buildings east of the Academic Green can be provided by the development of the Cross-Campus Connection. This is proposed to have all of the materials and elements necessary to identify it clearly as a public road of the same calibre as University Drive. This new road would service the entrances of several buildings: Language Institute, Campion, Students' Union, Physical Education, Fine Arts, and two others as yet undesignated.

3. **Create a strong physical and symbolic focus to the academic core of the campus.** While the proposal is to establish a large academic court with a central green surrounded and defined by buildings, it is important that this space not be totally isolated behind a barrier of buildings. The Academic Green should be linked, through generous open space connections, to the outer campus and to the lake beyond. These visual and physical connections should also be major organizing features of new buildings along the Cross-Campus Connection.

4. **Establish an appropriate relationship between new buildings and parking lots.** The addition of new buildings in the Academic Core, especially the Sports Complex and those east of the Ad/Hum Building, will consume existing parking lots. Some, but not all, can be replaced by the extension of the parking lot north of Luther College. The demand for additional parking to replace that lost to building sites and to serve new facilities can only be met by the construction of new surface lots south of University Drive, or by new parking structures. The amount of new development in the Academic Core will ultimately be limited by the ability to provide adequate and conveniently located parking to serve the buildings.

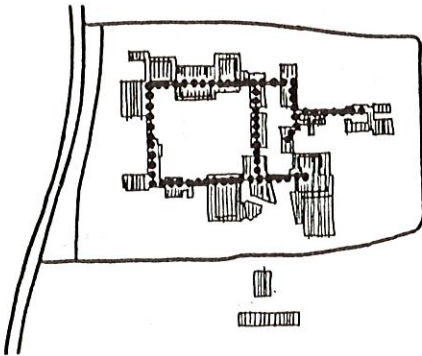


Figure 88: Interior Circulation

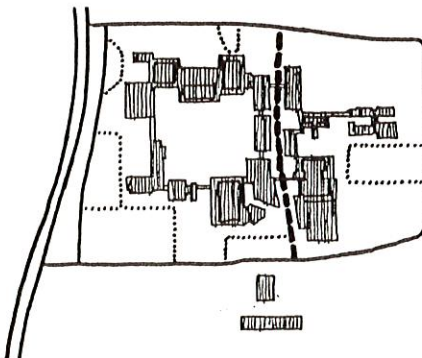


Figure 89: Building Addresses

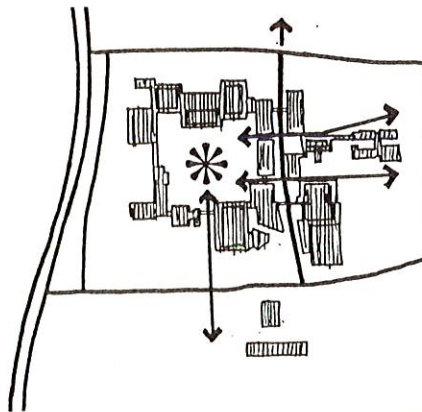


Figure 90: A Focal Space



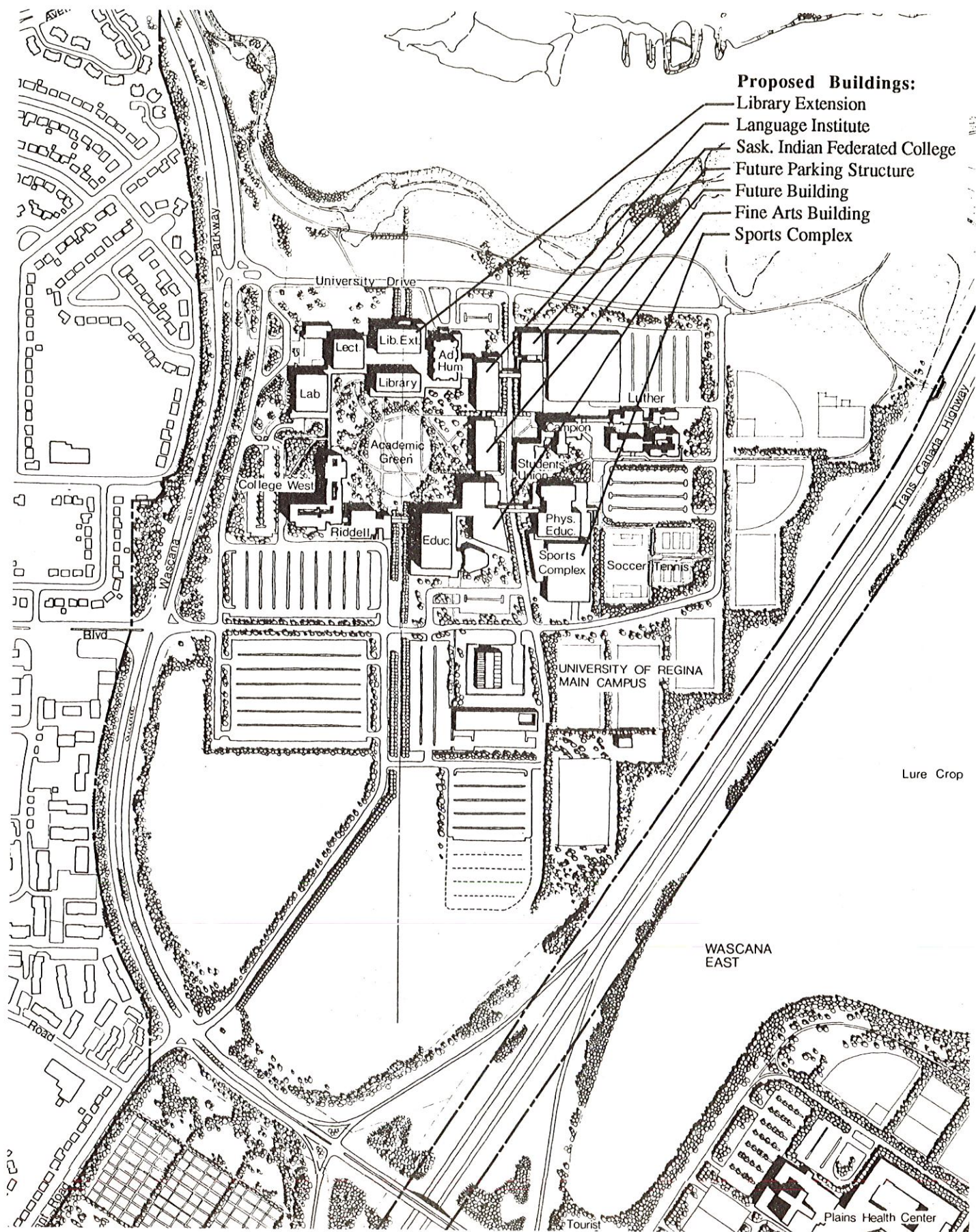


Figure 91: Proposed Development, Academic Core



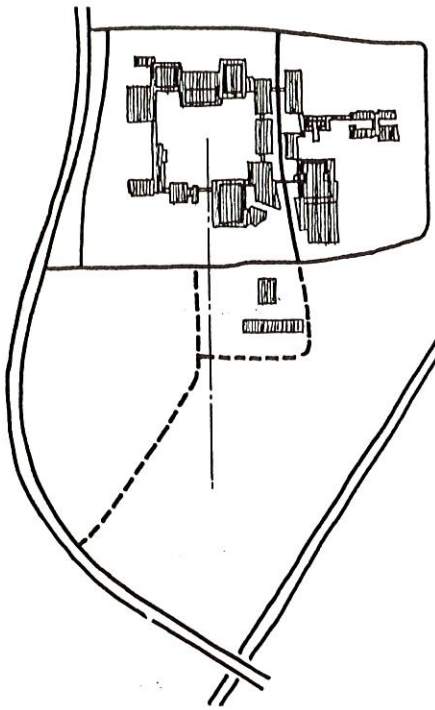


Figure 92: Grant Road Extension

5. **Relieve traffic congestion** in the campus and at the existing entrances. It is proposed that a new entrance to the campus be developed at Grant Road, and that a new road from that entrance cross the campus to connect into University Drive. Not only would such a road relieve pressure on the two existing entrances, but it would also provide direct access to new and existing parking lots south of University Drive. The new road should be aligned to take advantage of existing roads in the area, and should also facilitate future development to the south of University Drive.

#### 4.7.5 Campus Expansion to the South

The growth pattern described above is essentially concentric, with new functions clustered as close as possible to the 'centre of gravity' of the campus. Further growth along these lines will be hindered by one of its consequences - the erosion of existing surface parking and the inability to continually build new lots nearby. One solution would be to stack parking in structures adjacent to or under the buildings. However, as long as land is readily available elsewhere on the campus, and as long as budget constraints continue, parking structures represent expenditures the University may not be able to justify.

The land available for new surface parking lots is located south of University Drive. Parking will be required there to serve the consolidated Academic Core, and it will be remote from the interior circulation system. This situation will inevitably result in pressures to extend the interior system southward from Riddell Hall and/or Education.

The second reason for a southerly expansion of the campus is that it may be the most appropriate location for facilities which have a more indirect relationship with the existing University faculties and divisions. This zone could well accommodate a number of research and development institutions which might represent governmental or industrial interests.

The proposed plan for long range development south of University Drive is based on many of the objectives discussed under "Growth of the Academic Core". Additional roads are developed as extensions of the existing road network to provide access to parking lots and to provide buildings with addresses. A new road network can be developed which establishes a pattern of buildings with formal entrances and addresses on one side and parking lots and service entrances on the other. The existing interior pedestrian system is extended across University Drive to the new campus where it forms a second continuous loop. A new open space focus is developed which acts as the southern terminus for the Mall.

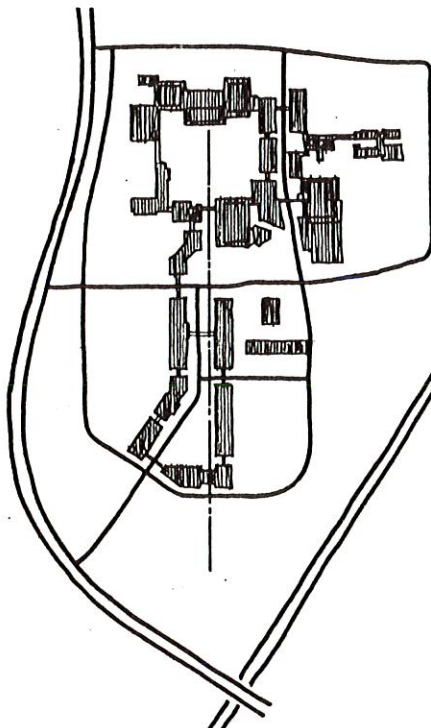


Figure 93: Campus Expansion to the South



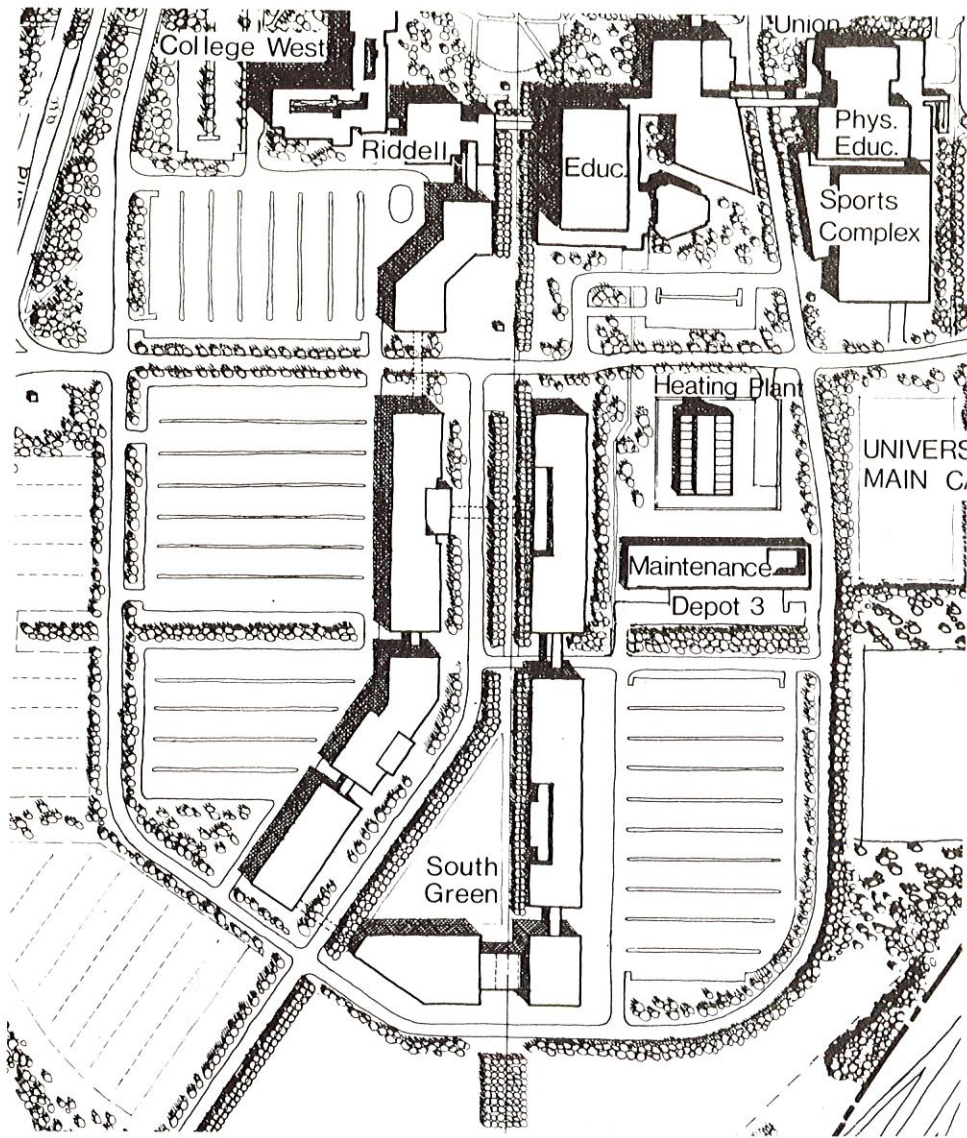


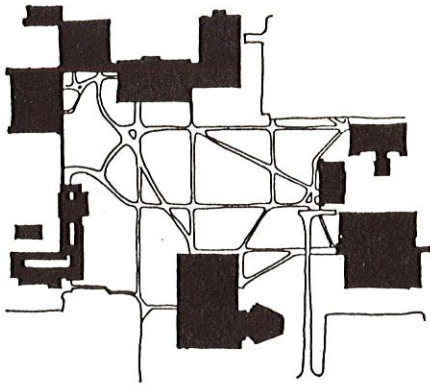
Figure 94: Proposed Development, the South Campus

#### 4.7.6 The Academic Green and Mall

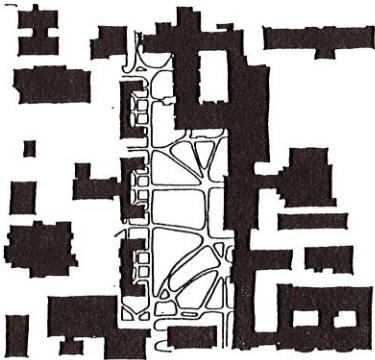
The lack of focus and structure which currently characterizes the campus can be largely remedied by the development of an Academic Green in the as yet 'unfinished' central quadrangle. Retaining as much of the existing landscaping as possible, the Academic Green would be developed incrementally over time according to the following principles and concepts.

As the focus of the diverse and somewhat unorganized series of informal spaces which make up the existing central quadrangle, the Green should have an identifiable form. It should be large enough to clearly express the sense of dignity and spaciousness appropriate to a major campus, and yet not so large

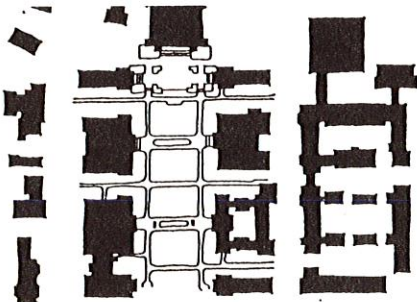




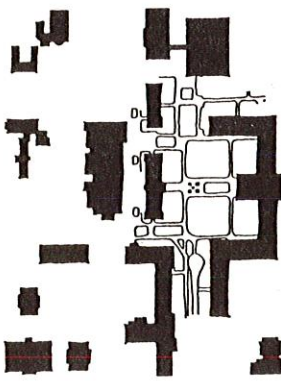
University of Regina - Regina, Saskatchewan



University of Alberta - Edmonton, Alberta



University of Minnesota - Minneapolis, Minnesota



University of Windsor - Windsor, Ontario

and intimidating as to discourage its use by students, staff and visitors. The accompanying diagrams are all drawn at the same scale and show the size of the central quadrangle relative to the focal spaces of a number of other universities.

The Academic Green as shown below has three components - the surrounding containment of buildings, an intermediate zone of pastoral woodland, and central lawns. Each has a role to play in creating a place which is memorable, useful, and activated.

The central lawn, criss-crossed by paths, is roughly oval in shape, and is surrounded by an informal yet firm edge of deciduous trees, not unlike a clearing in treed parkland. At eye level, the pastoral woodland is open with the tree canopies providing cover overhead. There are small clearings and some shrub plantings, much like the current planting in the area west of Students' Union. Wascana Park also has similar characteristics.

As well as being a visual focus, the Academic Green should be a well-used and populated place in the campus. New buildings should address and activate the space by locating entrances where they will encourage pedestrian circulation through the space and by organizing interior public uses so that there is a direct visual and physical relationship with the Academic Green.

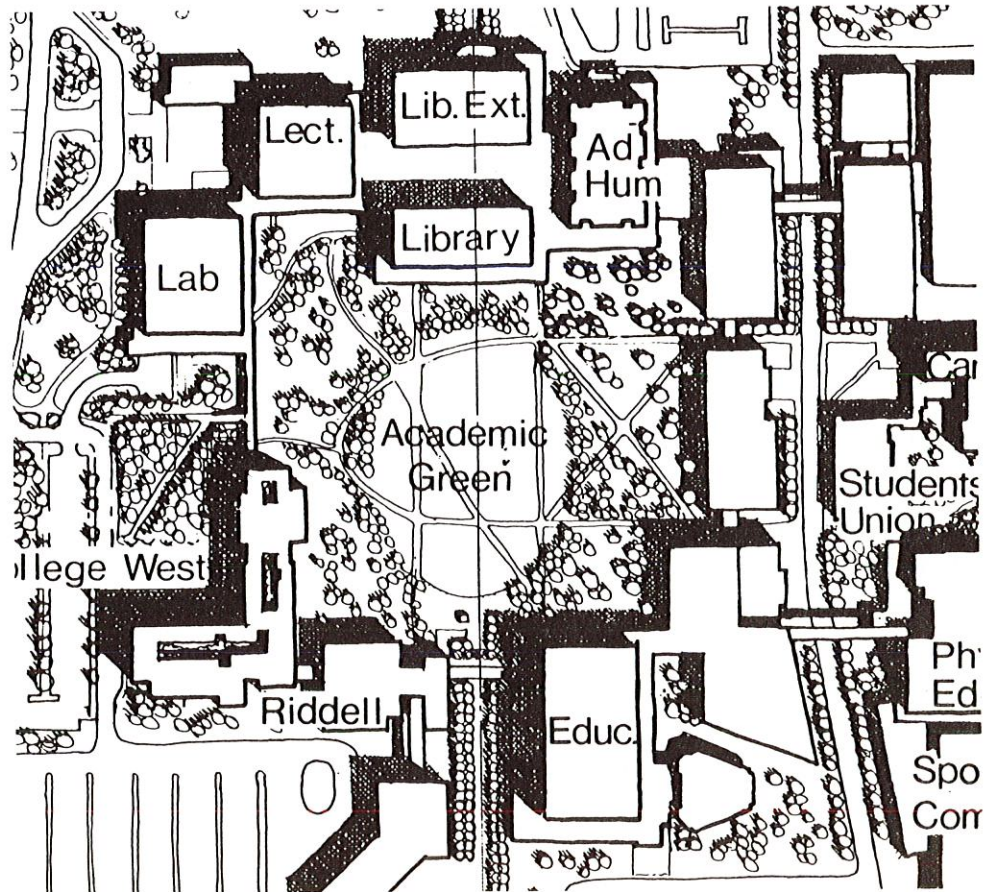


Figure 96: The Proposed Academic Green

Figure 95: Comparative Analysis of Campus Formal Spaces



The design of the Academic Green should also provide places to sit in the sun or shade, places which are sheltered from the wind, and basic amenities like seating, lighting, signage, and other furnishings.

This design can be implemented incrementally with little impact upon existing features. The first stage of development would include planting deciduous trees to define the basic space of the central lawns and developing the surrounding band of treed parkland. Subsequent stages would include the installation of new walkways as part of the normal, ongoing program of pavement maintenance and reconstruction.

The Academic Green would be the northern terminus of the University Mall which would serve as a structuring device for future development south of University Drive. In the meantime, the Mall would serve as the outdoor route between major parking areas to the south and destinations to the north. The southern terminus of the Mall would be a second green, giving focus to the new south campus.

The University Mall should be a strong linear landscape with a high degree of unity and identity along its length. It would consist primarily of a central pedestrian walkway paved in distinctive paving materials. Able to accommodate occasional service vehicles, the pedestrian spine would be lined on both sides by double rows of deciduous trees.

Intended as a major north/south pedestrian route as well as a visual corridor, the Mall should provide access to the main entrances of new buildings developed adjacent to it. The new road from the Grant Road entrance will run parallel to the Mall, providing vehicle dropoff at the buildings' main entrances, and reinforcing the Mall's public image and ceremonial role.

#### 4.7.7 University Reserve

This parcel of land is reserved for University-related development if and when that becomes necessary. Although young by many standards, the University has already had to make the costly move to a new campus for lack of expansion space. The University Reserve is one means of preventing a recurrence of that situation.

Currently, however, part of this land is being used for community gardens. As this is an increasingly popular activity, it is recommended that the land be further developed to support this use until such time as the site is required for more permanent development. Development of the site to facilitate community gardens would include a larger parking area, a storage/utility building, picnic facilities, and the establishment of hedgerows to provide wind protection and shaded walkways.

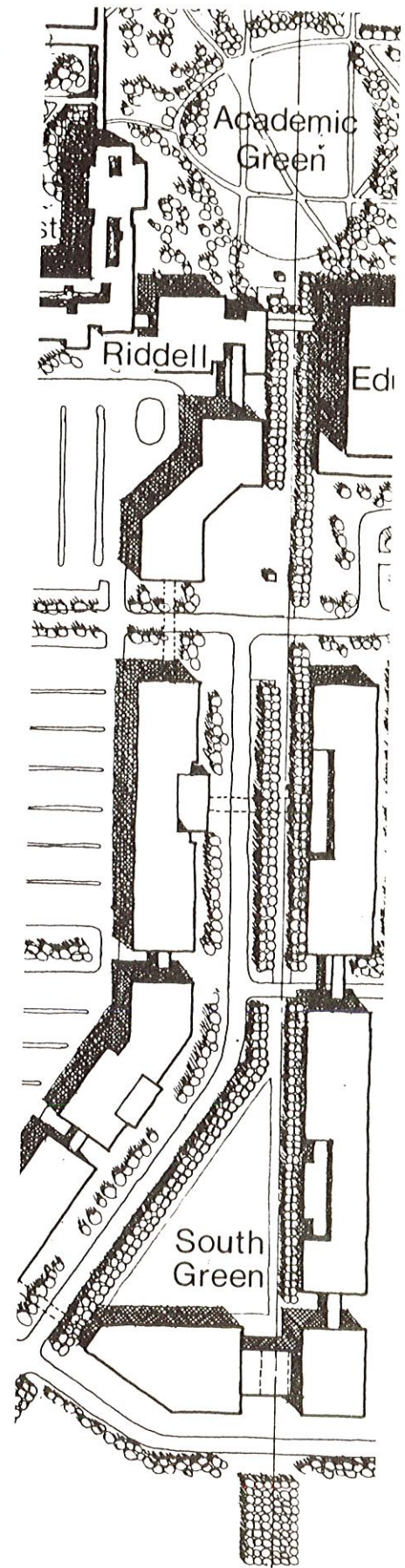


Figure 97: The Proposed University Mall



#### 4.7.8 Demonstration Plan

The essence of the plan is a strong skeletal structure of landscape and interior pedestrian circulation which is serviced by roads and parking. The shores of the lake are kept free of buildings. Future buildings should be low-rise, in keeping with the existing scale, and should promote a human-scaled environment designed to maximize wind protection and solar access.

The accompanying illustration demonstrates how the University would, over time, develop according to the above principles. The Academic Core is fully developed with the buildings now contemplated, plus one additional building south of Riddell Hall which provides the connection to the campus south of University Drive. The South Campus is shown fully developed as well, with the amount of building related proportionately to the amount of surface parking which could be provided.

The University sports fields are located between the academic core and the Trans-Canada Highway Bypass. They are bordered on the windward side by tree belts which buffer the snow-laden south and southeast winter winds. These tree belts should be designed to distribute the snow over the playing fields and to minimize snow deposition on roads and parking lots.







## 4.8 Wascana East

The area east of the Trans-Canada Highway Bypass and north of the extension of Wascana Drive is presently a relatively treeless grassland, from which rise the cruciform tower of the Plains Health Centre hospital building and the windowless cube of the Saskatchewan Institute of Applied Science and Technology. To the north is a triangle of low lying land, progressing into the marshy headwaters of Wascana Lake. The primary objective of Wascana Centre, to provide a coordinated, attractive, park-like setting for government, cultural and recreational uses, has not yet been fully achieved in this area, partly because of irrigation water limitations.



Figure 99: Aerial Photograph, Wascana East



To bring the architectural and landscape development of the area in line with the high quality of the rest of Wascana Centre, the remote and monumentally institutional character of the two existing buildings - the Health Centre because of its height and the Institute because of its severe geometry and windowless walls - should be remedied. Another vital remedial action is the mitigation of the severe discomfort and reduced visibility caused by the driving, snow-laden winter winds.

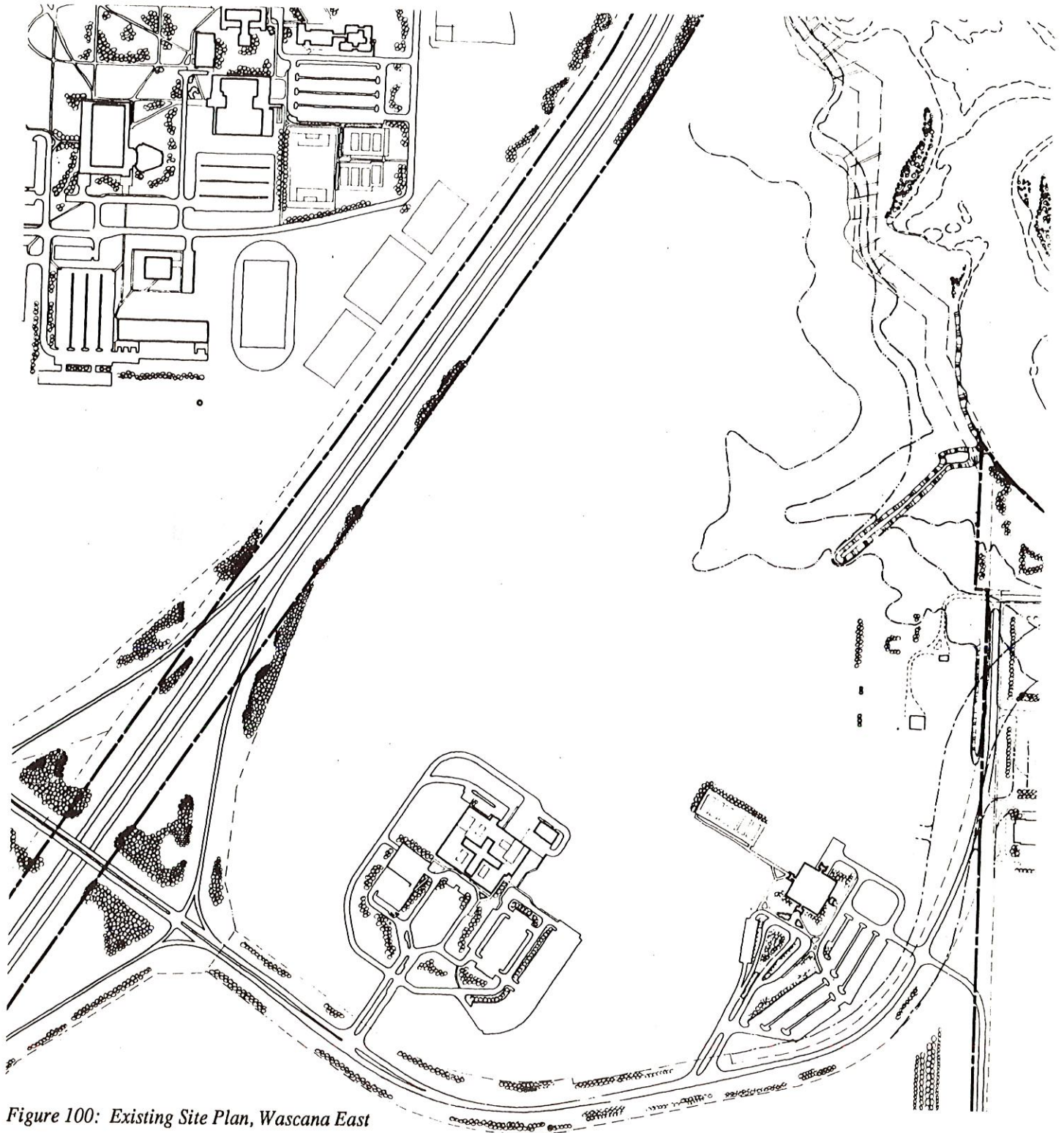


Figure 100: Existing Site Plan, Wascana East



With the exception of storm drainage, for which there is considerable capacity, site services are now utilized at or near full design capacity. Additional development, therefore, would require extensive upgrading of almost all utilities.

The provision of an additional supply of irrigation water is crucial to continuing landscape development in this area. The means by which this will be obtained, however, is presently unresolved. It is to be hoped that rights to the lake for irrigation water will be resolved, allowing this area to be irrigated directly from the lake as are other parts of the Centre. If this is not feasible, an alternative may be to create a 40 acre reservoir off Wascana Creek. However, this solution is expensive and has severe aesthetic problems since the lake excavation will necessarily be deep and may be emptied of water during dry periods.

#### **4.8.1 Expectations of Growth**

The 1982 Plan was based on a study conducted in 1981/82 in which a specific and extensive program of growth was predicted. However, since that time, some of the hospital facilities contemplated for this area have been built elsewhere, while an ongoing reassessment of the Institute's role in the larger system have lead to a shelving of expansion plans for the foreseeable future.

In 1987, therefore, it is clear that the amount of development illustrated in the 1982 Plan is no longer realistic. Consequently, a revised pattern of development should be adopted which is more consistent with currently projected requirements.

Although specific building proposals have not been brought forward at this time, it is considered likely that both institutions will expand over time, and in such a way as to favour joint facilities and programs.

#### **4.8.2 General Physical Planning Principles**

While the 1987 Master Plan proposes a more modest level of development, many of the planning and design concepts in the 1982 Plan are retained. The proposed development consists of four major components: institutional development, lure crops, pastoral park and marsh habitat. The main principles guiding the Plan for each of these components may be summarized as follows:

##### **1. Institutional Development**

The Plan must allow for the probability that additional development may not occur soon and that it may be sporadic and unpredictable. Each phase should,



therefore, be complete in itself without relying on future phases for the efficient operation of the whole.

Existing plant - buildings, roads, parking lots, service yards, and landscape - should be utilized to the full in future development.

In order to promote compact and efficient development, rather than scattered, isolated facilities, the Health Centre and Institute facilities should expand towards each other. New buildings should also be designed as contiguous extensions of existing buildings. This will avoid 'temporary gaps' which may otherwise become relatively permanent, as has happened at the University and in the Legislative Grounds.

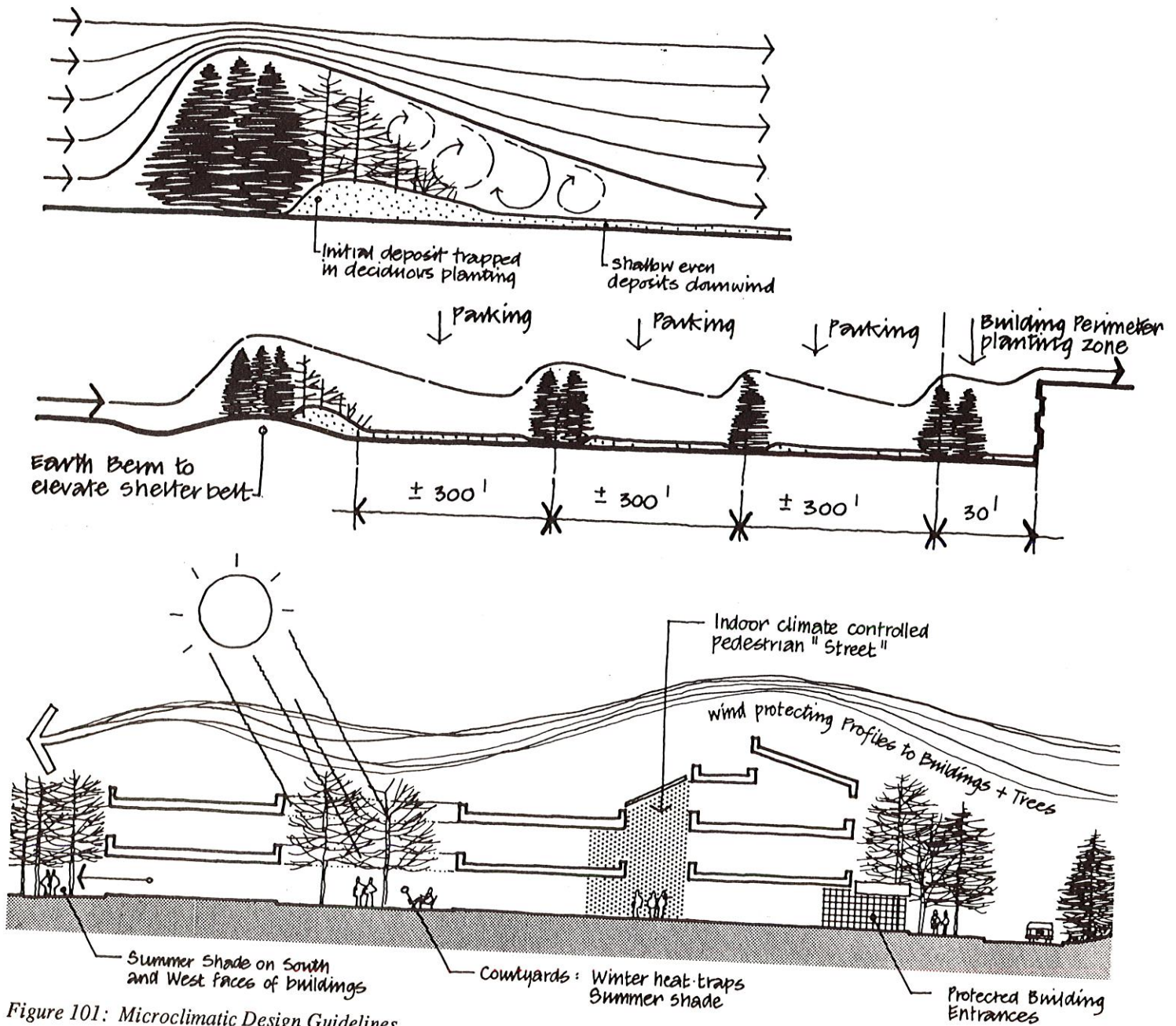


Figure 101: Microclimatic Design Guidelines



The scale and character of new facilities will be of low-rise courtyarded buildings of approximately tree height (about 13 metres) much like those along College Avenue and in the Legislative Grounds.

The building forms of both the Health Centre and the Institute expansions should be structured around a framework of interior pedestrian 'streets'. The harsh winter environment should be moderated by means of snow and wind controlling building forms. These forms should trap spring and fall sunlight in warm exterior courts.

The energy requirements for heating and cooling the buildings in the area will be served by the expansion of the plant at the existing Plains Health Centre.

The vehicular system should develop from the present 'front entry, rear service' driveway system to an interconnected street grid pattern. This will allow safe and efficient emergency access and will permit public circulation and drop-off to be direct and easily understood, with provision for reconnection should a wrong turn be made.

Service and delivery should be concentrated in local service yards from which several surrounding buildings or functions would be served.

Parking should be accommodated primarily in surface lots developed as extensions of existing facilities. Parking lots should be subdivided and landscaped to ameliorate the visual impact of extensive paved areas and to provide wind shelter.

Transit vehicles should be able to stop at the front doors of all buildings and loop through the complex with a minimum amount of backtracking.

The characters of the landscapes adjacent to the institutional development should take their theme from the Legislative Grounds, with a perimeter band of trees along the Parkway, landscaped parking lots, wooded areas surrounding the sports fields, and picturesque informal landscapes. A large, formal lawn is proposed as part of the entrance to the Institute.

## 2. Lure Crops

In addition to being an inconvenience to some park users, ducks and geese cause considerable damage to agricultural crops on local farms and at the Federal Experimental Farm. A partial solution to this is to grow grain crops which attract waterfowl thereby protecting nearby fields. The lure crop field is relatively large and open to facilitate economical cultivation.



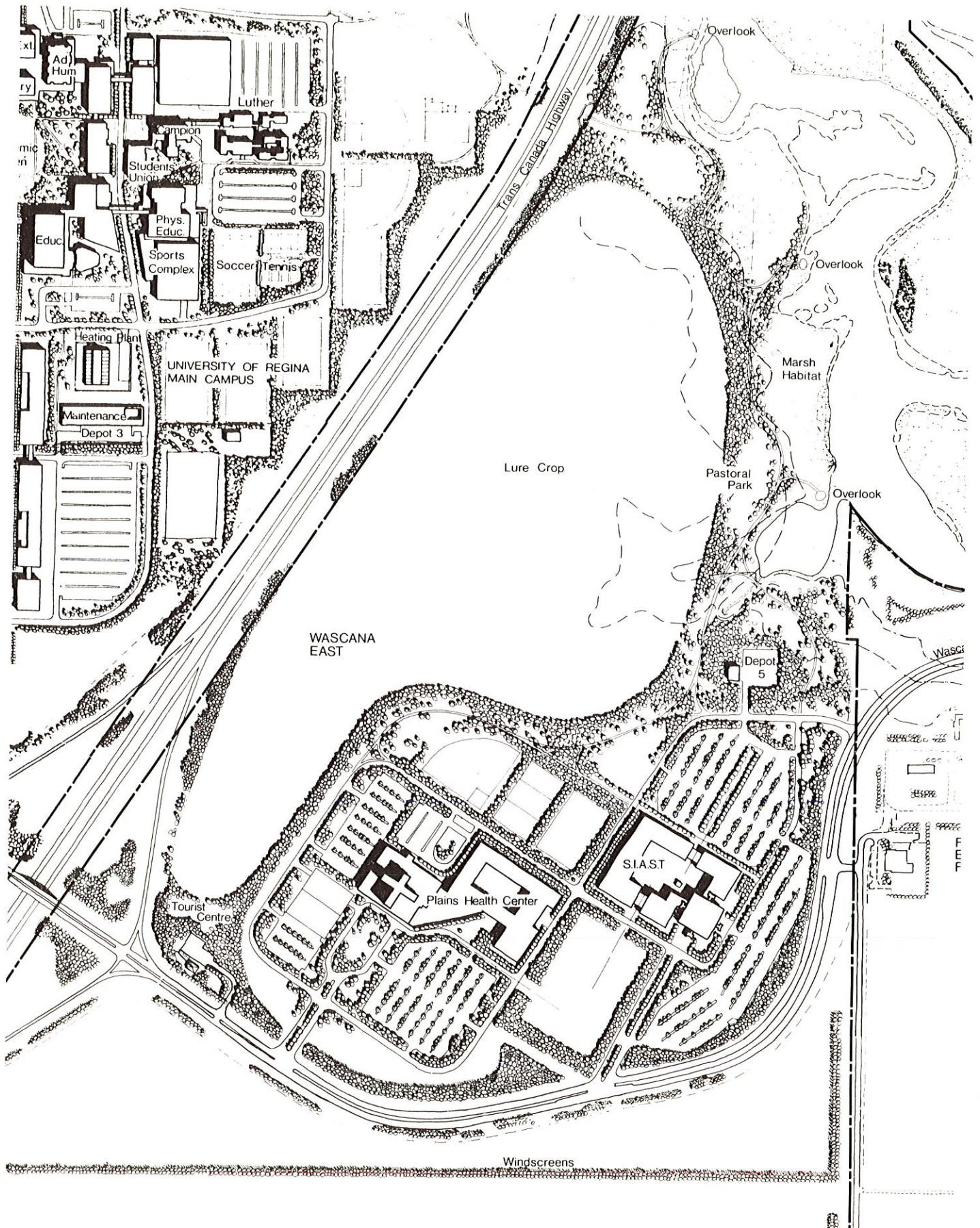


Figure 102: Proposed Development, Wascana East



### 3. Marsh Habitat

The marsh habitat is preserved in its natural state. The only development in this area would be short, non-looping pedestrian walkways to permit wildlife viewing.

### 4. Pastoral Park

The pastoral park is developed as a linear element between the lure crop and the marsh habitat. As well as including amenities for strolling, viewing and picnicing, the pastoral park contains trails which provide pedestrian linkages between Wascana East, the University and beyond.

#### 4.8.3 Interim Land Uses

Apart from normal ongoing landscape development and maintenance, the lack of any firm development intentions makes it impractical to consider interim development stages at this time.

However, two ideas have been suggested which might provide the means for developing the pastoral park along the shoreline prior to major building construction. These land uses may be considered as interim uses with the land reverting to pastoral park some time in the future, or they may remain as permanent facilities.

These ideas are quite speculative at this time and are presented as possibilities only.



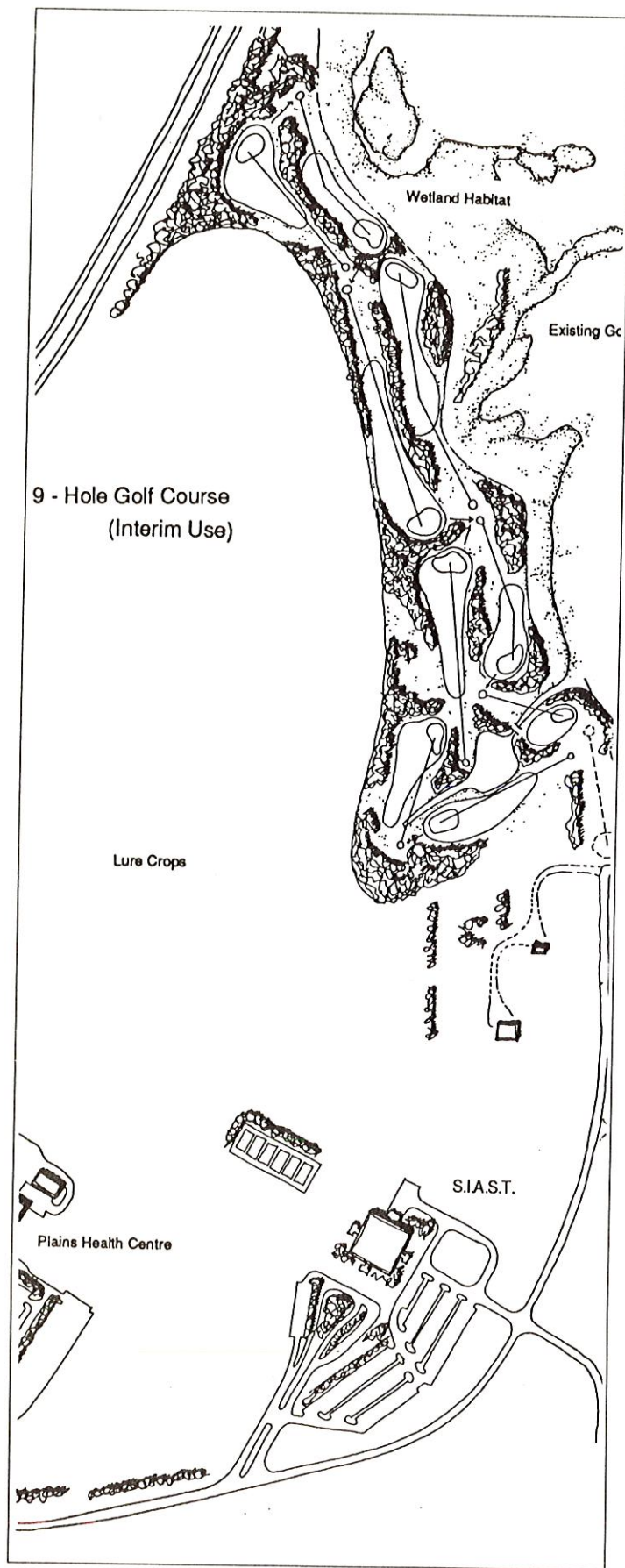


Figure 103: Wascana East Interim Development: Golf

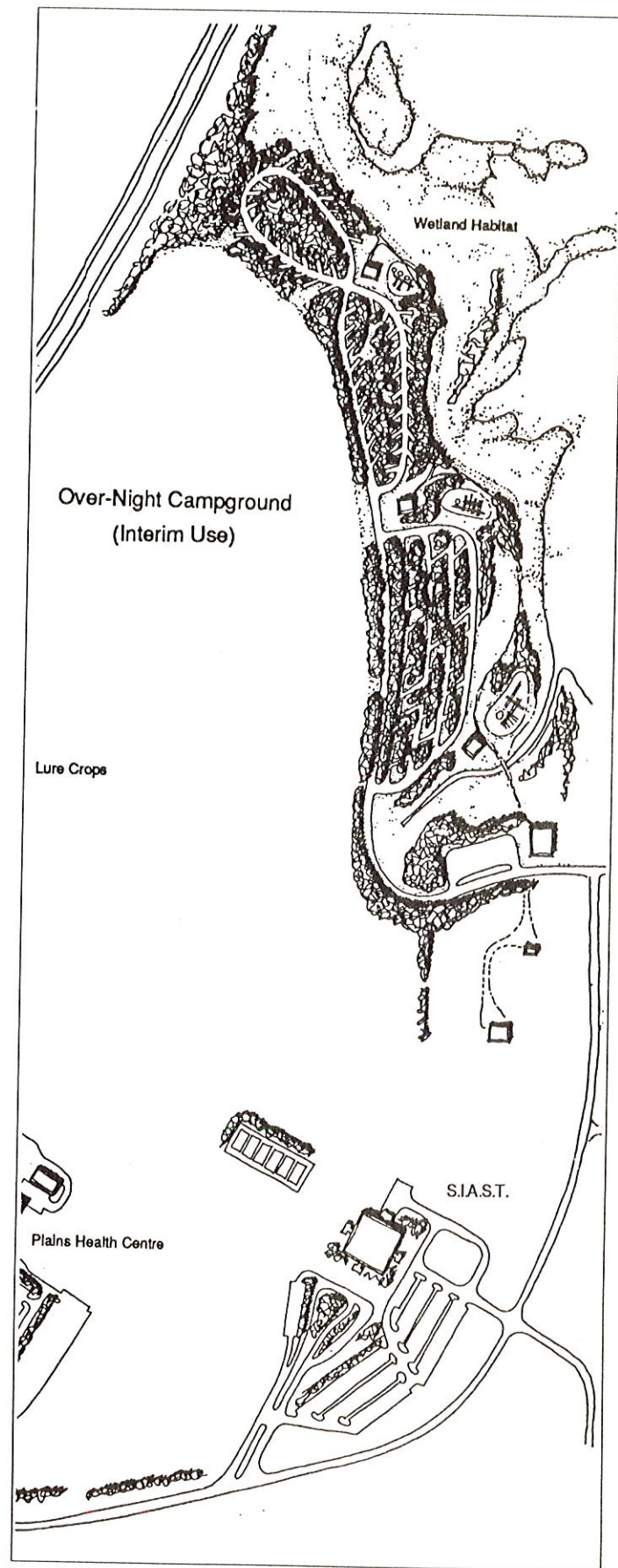


Figure 104: Wascana East Interim Development: Camping



## 4.9 Heritage Reserve

It is proposed that this land be reserved for use by future generations.

The citizens of Regina and Saskatchewan are now reaping the considerable benefits of decisions made early in the century to reserve land around Wascana Lake. It is hoped that some equivalent and presently unforeseen benefit will be available to future citizens with the utilization of this land as a park or other compatible use.

In the interim, land-consuming and expedient uses with only short term gains should be resisted. For the foreseeable future, the land may best be used for agricultural purposes; such a land use would appropriately complement Wascana Parkway as an 'urban edge'.

There is another important role, compatible with its heritage reserve function, which the site can play. That is to act as the first line of shelter belts and snow traps meeting the prevailing south and south-east winds. This is the main direction from which drifting snow enters Regina, and Wascana Centre is presently most exposed along this front. Accordingly, the Plan shows hedgerows, reflecting the old agricultural subdivision lines, to act as the first snow screen. The snow screens north of Wascana Parkway are described in the plans for Wascana East.

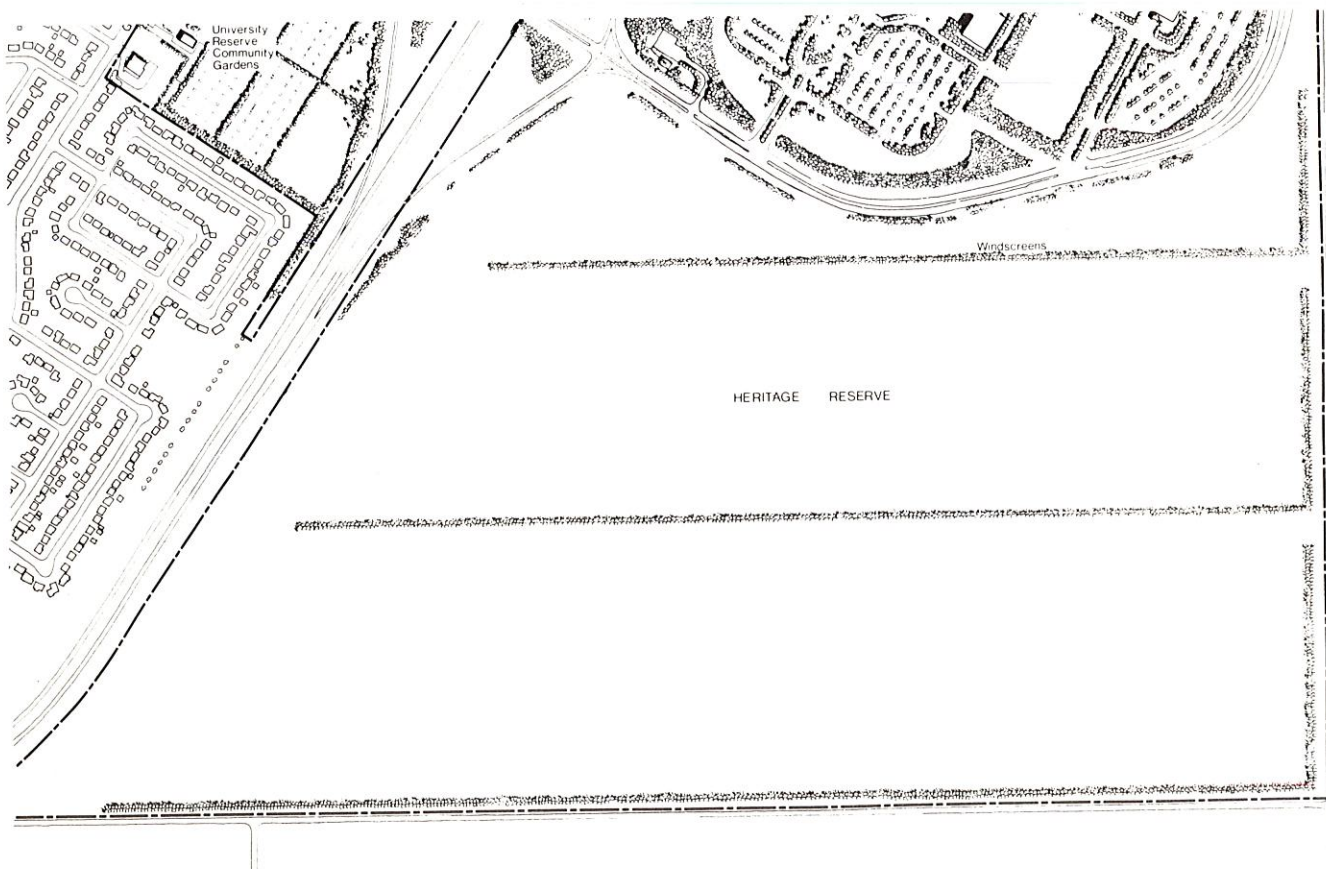


Figure 105: Proposed Development, Heritage Reserve



## 4.10 Waterfowl Park

A Federal wildlife sanctuary was established several decades ago around the headwaters of Wascana Lake. In the early 1970's, the potential of the area as a waterfowl reserve was investigated and a Waterfowl Park Master Plan was prepared by Albert Hochbaum. This plan defined an area to be kept in a natural state, and proposed restrictions on development, boating and snow-mobiling.

Since the plan was prepared, a significant prairie remnant south of Wascana Hill has been added to the park.

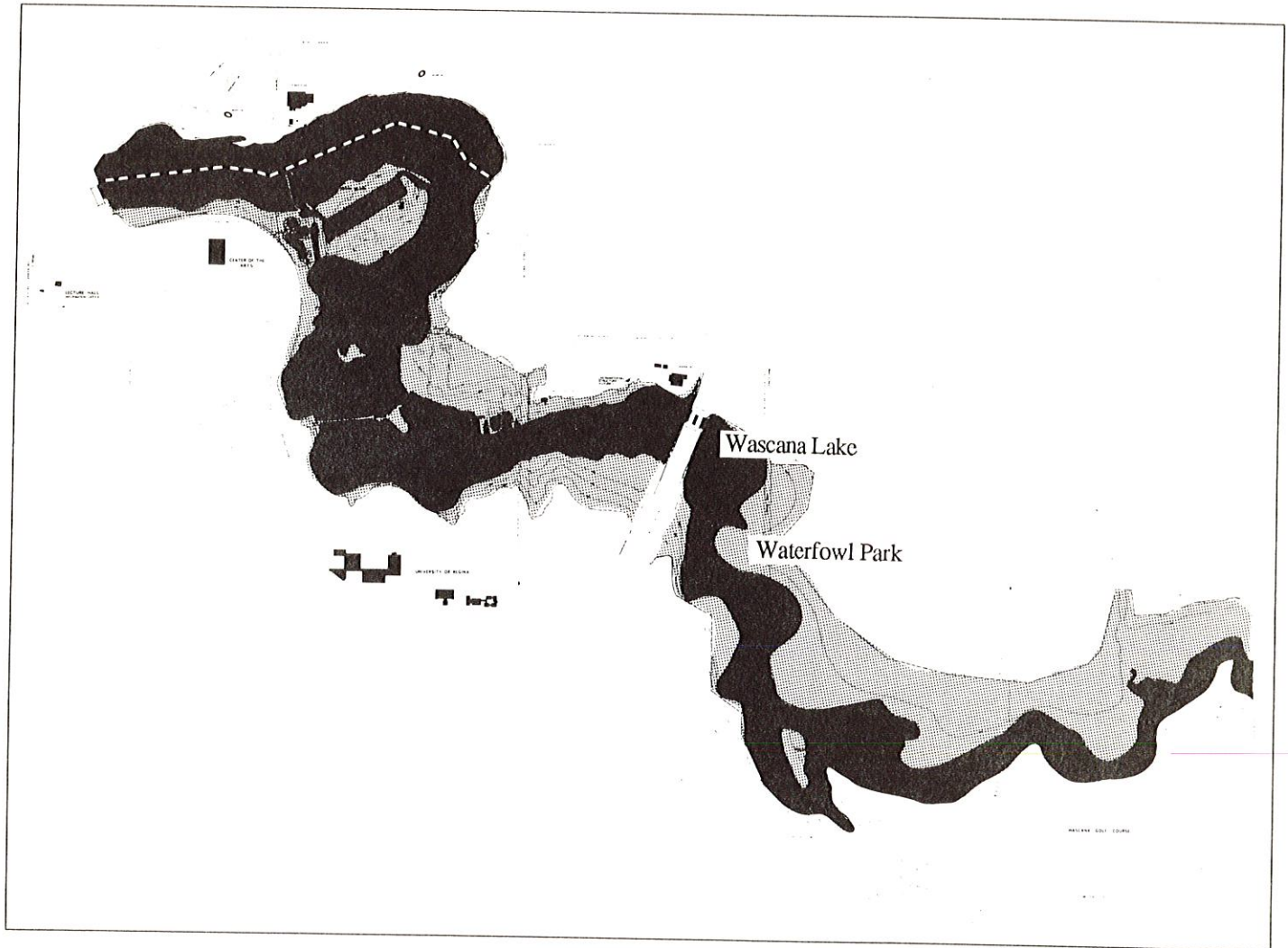


Figure 106: Waterfowl Park



#### **4.11 Composite Demonstration Plan**

The accompanying illustration brings together the development area plans described in this section into a composite drawing referred to as the demonstration plan. This demonstration plan, together with the report, form the Master Plan for Wascana Centre. The accompanying illustration is a reduction of the demonstration plan, prepared at two scales: one at 1:2500 which covers the site in four sheets, and one at 1:5000 which, as a single sheet, is the main reference plan at the Authority headquarters.





Figure 107: Composite Demonstration Plan







## **Section 5: Maintenance and Implementation**

This section discusses the facilities required for maintenance of the Wascana Centre environment, strategies for irrigation, and a summary of actions to be taken to implement the Plan.

## 5.1 Maintenance

Grounds maintenance requirements were largely ignored in earlier Master Plans. This had not posed an insurmountable problem because there had always been enough undeveloped space for maintenance centres. However, as development proceeds, less and less "uncommitted" land is available and the demand for new development sites has recently tended to dislodge and disrupt maintenance operations. A review of the anticipated long term needs was undertaken in 1982 and is here confirmed.

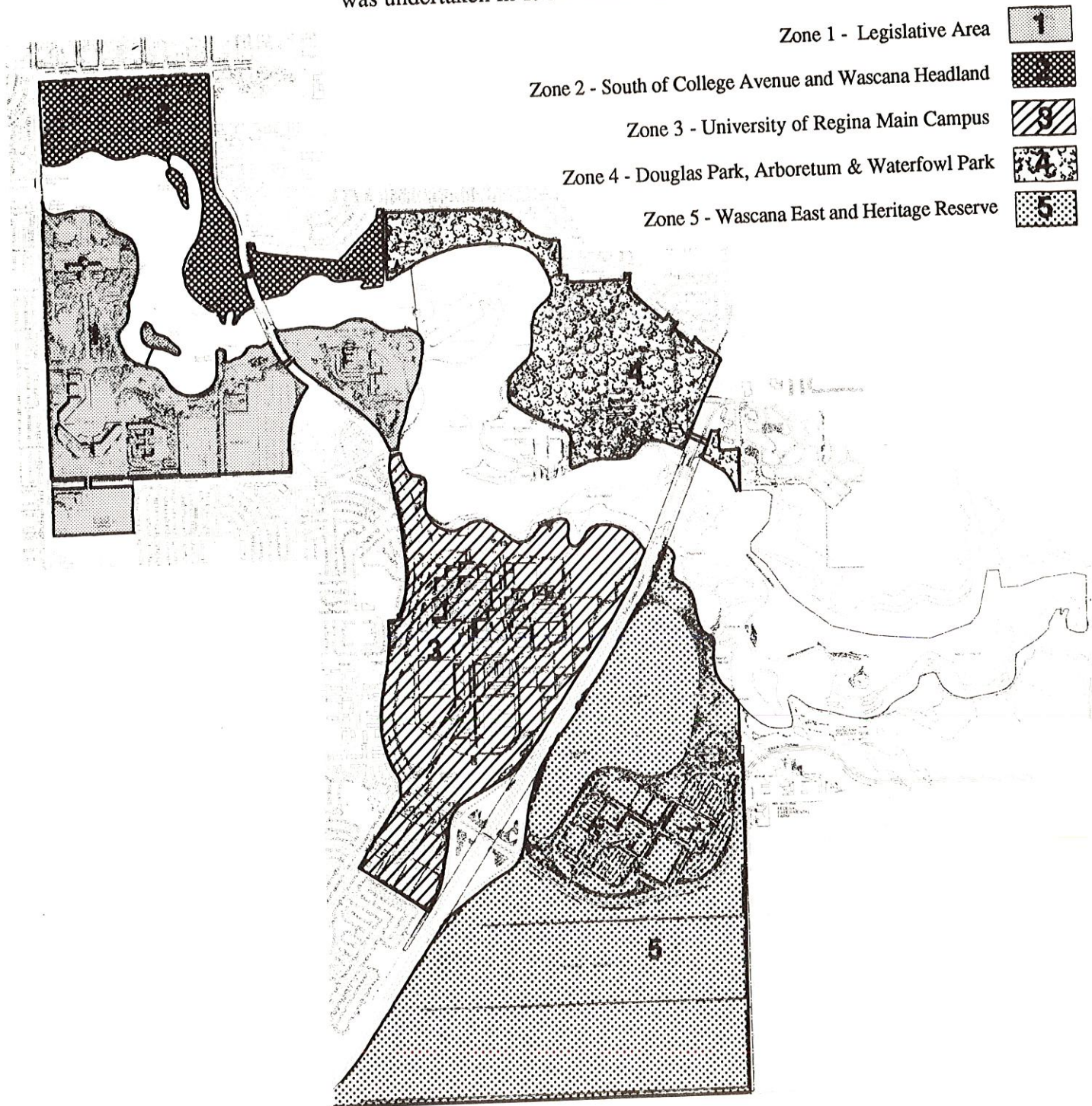


Figure 108: Proposed Maintenance Zones



### 5.1.1 General Maintenance Zones

In its mature state, Wascana Centre will be most efficiently maintained in five zones: Zone 1 to serve the Legislative Area; Zone 2 to serve South of College Avenue and Wascana Headland; Zone 3 to serve the main campus of the University; Zone 4 for Douglas Park, the arboretum and Waterfowl Park; and Zone 5 for Wascana East and the Heritage Reserve.

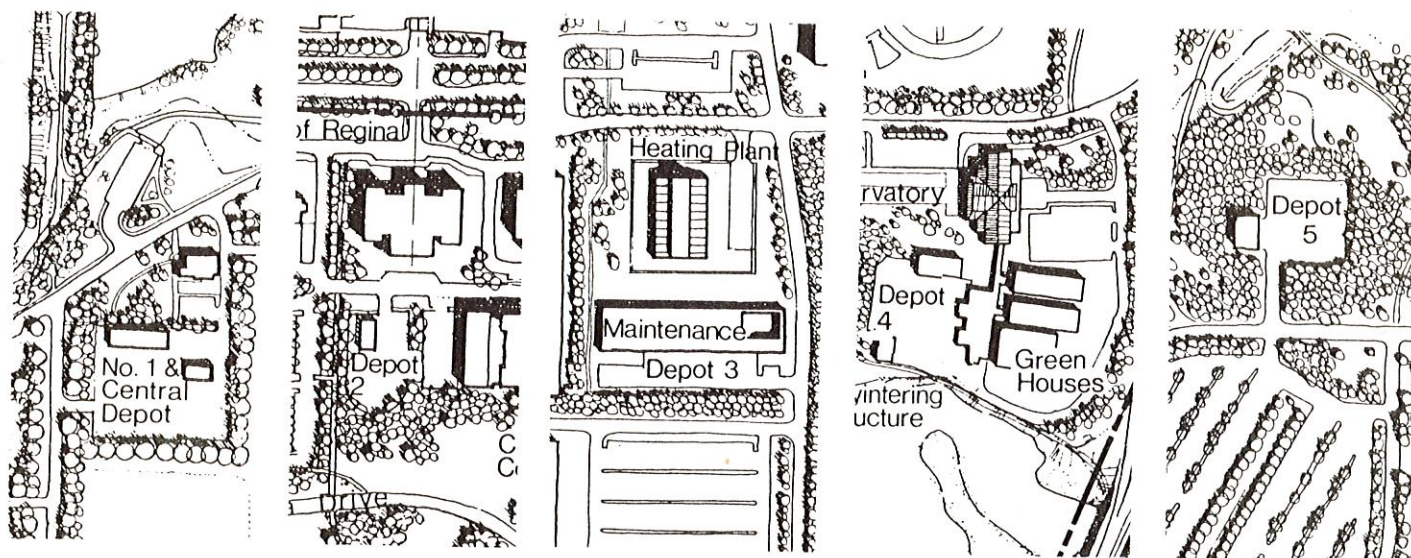


Figure 109: Proposed Maintenance Depots

### 5.1.2 Maintenance Depots

Each zone requires a maintenance depot building and an exterior storage compound. The buildings contain an office for the supervisor, a lunch room, equipment storage, and an indoor winter work area. The compounds provide storage for maintenance equipment used on a daily basis - barricades, fuel, topsoil, and numerous miscellaneous supplies such as fertilizer, compost, poles, ties, etc.

Each building in a maintenance depot has a net space requirement of approximately 250m<sup>2</sup>. The area required for a compound is approximately 1500m<sup>2</sup>.

The Goose Hill Park area is within Area 2, but because of its distance from the depot, it is served by a small sub-depot work station on the extension of Winnipeg Street.

### 5.1.3 Central Maintenance Areas

There are also maintenance functions which serve the Centre as a whole - a development depot, equipment maintenance shop, and central stores.



The Development Depot is the home base of the staff which undertakes the landscape construction and nursery maintenance work within Wascana Centre. It also houses the carpentry shop. It is presently located in Area 1 adjacent to the Centre's nursery.

The Central Store acts as a receiving depot for all goods used in maintenance and development in Wascana Centre. It is also the dispensary of small tools and equipment.

Bulk material storage requires a centralized compound. Some of the storage must be indoors for such material as fertilizer, grass seed and burlap. Other material such as railway ties, telephone poles, topsoil and manure is stored outside.

The central functions, with the exception of greenhouse operations, have been allocated an area adjacent to the nursery, accessed from Lakeshore Drive and well screened from the surrounding area by perimeter planting. It is combined with Maintenance Depot 1.

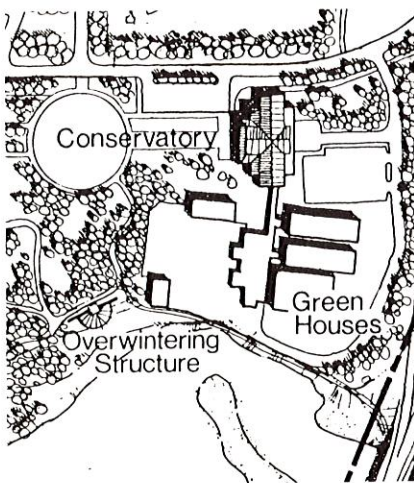


Figure 110: Greenhouse Operations

#### 5.1.4 Greenhouses

The greenhouse function is presently housed south of Douglas Park and adjacent to the Trans-Canada Highway. It consists of three growing houses and a header house. There is also a compound containing hot frames, auxillary storage buildings and growing beds. This area has been consolidated and retained in the Master Plan, in association with a proposed conservatory.

### 5.2 Irrigation

Adequate irrigation is crucial to the quality of the environment at Wascana Centre. At present, pumping stations draw lake water to irrigate the more mature parts of the Centre including Wascana Park, the Legislative Grounds, and Goose Hill Park. Other areas are not so well served - the University spends considerable funds to use municipal water and Wascana East is simply not adequately irrigated. This is particularly unfortunate given the important role that landscapes should play in extending the verdant image of the Centre, and in controlling snow deposition and winter winds.

Water levels in the lake are almost entirely dependent upon local precipitation. The lake is fed primarily by Wascana Creek with some additional water coming from municipal storm drains and from direct rainfall. In years of normal precipitation, the water supply in the lake is sufficient to meet the requirements of the major users. These include Wascana Centre Authority, Wascana Country Club, and Riverside Memorial Cemetery.





Figure 111: Irrigation Zones

In years of low precipitation, however, the supply of water may be inadequate to meet competing demands. Not only are there very high demands on available water during dry years, but also the amount of water lost annually to evaporation alone can reach 30 to 36 inches. It is estimated that the lake has only a two year supply of water for Wascana Centre Authority's purposes alone. Water rationing required during dry years can result in reduced irrigation and, consequently, costly landscape degradation.

In addition to water distribution, there is the question of maintaining or even increasing the flow of water into the lake. While this is certainly dependent upon precipitation, it is also influenced by the development and management of upstream water resources. Over the years, the following six alternative methods for increasing the water supply have been proposed and discussed.

- \* Provide additional storage in the Lake itself through dredging. Such a measure would be expensive, and it may be difficult to safely dispose of the dredged material.
- \* Raise the level of the lake. This is an undesirable alternative since it would flood portions of the present lakeshore.
- \* Provide upstream storage. This is unlikely to be productive since it is expected that most water released from upstream storage areas would be lost by evaporation in the shallow weedy headwaters of the lake.
- \* Maintain lake levels by pumping ground water from the Mallory Springs well. The position of the Department of the Environment is, however, that the City and general residential use should take precedence in the use of this source.
- \* Connect into a major water redistribution scheme which would bring large supplies from Lake Diefenbaker through a pipeline or via a canal reservoir system. Even if feasible, such an ambitious project would take many years to implement.
- \* Develop an emergency reservoir in the Wascana East site. This would act as a storage tank 40 acres in area, and an average of 20 feet deep. It could be pumped dry without affecting the level of the rest of the lake, and would be refilled when flow is available in the creek. Since diversion of the stream flow would not be permitted during drought periods, the reservoir could only be utilized once during a dry period. It might also be unsightly when empty.



It is clearly in the interests of Wascana Centre to examine ways in which irrigation needs can be met on a continuing basis. This can only be achieved by seeking agreement among the major users on the issue of distribution, and by increasing the overall supply of water through effective technical and management strategies. These are, however, issues which involve agencies and jurisdictions outside Wascana Centre, and so would require considerable discussion and negotiation. Like the issue of a Wascana Creek Reserve, the water question might best be resolved through a conference among all interested parties at which priorities and policies could be set.

## **5.3 Implementation**

The following is a list of implementation actions to be taken if the recommendations of the Plan are to be carried out. These actions fall into several categories: those which can be initiated solely by Wascana Centre Authority, those which might arise in the form of proposals from other institutions or public groups, and those which are outside the territory of Wascana Centre but which should be encouraged and promoted by the Authority. While many of these actions are complex and quite long term, others are independent projects which could be undertaken right away.

### **5.3.1 General Strategies**

#### **1. Connection to Downtown**

1. Encourage the development of College Avenue as a grand avenue with low-scaled buildings and regular boulevard tree planting on both sides.
2. Encourage special landscape and urban design provisions for the north-south streets: Smith as an axis to the Legislative Building; Lorne as an entry to Wascana Park; Scarth as the continuation of the Scarth Street Mall; and Broad as a continuation of Wascana Parkway.

#### **2. Cones of Vision**

3. Encourage development controls within and outside of the Centre to protect views of the Legislative Dome.

### 3. Visibility of Surrounding Development

4. Encourage height restrictions on surrounding development so that it cannot be seen from inside Wascana Centre.

### 4. Height Limits

5. Encourage height limits of four storeys or 13m for all remaining buildings in the Centre except under special circumstances where height impact studies show there will be no adverse effect.

### 5. Through Routes

6. Design the landscape and building masses beside the major through routes to create a varied spatial sequence.

### 6. Scenic Drives

7. Realign MacDonald Street and Assiniboine Avenue in Douglas Park so that together they form a smooth and continuous extension of Wascana Drive.
8. Realign the intersection of Wascana Drive at Park Street to discourage speeding and joy-riding.
9. Design the landscape and building masses beside the scenic drives to create a varied spatial sequence.

### 7. Trail System

10. Reinforce and extend the continuity of the pedestrian trail system.
11. Connect the trails north and south of the lake adjacent to the Albert Street Bridge.
12. Connect the trails north and south of the lake over the old Saskatchewan Power pipeline at Goose Island.
13. Isolate Goose Island from public areas to preserve the wetland habitat.
14. Extend the trail system in the Wascana Hill and Arboretum area.



15. Provide an underpass below the Trans-Canada Bypass to link the University Main Campus with Wascana East.

16. Establish a bicycle route system connecting to City bicycle routes. Establish two routes, one north and one south of the lake.

#### 8. Edge Conditions and Gateways

17. Co-ordinate landscape and building form to create appropriate and varied spatial sequences on adjacent roads.

18. Develop buffer edges where the Centre abuts private residential properties and back lanes.

19. Establish a gateway with architectural and landscape treatment at a realigned Wascana Drive and College Avenue.

20. Establish a gate marker (possibly a carillon) at the entrance to Legislative Drive from Albert Street.

#### 9. Legislative Grounds

21. Relocate the existing buildings now currently in the Mall alignment.

22. Develop a park and mall between the Legislative Building and the Meadow.

23. Develop a series of government office buildings to complete the definition of the Meadow.

24. Incorporate a look-out on the old Broad Street abutment and carry out erosion control.

#### 10. South of College Avenue

25. Relocate the access and service road of the Museum of Natural History to the front of the building.

26. Any expansion of the Museum should be designed to create a more compatible frontage on College Avenue and to further improve the integration of building and park.

27. Realign Wascana Drive so that it is directly aligned with Lorne Street.
28. Continue to establish an axial vista to the Legislative Building through selective removal and replanting.
29. Rationalize the pattern of drives giving access to the College Avenue Campus.
30. Provide for a building site designed to reinforce the axis of Hamilton Street.
31. Relocate parking and access to the Culliton Centre to increase parking, to reduce the number of curb cuts along Broad Street, to improve views from the C.B.C. courtyard, and to improve the general visual quality of the area.
32. Encourage utilization of the Qu'Appelle Diocese Lands in ways which are compatible with the purposes and character of Wascana Centre.

#### 11. Wascana Headland

33. When no longer required by the Federal Government, demolish the Queen Building and replace it with park facilities or with a particularly significant building.
34. Reinforce the marina, restaurant and boathouse with an arts and entertainment building projecting out over the water.

#### 12. Saskatchewan Centre of the Arts

35. Allow low scaled, well designed buildings to be built over the existing parking lots on the condition that additional parking is incorporated within new building structures.

#### 13. Goose Hill Park/Family Parkland

36. Establish a strong treed canopy transition to the park from adjacent residential streets.

#### 14. Douglas Park/Arboretum

37. Further develop Douglas Park as a major active sports field area.



38. Complete Wascana Hill.
39. Preserve Waterfowl Park and the Grassland Reserve.
40. Develop an arboretum and conservatory south of Douglas Park.

#### 15. University of Regina Main Campus

41. Extend and complete the interior pedestrian circuit.
42. Provide a physical focus to the academic core.
43. Allow for growth of secondary academic facilities within the core.
44. Allow for the development of associated facilities to the south of the Academic Core.
45. Plant landscape buffers to ameliorate the impact of winter winds.

#### 16. Wascana East

46. Develop the landscape to the same quality as elsewhere in the Centre.
47. Allow for the expansion of the Plains Health Centre and the Saskatchewan Institute of Applied Science and Technology, the development of lure crops and pastoral parkland, and the preservation of the marsh habitat.
48. Plant landscape buffers to ameliorate the impact of winter winds.

#### 17. Heritage Reserve

49. Reserve this land for the use of future generations.
50. Plant shelter belts to help protect Wascana Centre from snow laden winter winds.

#### 18. Irrigation

51. Promote actions to increase the available and continuing supply of water for irrigation.

### 5.3.2 Priority Projects

The following development projects have been selected by the Authority as having high priority for implementation. The selection has been made in terms of the contribution they will make to the quality of Wascana Centre, and their cost effectiveness in achieving public benefits.

1. Develop the Legislative Grounds between the rear of the Legislative Building and Hill Boulevard. Remove Avenues B, C, D and E; and establish a grassed Legislative Mall and associated pastoral parkland (Page 60).
2. Complete two trails north and south of the lake so that they connect with the City trail systems to the east and west of Wascana Centre (Page 50).
3. Initiate discussions (to include the Province, the Rural Municipalities and the City) on the creation of a Wascana Creek Reserve to protect upstream areas (Page 36).
4. Implement the proposals for Wascana Hill (Page 86).
5. Continue to establish an axial vista to the Legislative Dome through Wascana Park (Page 71).
6. Complete other ongoing and as yet unfinished projects.
7. Maintain the ongoing planting program with additional emphasis on a program to implement the wind and snow control landscape system in the University grounds, Wascana East, and the Heritage Reserve (Page 105).
8. Initiate measures to resolve the question of a stable supply of water for irrigation (Page 118).