

# Development Process Review Framework within the Provincial Capital Commission

## Roles and Responsibilities

### **I. PCC Board of Directors**

A board of directors of the commission, consisting of those persons who are appointed to constitute the commission, shall manage the affairs and business of the commission. The Board of Directors also has the ability to request for additional information at any point during the review process and can approve or deny a proposal at any stage of the review process.

### **II. Proponent**

The role of the proponent is to initiate an improvement, assemble a professional team capable of meeting the submission requirements and attending to the development review processes. The overarching goal is to clearly show how the proposed improvement conforms to the PCC Act and therefore the Wascana Centre Master Plan. The proponent must work collaboratively with the Commission's staff and advisors at appropriate intervals prior to, during the formal review process, and potentially through implementation and completion. The Provincial Capital Commission itself sometimes acts as a proponent and will be subject to the same review, approval, and implementation requirements.

- i. The role of PCC Administration is to determine if a proposed improvement is required, or should be required, to be subject to the formal review process and presented to the Board. The PCC will explain the review and approval process with proponents, work with them to establish a review and discussion timetable, record and communicate the results of meetings, and provide advise on conformity of the improvement to the Wascana Centre Master Plan, as well as the functionality and quality.
- ii. The proponent has the ability or may be required to submit new or revised proposals at any time, but prior to Public Hearing notifications and meetings, during the review process, understanding that each new proposal starts at the beginning of the review stage.

### **III. Architect-Planner**

The role of the Architect Planner is to advise whether a proposal conforms to the Wascana Centre Master Plan. Conformity with the Plan is determined by whether an improvement at the proposed location is contemplated in the current Master Plan, and whether the proposed improvement fits the purposes of the Centre as defined by The Provincial Capital Commission Act 2017 and Master Plan. If the proposed improvement is deemed to be non-conforming, the Architect Planner advises the PCC Board whether the proposal would make a positive contribution to the Master Plan, and if so, whether a major or standard amendment would be required to the Master Plan. For many years, the Architect Planner has prepared the master

plan for Wascana Centre. While providing certain advantages, this is not stipulated by The Act or any subsequent Bylaws.

**IV. Architectural Advisory Committee**

The role of the Architectural Advisory Committee is to review architectural improvements in two ways: informally through dialogue with the project designers; and formally by recommending approval. The informal dialogue should occur early in the design process. It is intended as a collaborative effort to improve the quality of the project through outside design critiques. The Committee advises the proponent about what it considers mandatory requirements and may also provide non-mandatory suggestions. It advises the Board as to whether proposals should be approved or not, and/or whether any modifications should be required.

**V. Landscape Advisor**

The role of the Landscape Advisor is to review landscape proposals. The advice may come as part of the architectural design review.

**VI. Heritage Property Advisory Committee**

The role of the Heritage Property Advisory Committee began with the identification of buildings and structures in the Centre which they perceived to have heritage value. In cases where it is proposed that any of these buildings be demolished or remodeled, the Committee advises the Commission on whether or not approval should be granted. The Committee is also mandated to advise the Commission or work with other committees or advisors on other heritage issues that may arise.

**VII. Engineering Advisory Committee**

The role of the Engineering Advisory Committee is to review and comment on the engineering aspects of all proposals where public safety is concerned. The Committee will check whether appropriate professional engineering expertise has been applied to the design of site and project servicing, and that the design is sensitive to operational and maintenance impacts, particularly where those for which PCC crews will be responsible. Where staff determines that a project does not appear to have broader landscape, architectural, or urban design implications, the Committee will review the proposals alone. In cases where engineering is integrated with a larger project, the review is generally undertaken together with the Architectural Advisory Committee. The Committee advises the proponent about both mandatory and non-mandatory modifications and advises the Authority as to whether proposals should be approved and/or whether modifications should be made.

## **Definitions**

### **VIII. Threshold for Review**

All improvements are subject to review by the Provincial Capital Commission. In general, the aggregate cost of **\$10,000** is the threshold at which time a formal review is required. Also, to note, if an improvement does not align with current practices, is not a typical treatment, or is controversial in any way shape or form, a formal review may be requested at the discretion of the Commission.

### **IX. Improvement**

Improvement means a building, structure or service facility constructed within Wascana Centre or landscape construction within Wascana Centre or any alteration thereof or addition thereto, the aggregate cost of which results in an expenditure exceeding, **\$50,000** in any period of twelve months, but does not include the ordinary care, maintenance and repair of a building, structure or service facility or of landscape construction, and for the purposes of this review the aggregate cost mentioned in this definition does not have to result in an expenditure exceeding **\$50,000**.

### **X. Landscape Maintenance**

Landscape maintenance means the sustaining landscape construction and includes the provision of such machines, equipment and tools as, in the opinion of the Provincial Capital Commission, is requisite therefor.

### **XI. Service Facility**

Service facility means anything by means of which water, light, power or gas is supplied, or any sewerage system, or any other facility that in the opinion of the Provincial Capital Commission is requisite for the purpose of Wascana Centre, and includes a road, curb, bridge, sidewalk and parking lot and outdoor seating of a type suitable for an audience or assembly of spectators, and also includes a building that is one of, or a combination of two or more of, the following kinds, but does not include any other buildings, namely: headquarters building for the Commission, public bath-room, toilet, shower, changing-room, rest-room, shelter, tool or equipment locker, pumphouse, machine-house, a building that in the opinion of the Commission will be incidental to a park or used in connection with the operation of a park.

### **XII. Service Maintenance**

Service maintenance means the maintenance of any service facility and includes snow removal and garbage disposal and also includes the provision of such machines, equipment and tools as, in the opinion of the Provincial Capital Commission, is requisite therefor.

### **XIII. Major Amendment (Master Plan)**

A major amendment is one that changes the current master plan substantially. It would involve a non-alignment of one or more of the key 18 principles of the Wascana Centre Master Plan. The proposal would also deviate from the current demonstration plan, proposing a new or major change to an existing use. Major amendments require additional public consultation.

The Architectural Advisory Committee will provide a determination on whether a proposal is considered a major amendment or not.

**XIV. Minor / Standard Amendment (Master Plan)**

A minor or standard amendment is one that aligns with the principles of the current master plan but may not be described in detail within the existing document. It is considered to be discussed previously as part of the routine master plan renewal exercise ensuring the public and participating parties are aware of potential proposals. Minor or standard amendments are those which can be reasonably judged to meet the basic intentions of the current Plan.

**XV. Major Improvement (Board-Approved Improvement)**

Are proposed improvements that maybe significant in size, high visibility, affect public interest, or make a material difference to the quality of the Wascana Centre environment. Most buildings and substantial landscape proposals will be considered a major improvement. The PCC Board will review the proposal and provide any associated approvals or denials.

**XVI. Standard Improvement (Staff-Approved Improvement)**

Are proposed improvements that are small in nature and have a minimal impact on the Wascana Centre environment. The assessment of the proposal is completed through the consultation of committee chairs or advisors, staff and based on impact.

## **Process Framework**

Prior to any submission, proponents shall review the following reference materials:

- Wascana Centre Master Plan 2016
- Preservation of Property Bylaw 21
- Heritage Property Bylaw 22
- Land and Development Bylaw 24
- Land Use and Development Policy
- Provincial Capital Commission Act
- Provincial Capital Commission Public Consultation Policy
- Process Framework

These referenced items form the basis for proposal reviews and will be referenced throughout the entirety of the development review process.

## **Unique to Each Project**

Due to the range in complexity of each project it is often necessary to see additional requests for meetings, formal presentations, electronic data submissions, conference calls, designer review discussions, etc., to assist with multiple steps in the review. These requests are often driven by the complexity of the project, i.e., a simple project such as a monument may have a drastically shorter review time than a complex building.

## Formal Steps

### Preliminary Proposal

1. Informal discussion with PCC Administration surrounding the proposal (via personal meetings, emails, and/or phone calls)
  - 1.1. When an improvement is contemplated, and before design starts, the proponent will discuss the idea of the improvement and its possible timing with PCC staff, so as to receive feedback about whether the project would be permitted, whether it might be deemed “Major” or “Standard”, the kinds of contribution it can make to the Centre, and the sort of collaborative design process desired, aimed at developing a design or product which meets the standards of the Centre.
2. Submission of a completed Development Application Form to PCC Administration (template located on the website)
  - 2.1. Submit required applicable information details, as outlined on the development application form.
  - 2.2. Submit associated fee, as per designated improvement type.
  - 2.3. Proponents may be required to submit additional information as outlined on the development application form.
3. PCC Administration reviews the submitted development application ensuring project details and information are provided to allow the formal review process to commence.
4. PCC Administration provides the Architectural Advisory Committee with a snap shot of the project. PCC Administration shall provide an opinion at this stage that the improvement is conforming or may be non-conforming and that it may require an amendment to the Master Plan.
5. PCC Administration responds to the proponent providing clarity on the approval process going forward and future detailed submissions. Should the proposal not fit within the mandate of the Master Plan, further discussions take place with the proponent prior to continuation in the review process.

### Statement of Intent

6. Proponent to submit a “Statement of Intent” document with the following criteria to the PCC Administration:
  - 6.1. Statement of intent and description of ownership structure,
  - 6.2. Statement of alignment with the **Master Plan** and with the mandate,
  - 6.3. Preferred project timetable,
  - 6.4. Concept drawing of the structure and landscape plan with estimated dimensions,
  - 6.5. Planned uses and estimated occupancy levels,
  - 6.6. Preliminary parking plan,
  - 6.7. Traffic flow estimate, and
  - 6.8. Estimated environmental impact.
  - 6.9. A statement that the owners are prepared to enter into an agreement with the PCC describing building use and conformity to the PCC Act and Land and Development Bylaw 24.

7. PCC Administration reviews the submitted material ensuring the required mandatory details are provided.
8. PCC Administration responds back to proponent if additional materials are required otherwise forwards the submission to the Architectural Advisory Committee (AAC) for review.
9. The AAC reviews the submission and provides comments back to the proponent on any requests for additional information or clarity. (This is an iterative process and is driven by the proponent on the delivery of requested materials)
10. Once the AAC is satisfied with the information presented, a recommendation will be provided to the PCC Board of Directors (BOD), surrounding the Statement of Intent proposal.
11. The BOD will review the AAC recommendation and proponent information and if no further information is required will provide a decision on the status of the “Statement of Intent”. The decision on the “Statement of Intent” will be in the form of one of the following;
  - 11.1. Approval,
  - 11.2. Approval with Conditions, or
  - 11.3. Denial.Should additional material be requested the BOD may delay any decision until fully satisfied with the proponent’s submission.
12. The PCC Administration will provide direction back to the proponent on the BOD’s decision surrounding the proposed “Statement of Intent”, and the next steps forward.
13. If approved, the proponent can move forward with the next phase of design. PCC Administration will respond to the proponent identifying if the proposal is deemed a major or standard improvement, therefore, if a major or minor amendment to the master plan is required. If a major amendment is required as part of the design process, public consultation will also be a requirement.

### **Public Consultation (if required)**

14. The Proponent will be responsible to host the public consultation for the proposal at no cost to the Provincial Capital Commission. Prescription of Public Consultation for Major Amendment (if applicable) details are available in the PCC Public Consultation Policy. At a minimum they will provide the following data:
  - 14.1. By posting notices on site;
  - 14.2. Location and access to proposal information;
  - 14.3. Advertising;
  - 14.4. Website;
  - 14.5. Public hearing.A comprehensive report supplied to the PCC Administration will be required as part of the Public Consultation Process.
15. PCC Administration will confirm, in writing to the proponent, that the Public Consultation Process and requirements have been met upon receipt and review of the public consultation data, as well as advise on the next step.

## **Conceptual Design**

- 16.** The proponent will now be required to submit a conceptual design proposal (major proposals require a formal discussion or collaborative design material delivery approach) with the following information to the PCC Administration:
  - 16.1. Statement of intent and description of ownership structure;
  - 16.2. Statement of alignment with the **Master Plan** and with the mandate;
  - 16.3. Preferred project timetable;
  - 16.4. Photographs of the site and surroundings;
  - 16.5. Concept drawing of the structure and landscape plan with estimated dimensions;
  - 16.6. Planned uses and estimated occupancy levels;
  - 16.7. Preliminary parking plan;
  - 16.8. Traffic flow estimate;
  - 16.9. Estimated environmental impact;
  - 16.10. A site plan showing its general context and locating it in the current master plan;
  - 16.11. Architectural plans, sections and elevations;
  - 16.12. Conceptual engineering systems;
  - 16.13. Conceptual landscape plan;
  - 16.14. Perspective sketches and/or a study model or maquette, sufficient to understand the massing and form as well as relationship to the site and surroundings; and
  - 16.15. Palette of proposed materials, colours and textures.
  - 16.16. Occupancy type and how they meet compliance.
- 17.** PCC Administration reviews the submitted conceptual design material ensuring a relevant and complete informational package is provided.
- 18.** PCC Administration responds back to the proponent if additional materials are required. Once the completeness of the design package is sufficient the submission is then forwarded to the Architectural Advisory Committee (AAC) for review.
- 19.** The AAC reviews the conceptual design submission and provides comments back to the proponent on any request for additional information or clarity. Additional submission may be required to correct design submission deficiencies or address areas where substantial difference in design development recommendations exist. This is an iterative process and is driven by the proponent on the delivery of requested materials. Multiple iterations of this process may occur dependant on the complexity of the proposal. It is a collaborative design approach providing best value working closely with the Proponents Designer(s). Once the AAC and proponent have both become satisfied with the proposed conceptual design, the AAC will provide a recommendation to be forwarded to the PCC Board.
- 20.** The BOD will review the AAC recommendation and proponent information and if no further information is required will provide a decision on the status of the “Conceptual Design”. The decision will be in the form of one of the following:
  - 20.1. Approval,
  - 20.2. Approval with Conditions, or
  - 20.3. Denial.

Should additional material be requested the BOD may delay any decision until fully satisfied with the proponent’s submission.
- 21.** The PCC Administration will report to the Board on the status of the application and whether/how any conditions of approval will be addressed as a matter of information. The administration will also inform the proponent of where that information will be taken to the Board and will provide, in writing,

the direction back to the proponent on the BOD's decision surrounding the proposed project, and the next steps forward.

22. If approved, the proponent can move forward with the next phase of design, working closely with PCC Administration on the specific details of the next submission.

### **Detailed Design**

23. Detailed Design Submission (Full Submission) provided by the proponent to the PCC Administration with the following information at a minimum:
  - 23.1. Written approval of the development proposal from the landowner,
  - 23.2. Written confirmation of the development proposal from the City of Regina,
  - 23.3. Design drawings and specifications,
  - 23.4. Landscape design, including the identification of the impact on green space,
  - 23.5. Proposed sustainability measures that demonstrate and deliver high quality buildings in natural settings that minimize the impact on the environment in keeping with the Wascana Centre Master Plan's conservation mandate,
  - 23.6. Detailed occupancy plan including numbers and uses,
  - 23.7. Traffic impact analysis,
  - 23.8. Park infrastructure impact analysis,
  - 23.9. Environmental impact analysis,
  - 23.10. Geotechnical analysis,
  - 23.11. Communication Plan, and
  - 23.12. The following items should be addressed in the full design submission:
    - 23.12.1. Urban Design Expectations
      - 23.12.1.1. Response to Context
      - 23.12.1.2. Responsive to a specific Sense of Place – the site, Wascana Centre, the City, the prairie region.
      - 23.12.1.3. Reflects the type of landscape and pattern of buildings of its specific location in Wascana Centre.
      - 23.12.1.4. Respects the legacies of previous generations of designers.
      - 23.12.1.5. Recognizes and re-interprets traditional prairie typologies, forms and materials.
      - 23.12.1.6. Contributes to, repairs and enhances existing qualities.
      - 23.12.1.7. Contributes to a broader composition of buildings and landscapes.
    - 23.12.2. Site Utilization and Organization
      - 23.12.2.1. Uses the site efficiently, recognizing that land has value and is a finite resource.
      - 23.12.2.2. Acknowledges the probability of future expansion and growth
      - 23.12.2.3. Optimizes functional relationships with adjacent buildings, outdoor spaces, circulation routes and infrastructure.
      - 23.12.2.4. Exploits the potential for synergies and shared use of existing facilities and infrastructure.
    - 23.12.3. Landscape Design
      - 23.12.3.1. Demonstrates the qualitative values associated with the Centre's stewardship of the land.
      - 23.12.3.2. Contributes to overall visual cohesion of Wascana Centre.
      - 23.12.3.3. Supports the naturalization and maintenance principles of the specific areas of the Centre.

- 23.12.3.4. Employs native or adapted plant material.
- 23.12.3.5. Deploys the traditional practices for micro-climate moderation, snow catching and water conservation.
- 23.12.3.6. Acknowledges the spatial requirements of snow clearing equipment.
- 23.12.3.7. Optimizes irrigation in relation to defined irrigation zones.
- 23.12.3.8. Minimizes heat island effect of paved areas and roofs.
- 23.12.3.9. Minimizes light pollution in the design of outdoor lighting.
- 23.12.4. Building and Landscape Integration
  - 23.12.4.1. Buildings and groups of buildings are generally sub-ordinate to the overall landscape setting and buildings are no higher than the mature tree canopy.
  - 23.12.4.2. Singular landmark buildings are exceptions and are prominent in the landscape.
  - 23.12.4.3. A mutually supportive relationship of buildings and associated open spaces.
  - 23.12.4.4. Defined outdoor spatial volumes are framed by buildings and plantings.
  - 23.12.4.5. The legibility and safety of outdoor pedestrian, cyclist and vehicular circulation routes are articulated by the buildings and plantings.
  - 23.12.4.6. Circulation routes have clear sense of spatial order and hierarchy in support of wayfinding.
  - 23.12.4.7. Vehicular access to service and storage areas is discretely consolidated.
  - 23.12.4.8. Outdoor and indoor circulation systems are integrated and universally accessible.
  - 23.12.4.9. Building faces adjacent to public open spaces and thoroughfares are treated as “fronts” that are visually and physically accessible.
- 23.12.5. Response to Climate
  - 23.12.5.1. Moderation of local micro-climates through site planning, building profiles and orientation, land form and vegetation.
  - 23.12.5.2. Incorporates traditional prairie landscape practices for wind shelter, snow capture and water conservation.
  - 23.12.5.3. Incorporates over-head shelter from rain and snow in high-traffic pedestrian areas.
  - 23.12.5.4. Encourages a wide range of seasonal use.
- 23.12.6. Architectural Design Expectations
  - 23.12.6.1. Response to Context
    - 23.12.6.1.1. A building’s role as a singular “pavilion” in the landscape OR as a contributor to a cohesive grouping of buildings, is clearly articulated.
    - 23.12.6.1.2. Local urban settlement and rural traditions of the prairies are respected.
    - 23.12.6.1.3. Loss or disturbance of existing site features and resources is minimized.
    - 23.12.6.1.4. Legacies of earlier architects, designers and builders are respected.
    - 23.12.6.1.5. The built form and the palette of materials respond to the immediate surroundings and the local prairie context.
    - 23.12.6.1.6. Building massing and articulation in proportion with the surroundings.
    - 23.12.6.1.7. Individual buildings designed as members of a community of buildings.
  - 23.12.6.2. Long Life / Loose Fit
    - 23.12.6.2.1. Adaptable to new uses or modes of operation, as needs and priorities change, while designed to last.
  - 23.12.6.3. Environmental Quality
    - 23.12.6.3.1. Energy use and performance is optimized.

- 23.12.6.3.2. Deploys renewable energy sources.
- 23.12.6.3.3. Incorporates reduced water use and waste-water output technologies.
- 23.12.6.3.4. Building interiors employ a construction quality assurance plan, use low emitting materials, monitor carbon monoxide, provide thermal comfort and optimize daylight penetration.
- 23.12.6.3.5. Slowed storm water run-off rates and improved storm water quality.
- 23.12.6.3.6. Reduced construction waste and use of re-cycled and renewable materials.
- 23.12.6.3.7. Use of locally sourced and natural materials.
- 23.12.6.4. Technical Performance
  - 23.12.6.4.1. An optimal balance of capital and operating costs is demonstrated through life cycle analyses.
  - 23.12.6.4.2. Maintenance costs are optimized.
  - 23.12.6.4.3. The National Energy Code of Canada for Buildings is exceeded by at least 25%.
- 23.13. Tenancy type and how they meet compliance.
- 23.14. Other information as may be deemed necessary to fully assess the proposal.
- 24.** PCC Administration reviews the submitted detailed design materials ensuring a relevant and complete informational package is provided.
- 25.** PCC Administration responds back to the proponent if additional materials are required, once the completeness of the design package is sufficient the submission is then forwarded to the Architectural Advisory Committee (AAC) for review.
- 26.** The AAC reviews the preliminary and detailed design submission and provides comments back to the proponent on any request for additional information or clarity. Additional submission may be required to correct design submission deficiencies or address areas where substantial difference in design development recommendations exist. This is an iterative process and is driven by the proponent on the delivery of requested materials. Multiple iterations of this process may occur dependant on the complexity of the proposal. It is a collaborative design approach providing best value working closely with the Proponents Designer(s). Once the AAC and proponent have both become satisfied with the proposed preliminary and detailed design, the AAC will provide a recommendation to be forwarded to the PCC Board.
- 27.** The BOD will review the AAC recommendation and proponent information and if no further information is required will provide a decision on the status of the “Preliminary and Detailed Design”. The decision will be in the form of one of the following;
  - 27.1. Approval,
  - 27.2. Approval with Conditions, or
  - 27.3. Denial.Should additional material be requested the BOD may delay any decision until fully satisfied with the proponent’s submission.
- 28.** The PCC Administration will provide, in writing, direction back to the proponent on the BOD’s decision surrounding the proposed project, and the next steps forward.

### **Engineering Advisory Committee Review**

- 29.** The proponent will submit the Detailed Design Drawing to PCC Administration for review and submission to the Engineering Advisory Committee (EAC). Detailed design drawings are required to be stamped by an Engineer Registered to Practice in the Province of Saskatchewan.
- 30.** The EAC reviews the detailed design submission and provides comments back to the proponent on any request for additional information or clarity. (This is an iterative process, dependant on specific design criteria). Once the EAC is satisfied with the detailed design drawings a recommendation will be provided to the PCC Board. Recommendation consists of a formal review of the engineering components to ensure sound engineering practices are utilized in relation to public safety and that the appropriate professional engineering expertise has been used.
- 31.** The BOD will review the EAC recommendation and proponent information and if no further information is required will provide a decision on the status of the “Detailed Design Drawings”. The decision will be in the form of one of the following;
  - 31.1. Approval,
  - 31.2. Approval with Conditions, or
  - 31.3. Denial.Should additional material be requested the BOD may delay any decision until fully satisfied with the proponent’s submission.
- 32.** The PCC Administration will provide, in writing, direction back to the proponent on the BOD’s decision surrounding the proposed project, and the next steps forward.

### **City of Regina Building Permits**

- 33.** The proponent submits directly to the City of Regina for the Building Permit Process. The City of Regina provides all permits in relation to Buildings within Wascana Centre. The City has been appointed to administer the Uniform Building and Accessibility Standards Act (UBASA) and the City’s Building Bylaw in respect of buildings on the property located in the Provincial Capital Commission. This includes building, demolition and occupancy permits as well as enforcement with such. PCC does not action any component of the Building Permit Process.
- 34.** The City of Regina will provide notification to the proponent on informational request, design inquiries, etc., in relation to the proposal. The City of Regina will directly correspondence with the proponent on approval of building permits and associated inspections.

### **Construction**

- 35.** After satisfying steps 1 through 34, and upon the PCC Administration and BOD, as well as receipt of all necessary permits and approvals, construction of the project may commence. Numerous reviews and approvals may follow after the initiation of construction based on any design changes or project changes throughout the duration of the work. The AAC is involved throughout the entirety of the project on an as-needed basis.
- 35.1. If it is determined by PCC Administration, the AAC, and BOD, that proponents are not meeting standards, all work will stop until these are satisfied.
- 36.** The proponent will be required to consistently check in with PCC Administration in regard to the progress of the project, communication and any design changes. Design changes that are significant in nature will require further review and approvals.

### **Project Closeout**

- 37.** Upon completion of the project the following items shall apply:
- Confirmation of quality and construction design was supplied
  - Identification and execution of appropriate tenancy agreements through the PCC Administration
  - Agreements detailing operating procedures
  - Ongoing fees as per Land Use Policy
  - Operational and maintenance requirements
  - Payment schedules
  - Tenant approvals throughout the life of the facility
  - Levels of service contracts, etc.
  - Licensing Agreements
- 38.** PCC Administration will confirm, in writing, with the proponent that all development requirements have been met.