Report - Standing Policy Committee on Downtown Development - November 7, 2008

Item No. 2 Declaration as Surplus - 280/290/300/318 Assiniboine Avenue
File eFI-2.4(32)

STANDING COMMITTEE RECOMMENDATION:

On November 12, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Downtown Development and submits the following to Council:

1. That the subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No. 8289/6, be declared surplus to the City's requirements, excepting up to the most westerly thirty (30) meters of Parcel 4.

2. That the Winnipeg Public Service be instructed to market the subject City-owned properties for sale to the general public on terms and conditions acceptable to the City.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

With respect to Parcel 4, and, pursuant to Section 205(2) of The City of Winnipeg Charter, land owned or acquired by the City for park or cemetery purposes requires approval by two-thirds of all Members of Council.

Report - Standing Policy Committee on Downtown Development - November 7, 2008

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 12, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 7, 2008, the Standing Policy Committee on Downtown Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment, namely:

- Amend recommendation 1. by adding the words "excepting up to the most westerly thirty (30) meters of Parcel 4" after the words "City's requirements,"

and submitted the matter to the Executive Policy Committee and Council.

RE: Proposal to Declare 280/290/300/318 Assiniboine Avenue Surplus to the Needs of the City
City Centre Community
Fort Rouge – East Fort Garry Ward

FOR SUBMISSION TO: Standing Policy Committee on Downtown Development

ORIGINAL REPORT SIGNED BY: Director of Planning, Property and Development

REPORT DATE: November 6, 2008

RECOMMENDATION:

1. That the subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No. 8289/6, be declared surplus.
2. That subject to the approval of Recommendation No. 1, the Winnipeg Public Service be instructed to market the subject City-owned properties for sale to the general public on terms and conditions acceptable to the City.
3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report Summary

Key Issues:

- The subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No 8289/6 were circulated to all City Departments to determine whether the properties are surplus to the City's needs and, if so, be made available for sale to the general public.
- Comments from all City Departments have been received by the Planning, Property and Development Department.
- The Public Service has reviewed the comments provided by both the Public Works Department and WFPS. Taking into consideration that there is no immediate need for the subject properties to facilitate the proposed alignment of the northbound Donald Street Bridge structure nor a Council approved project, it is considered to be in the best interests of the City that the properties be declared surplus to the needs of the City and marked for sale to the general public.

Implications of the Recommendation(s):

General Implications

(x) None

( ) For the organization overall and/or for other departments

( ) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s):

Policy Implications

(x) No

( ) Yes

Comment(s):

Regulatory Implications

(x) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(x) No

( ) Yes

Comment(s):

Human Resources Implications

(x) No

( ) Yes

Comment(s):

Financial Implications

(x) Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s):

Report

REASON FOR THE REPORT:

The Planning, Property and Development Department has determined that internal civic need(s) for the subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No 8289/6 has been expressed by two Departments. Council approval would be required to declare the subject properties surplus to the needs of the City. In addition, a 2/3 majority of Council would be required to declare Parcel 4 (as shown on Misc. Plan 8289/6) surplus, since it is presently being used for park purposes.

HISTORY:

The subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No 8289/6, were acquired in the 1960's through the 1980's for the construction of the Donald Street Bridge, the westerly extension of Bonnycastle Park and Civic Office and riverbank purposes. Presently, the subject properties are developed and contain the following improvements:

Parcel 1: Gravel surface parking lot for use by Civic Employees
Parcel 2: Public Works Department maintenance facility
Parcel 3: Office Building – Board of Revision
Parcel 4: Open green space and walkway system

Pursuant to informal discussions with the Chairman of the Standing Policy Committee on Downtown Development, the Winnipeg Public Service was instructed to investigate whether the subject properties could in fact be declared surplus to the needs of the City. Relocating the Board of Revision to a more customer friendly location would better serve the Citizens and would allow the City to take advantage of likely high proceeds of sale as well as future realty tax streams. An internal appraisal has estimated the value of the entire subject properties at $3,875,000.00. These benefits would offset any initial costs related to moving the Board of Revision from its current location.

At it meeting held on September 2, 2008, the Standing Policy Committee on Property and Development approved a 10 year lease for the Board of Revision, at Lincoln Place - 756 Pembina Highway, commencing on October 16, 2008 and expiring October 15, 2018.

DISCUSSION:

The subject City-owned properties identified as Parcels 1 - 4 on Misc. Plan No 8289/6 were circulated to all City Departments to determine whether the properties are surplus to the City's needs and, if so, be made available for sale to the general public. Comments from all City Departments have been received by the Planning, Property and Development Department.

Civic Requirements:

The Public Works Department and the Winnipeg Fire Paramedic Service have both expressed a need for the subject City-owned property and have objections to any proposed sale.

The Public Works Department has identified a specific requirement for 290 and 300 Assiniboine Avenue (Parcels 2 and 3) for the proposed alignment of the northbound Donald Street Bridge structure (see sketch attached). The proposed structure would be built providing six (6) lanes to meet current standards. The proposal intends to convert the existing 4-lane bridge to 3 wider southbound lanes. Additional clear areas adjoining the bridge would be required for maintenance and inspection purposes.

In addition, the Public Works Department has indicated that it would experience great difficulty managing parks and open space maintenance operations in the downtown without the existing facility and enclosed compound located at 290 Assiniboine Avenue (Parcel 2). The building is used to store equipment, materials and supplies and is the start station for several park staff assigned in the downtown area. The building is in good overall condition and the locked storage compound at the site provides a safe area for equipment and related park operation items. Furthermore, the park space illustrated in Parcel 4 provides an important pedestrian and service link to the Assiniboine River Walk which should not be disposed.

The Winnipeg Fire Paramedic Service (WFPS) has identified an interest in acquiring 300 and 318 Assiniboine Avenue. (Parcels 3 and 4) to accommodate its new water rescue/ambulance station. The WFPS had jointly acquired a parcel of land on Mulvey Avenue with the Winnipeg Police Service in order to relocate Fire Station No. 4, currently located at the corner of Stradbrook Avenue and Osborne Street, to accommodate the Police Service Water Rescue Program and the Harbour Master's boat and dive team. The relocation project encountered a setback related to riverbank stabilization at a cost of $500,000. While the WFPS obtained appropriate funds, the Police Service was unable to fund its half of the project until at least 2013. The subject City-owned property would be a desirable alternative that could potentially accommodate both the WFPS and Police Service needs with the understanding that Fire Station No. 4 would continue to exist with upgrades and provide for placement of an ambulance unit and water rescue program on the site. This would provide for the opportunity sell the Mulvey Avenue site.

Additional Considerations:

The Water and Waste Department has advised that it has no objections to the sale of the subject City-owned property; however, an easement area would need to be retained at 318 Assiniboine Avenue (Parcel 4) for the maintenance of a manhole, sewer main and outfall (see sketch attached).

The Winnipeg Parking Authority has advised that gravel surface parking lot located on Parcel 1 currently accommodates about 30 cars a day. If the lot is sold, the Parking Authority would not have capacity to park as many cars, which includes Planning,

Property and Development staff. As such, affected staff would have to make other parking or transportation arrangements.

The Planning and Land Use Division of the Department has advised that Policy direction on the acquisition, use, and management of City-owned riverbank property can be found in the following documents:

- CentrePlan: Vision & Strategies;
- CentrePlan: Development Framework;
- Downtown Winnipeg Urban Design Guidelines;
- Prioritization of Development for a City-wide Riverbank Parkway System; and
- Ad Hoc Committee on Riverbank Acquisition, Policy and Priorities, Management, and Land Use.

City policies and guidelines including Plan Winnipeg - 2020 Vision support a continuous linear parkway system that provides public access along the riverbanks, integrated with the adjacent neighbourhoods via streets and pathways linked to the rivers. From a regional perspective these sites link the North Winnipeg Parkway, Forks, Assiniboine Parkway and locally - they are important to the residents of the Assiniboine/Broadway neighbourhood as a public gathering, passive recreational community place. Parks in the Downtown support downtown living and the Downtown Residential Strategy. If these properties are to be declared surplus, development should occur so as to maintain public access to the riverwalk and not compromise its function as both a linear parkway and downtown gathering place.

Careful consideration should be given to the fact that, while the disposition of this site does limit the future expansion of the existing park, it does not constitute a significant departure from the above noted policies. As these sites are, for the most part, currently developed with non-park uses including surface parking, a works yard and office building, this should not set a precedent for the disposition of other riverbank park lands. It is still imperative that the function of the downtown linear parkway system requires the protection of street frontage and vistas.

The subject City-owned property is zoned "Riverbank Sector" under the Downtown Zoning By-law. This sector is intended primarily for the use and enjoyment of the public. Uses supportive of and accessory to a park and public gathering nodes are the few permitted uses.

Commercial and/or residential uses would require a rezoning with a Public Hearing at the Standing Policy Committee on Downtown Development. Urban Design Review in the Downtown Sector would provide an opportunity for the encouragement of well-scaled buildings and structures, as well as high-quality built form, to ensure that views and access to and from the Assiniboine River are enhanced, and the development is integrated with the adjacent neighbourhood as per Council's vision for riverbank lands.

The subject City-owned properties are located in the Waterway's regulated area, and while there is no interest at this time, it should be recognized that a Waterway Permit must be obtained for any contemplated site development. Although there was recognition given to riverbank stability to accommodate the existing riverwalk

development, it would be presumptive to assume that any potential uplands development can be accommodated without riverbank stability improvements. Such requirements would require geotechnical investigation once site development details are finalized.

The Department has consulted with the Ward Councillor in regard to declaring the subject properties surplus to the needs of the City. The Ward Councillor has indicated that she has no objections to the future sale of the properties subject to riverwalk access remaining from Assiniboine Avenue at the westerly limit of Parcel 4.

Conclusion:

The subject properties have an estimated market value of $3,875,000.00 and the development of these lands would result in the generation of significant and on-going Realty Tax revenue for the City.

The Public Service has reviewed the comments provided by both the Public Works Department and WFPS. Taking into consideration that there is no immediate need for the subject properties to facilitate the proposed alignment of the northbound Donald Street Bridge structure nor a Council approved project, it is considered to be in the best interests of the City that the properties be declared surplus to the needs of the City and marked for sale to the general public.

Financial Impact Statement Date: November 5, 2008

Project Name:

Proposal to Declare 280/290/300/318 Assiniboine Avenue Surplus to the Needs of the City

COMMENTS:

There are no financial implications associated with this report's recommendations.

"Original Signed By"
Mike McGinn, CA
Manager of Finance & Administration

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

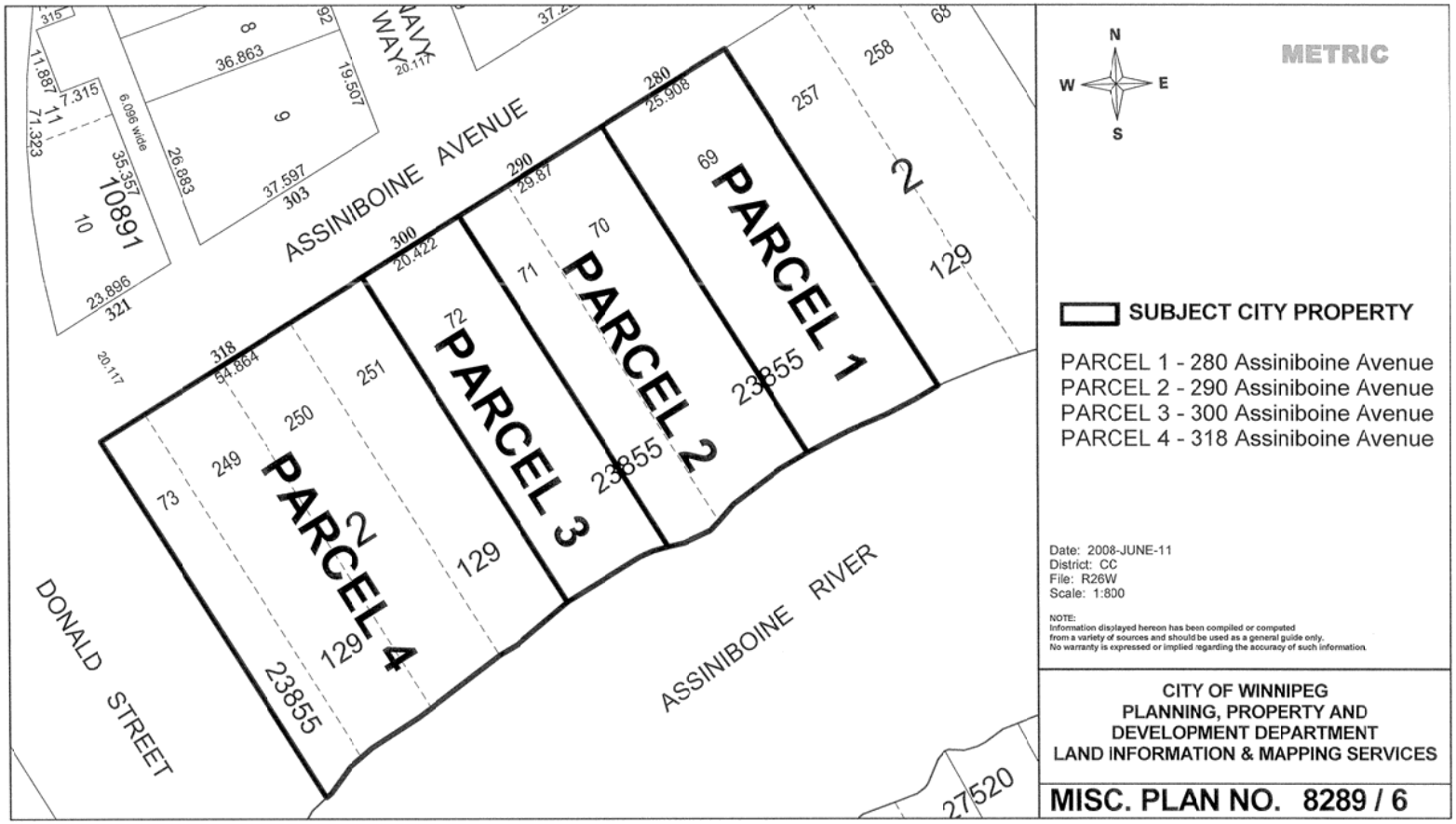
Public Works Department and Winnipeg Fire Paramedic Service have not concurred with this report.

External Consultation With:

N/A

THIS REPORT SUBMITTED BY:

Department: Planning, Property and Development
Division: Real Estate
Prepared by: John S. Zabudney
PPD File Nos.: R-10-W, R-12-W, R-26-W & R-28-W


ASSINIBOINE AVENUE
PARCEL 1
PARCEL 2
PARCEL 3
PARCEL 4
DONALD STREET
ASSINIBOINE RIVER
NAVY WAY
10891
METRIC
N
W
E
S
SUBJECT CITY PROPERTY
PARCEL 1 - 280 Assiniboine Avenue
PARCEL 2 - 290 Assiniboine Avenue
PARCEL 3 - 300 Assiniboine Avenue
PARCEL 4 - 318 Assiniboine Avenue
Date: 2008-JUNE-11
District: CC
File: R26W
Scale: 1:800
NOTE:
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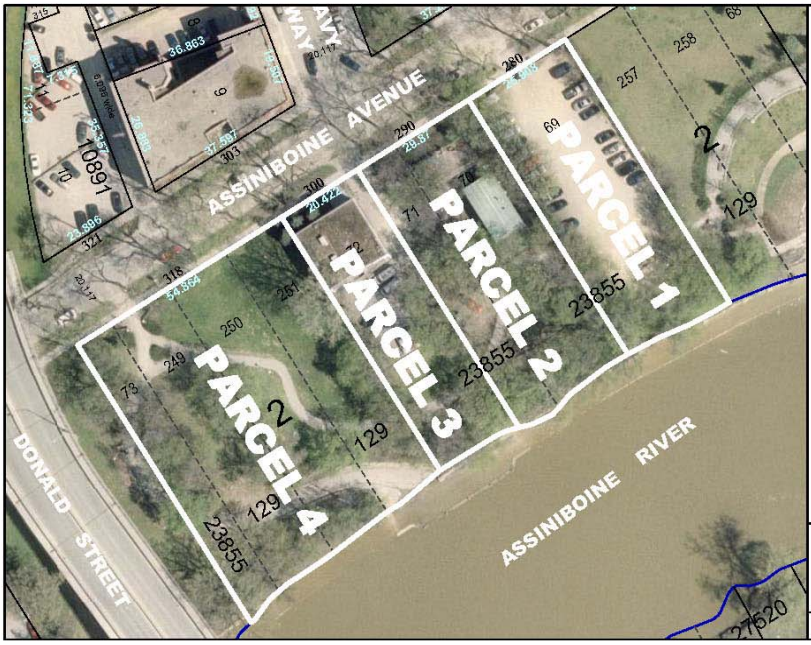
No warranty is expressed or implied regarding the accuracy of such information.
CITY OF WINNIPEG
PLANNING, PROPERTY AND
DEVELOPMENT DEPARTMENT
LAND INFORMATION & MAPPING SERVICES
MISC. PLAN NO. 8289 / 6



METRIC

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SUBJECT CITY PROPERTY

PARCEL 1 - 280 Assiniboine Avenue
PARCEL 2 - 290 Assiniboine Avenue
PARCEL 3 - 300 Assiniboine Avenue
PARCEL 4 - 318 Assiniboine Avenue

Date: 2008-JUNE-11
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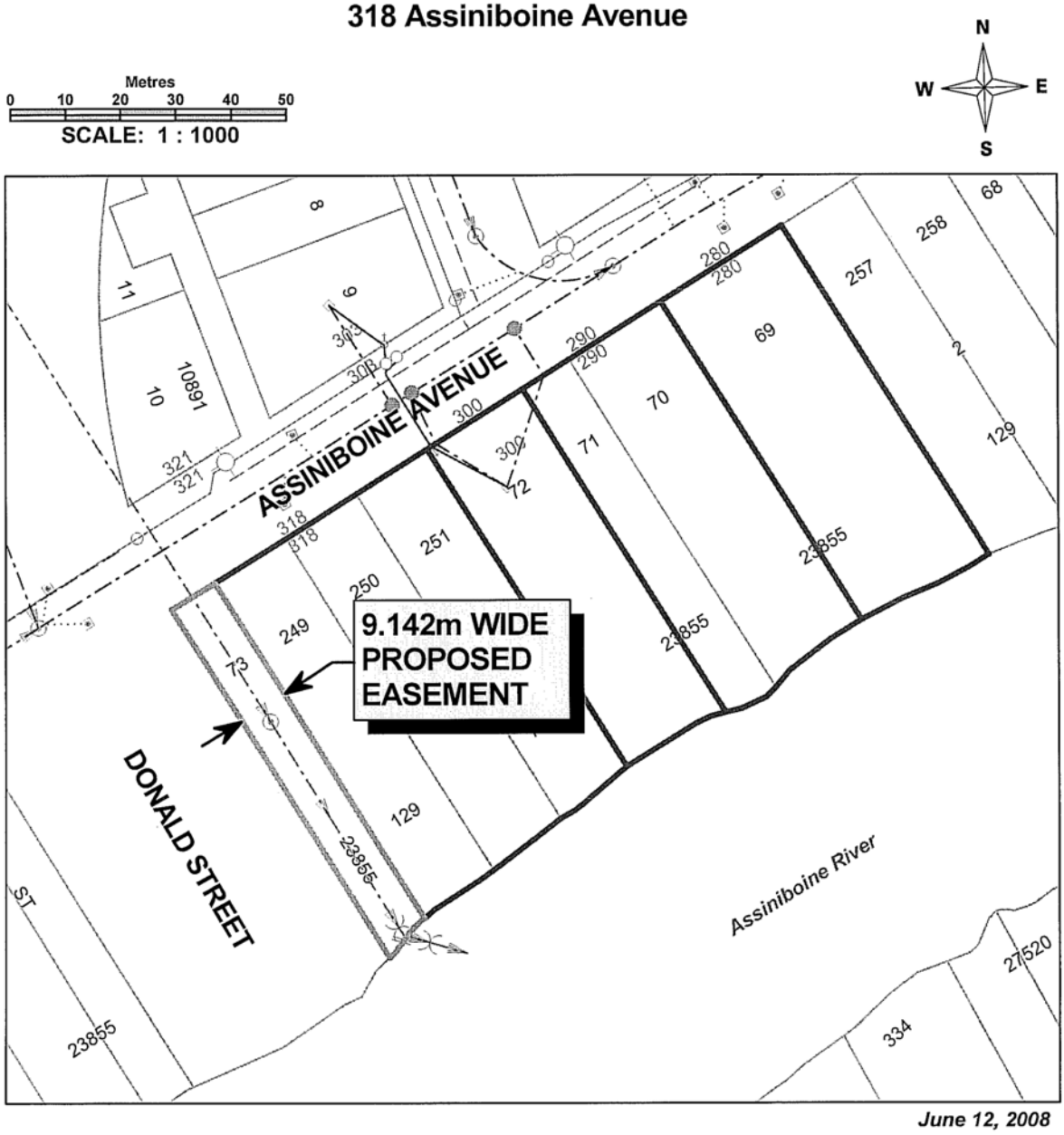
DONALD STREET BRIDGES
NORTHBOUND STRUCTURE ALIGNMENT

R28W Proposed Easement

Inquiry for Sale of City Property - 318 Assiniboine Avenue



June 12, 2008