Minutes - Executive Policy Committee - July 14, 2004

REPORTS

Minute No. 454 Assiniboine Park Framework Plan
File PR-7.1

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the administrative recommendation and recommends to Council:

1. That the Assiniboine Park Framework Plan be received as information with the understanding that Administration will, through business case analysis, test the feasibility, sustainability, capital requirements and fundraising potential of the Plan and present final recommendations for Council consideration.

2. That the Park Values of the Assiniboine Park Framework Plan be adopted as the policy guide for long-term direction and development of Assiniboine Park and Forest.

DECISION MAKING HISTORY:

Moved by Councillor Gerbasi,

That Rule 9.3 of the Procedure By-law be suspended in order that the following item, which was received too late to be placed on the regular agenda, may also be considered by Committee at this time.

Carried

Moved by Councillor Gerbasi,

That the administrative recommendation be concurred in and forwarded to Council.

Carried

ADMINISTRATIVE REPORT

RE: Assiniboine Park Framework Plan

FOR SUBMISSION TO: **Executive Policy Committee**

ORIGINAL REPORT SIGNED BY: Ursula Stelman, Director
Community Services Department

REPORT DATE: July 9, 2004

RECOMMENDATION(S):

1. That City Council receive the accompanying Assiniboine Park Framework Plan as information with the understanding that Administration will, through business case analysis, test the feasibility, sustainability, capital requirements and fundraising potential of the Plan and present final recommendations for Council consideration.

2. That City Council adopt the Park Values of the Assiniboine Park Framework Plan as the policy guide for long-term direction and development of Assiniboine Park and Forest.

REPORT SUMMARY:

Key Issues:

- The accompanying Assiniboine Park Framework Plan outlines long-range physical development plans for Assiniboine Park, including development plans for the Assiniboine Park Zoo, the Assiniboine Park Conservatory and the Assiniboine Forest.

- The Assiniboine Park Framework Plan was jointly developed with and is fully supported by Assiniboine Park key partner organizations – The Friends of the Assiniboine Park Conservatory, Partners in the Park, and the Zoological Society of Manitoba.

- The Assiniboine Park Framework Plan includes and is premised upon, a set of Park Values for the management and development of Assiniboine Park which reflect public opinion gained through consultations and survey responses.

- The Framework Plan's Park Values secure a future direction for Assiniboine Park that respects the historical integrity and characteristics of Assiniboine Park and the essential nature of a public park for all residents, while reflecting newer principles of healthy living, continuous learning in an interactive environment, and the importance

of public involvement and support crucial to the long-term stewardship and enjoyment of Winnipeg's premier green space.

- The Guiding Principles, Development Proposals and Proposed Concept Plan components of the Assiniboine Park Framework Plan are presented for information only. Administration will present final recommendations for Council consideration after determining the feasibility of proposed plans through three processes:
    - public consultations;
    - business plans;
    - capital campaign feasibility study.

Implications of the Recommendation(s):

General implications:

? **None**

X **For the organization overall &/or for other departments**

X **For the community and/or organizations external to the City**

? **Involves a multi-year contract**

Comment(s):

The Assiniboine Park Framework Plan represents long-range physical development plans for Winnipeg's premier park space and principle park attractions.

Policy implications:

? **No**

X **Yes** **Comment(s):**

The Framework Plan's proposed Park Values represent a policy guide for the long-term development and management of Assiniboine Park.

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):

There are no financial implications associated with receiving the Assiniboine Park Framework Plan as information and the adoption of the Park Values.

REASON FOR THE REPORT:

On September 18, 2002 Executive Policy Committee endorsed a process for development of a future direction for Assiniboine Park including a process for community consultation; and that $100,000 in Capital funding presently approved (2002) for preparation of Zoo plans be redirected for the preparation of a physical plan for Assiniboine Park and associated public consultation on the plan.

HISTORY:

- In April 2000 Council approved the creation of Assiniboine Park Enterprise. The Enterprise has responsibility for planning, managing, and operating Assiniboine Park as a business unit, including long range physical and financial planning.
- In July 2002 a Council seminar was presented regarding "A Future Vision For Assiniboine Park." The seminar was a presentation of the results of the planning work to date, including community surveying, an Assiniboine Park Zoo Master Plan, a Conservatory building analysis and a preliminary analysis of Park infrastructure.
- A summary of analyses indicated that Assiniboine Park continues to be extremely important to the community but that major components of its infrastructure require significant reinvestment. Moreover, while necessary reinvestment represents a significant challenge, opportunities for rejuvenating the Park in the form of a number of recent and proposed initiatives had been established or were being pursued either entirely by, or in partnership with, various groups within the Park.
- On September 18, 2002 Executive Policy Committee gave approval to prepare a physical plan for Assiniboine Park and to present that plan for public consultation.
- In early 2003 consultation sessions were held with various park stakeholders, user and interest groups including Sport Manitoba, youth and environmental groups, Winnipeg Chamber of Commerce, Charleswood Rotary, Manitoba Society of Seniors, Destination Winnipeg, and civic staff.
- In February 2003, local landscape architect firm of Hilderman Thomas Frank Cram was engaged to develop a long-range physical plan for Assiniboine Park incorporating planning work done to date and community consultation input.
- A plan advisory group was established to inform the plan and act as a sounding board to the planning consultants on park development plans. The Park Plan Advisory Committee was comprised of city administrators working in Assiniboine Park and the Executive Directors and members of key partner organizations in the park, namely The Friends of the Assiniboine Park Conservatory, Partners in the Park and Zoological Society of Manitoba.
- A conservatory planner and subsequently a local architect were engaged to develop concept and preliminary plans for a new Conservatory.

- The Assiniboine Park Framework Plan is supported by each of the three Boards of Directors of key partner organizations (named above), as the guide for future development in Assiniboine Park.

DISCUSSION:

Assiniboine Park is celebrating its Centennial year. On June 10, 1904 City Council authorized the Public Parks Board to purchase the property which would subsequently be developed into Assiniboine Park. Today, the Park and its central features and attractions are showing their age, and are in need of significant reinvestment. The Assiniboine Park Framework Plan represents the first step in a series of critical decisions regarding the long-term viability, investment, operation and management of Assiniboine Park, including the Zoo, the Conservatory, the Forest, and attractions operated under agreement with Partners in the Park (Leo Mol Sculpture Garden, Lyric Theatre, Pavilion Galleries and restaurant).

The Assiniboine Park Framework Plan consists of three products:

1) Park Values; 2) Guiding Principles for Park Development; 3) Proposed Concept Plan

1) **Park Values** (Page 7 – 10)

Developed through the planning process and based upon public opinion gained through consultations and community surveying, the Park Values may be summarized as:

Assiniboine Park is a Park for All.
Sustained and enhanced with public and private support,
the Park is a cherished place for walking, learning and timeless journeys
among river, meadows and forest.

Consistent with provisions within Plan Winnipeg, the Park Values are intended to serve as a policy framework to guide and inform decisions about the future and development plans of Assiniboine Park.

The following is a list of the Park Values; an elaboration of these and their corresponding "responsibilities" are detailed in the accompanying Assiniboine Park Framework Plan, starting on Page Number 7.

- Inclusiveness and Accessibility

Assiniboine Park shall be accessible to all citizens and visitors

- Park Heritage

The Park's unique landscape heritage shall be respected and will include the preservation and protection of the River, Meadows and Forest

- A Place for Walking

Assiniboine Park shall be a place where pedestrians take precedence over automobiles

- Learning Opportunities

The Park shall provide inspired educational experiences as a distinctive venue for life-long learning

- Public Involvement and Investment

Assiniboine Park is a major civic asset worthy of sustained public support and private investment. Community participation shall be deemed essential to successful stewardship and development

2) Guiding Principles for Park Development (Page 11 – 34)

For the purpose of creating a guide to development in Assiniboine Park, the Park is considered in eleven distinct "Planning Areas". Specific Guiding Principles for Park Development have been developed for each Planning Area consistent with the Park Values and intended to protect and enhance important characteristics of Assiniboine Park. These Guiding Principles are also intended for use as an assessment tool when considering proposals for development in any particular Planning Area. Development Proposals have been identified for each area, consistent with the Guiding Principles.

Guiding Principles for Park Development and Development Proposals for each Planning Area are detailed in the attached Assiniboine Park Framework Plan, Pages 11 to 34.

These Guiding Principles (along with each area's Development Proposals) and the Assiniboine Park Proposed Concept Plan are presented for information only. These plans and proposals will be subject to thorough business case analysis to determine their feasibility, sustainability, capital funding requirements and the capacity for fundraising for these initiatives. Following that analysis, the Assiniboine Park Framework Plan will be re-submitted with necessary revisions and recommendations for Council consideration.

3) Proposed Concept Plan (Page 35)

Depicting potential locations for new and existing features in Assiniboine Park, the Framework Plan presents a Proposed Concept Plan. Primary among development proposals, this plan incorporates the Assiniboine Park Zoo Master Plan, proposes a new Conservatory situated at the head of the Formal Gardens area, and suggests a prominent series of pedestrian promenades connecting the Park's major attractions, and pronouncing the position of pedestrians over automobiles in Assiniboine Park.

The Proposed Concept Plan is detailed in the accompanying Assiniboine Park Framework Plan on Page 35.

NEXT STEPS

The Assiniboine Park Framework Plan presents a vision and direction for future development and reinvestment in Assiniboine Park. This vision and associated redevelopment plans need to be tested to determine public support and financial feasibility. To determine "what is possible", Assiniboine Park Enterprise administration will conduct three planned processes:

A. **Public Consultation** – presentation of the Assiniboine Park Framework Plan through Internet website display, open house displays in prominent locations, and focused presentations and meetings to provide wide public exposure and opportunity for input, comment and suggestion into the Plan.

B. **Business plan development and analysis** – of a proposed new Zoo, Conservatory, Park developments and governance and operations of Assiniboine Park as a single-entity business unit. Business plans will be predicated upon recognition that reinvestment in the Park must be financially sustainable and based on sound financial principles.

C. **Capital campaign feasibility study** – to gauge potential private sector financial support for redevelopment of Assiniboine Park attractions.

Public consultations, determination of support for reinvestment in Assiniboine Park, and development of business plans will inform, and potentially suggest revisions to, the Assiniboine Park Framework Plan. Following these processes, a revised Framework Plan will be presented for Council consideration.

FINANCIAL IMPACT STATEMENT:

There are no financial implications associated with receiving the Assiniboine Park Framework Plan as information and the adoption of the Park Values.

Financial Impact Statement — Date: July 9, 2004

Project Name: **First Year of Program** **2004**

Assiniboine Park Framework Plan

	2004	2005	2006	2007	2008
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Total Additional Debt Required	$ -	$ -	$ -	$ -	$ -
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

There are no financial implications associated with receiving the Assiniboine Park Framework Plan as information and the adoption of the Park Values.

C. Wightman, Manager
Finance & Administrative Services

IN PREPARING THIS REPORT THERE WAS CONSULTATION WITH, AND CONCURRENCY BY:

Administrative Report – N/A.

The accompanying **Assiniboine Park Framework Plan** was developed by administrative staff of Community Services, Assiniboine Park Enterprise Division, Public Works Department, Planning, Property and Development Department and representatives of park partners, The Friends of the Assiniboine Park Conservatory, Partners in the Park, and Zoological Society of Manitoba.

THIS REPORT SUBMITTED BY:

Community Services Department
Assiniboine Park Enterprise, Chief Operating Officer
Prepared by: Frank Caldwell, Manager, Assiniboine Park Enterprise
File No.


"03-007 Final Report June7.pdf"