Agenda - Standing Policy Committee on Downtown Development - June 9, 2005

REPORTS

Item No. 1 Pioneer and Waterfront Development Principles and Guidelines
File EP-1.2.1

ADMINISTRATIVE RECOMMENDATION:

That Standing Policy Committee on Downtown Development endorses the Pioneer and Waterfront Development Principles and Guidelines as a guide to development decision making for lands around the Pioneer Avenue and Waterfront Drive intersection.

Re: Pioneer & Waterfront Development Principles and Guidelines

For submission to: Standing Policy Committee on Downtown Development

Original report signed by: Director of Planning, Property and Development

Report date: December 13, 2004

Recommendation(s):

That Standing Policy Committee on Downtown Development endorses the Pioneer & Waterfront Development Principles and Guidelines as a guide to development decision making for lands around the Pioneer Avenue and Waterfront Drive intersection.

REPORT SUMMARY

Key Issues:

- The Pioneer & Waterfront Development Principles and Guidelines document will function as a flexible and practical guide for future development within the plan area. It is not intended to be a Secondary Plan with the legal status of a by-law. Alternatively, it will act as a policy document used by the City of Winnipeg and The Forks Renewal Corporation when evaluating and guiding future development proposals in this area;
- This development framework plan was prepared in collaboration with the Forks Renewal Corporation and following consultation with key stakeholders and technical advisors. Ownership of these lands is divided between the City of Winnipeg and The Forks Renewal Corporation;

Implications of the Recommendation(s):
General implications:

	None
X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

- The adoption and implementation of the Pioneer & Waterfront Development Principles and Guidelines will provide the City of Winnipeg, The Forks Renewal Corporation and the development community with a consistent and integrated planning and design framework that will assist in development decision-making for this key area.

Policy implications:

	No
X	**Yes**

Comment(s):

- The Pioneer & Waterfront Development Principles and Guidelines will guide decision-making on development proposals in this area.

Environmental implications:

X	**No**
	Yes

Comment(s):

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Human resources implications:

X	**No**
	Yes

Comment(s):

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Financial implications:

X	**Within approved current and/or capital budget**
	Current and/or capital budget adjustment required

Comment(s):

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REASON FOR THE REPORT:

Standing Policy Committee on Downtown Development is mandated to establish and implement policies that will assist in guiding development in the Downtown area.

HISTORY:

- In early June 2004 the Planning and Land Use Division commenced the development of a plan, in partnership with the Forks Renewal Corporation, for the lands along Pioneer Avenue between the Provencher Bridge and the High Line and Waterfront Drive between the High Line and The Forks.
- The timing for such a plan was deemed appropriate due to potential development interest within the plan area, resulting from the completion and initiation of several significant projects within the vicinity, including: the completion of Waterfront Drive, new Provencher Bridge and Esplanade Riel; the proposed Canadian Museum for Human Rights; the recent Canwest Global Park expansion and the request for mixed-use development proposals along Waterfront Drive.
- In July 2004 a Steering Committee was established, consisting of stakeholder representatives from key downtown organizations and major land interests in the area as well as technical advisors from various City Departments, to assist with the development of the plan. Following the formation of the Steering Committee, Planning and Land Use Division and Forks Renewal Corporation staff conducted a series of meetings with the Steering Committee to discuss the scope and intent of the plan, as well as to identify key issues, assets, opportunities and a vision for the future.
- In October 2004 a first draft of the plan was presented to the members of the Steering Committee for their review and comment.
- Based on comments received from the Steering Committee regarding the first draft, the Planning and Land Use Division and The Forks Renewal Corporation undertook revisions to the draft in November 2004.
- The final draft of the Pioneer & Waterfront Development Principles and Guidelines was completed in December 2004.
- Concurrent with the Standing Policy Committee on Downtown Development's review, the plan is being reviewed by The Forks Renewal Corporation Board.

DISCUSSION:

What is it?

The Planning and Land Use Division, in partnership with The Forks Renewal Corporation and other key stakeholders have prepared a policy plan for the area surrounding the intersection of Pioneer Avenue and Waterfront Drive. Referred to as the Pioneer & Waterfront Development Principles and Guidelines, its aim is to establish a policy and design framework that will be utilized by the City of Winnipeg and the Forks Renewal Corporation when evaluating and guiding future development proposals in this area. The central objectives of this plan include:

- To serve as a predictable development guide that will provide the City of Winnipeg and The Forks Renewal Corporation with a basis to assess the appropriateness and compatibility of new development on parcels within the plan area;
- To provide guidance and advice to potential development proponents or future businesses in their preliminary development decision-making;
- To promote a consistent and integrated planning and design approach for a key area within Winnipeg's Downtown; and
- To build upon the Forks Renewal Corporation's *Focus On The Future: Concept and Financial Plan 2001 – 2010*, which was completed and adopted by The Fork's Shareholders in the fall of 2001.

Why prepare a plan?

Potential development along Pioneer Avenue and Waterfront Drive is guided by general policies found within Plan Winnipeg and CentrePlan Vision and Strategies. In addition, somewhat more specific direction is provided by the CentrePlan Development Framework, the new Downtown Zoning By-law, The Forks Concept Plan and The Forks Design Guidelines. None of these, however, provide sufficient direction to guide the type of specific developments that are now being proposed or that is anticipated on the lands abutting this significant link between St. Boniface, The Exchange District National Historic Site and the remainder of the Downtown to the west.

Recent initiatives and proposals within and adjacent to the plan area, would suggest this land is ready for development. Accordingly, it seems appropriate at this time for the City, in collaboration with The Forks Renewal Corporation and key stakeholders, to define and develop clear expectations for the future development of these lands. Some of the recent initiatives and proposals creating the impetus for this plan include:

- The recent completion of Waterfront Drive – this project involved the realignment of Pioneer and Water Avenue which resulted in changes to area traffic patterns and property configurations.
- The proposed Canadian Museum for Human Rights – this signature project will be a major attraction in the downtown, impacting the form, character and transportation patterns of the area.
- The recent construction of the new Provencher Bridge and Esplanade Riel. Included in this project was a substantial investment in the streetscape between the bridge and CN High Line.
- The Canwest Global Park expansion has brought more visitors to the area, while increasing the demand for parking.
- The City has leased the north west corner of Waterfront Drive and Pioneer Avenue to Canwest Global Park, with the understanding that a building will be constructed on the site.

- The Winnipeg Art Advisory Committee has suggested locating public art near the Waterfront / Pioneer intersection.

What has been the Process?

The formation of this plan has been a collaborative effort between the Planning and Land Use Division and The Forks Renewal Corporation. Another important aspect to the planning process was the establishment of a Steering Committee involving stakeholder representatives from key downtown organizations and major land interests in the area. The role of the Steering Committee was to provide input and advice on the principles and guidelines within the plan. The Steering Committee consisted of representatives from the following organizations:

- The Downtown BIZ
- The Exchange District BIZ
- Parks Canada
- CentreVenture Development Corporation
- Canwest Global Park
- The Canadian Museum for Human Rights
- Entreprises Riel

To further assist the planning team, a Technical Advisory Committee (consisting mainly of representatives from various City Departments) was also formed to provide advice on detailed matters relating to Real Estate, infrastructure, transportation and transit, parking and public art.

The planning team and project partners began working on the development principles and guidelines in early July 2004 and continued over a five-month period. Over this time, several meetings were conducted to discuss the scope and intent of the plan, as well as to help identify key issues, assets, opportunities and a vision for the future of this area. Following these initial meetings, planning staff from the City and The Forks Renewal Corporation worked together to prepare a draft plan, which was then presented to the Steering Committee for their review and feedback. As a result of the stakeholder consultation a final draft of the plan was then completed.

What are the key elements?

Key elements of this plan include:

1. <u>Broad Planning and Design Principles:</u>

    - Twelve broad and fundamental planning principles that could be applied throughout the entire framework are identified:
        i. Establish a diversity of uses, activities and sizes of development
        ii. Foster physical continuity
        iii. Ensure the public nature of the plan and reinforce the sense of public ownership
        iv. Reinforce the unique character already established within The Forks

v. Create a hierarchy of transportation that begins with pedestrians
vi. Encourage intense street level activity
vii. Encourage a vibrant cultural atmosphere
viii. Recognize meaningful heritage
ix. Encourage public art
x. Maintain a sense of connection to the natural environment
xi. Encourage the preservation of important view corridors
xii. Parking should be viewed as a collective issue

2. Public Realm Guidelines:

- The treatment of the public realm is key to the overall development of the plan area. It provides important linkages between and through the development, while also providing connections beyond the plan area, to the intersection of Portage and Main, St. Boniface and The Exchange District. Accordingly, the plan identifies guidelines relating to various elements of the public realm, including streets and plazas, signage and public art.

3. Parking:

- Parking is one component of a multifaceted transportation strategy for improving access to the plan area for visitors. Recommendations regarding parking, including the adoption of an area-shared model as well as the location and form of parking structures have been identified within the plan.

4. Development Opportunity Sites:

- The provision of detailed redevelopment strategies pertaining to five (5) Development Opportunity Sites located within the plan area. These strategies focus upon three (3) principal planning elements – preferred land uses, built form and transportation/parking. The Development Opportunity Sites also provide illustrative redevelopment concepts that help to visualize how this area may develop, based upon the plan's recommended redevelopment strategies.

Conclusion:

The preparation of the Pioneer & Waterfront Development Principles and Guidelines was undertaken through a partnership between the Planning and Land Use Division and The Forks Renewal Corporation. Included in the planning process was consultation and input by key stakeholders. This plan is intended to be utilized as a guide for the City of Winnipeg and The Forks Renewal Corporation when assessing, reviewing and providing feedback on future development proposals within the plan area. It also establishes a planning and design framework that harmonizes a number of different policy initiatives in a single, concise and user-friendly document.

Financial Impact Statement

Date: December 8, 2004

COMMENTS:

The recommendation in this report is that Standing Policy Committee on Downtown Development endorse the Pioneer & Waterfront Development Principles and Guidelines as a guide to development decision making for lands around the Pioneer Avenue and Waterfront Drive intersection. There are no financial implications related to this recommendation.

"Original signed by"
Mike McGinn, CA
Manager of Finance

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

Preparation of the Pioneer & Waterfront Development Principles & Guidelines occurred in partnership with The Forks Renewal Corporation and in consultation with the following City Departments: Planning, Property and Development, Public Works, Water and Waste and Winnipeg Transit.

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning, Property & Development Department
Prepared by: Randy Humble
PPD File #: N/A

Appendix 1 – Plan Area Boundaries

