

**EAST YARD TASK FORCE
REPORT TO WINNIPEG CORE AREA INITIATIVE
POLICY COMMITTEE
DECEMBER 1986**

The East Yard Task Force is
comprised of representatives of
the Government of Canada,
the Province of Manitoba, and
the City of Winnipeg

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SUMMARY OF RECOMMENDATIONS

PREAMBLE

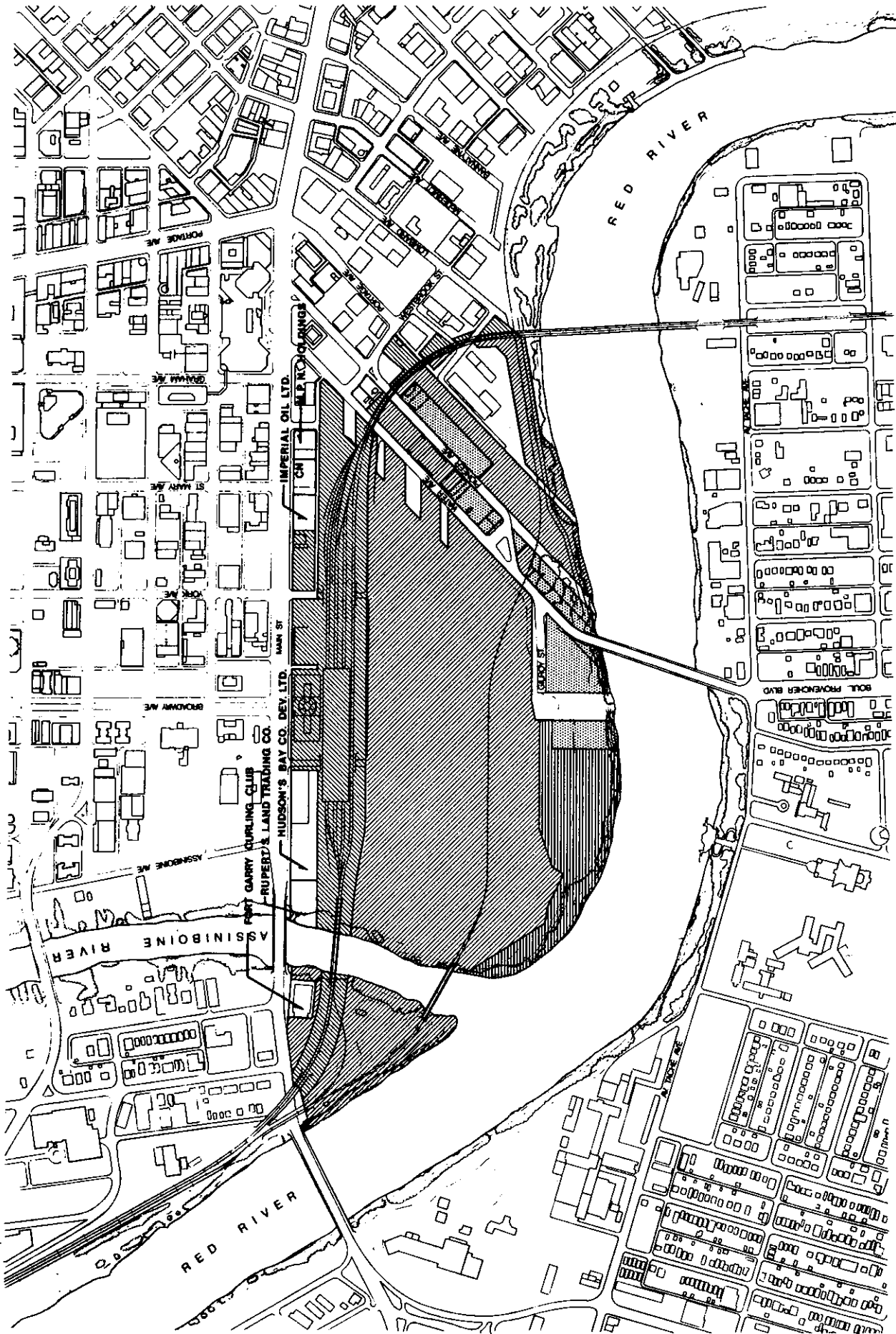
The East Yard Task Force was established in the spring of 1986 under the initial Core Area Initiative Agreement to complete preliminary steps leading to a major redevelopment of the CN East Yard railway area, including review of issues pertaining to this site and the preparation of recommendations regarding a concept plan for development, a financial plan (including the role of public and private investment), and an implementation mechanism.

Figure 1 outlines the East Yard action area and its existing land ownership.

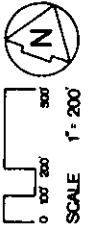
The following presents a summary of the Task Force's recommendations, noting in each instance the relevant section of the Task Force's report where the specific issue is covered.

1. REDEVELOPMENT OBJECTIVES AND SITE PLANNING PRINCIPLES

- a. Six objectives are recommended (Section 3.3) to guide redevelopment of the East Yard area. These are as follows:
 - i. to stimulate redevelopment of this historic and scenic area through a mix of historical, recreational, cultural, residential and commercial uses that replace the present rail activity;
 - ii. to stimulate specific components that attract people to the Forks' riverfront areas on a year-round basis, and that enhance tourist and recreational activity for Winnipeg and Manitoba;
 - iii. to encourage developments in the East Yard that complement existing activities and initiatives in the remainder of downtown Winnipeg;
 - iv. to encourage effective co-ordination of the redevelopment to be carried out by the various public sector parties who will retain land in the East Yard;
 - v. to establish a tripartite public development agency which will own and develop certain portions of the East Yard and which will operate in accordance with a concept and financial plan approved by its three government shareholders; and
 - vi. to encourage the participation of the private sector in the East Yard projects to complement public initiatives and to stimulate new private investment critical to the future viability of the overall redevelopment.



GABOURY ASSOCIATES
ARCHITECTS INC



- ▨ CN OWNERSHIP (TO BE RETAINED)
- ▨ CN OWNERSHIP (66.1 Aca.?)
- ▨ PAINS CANADA (8.8 Aca.?)
- ▨ CITY OWNED PROPERTY (11.5 Aca.?)
- ▨ CORE AREA INITIATIVE PROPERTY (8.8 Aca.?)

FIGURE 1
EAST YARD TASK FORCE STUDY
AREA PLAN - SITE DETERMINANTS: EXISTING OWNERSHIP

- b. Eleven site planning principles are recommended (Section 3.4) to apply with respect to planning and redevelopment of all areas of the East Yard. These are as follows:
- i. **Historic Place**
Respect this central theme, particularly relevant to the Forks;
 - ii. **Public Place/Riverfront Focus**
Encourage public functions (historical, cultural, recreational, entertainment) with relatively intensive uses as a key theme for all riverfront areas;
 - iii. **Separate and Special Place**
Use the CN main line and berm to celebrate and reinforce the "sense of place" and "special identity" of the area;
 - iv. **Urban Linkages**
Ensure visual and physical linkages to adjacent downtown urban areas, including St. Boniface, Portage/Main, Broadway, the Exchange District, and adjacent waterfront parks; in addition, retain the capability to develop transit corridors to the south and northeast using the CN main line area;
 - v. **Transition of Functional Mix**
Functional mix should recognize an appropriate transition of relevant uses from the Main Street/railway main line area to the riverfront, and from the Portage and Main commercial area to the historic and undeveloped South Point at the Forks;
 - vi. **Transition of Height and Density**
Height and density of development should reflect the graduation of height implied by the transition from Portage/Main heights and densities down to the river level activities, and should facilitate appropriate buffering of noise and other ongoing railway main line activities;
 - vii. **Climatic Compatibility**
Encourage year-round use and a sense of place unique in Winnipeg's climate;
 - viii. **Views, Site Lines, and Axes**
Views, site lines and axes of major site features (e.g., Union Station, St. Boniface Basilica, Portage/Main skyline, the Forks area) should be important axial elements in layout of the site;

- ix. **Pedestrian Access**
Enhance pedestrian access throughout the East Yard area in all seasons, and minimize the "pedestrian barrier" qualities of roadways in the area (e.g., the York-St. Mary extensions and any riverfront roadways);
 - x. **Environmental Enhancement**
Seek to eliminate present pollution or environmental problems, prevent future problems, and enhance existing positive factors;
 - xi. **Union Station**
Recognize the station for its unique historical and spatial qualities, its ongoing function as a rail passenger facility, its possible use as a multi-modal facility, and its prospects as a major pedestrian gateway to the East Yard.
- c. It is recommended that the nature and staging of development in the East Yard area be designed to strengthen the entire downtown area, acknowledging concurrent public and private sector initiatives in the downtown area, and specifically in the North Portage and Exchange Districts.

2. **PRELIMINARY CONCEPT PLAN**

a. **Purpose of Preliminary Plan**

The purpose of the preliminary Concept Plan is to enable finalization of the CN land transfer arrangements and to establish a framework for the consultations and other work required to confirm a Phase I Concept Plan (see items 3, 6 and 7 below) for the new public development agency.

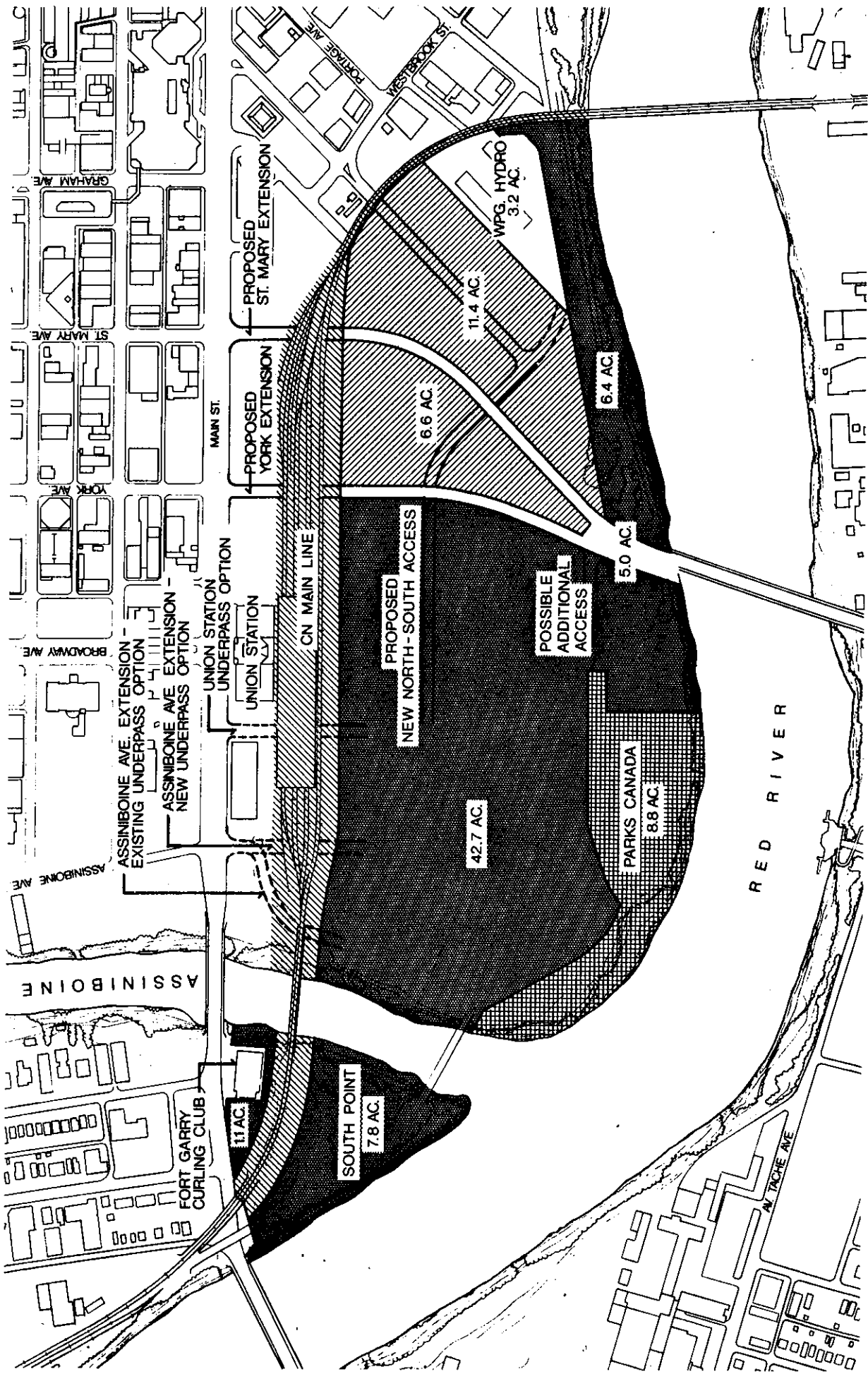
b. **Primary Focus for Initial Development (Section 4.4)**

It is recommended that the primary focus for initial development activities on public lands in the East Yard utilizing the \$20 million five-year capital budget should relate to the riverfront areas in the southern part of the site, and to the development therein of appropriate activities open to the general public. Initial development should include: removal of rail yard activities; provision of roads and infrastructure; private and public sector investment in the riverfront area; freedom to retain or to remove existing buildings as appropriate for specific projects; and capability to maintain undeveloped areas until suitable projects are available.



-  PROPOSED CN RETAINED LANDS (18.0 AC.)
-  PROPOSED PUBLIC LANDS (58.0 AC.)
-  PARKS CANADA LANDS (8.8 AC.)
-  CN MAIN LINE

FIGURE 2
EAST YARD TASK FORCE STUDY
FUTURE LAND OWNERSHIP AND ACCESS
OPTION A



c. **Basic Access and Servicing System (Section 4.2)**

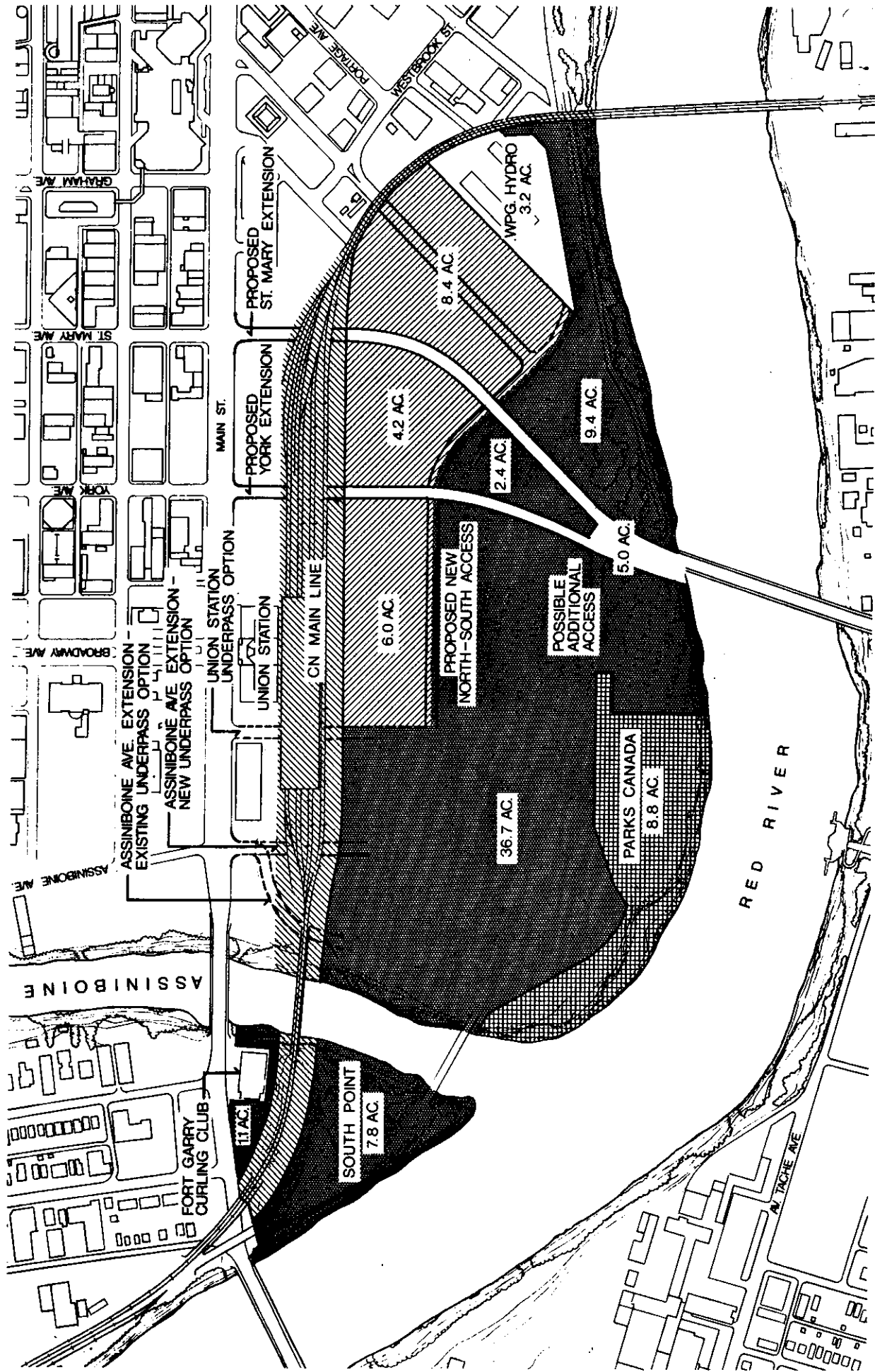
- i. **York and St. Mary Avenue System:** A recommended configuration is set out for the York and St. Mary Avenue extension through the East Yard, the major north/south access in the East Yard linking to this extension, and provision for a second road to access York Avenue from the public lands (Section 4.2.1, Figure 2).
- ii. **Other Access and Servicing:** The following additional recommendations are made with respect to access and servicing:
 - East Yard development should retain the capability to develop transit corridors to the south and northeast using the CN main line area.
 - Any future development of the Norwood Bridge/Main Street traffic corridor should be restricted to the Main Street corridor area without development of a new one-way corridor through the East Yard, and should facilitate continued access to the South Point.
 - Road systems within the East Yard should facilitate pedestrian as well as vehicle access and should not be developed to serve traffic passing from north to south through the area.
 - Provision should be made in the final development plan for additional Main Street access to the East Yard (options are identified in Section 4.2.2).
 - Provision should be made to ensure that the steam plant in the East Yard ceases to need rail service at the earliest possible date required to facilitate redevelopment of the Forks area.

d. **Location of Lands to be Retained By CN and the New Public Development Agency (Section 4.3)**

- i. It is recommended that the 18 acres to be retained by CN should be located north of York Avenue as indicated in Figure 2; however, the land transfer arrangements with CN will keep open an alternative location for CN's retained lands, as shown in Figure 3, for possible selection by the new public development agency at the time when the Phase I Concept Plan is adopted.
- ii. It is recommended that the new public development agency own approximately 58 acres consisting of all lands other than those retained by CN, the City or Parks Canada.

e. **Mix of Development Components (Section 4.4)**

- i. It is recommended that the Concept Plan for East Yard redevelopment call for a "mixed" development which integrates the different parts of this unique site, ranging from the



-  PROPOSED CN RETAINED LANDS (18.6 AC.)
-  PROPOSED PUBLIC LANDS (57.4 AC.)
-  PARKS CANADA LANDS (8.8 AC.)
-  CN MAIN LINE

FIGURE 3
EAST YARD TASK FORCE STUDY
FUTURE LAND OWNERSHIP AND ACCESS
OPTION B

special historical features of the South Point at the Forks of the two rivers through to the anticipated office/commercial developments of CN adjacent to the Portage and Main heart of Winnipeg's business district.

- ii. It is recommended that the new public development agency pursue a coherent overall plan for the entire East Yard which strives to ensure the highest level of excellence throughout the site's development and creates a natural and identifiable revelation of the place and its environment that is unique to Winnipeg, Manitoba and the national scene; this plan should be consistent with the recommended objectives and site planning principles (see item 1 above).
- iii. It is recommended that the following specific components be considered for inclusion in the first phase of East Yard redevelopment over the next five years:
 - **Historical/Cultural:** a major public sector activity in the Forks riverfront area near the eastern rail bridge with a historical/cultural focus; possibilities include a Historic Interpretive Centre and Son et Lumiere operating throughout all seasons to celebrate and describe the special role of the Forks in transforming and developing Western Canada (Section 4.4.1).
 - **Riverbank Park:** extension of the riverbank park system with appropriate pedestrian links, from Stephen Juba Park to Bonnycastle Park, including the new Parks Canada National Historic Park (Section 4.4.2).
 - **Festive/Cultural/Recreational Uses:** a range of possibilities should be considered for integrated development near the riverbank areas (Section 4.4.3).
 - **bridge restaurant** -- located on the eastern rail bridge
 - **festive marketing activities** -- a year-round festive food market to serve the Winnipeg area might be located in the two existing CN buildings near the rail line and the Assiniboine river; other festive marketing activities could be part of an overall link throughout the public riverfront area activities
 - **multi-cultural facility** -- a centre to accommodate display, performance and administrative activities for Winnipeg's diverse cultural groups
 - **indoor recreation** -- a wide variety of indoor recreation and sport activities for all age and interest groups in Winnipeg
 - **outdoor recreation** -- facilitate year-round outdoor recreation activities attractive to a broad cross-section of Winnipeg residents, e.g., bicycle paths, canoeing and boating, International Children's Festival Program, skiing, toboggan slides, skating, hayrides, summer and winter pageants, ice sculptures, possible year-round outdoor sculpture park.

- **visitor orientation centre** -- a tourism orientation centre might be integrated with other mixed uses.
- **Apartment Housing:** from 500 to 1,100 quality market and medium density apartment units developed on the public lands outside the southern riverfront area (Section 4.4.4).
- **Commercial Activities:** office and other commercial uses developed on the lands retained by CN; a major new CN office building located in the Pioneer Avenue area could provide an excellent lead project for this area; appropriate public sector office or institutional projects should also be considered for development throughout the site.
- **Union Station and Multi-Modal Facility:** renovation and redevelopment of the Union Station by VIA, including the possible development of an adjacent multi-modal facility (inter-city bus and rail) (Section 4.4.6).
- **Year-Round Public Activity Link:** a central weather-protected public pedestrian corridor which links the historic South Point area with the commercial district north of the St. Mary Avenue extension (Section 4.4.7).
- **Pioneer Avenue Promenade:** an attractive vista along the new Pioneer Avenue through to the riverfront and beyond, across the river to the St. Boniface Cathedral.
- **the Highline Feature:** a major landscape feature along the rail highline and berm to provide an immediate definition of the East Yard precinct, e.g., a major contrasting escarpment which recalls the treed wind barriers around western Canadian farms.
- **Portals and Gates:** unique gates, portals and bridges with special features to strengthen each of the major entrances, e.g., from St. Boniface, from the York and St. Mary underpasses, and from any other vehicle underpasses off Main Street.

f. Planning Parameters (Section 4.5)

- i. It is recommended that planning parameters for the East Yard reflect the recommended site planning principles (see item 1(b) above) and should facilitate development of the recommended components (see item 2(e) above).
- ii. It is recommended that the new public development agency retain flexibility to locate any of the proposed components throughout its lands on the understanding that development is to be done in accordance with a Phase I Concept Plan approved by its three government shareholders in accordance with the provisions of a unanimous shareholders' agreement.

3. STRATEGY FOR DEVELOPMENT (SECTION 5.0)

- a. It is recommended that a Phase I Concept and Financial Plan be prepared for approval by the three governments after appropriate consultations and discussions have occurred (see items 6 and 7 below), and that the purpose of this Plan be to confirm (as part of a unanimous shareholders' agreement between the three governments) the authorized scope of the development agency's activities during the next five years; accordingly, this Plan will confirm the list of specific components and their authorized magnitude or density (without specifying site locations, selected developers, design or other similar details) for development prior to the end of 1991 on the lands in the East Yard to be held by the new tripartite public development agency, keeping in mind that overall development of this area is expected to continue over the next ten to twenty years.
- b. It is recommended that future decisions on selected developers, project site location, design and other aspects of a detailed development plan should be the responsibility of the new tripartite public development agency, subject to normal review and approval by the appropriate regulatory agencies of the City and the Province, with action to occur (including relevant negotiations and agreements as required with developers and the City) after the three governments have confirmed a Phase I Concept and Financial Plan.
- c. It is recommended that the initial Phase I development strategy for the public lands to be owned by the new public development agency should take into consideration the following requirements:
 - i. **Special Public Place that Complements the Downtown Area:** encourage significant public visitation and activity integration near the riverfront areas, with year-round functions that complement and strengthen the entire downtown area (keeping in mind ongoing development in the North Portage and Exchange District areas) and with appropriate pedestrian all-weather links; 200,000 to over 500,000 visits are projected per year for public activities, depending on the range of functions and the amount of site area utilized for these purposes).
 - ii. **Private/Public Sector Participation:** ensure that public sector programs can be carried out within the available public sector funds, and encourage significant private sector investment related to housing, recreational, festive and commercial components (the public development agency's capital budget of \$20 million, plus additional public sector support for specific public sector components of this development, is expected to lever private sector investment over the first five years ranging from \$40 to over \$150

million; additional development will occur beyond this time period).

- iii. **Staging and Scheduling:** provide practical staging and scheduling, with emphasis on using riverfront public and private sector activities near the Forks area to initiate the program; accordingly, rail clearing and road access development should move as quickly as possible to facilitate this objective, keeping in mind that the new National Historic Park is scheduled to open in the summer of 1988.
 - iv. **Public Agency Self-Sufficiency:** ensure that the new public development agency will achieve financial self-sufficiency within a reasonable time period.
- d. It is recommended that the public development agency prepare a similar Phase II Concept Plan prior to 1991 for the subsequent five year period for approval by the three governments, and that planning and development continue in this way for subsequent five year Phases until the full development of this area has been completed.

4. ZONING FOR THE EAST YARD (SECTION 6.0)

- a. It is recommended that appropriate steps be initiated by the City in order that the entire East Yard site inside the highline be zoned, prior to the land transfer, on an integrated basis in a manner consistent with the preliminary Concept Plan, the site planning principles, and the requirements set out by CN for its retained lands (Section 6.3 sets out these specific requirements).

5. PRELIMINARY FINANCIAL PLAN (SECTION 7.0)

- a. **Public Sector Investment (Section 7.1):** The Task Force estimates that the \$20 million capital budget for the new public development agency will provide for clearing and relocation, road access, utilities, surface parking, basic landscaping (including riverbank and site enhancement measures); however, it is recommended that additional public sector capital assistance should be sought, prior to confirmation of the Phase I Financial Plan, for any major public sector functions or components to be developed over the next five years.
- b. **Private Sector Investment (Section 7.2):** It is recommended that the feasibility of likely private sector involvement (ranging

from \$40 to \$150 million over the next five years) be established prior to confirmation of the Phase I Financial Plan through public consultations, discussion and negotiation with interested groups.

c. **Self-Sufficiency of Public Development Agency (Section 7.3):**

- i. It is recommended that any public development agency for the East Yard be designed to achieve financial self-sufficiency within a reasonable time period.
- ii. It is recommended that the significant land carrying costs incurred by this agency be transferred to the different development groups which become involved in the program; this transfer should occur at the earliest practical time; consideration might also be given to transfer of at least some of the riverbank park areas to the City after the development has been completed.
- iii. It is recommended that the development agency's financial plan aim to defray the balance of its costs through income earned from land lease rents and other activities.
- iv. It is recommended that a Phase I Financial Plan for the first five years be established by March 1987, specifying a realistic limit to the agency's allowed debt, sufficient to enable the self-sufficiency requirement to be met on the basis of its five year development program.
- v. It is recommended that the development agency's situation be reviewed after the initial five year program, at which time a Phase II Financial Plan should be established for the next five year period; at the end of Phase I it may be appropriate to integrate ongoing activities of the East Yard development agency with those of other development corporations owned by the three governments to achieve cost economies and utilization of lease incomes derived from other projects.

6. **IMPLEMENTATION MECHANISM AND PUBLIC CONSULTATION (SECTION 8.0)**

- a. **Public Consultation and Confirming a Phase I Plan (Section 8.1):**
It is recommended that an appropriate implementation mechanism now be established to conduct the planning and public consultation necessary to develop a Phase I Concept and Financial Plan (covering the first five years) for consideration and adoption by the three governments by the end of March 1987 (or as soon thereafter as is feasible).

- i. The elements recommended to be included in this Plan are:
 - realistic feasibility and prospects for specific major components to be developed on the public lands during the first five years, and the magnitude of such developments;
 - capability of implementing agency to conduct the necessary activities within its specified capital budget for this first phase, and to achieve self-sufficiency thereafter without further recourse to public sector funding contributions;
 - scheduling and costing for relocation and clearing of railyard activities;
 - timing and location for the access roads (and, in particular, the access to the Parks Canada project);
 - anticipated role of the private sector and confirmation of specific public sector investment likely to be included for the first phase.
 - ii. Related issues recommended to be dealt with in preparing this Plan are set out in Section 8.1, and include:
 - Land Arrangements
 - Public Consultations
 - East Yard Zoning
 - Withdrawal of relevant elements of 1968 Agreements
 - Archaeological and Historical Issues
 - Technical Planning and Financial Assessments
 - Implementing Agency (new public development agency).
- b. **Short Term Implementation Mechanism: Interim Board (Section 8.2):**
- i. It is recommended that the three governments proceed immediately to establish a seven to ten person Interim Board made up of three to six community members (an equal number appointed by each level of government) and three public servants from the Task Force (one from each level of government) with a chairman from the community who is appointed unanimously by the three governments.
 - ii. It is recommended that the Interim Board, once established, be assigned the ongoing responsibility for conducting the activities required to prepare the Phase I Concept and Financial Plan (see item 6(a) above) until the new public development agency is formed (see item 6(c) below).
 - iii. Once the new public development agency is formed, it is recommended that the Interim Board members be retained on the new corporation's board (after the Phase I Concept

and Financial Plan has been confirmed by the three governments, the public sector board members could be replaced by additional community members).

c. **Future Implementation Mechanism: Community Development Corporation (Section 8.3):**

- i. It is recommended that, as soon as feasible, a new corporation (the "Corporation") be established by the three governments as a community development corporation pursuant to Part XXI of the Corporations Act in accordance with a unanimous shareholders' agreement wherein each government would have the same ownership interest in this Corporation and would appoint three directors to its Board, and the chairperson of the Board would be appointed unanimously by the three governments. It is recommended that the unanimous shareholders' agreement specify that the Corporation may develop the East Yard area only in accordance with the mandate set out in Section 8.4 (see item 6(d) below) and in accordance with Concept and Financial Plans unanimously approved by the three governments, and that any material deviation from such Plans (for whatever reason, and as determined in accordance with criteria acceptable to the three governments) requires the prior consent of the three shareholders; in addition, reporting procedures would be established whereby each government will be kept informed on a regular basis concerning the plans and activities of the Corporation and whereby the three governments can co-ordinate effectively their respective activities with respect to public sector projects included in the East Yard development.
- ii. It is recommended that a capital contribution of \$20 million be provided to the new Corporation by its shareholders, by way of transfer of the funds provided in the Renewed Core Area Initiative Agreement for redevelopment of the East Yard lands over the next five years; until such time as the land transfer arrangements and Phase I Plan have been confirmed, it is recommended that the initial funds advanced to the Corporation out of this \$20 million be restricted to \$1 million.
- iii. It is recommended that the new Corporation, once established, be allocated any outstanding balance of the \$1 million of funds authorized under the initial Core Area Agreement for work by the Task Force, the Interim Board or the Corporation relating to investigation and start-up activities of the Corporation subject to the Corporation undertaking to fulfill the Core Area Initiative's existing commitments to assist in the development of road access and riverbank stability for the Parks Canada National Historic Park.

- d. **Mandate for the Community Development Corporation (Section 8.4):**
It is recommended that the new Community Development Corporation have the following mandate (after the Phase I Plan has been approved):
- i. own approximately 58 acres of public lands on behalf of the three governments
 - ii. conduct the necessary ongoing planning for these lands
 - iii. undertake final decisions on the location and design parameters for specific components to be developed on these lands
 - iv. select developers for each component and negotiate necessary land leases and development agreements with each selected private and public developer
 - v. finalize with CN the schedule and arrangements for clearing and relocation of CN's railyard activities (including provisions for interim joint use, where appropriate)
 - vi. finalize with CN any arrangements required for joint use of services or other joint development activities
 - vii. finalize with the City any development plans required to proceed with developments on these lands
 - viii. undertake the planning and construction of the necessary infrastructure pursuant to such development plans (including the necessary provision of road access to the Parks Canada project), e.g., new underpasses and site roads (excluding the York-St. Mary extension), specific portals for such underpasses, enhancement of main line berm area, site landscaping, riverbank enhancement and stability improvements, assistance towards the development of appropriate pedestrian links throughout the site, provision of site municipal services, development of parking for the non-housing activities
 - ix. undertake ongoing responsibility for management of the public lands, as required, including any functions that are owned by the agency (e.g., parking facilities)
 - x. facilitate the co-ordination of all development activities within the development area of the East Yard (including lands owned by others and lands adjacent to this area).

7. STEPS TO IMPLEMENT RECOMMENDATIONS (SECTION 9.0)

- a. **Preparatory Work For Public Consultations (Section 9.1):** It is recommended that the first step to implementing the Task Force's recommendations is to prepare for public consultations and planning to complete a Phase I Plan by March 1987. The following activities are recommended to be conducted as part of this first step:
- i. this report is reviewed and accepted by the Policy Committee;
 - ii. the Interim Board is appointed to carry out consultations and planning work, utilizing the balance of the one million dollar funding authorized for the Task Force (the Task Force continues until this Board is appointed);
 - iii. draft public document (and related technical document) is prepared by Interim Board for public consultation process;
 - iv. procedures are initiated to establish required zoning, to withdraw elements of the 1968 Agreement, to proceed with land transfer arrangements, and to establish the new Corporation;
 - v. public announcement is made of consultation process to prepare Phase I Concept and Financial Plan (including release of public document).
- b. **Public Consultation and Planning to Prepare Phase I Plan (Section 9.2):** It is recommended that the Interim Board carry out or facilitate the following activities to prepare the Phase I Plan:
- i. public consultations including:
 - publicity of public consultation process
 - public meetings
 - meetings with adjacent landowners
 - meetings with interested developers or groups able to develop specific components (public or private)
 - visits to key developments of a similar nature located outside Winnipeg
 - meetings related to archaeological and historical issues;
 - ii. complete preparation of land transfer documents and related relocation schedules;
 - iii. complete necessary zoning as well as withdrawal of 1968 Agreement;
 - iv. establish the new Corporation;

- v. complete additional technical planning and financial assessments as required;
 - vi. prepare report to the three governments setting out the results of the consultation process and the Phase I Concept and Financial Plan which these governments are to confirm.
- c. **Confirmation of Phase I Concept and Financial Plan (Section 9.3):** It is recommended that the three governments confirm a Phase I Concept and Financial Plan during March 1987, or as soon thereafter as is feasible.
- d. **Implementation of Phase I Plan (Section 9.4):** After confirmation of the Phase I Plan, it is recommended that the new Corporation proceed to implement the Plan covering the first five-year phase of activity; initial activities would include establishment of its executive staff, finalization of plans and negotiations for the lead projects, commencing of rail relocation and clearing, and planning to finalize the necessary infrastructure.

REPORT TO POLICY COMMITTEE

EAST YARD TASK FORCE

1.0 PURPOSE OF TASK FORCE REPORT

1.1 Terms of Reference

In late March, 1986, the City of Winnipeg, the Province of Manitoba and the Government of Canada established the East Yard Task Force under the existing Core Area Initiative Agreement to complete preliminary steps leading to a major redevelopment of the CN East Yard railway area, including review of issues pertaining to this site and the preparation of recommendations regarding a concept plan for development, a financial plan (including the role of public and private investment), and an implementation mechanism.

Redevelopment of this area was envisaged as part of the Core Area Initiative Agreement. The Task Force was established in anticipation of the Government of Canada completing contractual arrangements with Canadian National Railways Real Estate (CN), in co-ordination with Renewal of the Core Area Initiative Agreement, to enable the transfer of certain CN properties in the East Yard to a public agency to be owned jointly and equally by Canada, Manitoba and the City. The Renewed Core Area Initiative Agreement now provides for \$20 million to be committed over the next five years for redevelopment of East Yard lands to be transferred from Canada to a new tripartite public development agency; in addition, the City and Manitoba are committed, as part of this redevelopment, to complete the extension of York Avenue and St. Mary Avenue to the Provencher Bridge during the same five year period.

The Project Authorization for the Task Force allocated \$500,000 for planning, investigation and establishment of the delivery mechanism, and a further \$500,000 for site preparation or for transfer to the proposed Forks Development Corporation for start-up activities including promotion and tentative site preparation activities. Pending finalization of land transfer contractual arrangements with CN, the Task Force was instructed to focus on structural questions, site access issues and public services considerations, together with some of the inherent site limitations in order to provide consideration of the issues and complex inter-relationships pertaining to the mix of activities on the site and developments on adjacent lands.

1.2 East Yard Task Force

The East Yard Task Force has been composed of the following officials:

Canada: Mr. H. Anthony Reynolds, Chairman, Government of Canada, Regional Executive Director, DRIE -- Winnipeg.
Ms. E. Heinicke, Government of Canada, Director, Regional Programs, DRIE -- Winnipeg.

Manitoba: Mr. P. Diamant, Province of Manitoba, Deputy Minister, Department of Urban Affairs.

Mr. J. Eldridge, Province of Manitoba, Deputy Minister of Intergovernmental Affairs.

Winnipeg: Mr. N.W. Diakiw, City of Winnipeg, Chief Commissioner.

Mr. D.G. Henderson, City of Winnipeg, Commissioner of Planning and Community Services.

Core Area Office:

Mr. J. August, Core Area Initiative, General Manager.

Mr. A. Baronas, Core Area Initiative, Administrative Secretary to the Task Force.

The Task Force engaged Mr. C. Osler of InterGroup Consultants Ltd. to co-ordinate a consultant study plan providing site planning, engineering, financial, economic, legal and other advisory services. Following an invitation to interested organizations to present their competitive qualifications, the following were selected by the Task Force to provide technical assistance:

- | | |
|--|------------------------------------|
| - Architectural and Site Planning | - Gaboury Associates Architects |
| - Transportation, Traffic, Municipal Planning | - DS-Lea Associates Ltd. |
| - Legal Advisory Services | - Thompson, Dorfman, Sweatman |
| - Soil Condition Survey | - Independent Test-Lab Limited |
| - Existing Building Structural Status | - Crosier, Kilgour & Partners Ltd. |
| - Financial, Economic and Implementation Assessment; Study Co-ordination and Documentation | - InterGroup Consultants Ltd. |

The Task Force also established a Plan Review Committee, chaired by Mr. R. McGowan, City of Winnipeg, to provide consultation on technical matters between relevant staff from each government, CN, and the Task Force consultants and to draw specific concerns to the attention of the consultant group.

1.3 East Yard Development Area

The Task Force recommendations will focus principally on lands now owned by the public sector and known as the East Yard in the Core Area of Winnipeg, comprising approximately 93 acres bounded generally on the south and east by the Red River and on the west and north by the CN main rail line (after provision of adjacent lands needed for continued operation of this rail line), except for land located to the south of the Assiniboine River where the area is bounded on the west by either Main Street or the Fort Garry Curling Club property.

Figure 1 outlines the action area and the existing land ownership, indicating CN lands (including lands to be retained outside the East Yard action area), the lands to be transferred to Parks Canada for development, by mid-1988, of a National Historic Park (pursuant to the Canada-Manitoba A.R.C. Agreement), the lands presently owned by the City, and the balance of the lands which are presently under expropriation notice for acquisition by the Core Area Initiative. Most of this area is currently dedicated to railyard industrial use by CNR; the balance of the area located north of Water Avenue displays limited industrial/commercial use (including a Winnipeg Hydro substation in the northeast corner), along with the rail transfer track, roads, and riverbank parkland.

The Task Force recommendations will also deal with methods for integrating the East Yard redevelopment area with other adjacent areas of Winnipeg, including the Portage and Main commercial district, major areas adjacent to the East Yard along Main Street (Union Station that was transferred to VIA in October, Hudson's Bay House, Fort Garry Curling Club), adjacent riverfront parks (Bonnycastle Park and Stephen Juba Park), the Broadway office and residential area, and the St. Boniface area.

1.4 Scope of Report

This report has been prepared by the Task Force to present recommendations to the Policy Committee on items requiring joint approval at this time in order to proceed with East Yard redevelopment, namely:

1. Redevelopment Objectives and Principles
2. Preliminary Concept Plan
3. Strategy for Development
4. Zoning for East Yard
5. Preliminary Financial Plan
6. Mechanism for Implementation and Consultation
7. Next Steps to Implement Recommendations

A brief outline of the Task Force's work is presented in Section 2; extensive documentation has been prepared and utilized by Task Force members during the course of the Task Force's work, and this can be made available subsequently in an appropriate Technical Background document. It is also anticipated that a public report will be prepared subsequently to facilitate implementation of the consultation process recommended by the Task Force.

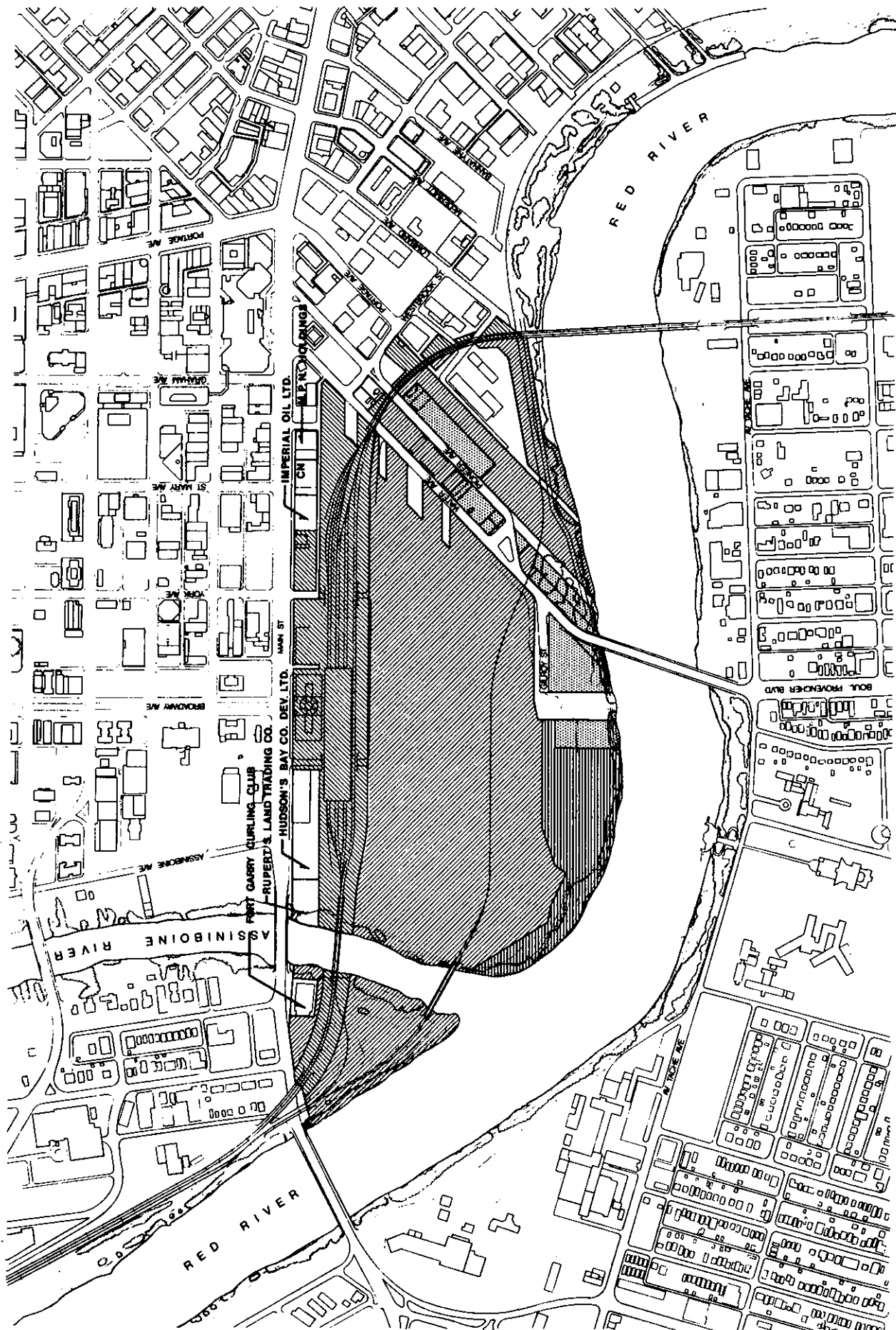
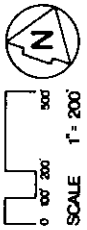


FIGURE 1

EAST YARD TASK FORCE STUDY

AREA PLAN - SITE DETERMINANTS: EXISTING OWNERSHIP

- ▨ CN OWNERSHIP (TO BE RETAINED)
- ▨ CN OWNERSHIP (66.1 Acs. 1)
- ▨ PARKS CANADA (6.8 Acs. 1)
- ▨ CITY OWNED PROPERTY (11.5 Acs. 1)
- ▨ CORE AREA INITIATIVE PROPERTY (6.6 Acs. 1)



GABOURY ASSOCIATES ARCHITECTS

2.0 OUTLINE OF TASK FORCE WORK

2.1 Land Transfer Related Issues

The Task Force's first work priority has been to resolve the planning issues required to finalize the land transfer arrangements with CN. These land transfer arrangements and the Renewed Core Area Initiative Agreement are both pre-conditions for the anticipated public sector re-development in the East Yard, and consultation with developer and public interest groups has accordingly been deferred until these arrangements have been concluded.

The Task Force has been informed that the CN-DRIE understanding with respect to the principles for land transfer includes the following elements:

1. CN will transfer to the new tripartite public development agency, at no cost, all of its remaining lands in the East Yard action area located south of the new York Avenue extension, as well as any residual East Yard lands of CN located north of York Avenue, provided that CN retains a mutually agreed upon 18 acres of commercially zoned lands located north of York in the East Yard; these retained CN lands will be composed of properties presently owned by CN, the City and the Core Area Initiative and will have basic access and service acceptable to all parties; finally, none of the lands transferred to the tripartite public development agency will be used principally for office or other commercial development not related to the recreation/cultural or housing uses anticipated for these lands;
2. subject to settlement of satisfactory arrangements between the three governments, the new tripartite public development agency is expected to have a 20 per cent interest for 99 years in earnings that CN receives from its first 18 acres of development in this area (including any development on adjacent CN lands between Main St. and its lands in the East Yard);
3. CN will relocate and clear all of its East Yard rail-related activities within 2 to 5 years in accordance with a schedule to be agreed upon, provided that the new tripartite public development agency finances the first \$5 million of actual costs incurred by CN for such relocation and clearing; CN will subsequently reimburse 50 per cent of any amounts so financed as a first claim on 100 per cent of net earnings from its first 18 acres of development in the area; CN will also be responsible for all operating costs (including taxes) on its rail properties prior to relocation and clearing;
4. actual transfer of the CN lands to the new tripartite public development agency will occur only after all of the relevant preconditions have been satisfied including: acceptable location and zoning of CN retained lands; acceptable schedules for clearing and relocation, for York-St. Mary extension, and for transfer of relevant lands to CN; adoption of an acceptable concept plan for East Yard development;

and commitment of at least \$20 million of public sector funds to be spent on the public riverfront area development. Until these preconditions are met, the land transfer agreement will effectively be in escrow and subject to an understanding that the arrangements are cancelled unless all matters are so resolved by the end of March, 1987, or at such later date as is feasible.

The Task Force has accordingly focused on the following issues relating to the CN land transfer in order to establish a framework for considering all other matters with respect to the East Yard:

1. **location of lands** to be retained both by CN and the new tripartite public agency;
2. **development of the preliminary concept plan** for the overall site (specifying plans for both the CN and the public development agency lands), including basic access and basic servicing (including configuration of the York-St. Mary extension), allowed end uses and densities, major component elements (including, where relevant, design criteria and structural consideration), and the scheduling of rail relocation and clearing;
3. **determination of an implementation agency** to receive the CN lands and to carry out the tripartite commitment to spend at least \$20 million within five years for the first phase of the public sector development on these lands; and
4. **withdrawal of the 1968 Agreement** (as described below), namely those rights and obligations in the existing agreement between CN and the Metropolitan Corporation of Greater Winnipeg ("Metro") dated May 1968 (the "1968 Agreement", which has been approved by the Province of Manitoba and wherein the City is the successor to Metro) that are directly related to the East Yard action area or the preliminary plan for redevelopment of this area.

2.2 Other Background Planning Work

The Task Force has also conducted the following work to compile information and analysis related to the Project Authorization and preparation for future public consultation activities with respect to East Yard redevelopment:

1. review of past East Yard development proposals as well as experience with other similar developments outside Winnipeg;
2. review of considerations and determinants for planning of the East Yard site:
 - a. current land ownership and use, including status of Core Area Initiative expropriations
 - b. existing buildings and services
 - c. historical considerations

- d. environmental factors, e.g., urban linkages, noise emissions, riverbank stability, soil conditions
 - e. potential future uses by others, e.g., Parks Canada property, Winnipeg Hydro property (including possible use for refuse-related facility), VIA/intermodal, transit corridors, Hudson's Bay House, Amy Street power plant use of transfer track for coal shipments
 - f. vehicular and pedestrian movement, e.g., possible circulation, Main Street-Norwood Bridge expansion options, possible Main Street access points, York-St. Mary extension options, other "riverfront parkway" options
 - g. relocation and clearing of existing rail activities
 - h. regulatory considerations, e.g., CTC, proposed City downtown zoning by-law, Rivers & Streams Act, Heritage Resources Act;
3. identify and review preliminary concept and financial plan options for the East Yard public agency lands:
 - a. site development opportunities and constraints
 - b. principles of site planning and development
 - c. major component and land use options
 - d. program funding, costing and scheduling options;
 4. assess approaches for future consultation with the public and specific groups interested in East Yard redevelopment.

2.3 Consultations

The Task Force's work has, by its nature, involved extensive consultation between Canada, Manitoba and the City as well as the preparation of extensive technical documentation by the consultant team. In addition to meetings of the Task Force and the Plan Review Committee, separate briefings were provided to the following senior members of each government:

1. **City of Winnipeg**
 - a. Board of Commissioners (including the Mayor and the Chairman of the Executive Policy Committee of Council)
 - b. Environment Committee of Council;
2. **Province of Manitoba**
 - a. Minister of Urban Affairs;
3. **Government of Canada**
 - a. Minister of National Health and Welfare.

The Task Force has conducted direct consultation with the following additional parties directly affected by East Yard redevelopment:

1. **CN** (both CN Real Estate and various groups within CN Rail);
2. **VIA** (which will take over this year the Union Station and certain related property interests, including the existing underpass to the south of the station linking the East Yard to Main Street);

3. **Parks Canada** (which will develop by mid-1988 a National Historic Park on certain of the East Yard lands);
4. **Hudson's Bay Company** (which is adjacent to the Union Station and the East Yard in Hudson Bay House, whose property is required to complete any riverfront park link with Bonnycastle Park, and whose existing parking lot area would be required under certain of the options for providing Main Street access to the East Yard).

The Task Force staff and advisors have also met with certain additional groups who have wanted to discuss specific proposals for inclusion in the East Yard redevelopment, including the Folk Arts Council (proposed multi-cultural centre), the Manitoba Arts Council (sculpture park), and representatives of the International Children's Festival.

The Task Force has recognized that consultations with developers and public interest groups must be deferred until such time as the basic land transfer arrangements and related planning parameters have been established. Accordingly, evaluation of specific project components (and related economic and financial analysis of such components and their impacts) has also been deferred for future consideration.

3.0 REDEVELOPMENT OBJECTIVES AND PRINCIPLES

3.1 The Challenge

The Task Force recognizes that redevelopment of the East Yard has been actively pursued for well over a decade, and poses major challenges that must be resolved in order that major action can begin.

During the early 1970's, CN and Great West Life (along with others) set out very intensive and ambitious mixed use (office, retail, housing) commercial redevelopment proposals which raised major concerns from the City about possible adverse impacts on other areas of the downtown. During this same period the City also expressed concerns about proposals for "all-park" schemes to redevelop the East Yard, on the grounds that the likely low intensity of use resulting from such an approach would be inappropriate and not viable. In short, one element of the challenge is the need to ensure the feasibility of any East Yard plan (including its ongoing viability) as well as its beneficial impact on the balance of the downtown.

Recent interest in East Yard redevelopment has derived primarily from the public sector, with a strong orientation towards creating public access to the historic and scenic riverfront elements of the site. The Canada-Manitoba A.R.C. Agreement has opened the way for Parks Canada to develop, by mid-1988, an eight acre National Historic Park along the riverfront across from the St. Boniface Basilica; the Core Area Initiative Agreement has led to expropriation of the remaining private sector (excluding CN) properties in the East Yard area (thereby allowing the entire area to be redeveloped on an integrated basis as soon as satisfactory arrangements can be made with CN); finally, it is expected that the transfer of Union Station to VIA will also open up new opportunities for redevelopment of this facility. These separate initiatives, however, have each underlined the timely need for an effective overall plan for redevelopment of the entire railway area -- without such a plan, for example, the exciting Parks Canada project must remain constrained as long as the rail yard activity continues.

The proposed CN land transfer arrangement and the Renewed Core Area Initiative Agreement together create the first practical opportunity for the public sector to proceed with an overall plan to redevelop the entire East Yard. This project will clearly have significant implications on the overall perception of Winnipeg by its citizens and visitors, and will directly impact the City's riverbank enhancement, transportation patterns, and downtown viability.

3.2 The Site's Special Opportunities

The Task Force believes that a critical requirement for the preparation of an East Yard redevelopment plan is full recognition of the following unique features related to this site:

1. **Site Size**

At first glance, this site's large size is often viewed as a liability rather than an asset; however, it is a truly unique opportunity to have, already assembled (without the need for major new expropriations or purchases), such a large property in the midst of the City's core area, adjacent to the City's two rivers and at the centre of the region's history

2. **Potential Use**

Ability to relocate all existing rail yard uses within a very short time period (2 to 5 years) creates a unique opportunity to develop new historical, cultural, recreation and other uses that will attract people into the area; although the area is relatively unknown at present, its distinctive historic and scenic features will attract widespread public interest. In addition, an initial base for new activities is already underway through Parks Canada's project, the VIA acquisition, and CN's consideration of a new office facility.

3. **Accessibility and Service**

This site offers uniquely attractive accessibility by car, bus, rail and boat from each area of Winnipeg; the new York-St. Mary extension (as well as any improved access directly from Main St.) will significantly enhance this feature, as will any future development of transit corridors (which would utilize the CN main line facilities). This site can also be fully serviced for any of the anticipated developments using established municipal systems adjacent to the area.

4. **Distinct and Separate District**

Retention of the CN main line, with its elevated berm, ensures that the East Yard will be a distinct district within the downtown, situated between the berm and the rivers; any development plan for this area should enhance both the rail berm's features as well as recognition of the rivers so as to highlight the East Yard as a "special place"; it is also necessary to ensure that effective and attractive links are established to adjacent downtown areas (e.g. Portage and Main business district, the Exchange District, the Broadway commercial and residential area, adjacent riverfront park areas), and that the site's special vistas are fully developed (e.g. the Union Station-St. Boniface Basilica axis, the view of Winnipeg's downtown from the South Point).

5. **Historic Place**

Parks Canada has identified the "Forks" of the Red and Assiniboine Rivers as a place of national historic significance due to its role as a rendezvous, settlement and transportation centre in the opening of the Canadian West; it is the junction itself (rather than restoration of any specific fort structure) which is the historic resource drawing attention to early native activities, the period of western exploration and fur trading (several forts were developed adjacent to this junction) with water and trade links extending in all direc-

tions, followed by introduction of the railway, mass immigration of new cultures, and the transformation of western Canada.

3.3 Redevelopment Objectives

The Task Force has identified the following objectives for redevelopment of the East Yard area:

1. to stimulate redevelopment of this historic and scenic area through a mix of historical, recreational, cultural, residential and commercial uses that replace the present rail activity;
2. to stimulate specific components that attract people to the Forks' riverfront areas on a year-round basis, and that enhance tourist and recreational activity for Winnipeg and Manitoba;
3. to encourage developments in the East Yard that complement existing activities and initiatives in the remainder of downtown Winnipeg;
4. to encourage effective co-ordination of the redevelopment to be carried out by the various public sector parties who will retain land in the East Yard;
5. to establish a tripartite public development agency which will own and develop certain portions of the East Yard and which will operate in accordance with a concept and financial plan approved by its three government shareholders; and
6. to encourage the participation of the private sector in the East Yard projects to complement public initiatives and to stimulate new private investment critical to the future viability of the overall redevelopment.

3.4 Site Planning Principles

The Task Force recommends adoption of the following eleven site planning principles in accordance with the site's special features and the above redevelopment objectives. These principles are intended to apply with respect to planning and redevelopment of all areas of the East Yard:

1. **Historic Place**
Respect this central theme, particularly relevant to the Forks;
2. **Public Place/Riverfront Focus**
Encourage public functions (historical, cultural, recreational, entertainment) with relatively intensive uses as a key theme for all riverfront areas;

3. **Separate and Special Place**
Use the CN main line and berm to celebrate and reinforce the "sense of place" and "special identity" of the area;
4. **Urban Linkages**
Ensure visual and physical linkages to adjacent downtown urban areas, including St. Boniface, Portage/Main, Broadway, the Exchange District, and adjacent waterfront parks; in addition, retain the capability to develop transit corridors to the south and northeast using the CN main line area;
5. **Transition of Functional Mix**
Functional mix should recognize an appropriate transition of relevant uses from the Main Street/railway main line area to the riverfront, and from the Portage and Main commercial area to the historic and undeveloped South Point at the Forks;
6. **Transition of Height and Density**
Height and density of development should reflect the graduation of height implied by the transition from Portage/Main heights and densities down to the river level activities, and should facilitate appropriate buffering of noise and other ongoing railway main line activities;
7. **Climatic Compatibility**
Encourage year-round use and a sense of place unique in Winnipeg's climate;
8. **Views, Site Lines, and Axes**
Views, site lines and axes of major site features (e.g. Union Station, St. Boniface Basilica, Portage/Main skyline, the Forks area) should be important axial elements in layout of the site;
9. **Pedestrian Access**
Enhance pedestrian access throughout the East Yard area in all seasons, and minimize the "pedestrian barrier" qualities of roadways in the area (e.g. the York-St. Mary extensions and any riverfront roadways);
10. **Environmental Enhancement**
Seek to eliminate present pollution or environmental problems, prevent future problems, and enhance existing positive factors;
11. **Union Station**
Recognize the station for its unique historical and spatial qualities, its ongoing function as a rail passenger facility, its possible use as a multi-modal facility, and its prospects as a major pedestrian gateway to the East Yard.

Preliminary studies conducted for the Task Force indicate that noise and other environmental concerns related to the continued activity

of the CN main rail line should not restrict desired development on the site -- although it is apparent that appropriate building design and buffer uses should occur in areas adjacent to these tracks. Riverbank enhancement will constitute a major aspect of the Parks Canada project, and will be required for riverbank areas to be owned by the new public development agency -- particularly in the area along the north side of the Assiniboine River between the two rail bridges. Preliminary soil tests throughout the site have not indicated any special concerns about pollutants related to past rail or industrial uses; in addition, these tests have indicated that the depth of cinders and other man-made fill located on most areas of the site is less than four feet, with depth of less than 1.5 feet in many instances.

The Task Force has also examined the four existing buildings located on the southern portion of the site near the riverfront, and has concluded that future planning should continue to evaluate the possible retention (if this is appropriate) of some or all of these structures; however, the Task Force also notes that each facility presents its own constraints and that future planning should therefore also be free to remove any or all of these structures.

Finally, the Task Force recommends that the nature and staging of development in the East Yard area be designed to strengthen the entire downtown area, acknowledging concurrent public and private sector initiatives in the downtown area, and specifically in the North Portage and Exchange Districts.

4.0 PRELIMINARY CONCEPT PLAN

4.1 Purpose of Plan

A preliminary Concept Plan is required to finalize the CN land transfer arrangements and establish the proposed mandate for the tripartite public development agency.

The preliminary Concept Plan deals with the location of lands to be held by each party, the basic access and servicing system for these lands, allowed end uses and densities, and (in the case of the public lands) the major component elements for development.

The preliminary Concept Plan takes into consideration the following factors:

1. the recommended site planning principles set forth in Section 3.4 of this report;
2. retention by CN of approximately 18 acres in the northern portion of the site for office and other commercial uses;
3. retention by Parks Canada of approximately 9 acres for use as a National Historic Park, and the need to provide vehicle access by the time this park opens in the summer of 1988;
4. retention by Winnipeg Hydro of approximately 3 acres in the northeast corner of the site for continued use for hydro-related transformer activities;
5. the extension of York and St. Mary Avenues to the Provencher Bridge, and the closure (as required and appropriate) of Pioneer and Water;
6. retention of the balance of the land (constituting approximately 58 acres, including some 9 acres on the South Point) for development by the tripartite public development agency; in accordance with the land transfer arrangements, commercial uses such as major office or retail shopping centre projects will not be developed on these public lands;
7. CN, in co-ordination with the tripartite public development agency, will relocate and remove all existing rail activities located within the development area.

4.2 Basic Access and Servicing System

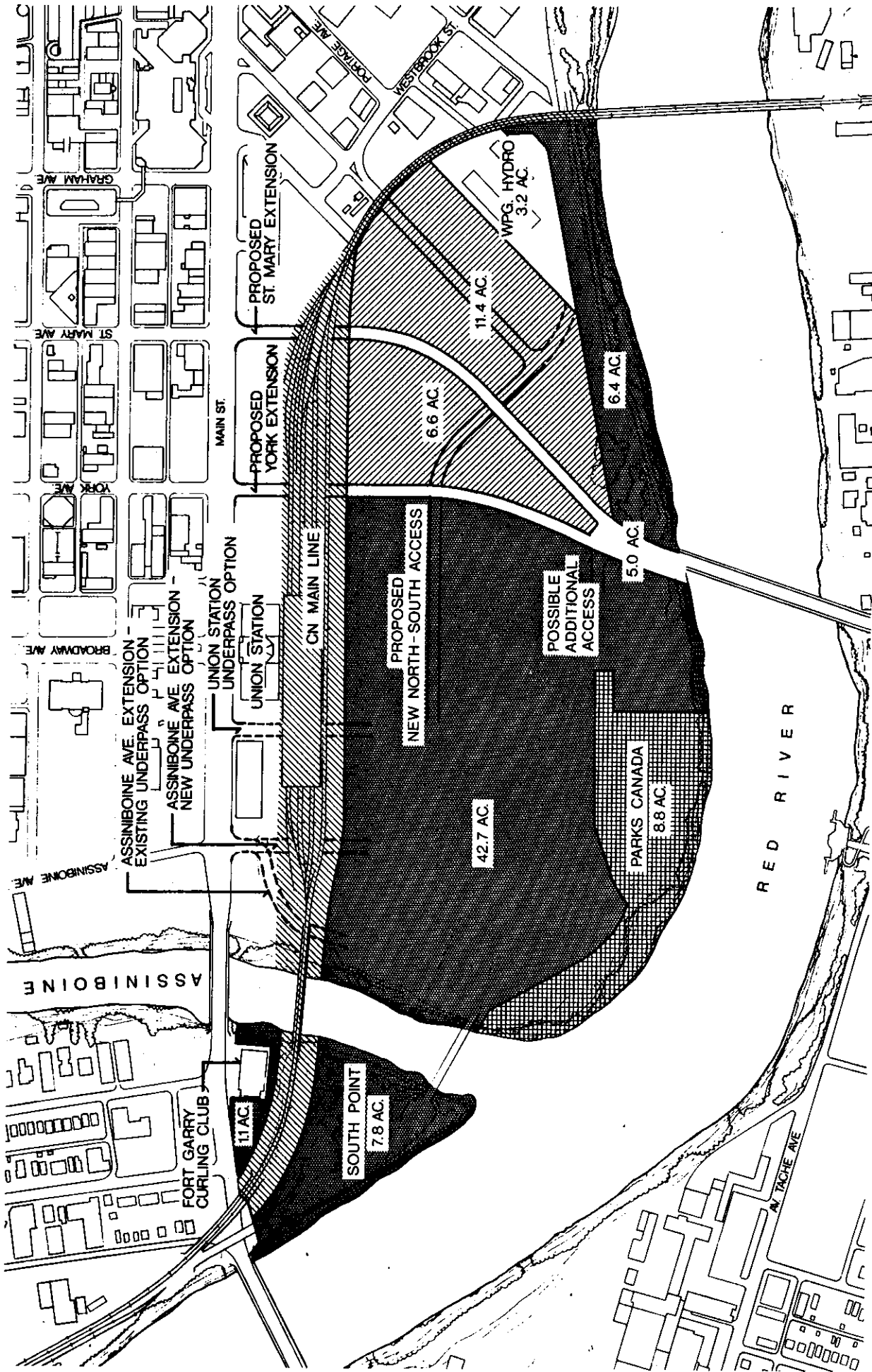
4.2.1 York and St. Mary Avenue System

The Task Force recognizes that the new York and St. Mary Avenue extensions to the Provencher Bridge will constitute the main source of access to the East Yard development area; in addition, the configuration

of these extensions is clearly of particular importance with respect to the 18 acres to be retained by CN. Accordingly, the Task Force has considered a number of options with respect to the location of these new roads and the location of any major north/south access roads that would be linked to the new York and St. Mary extension. Based on its review of the relevant options, the Task Force recommends as follows:

1. The York Avenue and St. Mary Avenue extension should be laid out approximately as described in Figure 2, with a significant "island" area (estimated at approximately 6.6 acres) located between the two road extensions; this configuration facilitates both development and access between the two roadways, and meets all relevant considerations with respect to traffic needs (approximately 5 acres would be occupied by the road extensions).
2. The major north/south access linking to the new York and St. Mary Avenue extension should be developed as shown in Figure 2, with a road leading from Pioneer Avenue in the north that crosses St. Mary Avenue and York Avenue at approximately right angles and continues to the south approximately parallel to the railway corridor at a distance of approximately 270 feet from the edge of the lands to be transferred from CN; this road system assumes continued use of Pioneer Avenue as a link into the new north/south roadway, and provides for the possible extension of the north/south roadway in the future to the east of the Winnipeg Hydro lands and along the present CN Transfer Rail Line adjacent to the river. This road system provides basic access acceptable to both CN and the new public lands located to the south of York Avenue; it also (in accordance with the site planning principles) distinguishes between the areas where higher heights and densities should be encouraged (lands adjacent to the rail line) and those lands closer to the river where lower densities and heights are to be encouraged. This configuration provides for two reasonably sized parcels in the area located between York and St. Mary Avenues. In the lands south of York Avenue, the recommended roadway is compatible with all of the various options considered for access from Main Street to the East Yard (see below), and reflects a reasonable assessment of the depth required for any parcel located adjacent to the main line area.
3. Provision should be made, if required, for a second road to access York Avenue from the public lands located in the southern part of the site; this additional access road would be located close to the point where York and St. Mary Avenues converge. The purpose of this access would be solely related to the development of the public lands in the southern part of the site, and would not be extended to the north of the York/St. Mary Avenue roadway.

The Task Force notes that completion of the new York and St. Mary Avenue extensions is expected to take four or five years due to the design, regulatory and construction requirements related to the two under-



- PROPOSED CN RETAINED LANDS (18.0 AC.)
- PROPOSED PUBLIC LANDS (58.0 AC.)
- PARKS CANADA LANDS (8.8 AC.)
- CN MAIN LINE

FIGURE 2
EAST YARD TASK FORCE STUDY
FUTURE LAND OWNERSHIP AND ACCESS
OPTION A

passes. During this period, it will be necessary to provide access by mid-1988 to the new Parks Canda development located along the Red River in the southern part of the site. The Task Force is satisfied that several options exist to meet this near term requirement, including provision of temporary access or prebuilding certain portions of the future local road system for the East Yard area. Construction of the above roadways must also be staged with the relocation and clearing of certain rail yard activities (particularly the three sheds, the existing concrete platform, various tracks located throughout the main rail yards, and the portion of the transfer rail line that extends north to serve the Amy Street power plant); if required, it appears that these functions could be removed between mid-1987 and mid-1988. The Task Force recommends that a specific plan for staging the development of these roads be set out in the Phase I Concept Plan to be determined by March, 1987.

4.2.2 Additional Main Street Access

The Task Force has given preliminary consideration to the possibilities for additional access from Main Street to the southern portions of the East Yard. Three options (which are depicted in Figure 2) have been identified: (a) use of the existing underpass adjacent to the Union Station (this would require construction to deepen the existing underpass); (b) construction of a new underpass directly east of Assiniboine Avenue (this would require relocation of the present Hudson Bay House parking lot); (c) use of the existing underpass located adjacent to the Assiniboine River (this also would require relocation of the existing parking lot, assuming that the road links into Main Street directly east of Assiniboine). It is noted that any of these additional access routes would play a very secondary role compared to the access from the York and St. Mary Avenue extension; in addition, development of each option presents different opportunities and constraints (see Table 4.1). The Task Force has examined alternative development plans that use each of the Assiniboine Avenue extensions on the premise that these options might facilitate better access than the Union Station underpass option. The Task Force recommends that final determination on this matter be made by the new public development agency after approval of the Phase I Concept Plan.

The Task Force notes that access to Main Street, at least during the next five to ten year period (i.e., prior to any changes to the Norwood/Main Street traffic corridor), may also facilitate use of the South Point and future analysis should accordingly review possible use of the area between Main Street and the CN main line (including land presently used by the Fort Garry Curling Club) for pedestrian access, pedestrian drop-offs, and parking.

The Task Force has reviewed possible long term plans to increase the capacity of the Norwood Bridge/Main Street traffic corridor and recommends that any such future development should be restricted to the Main Street corridor area (and not involve development of a new one-way corridor passing through the East Yard area); in addition, planning for such development should attempt to facilitate continued access to the South Point area.

4.2.3 Other Access and Servicing Considerations

The Task Force recommends the delineation of road systems within the East Yard area should be determined by the new development agency after approval of the Phase I Concept Plan. It is recommended that these road systems should be designed to serve the uses located within the Yard and should not be developed for the purpose of traffic passing from north to south through the East Yard area. It is also recommended that the location of these roadways should facilitate rather than restrict pedestrian access and use of the riverfront areas throughout the site. In the northern portion of the site, it is noted that Water Avenue and other local roads may be closed as required to facilitate redevelopment (after the York and St. Mary Avenue extension has been complete). It is also noted that sufficient municipal service capacity exists adjacent to the development area (along Main Street, and in the existing road system in the northern part of the site) to meet the needs of any of the anticipated development programs for this site.

The Task Force notes that access to the East Yard area will be constrained so long as the rail activity continues (for reasons of safety as well as the inherent restrictions of the existing road system). In addition, it will be necessary to ensure that pedestrians will continue to be severely restricted (for safety reasons) in their access to the main CN rail line which borders the entire development area. The Phase I Concept Plan must also provide for ongoing access requirements related to the VIA station area (including the underpass, the related shed areas, and ramp access for vehicles to service the main line area).

The Task Force notes that the eastern rail bridge is expected to be used in future as a key facility providing pedestrian access between South Point and the main portions of the East Yard site. This bridge must continue, however, to be used for rail purposes so long as rail activity continues on the site. Present information indicates that almost all of this rail activity could be closed down between mid-1987 and mid-1988; however, the existing steam plant (which services the Union Station, the Fort Garry Hotel, and the Manitoba Club) may continue to require delivery of coal by this rail route beyond mid-1988. VIA has advised that it will not require the steam plant facility within approximately two years and the Task Force recommends that the Phase I Concept Plan include appropriate measures to ensure that the existing steam plant ceases to require rail service at the earliest possible date required to facilitate redevelopment of the riverfront areas located at the forks of the Assiniboine and Red Rivers.

4.3 Location of CN Retained Lands

The Task Force recommends that the 18 acres to be retained by CN should be located north of York Avenue as indicated in Figure 2. This location facilitates a clear separation of the lands to be owned by CN from the majority of lands to be owned by the tripartite public development agency. It is understood that CN is prepared to accept this configuration for its retained 18 acres, subject to resolution of satisfactory zoning so that these lands can be used for the commercial purposes intended by

TABLE 4.1

COMPARISON OF MAIN STREET ACCESS OPTIONS

	Assiniboine River Area Underpass	Assiniboine Avenue Area Underpass	Union Station Underpass
Type of underpass structure	existing	new	existing
Degree of underpass modification	modest	new major structure	substantial
Cost of underpass	under \$1 million	about \$2 million	likely under \$1 million*
Design, approval and construction time for underpass	6-12 months	30-40 months	30-40 months
Prospect of all-direction access from Main Street	possible (not preferred by Streets & Transportation)	possible (not preferred by Streets & Transportation)	not possible
Activities needing relocation	HBC parking lot	HBC parking lot	Union Station loading dock
Flood line approval	required	not required	not required
Traffic speed	below standard	standard	standard
Character of roadway	river drive	tunnel access	tunnel access

* Subject to search of CN Archives to confirm that the horizontal loading is distributed in a conventional manner and geotechnical testing to confirm the soil conditions; if it is found that stabilization of the excavation is not appropriate, it may be necessary to tie-back the piles and thus require costs well over \$1 million.

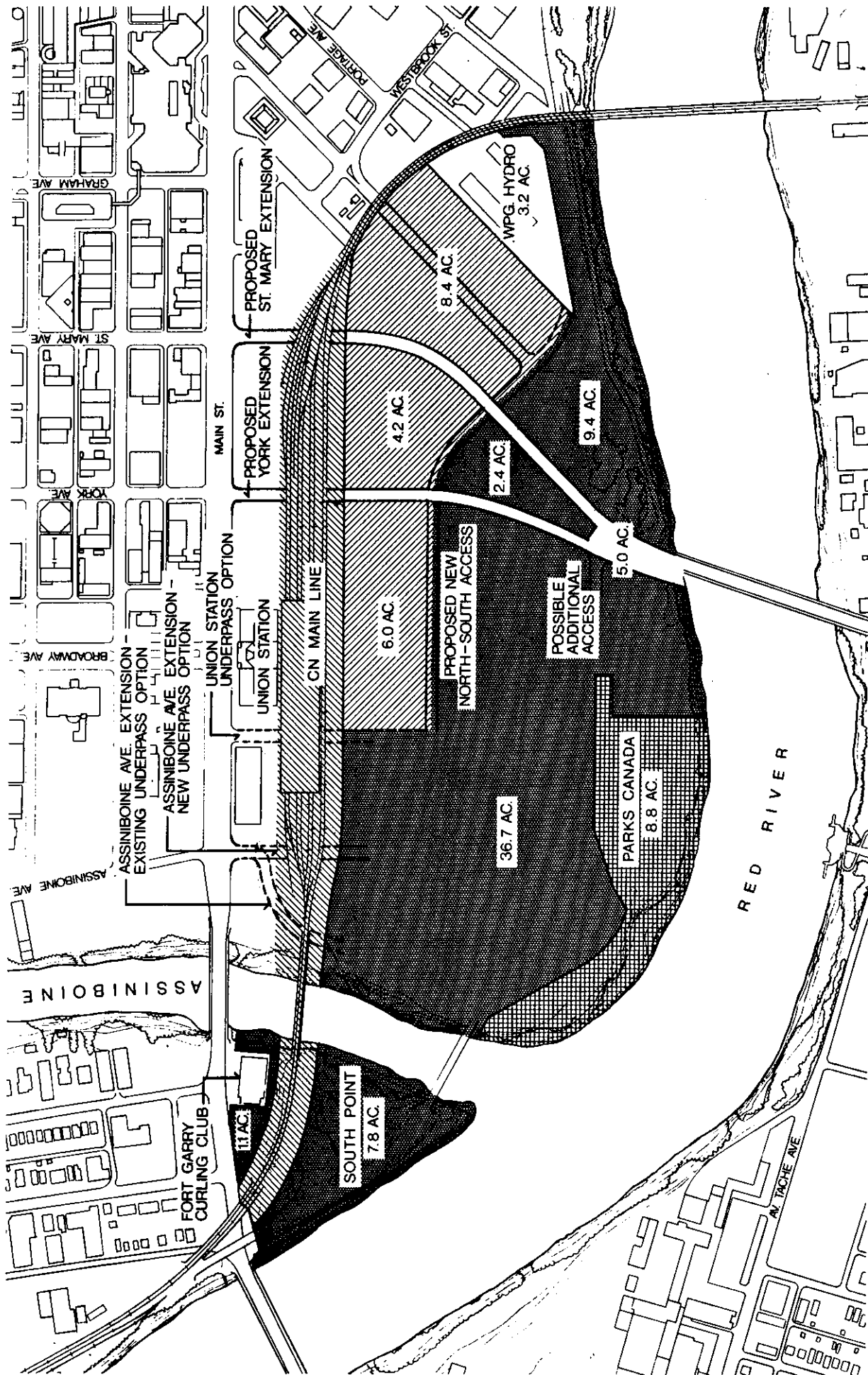
CN. In order for CN to retain these lands, certain properties presently owned by either the City or the Core Area Initiative will have to be transferred to CN; in addition, CN's ability to develop this area will also be affected by the scheduling of the York/St. Mary roadway extension.

The Task Force also notes that the land transfer arrangements with CN will keep open a second alternative, as shown in Figure 3, for possible selection as part of the Phase I Concept Plan to be determined prior to the end of March, 1987. This second approach would involve having some of CN's lands located south of York Avenue, with all of these lands being kept to the west of the new north/south roadway on the condition that (a) CN would retain the desired pedestrian access and vista between the middle of the Union Station and the line extending towards the St. Boniface cathedral, and (b) CN would make arrangements whereby the public would have access to parking facilities on evenings and weekends on CN land located south of York. It is understood that this second approach is acceptable to CN, provided that a clear decision is made prior to March 31, 1987 and further provided that appropriate zoning is enacted so that CN can use all of its lands for its intended commercial purposes. This alternative approach would concentrate CN's retained lands alongside the main rail line in the areas where the maximum density and height is intended for future development, and where the problems of providing appropriate buffers are more significant with respect to the rail line activity. In addition, it would enable the new tripartite public development agency to control all of the development areas south of the new north/south roadway, including in excess of 10 acres located north of York Avenue. The Task Force notes that proper integration of the northern and southern areas of the site is desired, particularly with respect to pedestrian access, and that this alternative land ownership arrangement might facilitate achievement of this objective. This alternative, however, also introduces additional complexities with respect to the future relationship between CN and the new public development agency, and these concerns would have to be resolved to the satisfaction of both parties.

The pattern of land ownership that would occur in the East Yard under the two options discussed above for CN retained lands after the transfer of CN lands is presented in Table 4.2. Under either approach, the tripartite public development agency would assume ownership of approximately 58 acres.

4.4 Primary Focus for Initial Development and Mix of Components

It is recommended that the primary focus for initial development activities on public lands in the East Yard utilizing the \$20 million five-year capital budget should relate to the riverfront areas in the southern part of the site, and to the development therein of appropriate activities open to the general public. Initial development should include: removal of rail yard activities; provision of roads and infrastructure; private and public sector investment in the riverfront area; freedom to retain or to remove existing buildings as appropriate for specific projects; and capability to maintain undeveloped areas until suitable projects are available.



-  PROPOSED CN RETAINED LANDS (18.6 AC.)
-  PROPOSED PUBLIC LANDS (57.4 AC.)
-  PARKS CANADA LANDS (8.8 AC.)
-  CN MAIN LINE

FIGURE 3
EAST YARD TASK FORCE STUDY
FUTURE LAND OWNERSHIP AND ACCESS
OPTION B

TABLE 4.2
EAST YARD LAND OWNERSHIP AFTER CN TRANSFER

	<u>Option A</u>	<u>Option B</u>
	(to nearest 0.5 acres)*	
Tripartite Public Development Agency		
- South Point	8.9	8.9
- Other South of York		
from Cn	38.5	32.5
from Core Area Initiative	4.2	4.2
- North of York	<u>6.4</u>	<u>11.8</u>
	58.0	57.4
CN Real Estate		
- North of York	18.0	12.6
- South of York	-	6.0
Parks Canada	8.8	8.8
City of Winnipeg		
- York-St.Mary Extension	5.0	5.0
- Hydro Site	<u>3.2</u>	<u>3.2</u>
Total East Yard	<u>93.0</u>	<u>93.0</u>

* Note that estimated areas vary for riverfront properties depending upon assumed bank locations; these estimates reflect recent maps, and include lower acreage than indicated in many earlier estimates for several riverfront areas.

The Task Force believes that the Concept Plan for ultimate re-development of the East Yard should call for a "mixed" development which integrates the different parts of this unique site, ranging from the special historical features of the South Point at the Forks of the two rivers through to the anticipated office/commercial developments by CN adjacent to the Portage & Main heart of Winnipeg's business district.

The Concept Plan should incorporate the preferred site planning principles, land ownership arrangements and basic access and servicing arrangements as set forth above. Accordingly, the eighteen acres in the northern portion of the site that CN will retain are to be used for office and other commercial purposes. The lands to be retained by Parks Canada and Winnipeg Hydro should be recognized. The balance of the land (constituting approximately 58 acres) to be developed by the new tripartite public development agency will be used, in accordance with the land transfer arrangements, for uses other than major office or retail shopping centre projects. CN, in co-ordination with the tripartite public development agency, will relocate and remove all existing rail activities located within the development area in accordance with the schedule acceptable to both parties.

The Task Force believes that the new public development agency should pursue a coherent overall plan for the entire East Yard which strives to ensure the highest level of excellence throughout the development of this site. The East Yard is the most significant historical location in the city of Winnipeg; it is also the last and only downtown site fronting on the river; it is very large, and it is within the ownership and control of the public sector. It is recommended that future development of this area be a natural and identifiable revelation of the place and its environment that is unique to Winnipeg, Manitoba and the national scene.

The Task Force recommends that the preliminary Concept Plan include the following specific elements which address the need to create a special East Yard neighbourhood:

4.4.1 Historical/Cultural

The primary importance of the historical theme is recognized for the East Yard site, particularly with respect to the area at the junction of the two rivers. The South Point is the most advantageous place within the entire area to sense the heart of the Forks. It is here that one can see the actual joining of the rivers, look over the sites of historic forts across the Assiniboine River, and see the backdrop of the skyline of the modern city.

It is appropriate to consider a major public sector activity located in the Forks riverfront area near the eastern rail bridge with a historical/cultural focus; this facility might also be used as a major flagship element or signal that would focus attention on the entire site. Possible activities include a Historic Interpretive Centre and Son et Lumiere (an audio-visual presentation of the history and features of this site, using the site as a setting to recreate and describe with dramatic lighting and sound the events that have occurred here). The opportunity

exists to create a unique audio-visual presentation, involving (for example) a glazed dome (on the roof of the eastern rail bridge) with an internal auditorium which rotates to enable viewing of all aspects of the site, which operates throughout all seasons of the year, and which focuses on celebrating and describing the special role of the Forks in transforming and developing western Canada.

Such a facility could conceivably combine the classic outdoor audio-visual presentations found in Egypt, Mexico and France with the excellence of indoor historical presentations such as that at the Bunker Hill Pavilion in Boston. Parks Canada and the Museum of Man and Nature could both play an important role in the development of such a centre. Additional opportunities to emphasize the historic/cultural theme include the Parks Canada National Historic Park development and the possible renovation of the B&B building as a rail museum.

4.4.2 Riverbank Park

Development of the site should be used as an opportunity to extend the riverbank park system with appropriate pedestrian links, from Stephen Juba Park to Bonnycastle Park including the new Parks Canada National Historic Park, with appropriate pedestrian links. Consultations with Hudson's Bay House indicate willingness to have their segment of this riverbank property used for this purpose, and it should therefore be possible to achieve this objective at an early stage in the development.

Appropriate action is required to enhance this riverbank environment, including measures to protect its stability as well as appropriate landscaping. It is recommended that the landscaping in the South Point and Assiniboine River areas should accommodate appropriate intensive urban uses which integrate effectively with other activities on the site, and which facilitate year-round recreational use of the river environment.

4.4.3 Festive/Cultural/Recreational Uses

A variety of different activities should be considered for development between the river and the more traditional housing and commercial functions, including:

- a. **bridge restaurant:** an attractive and unique restaurant facility might be developed on the eastern rail bridge.
- b. **festive market:** a year-round festive food market could be developed to serve the entire Winnipeg area, perhaps involving integration with ethnic restaurant themes in an appropriately designed atrium environment which allows visual access to the local river environment. Such an activity might be located in the two existing CN buildings located near the rail line in the southern part of the site.

It is noted that a development of this type has been identified as a potential major recreation/tourist attraction for the city,

and would constitute an ideal leading activity for development at an early stage in order to attract people to the site on a year-round basis. Similar developments have been utilized in downtown water-oriented projects in other cities.

Festive marketing activities (involving food, eating establishments, and impulse sales orientation) might be developed by private sector interests as part of an overall link throughout the riverfront facilities.

- c. **multi-cultural facility:** a centre could be developed for Winnipeg's diverse cultural groups; the Folk Arts Council, for example, has proposed development of a facility to accommodate both administration and display or performance activities. This facility might be integrated with aspects of the festive market activities.
- d. **indoor recreation:** a wide variety of indoor recreation and sport activities could be featured, including "water park" activities that would attract significant visitations on a year-round basis. These types of activities may offer further opportunities for a mixture of private and public investment interests.

It is important that a mixture of such recreational activities be considered in order to appeal to all age and interest groups; furthermore, the selection and design of such facilities should be intended to complement rather than compete with existing activities in Winnipeg, and should strive to meet the overall standard of excellence sought for the East Yard development.

- e. **outdoor recreation:** developments on the public lands should facilitate year-round outdoor recreational activities, particularly those activities that could involve participation by a broad cross section of Winnipeg residents. Summer activities could include performances in the planned Parks Canada amphitheatre, bicycle paths, pageants, canoeing and boating, and the International Children's Festival program. Emphasis should also be placed on winter-related activities focussed on the riverbank areas, including skiing, slides, skating, hayrides, winter pageants, ice sculpture, etc. Consideration might also be given to development of a year-round outdoor sculpture park.
- f. **visitor orientation centre:** a tourism orientation centre might be integrated with other mixed uses. One possible location for such a facility would be on the "island" between York and St. Mary Avenue; such a location would have high visibility and could enhance visitor interest in the East Yard area.

4.4.4 Apartment Housing

Between 500 and 1,100 quality market apartment units could be developed at densities of about 80 units per acre on the public parts

of this site outside the southern riverfront area during the initial five year program in a way that ensures integration of such housing with the other activities on the site. Development of additional downtown housing remains a major objective for this city, and such development on this site would enhance its viability, safety and attractiveness. Specific design, location and staging of such housing developments will require discussion with interested private sector groups.

4.4.5 Commercial Activities

The 18 acres to be owned and developed by CN will be zoned to allow office and other commercial uses; commercial developments are also expected to occur in adjacent areas between Main Street and the East Yard. A major new CN office building (240,000 square feet) could be an attractive commercial project to lead development in the northwest part of the site, particularly if it is located inside and close to the mainline berm along Pioneer Avenue and includes appropriate all weather pedestrian access linking the East Yard with the Portage and Main business district. Consideration might also be given to an appropriate hotel development along the riverfront to the south of Pioneer Avenue. In addition, CN should be encouraged to develop appropriate interim uses on its East Yard lands (including low rise forms of office use and specialty or discount retail) in order to avoid the possibility of having the area effectively "sterilized" for many years until the office development market is ready to absorb all of this space. Developments on these commercial lands should facilitate overall public pedestrian access and parking, and help to create the desired overall "special place" feature for the East Yard neighbourhood. Finally, appropriate public sector office or institutional projects should be considered for development throughout the site.

4.4.6 Union Station and Multi-Modal Facility

The Task Force understands from VIA that a major renovation of the Union Station will be required within the next 5 to 10 years; in addition, VIA would welcome development of a multi-modal (e.g., inter-city bus and rail) facility adjacent to the Union Station. The Union Station provides a unique historical facility, and could provide a focus for significant redevelopment activity similar to VIA's recent experience in Quebec City. The Union Station should also be used to provide a major pedestrian gateway to the East Yard.

4.4.7 Year-Round Public Activity Link

Development of the site should include a central weather-protected pedestrian corridor which links the historic South Point area with the commercial district north of the St. Mary Avenue extension. This year-round pedestrian link would be designed for public use and would integrate a diverse mix of recreational, cultural, festive and other activities in an environment designed to celebrate the vistas of the river and riverbank park environment throughout all seasons of the year and all areas of the site. This pedestrian link should facilitate both indoor and open-air

activities throughout the East Yard river environment. In addition, intensive and appropriate activities would be concentrated between the pedestrian link and the rail line berm, including office, commercial, parking and housing developments. A wide variety of options exist for the design of this pedestrian link, ranging from integrated structures to the development of a series of different structures (developed on a staged basis) with appropriate interconnections.

4.4.8 Pioneer Avenue Promenade

It is suggested that the design of commercial developments along the new Pioneer Avenue should facilitate an attractive vista from the rail line area through to the riverfront and beyond, across the river to the St. Boniface Cathedral. Similar attractive vistas should be developed through the centre of the site between the Union Station, the new Amphitheatre located on the Parks Canada land, and the St. Boniface Cathedral across the river.

4.4.9 The Highline Feature

The highline and its berm offer a rare opportunity for transforming a negative development into a positive feature. Rather than attempting to hide or negate it, it is recommended that a major landscape feature be developed to provide an immediate definition of the East Yard precinct. One possible approach would be to develop a major contrasting escarpment which recalls the treed wind barriers around western Canadian farms.

4.4.10 Portals and Gates

The East Yard can be pictured as a walled precinct with special entrances which could be developed as major features similar to the cities of the past. The strengthening of these transitional elements reinforces the sense of arrival at a special place. Consideration should therefore be given to the development of gates, portals and bridges with special features -- and with each such entrance being unique.

4.5 Planning Parameters

The Task Force recommends that planning parameters (including allowed uses and densities) for the East Yard should reflect the site planning principles set forth in section 3.4 of this report, and should facilitate development of the components set forth in Section 4.4.

Requirements pertaining to City zoning of this area are covered separately below (see Section 6.3). The Task Force emphasizes a need to ensure that the entire site area inside the CN highline is developed, to the extent practicable, on an integrated basis in order to create the desired special and distinct neighbourhood. This will require ongoing co-operation between the new tripartite public development agency (which will be the major landowner), CN, Parks Canada and the City.

The proposed planning principles clearly set out the relevant principles affecting densities, heights, pedestrian access priorities, linkages to adjacent downtown areas, views and site lines, climatic compatibility and other major factors. It is recommended that the new public development agency should retain flexibility to locate housing, recreational, cultural, festive marketing, park and other uses (as proposed above) throughout its lands on the understanding that these elements are to be developed in a manner consistent with the overall Concept Plan approved by its three government shareholders.

5.0 STRATEGY FOR DEVELOPMENT

The Task Force has examined three possible development plans in order to establish an initial understanding of the site's potentials and constraints, assuming adoption of the preliminary Concept Plan parameters. The three options involved different allocations as set out below, of the 85 acres to be developed in the East Yard (City lands for York-St. Mary Avenues and Winnipeg Hydro are excluded, but the 18 acres to be retained by CN are included):

	<u>Option 1</u>	<u>Option 2</u> (per cent)	<u>Option 3</u>
Park Areas	41	30	31
Housing	29	22	15
Historical/Cultural/Recreational/Festival	4	18	24
Parking and Roads	5	9	5
Commercial Office	<u>21</u>	<u>21</u>	<u>23</u>
Total Development Area	<u>100</u>	<u>100</u>	<u>100</u>

Intensity and mix of land uses tend to be far greater in Options 2 and 3 versus Option 1. The options also involve other significant differences: Options 1 and 2 assume that all of CN's retained lands are located north of York Avenue (as per Figure 1), while Option 3 assumes the alternative land ownership arrangement (see Figure 2); in addition, Options 1 and 2 assume development of the new Assiniboine Avenue underpass, while Option 3 assumes use of the existing underpass by the Assiniboine River.

The Task Force notes that the future development strategy must meet the following requirements:

1. **Special Public Place That Complements The Downtown Area**

Development should encourage significant public visitation and activity integration, with year-round functions that complement and strengthen the entire downtown area of Winnipeg, and with appropriate pedestrian all-weather access links throughout the site. Options 2 and 3 emphasize activities that would attract 200,000 to over 500,000 visits per year to enjoy activities that are highly complementary to the downtown area.

2. **Private/Public Sector Participation**

Development must be feasible with the available public sector funds and must encourage significant private sector investment related to housing, recreational, festive, and commercial components on the public and CN lands. Options 2 and 3 are feasible to proceed over the next five years in terms of the tripartite development agency's capital funding (\$20 million), and are estimated to stimulate significant private sector investment over the same period (ranging from

\$40 to over \$150 million) as well as additional public sector funding for specific public sector components.

3. Staging and Scheduling

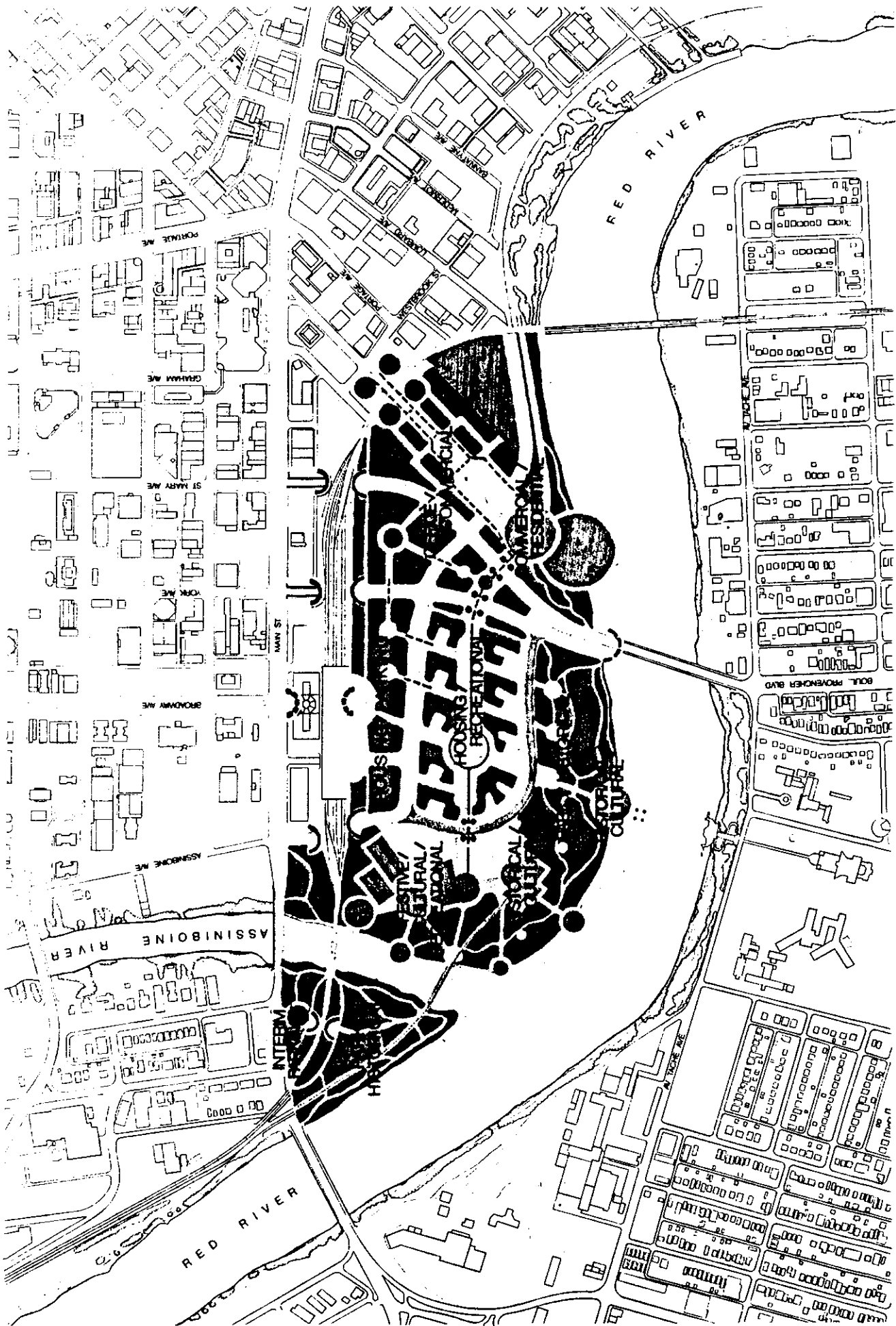
Although it is understood that the East Yard will probably continue to show development activity over the next ten to twenty years, the start of this development will require practical staging and scheduling of initial activities over the next five years, with emphasis on ensuring that appropriate road access is provided by summer 1988 to the new Parks Canada National Historic Park. Riverfront public sector activities near the Forks are expected to be used to initiate the program, and the timing of overall rail clearing and subsequent road access development should facilitate this objective. In this regard, appropriate consideration should be given to the use of an existing underpass from Main Street to facilitate early access to the target development areas; in addition, careful consideration should be given to measures that ensure the end of all railyard activities (including the CN steam plant) prior to mid-1988.

4. Public Agency Self Sufficiency

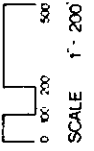
Development must allow the new public development agency to achieve financial self-sufficiency within a reasonable time period. As discussed in Section 7.0 below, this agency must earn income from land leases and other activities sufficient to meet its ongoing costs related to land, planning, and administration of the development.

Figure 4 outlines the Option 2 approach, which offers the following attractive features:

1. This approach emphasizes that the development components on the public lands closest to the Forks should include festive/cultural/recreational and historic activities within the general area defined by the existing buildings on the site. It is important that public sector resources be focused initially in this area to open up the site to the public, to achieve a critical mass for development, and to establish the standards of excellence required for the overall project.
2. This specific approach suggests that the existing buildings might be utilized for redevelopment. Although the Task Force has no special preference for the retention of any of these buildings, the road configuration in this approach sets out a framework which allows for either retention or redevelopment; it also separates clearly the riverfront area from the central portions of the site.
3. The existence of the different buildings on the southern portion of the site helps to suggest that successful redevelopment will require the joint effort of different groups, both public and private. Appropriate redevelopment of the riverfront area cannot rely on the public sector alone.



GABOURY ASSOCIATES ARCHITECTS INC



- PEDESTRIAN BRIDGES
- SITE PORTALS / GATEWAYS
- FLAGSHIP ELEMENT

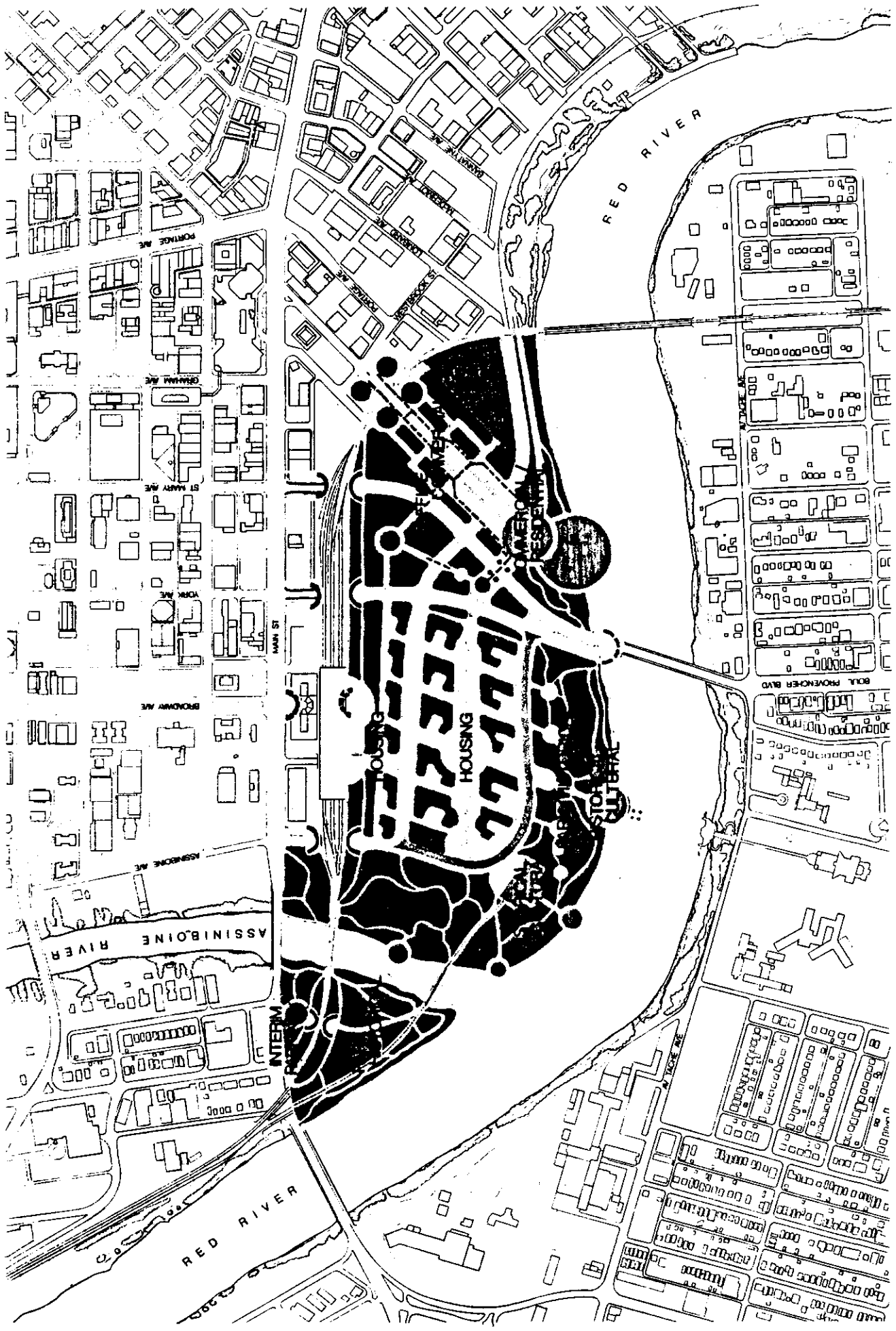
FIGURE 4
EAST YARD TASK FORCE STUDY
PRELIMINARY CONCEPTUAL PLAN
OPTION 2

4. Redevelopment of the central portions of the site could include a wide variety of recreation and housing activities as discussed above; initial expenditure of public funds in this area should be focused in the anticipation that private sector interests will play a lead role.
5. The approach shown in Figure 4 assumes that CN retained lands are all located north of York Avenue.
6. Access from Main Street, utilizing a new underpass across from the present Assiniboine Avenue, is included in Figure 4; the additional roadway on the eastern part of the public lands, however, is assumed to be developed in such a manner that it can be discarded in future if appropriate.

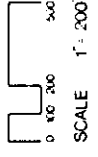
Figures 5 (Option 1) and 6 (Option 3) outline the other two approaches for development of the site which have been reviewed by the Task Force. Option 1 displays an approach which emphasizes riverbank park with private sector housing in the central area of the site -- a planning approach which has been discussed frequently in the past, but which on balance does not meet the objectives and principles set out by the Task Force for this overall site. In contrast, Option 3 displays a more innovative approach which highlights the festive, cultural and recreational developments throughout the site adjacent to the river areas, and provides for CN to hold some lands south of York that are adjacent to the rail line (Option B, Table 4.2). It is possible that this latter approach might prove highly attractive for the development of the East Yard, and its feasibility and practicability should be evaluated in future assessments by the new tripartite public development agency.

The Task Force notes that the Concept Plan sets out the proposed elements to be developed on the site and the key themes to be emphasized in this development. Consultations and discussions between now and March 1987 are recommended to confirm a Phase I Concept Plan that includes (as part of a unanimous shareholders' agreement between the three governments) a list of the specific components and their authorized magnitude or density for development during the next five years on the lands in the East Yard to be held by the new tripartite public development agency. The final decisions on design and location of such elements will be the responsibility of the new development agency, and will require specific negotiations and agreements with the groups responsible for developing each component.

It is recommended that the public development agency prepare a Phase II Concept Plan for the subsequent five year period prior to 1991 for approval by the three governments and that planning and development continue in this way until the full development of the East Yard has been completed.

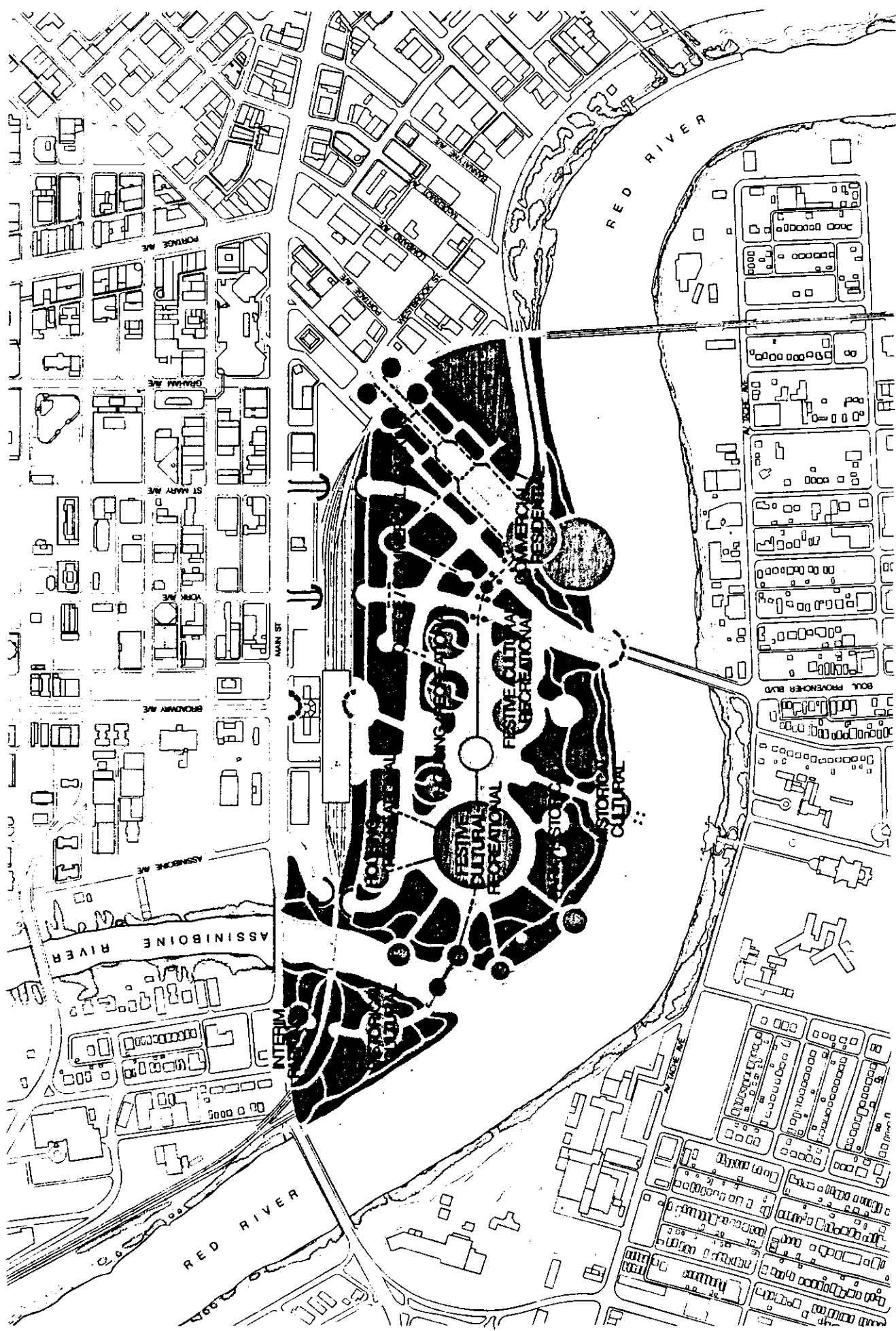


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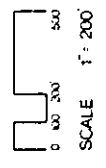


- PEDESTRIAN BRIDGES
- SITE PORTALS / GATEWAYS
- FLAGSHIP ELEMENT

FIGURE 5
EAST YARD TASK FORCE STUDY
PRELIMINARY CONCEPTUAL PLAN
OPTION 1



GABOURY ASSOCIATES ARCHITECTS INC



- ⊕ PEDESTRIAN BRIDGES
- ⊕ SITE PORTALS / GATEWAYS
- ⊕ PAVED ACCESS
- ⊕ FLAGSHIP ELEMENT

FIGURE 6
EAST YARD TASK FORCE STUDY
PRELIMINARY CONCEPTUAL PLAN
OPTION 3

6.0 ZONING FOR THE EAST YARD

6.1 Present Zoning

The East Yard areas lying to the north of the Assiniboine River are at present zoned M3 (railyard area) or M2 (areas north of railyard); the South Point is zoned M1. Effectively, the existing zoning allows the northern lands to be used for any purpose (excluding residential on M3) while the South Point can be used for all purposes including residential but excluding obnoxious or offensive industrial uses.

Existing restrictions are minimal with respect to height, bulk, parking, loading and yard requirements.

In summary, present zoning would appear to meet the general development requirements proposed by the Task Force with the exception of the prohibition against residential in the M3 area. This latter restriction could presumably be removed when the railyard activity is discontinued.

6.2 Present Zoning Proposals

The City of Winnipeg is considering enacting a new zoning by-law for downtown Winnipeg. Copies of the proposed by-law have been distributed to interested groups and developers. The proposal has not yet been referred for public hearings.

The proposed by-law represents a significant change from previous zoning and land use by-laws in the City. Through a series of plans, the proposed by-law designates separate zones for residential use, for non-residential use, for bulk requirements, for parking and loading requirements, and for sign requirements. The by-law also reserves a considerable portion of development control under the urban design zone.

The proposed by-law would, if enacted, affect all of the East Yard site located north of the Assiniboine River. As presently set out, the proposed by-law would establish the following major zoning parameters for this area:

1. Residential Use

A zone would exist, similar to the area designated for housing in Figure 5 (Option 1), where use would generally be restricted to residential purposes; the balance of the site area would not be zoned to allow residential as a permitted primary or secondary use.

2. Non-Residential Use

The non-riverbank area north of the York Avenue extension would allow office and various other commercial uses; however, retail development would be restricted to secondary uses, with distinctions existing depending on whether such uses were located between York and St. Mary Avenues or north of the St. Mary Avenue extension.

3. Bulk Ranges

The residential use area and the commercial area north of the St. Mary Avenue extension would be zoned to require a minimum of 2 storeys in height and a maximum of 7 storeys in height, with a maximum Floor Area Ratio (FAR) of 5.00. The commercial area between York and St. Mary Avenues would have a minimum height requirement of 4 storeys, no maximum height restriction, and a maximum FAR of 5.00 except where a weather-protected pedestrian system is established as an accessory use (where the FAR maximum becomes 6.00).

6.3 East Yard Development Requirements

A precondition of the CN land transfer arrangements is that the City of Winnipeg enact appropriate zoning so that the lands to be retained by CN can be used for CN's intended commercial purposes. CN will require that the land exchange remain in escrow until this step is taken or appropriate contractual arrangements are put in place.

CN has advised the Task Force that the appropriate zoning for the lands to be retained by them should include the following:

- a. office and other commercial uses including hotel. (This should include permission for both options A and B, as set out in Figures 2 and 3);
- b. no height limits near the railway tracks, possibly decreasing towards the river;
- c. the possibility of putting interim uses into the area, such as specialty or discount retail or low rise forms of office development in order to avoid the possibility of having the area effectively "sterilized" for many years until the office development market is ready to absorb this space;
- e. a Floor Area Ratio of 5.0 with a bonus of 1.0 for pedestrian amenities for a total of 6.0 over the whole area of the CN retained lands, wherever they are defined;
- f. the leaving out of space consumed by above ground parking facilities in the calculation of the Floor Area Ratio if such structures are appropriately screened.

It is apparent that, for East Yard development to proceed, there must be reasonable certainty as to the zoning requirements for this development area. This matter directly affects the new public lands as well as the lands to be retained by CN. The Task Force accordingly recommends that appropriate steps be taken to ensure the entire East Yard site inside the highline is zoned on an integrated basis in a manner consistent with the preliminary Concept Plan, the recommended site planning principles, and the requirements set out by CN for its retained lands. It is important

to resolve this matter prior to March 1987 in order that the land exchange arrangements may be taken out of escrow at that time when the Phase I Concept Plan is confirmed by the three governments.

7.0 PRELIMINARY FINANCIAL PLAN

The Task Force's objectives include encouragement of private sector participation to complement public initiatives, and to ensure maximum possible benefits from the use of scarce public sector funds.

7.1 Public Sector Investment

The Task Force estimates that development of this site will involve public sector capital expenditures ranging between \$20 and \$30 million over the next five years, allocated approximately as follows:

1. **Clearing and Relocation: \$3 to \$4 million**
Clearing and relocation includes amounts payable to CN for clearing and relocation of CN's railyard activities (less recoveries from CN), any demolition required of the major buildings on the public lands, riverbank stabilization measures, and activities related to fill removal, grading and leveling of the public land areas.
2. **Road Access, Utilities, Surface Parking: \$4 to \$6 million**
These items include costs for any underpass access from Main Street (excluding the York-St. Mary extension), site roads, site municipal services, and surface parking for visitors (excluding parking for housing). It is expected that extensive surface parking will be provided as required during the initial stage of development. The above range of costs provides for different underpass options as well as different levels of site road development (e.g., Option 2, as discussed in Section 5.0, requires a more costly underpass as well as more extensive site road development than Option 3).
3. **Landscaping, Riverbank and Site Enhancement: \$6 to \$8 million**
These items include provision for the suggested mainline berm enhancement and entrance gate portals (see Section 4.4), riverbank and other site landscaping, and some limited assistance towards development of the proposed pedestrian weather-protected link throughout the site (see Section 4.4).
4. **Major Function Assistance: \$3 to \$15 million**
The public sector is expected to provide assistance towards development of major leading functions or components..

The new tripartite public development agency is expected to have an initial capital budget of \$20 million. This amount is expected to provide for most capital expenditures related to Clearing and Relocation, Road Access, Utilities, Surface Parking, Landscaping, and Riverbank and Site Enhancement. It is apparent that this agency will only have a limited capability to assist in the development of major leading functions or components, and that additional public sector capital assistance will

be required for this purpose. Confirmation of specific public sector investment commitments for any major public sector functions to be developed over the next five years will be a clear priority for the next stage in East Yard planning prior to adoption of a Phase I Financial Plan.

Over three-quarters of the estimated \$20 million budget for the public development agency is estimated to apply to the riverfront lands; in addition, most of the remaining budget would be related to clearing and relocation or access and services costs which are essential for the development of the riverfront lands.

7.2 Private Sector Investment

Private sector investment is expected to play a very significant role in any development option, with expenditures perhaps ranging from \$40 to over \$150 million during the next five years on the public lands portion of the site (this excludes investment for projects on lands retained by CN).

The magnitude and type of private sector investment will obviously be affected by the development plan adopted by the public development agency. By way of example, Option 1 examined earlier (see Section 5) would imply private sector investment over the next five years of \$40 to \$85 million, focused almost entirely in housing projects (from 500 to 800 units might be developed over this period, with up to a further 1,100 units to be developed in subsequent years). In contrast, Options 2 and 3 examined earlier (see Section 5) would imply diversification of private investment to include participation in recreation and other activities; Option 3, which implied the greatest diversification, could involve \$90 to \$175 million of private sector investment over the next five years with 60 to 65 per cent of this being in housing (up to 1,050 units within five years) and the balance in leisure, recreation, festive market and cultural activities.

The feasibility of likely private sector involvement can be clearly established only after proper public consultation, discussion and negotiations with interested groups, and this is therefore a clear priority prior to adoption of a Phase I Financial Plan.

7.3 Self Sufficiency of Public Development Agency

Regardless of the development entity established to implement the program on the public lands, the Task Force notes that the following costs must be met on an ongoing basis:

1. Carrying Costs for the Land

The 58 acres to be transferred to the public sector will involve ongoing taxes, insurance, maintenance, security and other costs. Based on 1986 tax rates, assessments and prices, it is estimated that slightly over \$2 million of such costs (approximately 60% of which

are land taxes) will be incurred for these lands over the first five years after clearing and relocation of the rail activities; on an ongoing basis, such costs would exceed \$486,000 per year, with approximately two-thirds being land taxes. It is estimated that the vast majority of these ongoing costs (about 75%) would relate to the riverfront areas of the public lands rather than the central area.

2. **Implementation Agency Costs**

In addition to special costs related to the development and execution of the initial programs, any development agency for the East Yard is estimated to incur \$440,000 to \$600,000 in ongoing annual administrative costs. These expenditures relate to staff, participation by directors or other external public groups, and basic ongoing office administration expenditures. (Additional costs for interest will be incurred if the agency is required to borrow in order to finance any of its initial development and planning activities.)

Any public development agency for the East Yard must be designed to achieve financial self-sufficiency within a reasonable time period. In order to accomplish this objective, such an agency must earn income from land leases and other activities sufficient to meet its ongoing costs related to land and administration.

It is recommended that virtually all of the land carrying costs be transferred to the different development groups (private and public) which become involved in the East Yard development; the magnitude of these costs simply underlines the need, from the point of view of the financial health of the public development agency, to secure the participation of these groups at the earliest practical time. Consideration might also be given to transfer of at least some of the riverfront park areas to the City after the development has been completed.

The balance of the ongoing implementation agency costs must be met through income earned from land lease rents and other activities. The magnitude of the relevant costs will depend on the agency's ongoing overhead costs and any interest costs or debt incurred for its initial development activities. The magnitude of the relevant incomes will depend on the timing and scope of housing and other developments, the terms of the land leases negotiated with these developers, and the amount of income received in the event that the agency becomes entitled to the 20 per cent interest in CN's retained lands. Based on a review of the relevant factors, the Task Force believes that the development agency can achieve self sufficiency within a reasonable time period. It is recommended that the Phase I Financial Plan to be established by March 1987 should determine a realistic limit to the agency's allowed debt, sufficient to enable the self sufficiency requirement to be met on the basis of the five year development program adopted by the agency. Provision should also be made to review the development agency's situation after the initial five year

program, at which time it may be appropriate to integrate ongoing activities with those of other development corporations owned by the three governments in order to achieve cost economies and utilization of available lease incomes derived from other projects.

8.0 IMPLEMENTATION MECHANISM AND PUBLIC CONSULTATION

8.1 Implementation Process: Confirming a Phase I Plan

The Task Force recommends that an appropriate implementation mechanism now be established to conduct the planning and public consultation necessary to develop a Phase I Concept and Financial Plan for consideration and adoption by the three governments.

The Task Force notes that a number of related issues must be dealt with in order to prepare the Phase I Concept and Financial Plan. These are reviewed below:

1. Details to be Confirmed for Phase I Plan: First Five Years

The following details need to be confirmed:

- a. realistic feasibility and prospects for specific major components to be developed on the public lands during the first five years, and the magnitude of such developments;
- b. capability of implementing agency to conduct the necessary activities within its specified capital budget for this first phase, and to achieve self-sufficiency thereafter without further recourse to public sector funding contributions;
- c. scheduling and costing for relocation and clearing of rail yard activities;
- d. timing and location for the access roads (and, in particular, the access to the Parks Canada project);
- e. anticipated role of the private sector and confirmation of specific public sector investment commitments to be included for the first phase.

2. Land Arrangements

The full agreement, along with related schedules, must be finalized by March 1987 for the land transfer arrangements involving CN, the City, and the Core Area Initiative, on the understanding that a new public development agency should be able to acquire clear title to its lands by March 1987 when the Phase I Plan is presented and approved.

3. Public Consultations

As soon as possible, interested groups must receive appropriate information on the preliminary Concept and Financial Plan for the public lands in order that consultations can occur to identify leading components, to assess the feasibility of such components, and to determine the attitudes of public groups interested in the development of this area. Accordingly, the Task Force recommends that an appropriate public document be prepared within the next month to provide all interested parties with the following background information: the site; the objectives of the three governments; the results of the work conducted to date by the Task Force; the specific types of information which will be sought from developers and other interested groups

in order to finalize a Phase I Plan; the public group responsible for consultations to finalize the Plan; and the schedule for these consultations.

Consultations should include meetings in the New Year where the general public will be given the opportunity to express concerns, interests and suggestions for the future development of the East Yard.

Consultations are recommended over the next few months, prior to finalization of the Concept and Financial Plan, with each level of government, with adjacent landowners (VIA, CN, Hudson's Bay House, Parks Canada, the City, and the Fort Garry Curling Club), and with major groups and/or developers interested in pursuing specific functions or components. It is recommended that consideration also be given to ensuring that the public document set out a request for preliminary proposals to be provided by developers and other interested groups (including groups located outside of Winnipeg who are able to offer specific talents or interests relevant to development of this area) on the understanding that such proposals will be directed towards the objectives, site planning principles, and components specified in the preliminary Concept Plan. Finally, it is recommended that visits be arranged (prior to finalizing the Plan) to other key developments of a similar nature located elsewhere in North America in order to gain the direct experience available from such projects and the persons who played leading roles in their development.

4. East Yard Zoning

Appropriate steps need to be taken as soon as possible to ensure that the entire East Yard site inside the highline is zoned on an integrated basis in a manner consistent with the preliminary Concept Plan and the site planning principles recommended in this report. It is important to resolve this matter prior to March 1987, in order that the land exchange arrangements may be finalized as soon as the Phase I Plan is confirmed (this issue is discussed in more detail in Section 6 of this report).

5. 1968 Agreement

As noted earlier in Section 2.1, it is necessary by March 1987 to withdraw those rights and obligations in the existing agreement between CN and Metro dated May 1968 (which has been approved by the Province and wherein the City is the successor to Metro) that are directly related to the East Yard action area or the preliminary plan for redevelopment of this area. This will require appropriate action by the City, the Province and CN.

6. Archaeological and Historical Issues

In light of the historical significance of the Forks area, the potential for interesting archaeological and historical investigations should be examined for inclusion in the Phase I site development plan (including the Parks Canada property). The subject matter for such investigations could range from specific structures (e.g., the

various forts constructed in the area) to artifacts from the earlier native activities.

7. Technical Planning and Financial Assessments

Past experience with both the public consultation process and the preparation of final plans related to the North Portage development confirm the need for ongoing technical planning and financial assessments. This work is required, in part, to conduct meaningful discussions with developers and other interested groups who propose specific developments for inclusion in the Phase I Plan; in addition, this work is required to ensure that the new public development agency is fully satisfied as to the feasibility and desirability of its proposed Phase I Plan.

8. Implementing Agency

In order to proceed with implementation of an approved Phase I Plan, the new public development agency which will own the public lands must be in place and willing to proceed with the Phase I Plan by March 1987; this, in turn, implies that the organization itself must have been established prior to March 1987, and that the proposed Phase I Plan given to the three governments for their approval must have been accepted in advance by the agency which will be responsible for its implementation.

In order to proceed with the implementation of a development plan for the East Yard area, the Task Force recommends that the three governments jointly proceed (after acceptance of this report) to undertake the necessary steps set out above to ensure that the implementation requirements are achieved by March 1987.

8.2 Short Term Implementation Mechanism: Interim Board

The Task Force has considered the following three options for the interim period prior to the establishment of the new public development agency when it is necessary to prepare the proposed public document and to commence the public consultation and other work required to finalize the Phase I Concept and Financial Plan.

1. ARC Model

This approach would involve the creation of a public advisory group, similar to the group created to review the ARC Master Plan, which would be responsible for public consultation to finalize the Plan. The Task Force could either continue or disband; however, the public advisory group would have no ongoing responsibility for implementing the Phase I Plan.

2. Community Development Corporation

Under this approach, consultation would be delayed until the new tripartite corporation has been established to conduct any discussions necessary to propose the Phase I Plan to the three governments. In this manner, the group specifically responsible for implementing

the final Plan would play the key role in its confirmation. A majority of the directors of this organization would presumably come from outside the existing public sector; for continuity, however, it would be recommended that three members of the Task Force be retained during this period to assist in the preparation of the Phase I Plan. This approach creates one problem in that delays are likely in order to prepare and execute the necessary shareholders' agreement.

3. **"Interim Board": Mixture of Public Servants and Community Members**

This approach would allow for the immediate establishment of an "Interim Board" made up of three to six community members (an equal number appointed by each level of government) and three public servants from the Task Force (one from each level of government); a chairperson from the community would be appointed unanimously by the three governments. This approach facilitates continuity (by retaining three persons from the Task Force), while at the same time involving new community representatives who could continue to be responsible (as members of the Board for the new public development agency) for the ongoing implementation of the Phase I Plan. This approach also allows for the "Interim Board" to proceed immediately without delays inherent in the execution of a new shareholders' agreement.

The Task Force recommends that the three governments proceed immediately to establish the above "Interim Board", and that this group be assigned responsibility (until the new public development agency has been established) for conducting the necessary activities (see Section 8.1) towards preparation of the Phase I Concept and Financial Plan. In addition, as noted earlier, it is recommended that the three governments proceed simultaneously to establish the new public development agency (see Section 8.3) and that the members of the Interim Board be retained on the Board of this agency once it is established. On this matter, the requirements can be met for proceeding immediately with the appropriate public consultations, for ensuring continuity with the work of the Task Force, and for establishing the appropriate new development agency able to proceed with the development program by the end of March 1987.

The terms of reference for the Task Force (see Section 1.1 above) authorized \$500,000 out of funding for the initial Core Area Initiative Agreement for planning, investigation and establishment of the delivery mechanism, and a further \$500,000 for site preparation or for transfer to the proposed Development Corporation for start-up activities including promotion and tentative site preparation activities. The balance of these presently authorized funds should be transferred to the Interim Board (and, when it is subsequently established, the new Development Corporation) to fund start-up activities, including finalization of the Concept and Financial Plan, promotion and tentative site preparation activities; it is noted that the new Development Corporation's mandate (as set out in Section 8.4 below) includes responsibility for providing any road access required for the Parks Canada National Historic Park.

8.3 Future Implementation Mechanism: Community Development Corporation

The proposed mandate for the future implementation agency is outlined below (see Section 8.4). Based on the recommendations in this report, this new development agency would own approximately 58 acres of land and play an ongoing development role (co-ordinating the interests of various parties) within the broader East Yard development area comprising approximately 93 acres located within the CN rail line berm plus the relevant adjacent lands which could be affected by the overall development. The magnitude of the property and developments contemplated significantly exceeds the experience of the present tripartite development corporation active in Winnipeg, i.e., the North Portage Development Corporation. The preliminary Concept and Financial Plan recommended by the Task Force anticipates a significant role for the new public development agency in securing private sector investment required to develop housing, recreational and festive market components essential to the viability of any development plan. In addition, the new development agency will be responsible for securing and co-ordinating the necessary public sector commitments required to carry out the key historical, cultural and tourist development components. Above all, the new public development agency must ensure that a coherent overall plan is established and carried out for the entire East Yard which strives to ensure the highest level of excellence throughout the development of this site.

The Task Force recommends that a separate development agency be established, similar in structure to a corporate rather than a joint-venture entity, to hold and develop the lands that are to be owned on a tripartite basis by the three governments. The challenge of developing the East Yard involves a long term commitment with respect to the holding of lands as well as the development of projects, and the Task Force is satisfied that a separate corporate entity is required to carry out the necessary activities subject to the terms and conditions of a unanimous shareholders' agreement entered into by the three governments. This approach has already proven successful in the case of the North Portage Development Corporation, and it is appropriate to carry forward the experience learned to date by the three governments with this type of implementing mechanism. The Task Force proposes that the following elements be included in the establishment of such a corporation:

1. The new corporation (the "Corporation") should be established by the three governments as a community development corporation pursuant to Part XXI of the Corporations Act in accordance with a unanimous shareholders' agreement, with any modifications that are appropriate in light of the experience gained to date with the existing North Portage Development Corporation. Each government would have the same ownership in the Corporation and would appoint three directors to its Board; the chairperson of the Board would be appointed unanimously by the three governments. The Corporation should be authorized to develop the East Yard area only in accordance with the mandate set out in Section 8.4 below and in accordance with Concept and Financial Plans unanimously approved by its shareholders; any

material deviation from such Plans (for whatever reason, and as determined in accordance with criteria acceptable to the three governments) would require the prior consent of the three shareholders; in addition, reporting procedures should be established whereby each government will be kept informed on a regular basis concerning the plans and activities of the Corporation and whereby the three governments can co-ordinate effectively their respective activities with respect to public sector projects included in the East Yard development.

2. In order to facilitate the land transfer, the new Corporation should be established as a wholly-owned subsidiary of the existing North Portage Development Corporation (NPDC) on the condition that the unanimous shareholders' agreement of NPDC is amended to ensure that the Board of Directors of NPDC will exercise its powers and responsibilities with respect to the new Corporation only upon the direction and approval of the three levels of government (the shareholders).

The Renewed Core Area Initiative Agreement provides for \$20 million to be committed over the next five years for redevelopment of the East Yard lands that are to be transferred from Canada to the new tripartite public development agency. The Task Force recommends that these funds be provided by way of a capital contribution that is committed at the time when the new development agency is established, subject to confirmation by the three governments of a Phase I Concept and Financial Plan that is to be submitted to these governments by the new development agency by March 1987. In addition, following the earlier precedent for the North Portage Development Corporation, the final commitment of the full capital contribution would be subject to confirmation of the necessary land transfer arrangements by the end of March 1987. Until such time as these necessary confirmations and approvals have been secured, it is recommended that the initial funds advanced to the development agency out of the \$20 million capital budget be restricted to \$1 million (this again corresponds to the earlier precedent for the North Portage Development Corporation).

The new Corporation should be established as soon as is feasible in order to facilitate the preparation and adoption of the Phase I Plan.

8.4 Mandate for The New Community Development Corporation

It is recommended that the new Corporation be required to carry out the following mandate (after the Phase I Concept and Financial Plan has been confirmed):

1. own approximately 58 acres of public lands on behalf of the three governments
2. conduct the necessary ongoing planning for these lands
3. undertake final decisions on the location and design parameters for specific components to be developed on these lands

4. select developers for each component and negotiate necessary land leases and development agreements with each selected private and public developer
5. finalize with CN the schedule and arrangements for clearing and relocation of CN's railyard activities (including provisions for interim joint use, where appropriate)
6. finalize with CN any arrangements required for joint use of services or other joint development activities
7. finalize with the City any development plans required to proceed with developments on these lands
8. undertake the planning and construction of the necessary infrastructure pursuant to such development plans (including the necessary provision of road access to the Parks Canada project), e.g., new underpasses and site roads (excluding the York-St. Mary extension), specific portals for such underpasses, enhancement of main line berm area, site landscaping, riverbank enhancement and stability improvements, assistance towards the development of appropriate pedestrian links throughout the site, provision of site municipal services, development of parking for the non-housing activities
9. undertake ongoing responsibility for management of the public lands, as required, including any functions that are owned by the agency (e.g., parking facilities)
10. facilitate the co-ordination of all development activities within the development area of the East Yard (including lands owned by others and lands adjacent to this area).

The Phase I Plan should determine, by March 1987 (or as soon thereafter as is feasible), any specific additional functions or components that the development agency would be responsible for carrying out (e.g., parking, the son et lumiere, and a festive market are activities that might merit consideration).

9.0 STEPS TO IMPLEMENT RECOMMENDATIONS

The major steps required to carry out the implementation process are highlighted below.

9.1 Preparatory Work for Public Consultations

The first step to implement this report's recommendations involves preparation for public consultations and planning to complete a Phase I Plan by March 1987 (or as soon thereafter as is feasible). The following activities would occur as part of this first step:

1. This report is reviewed and accepted by the Policy Committee.
2. An Interim Board is appointed to carry out consultations and planning work utilizing the balance of the one million dollar funding authorized for the Task Force.
3. Draft public document and related technical document are prepared by Interim Board.
4. Procedures are initiated to establish required zoning, to withdraw relevant parts of the 1968 Agreement, to proceed with land transfer arrangements, and to establish the new Corporation.
5. Public announcement is made of consultation process to prepare Phase I Concept and Financial Plan (including release of public document).

In order to provide the necessary continuity, the Task Force would continue to be responsible for the above activities until the Interim Board is appointed.

9.2 Public Consultation and Planning to Prepare Phase I Plan

The second step to implement this report's recommendations involves completion of the public consultations, technical planning and financial assessments required to prepare a Phase I Concept and Financial Plan for review and approval by the three governments. This work would cover the various items identified earlier in Section 8.1, including:

1. Public consultations to identify leading components, to assess the feasibility of such components, and to determine the attitudes of various groups interested in the development:
 - a. publicity of public consultation process
 - b. public meetings
 - c. meetings with adjacent landowners
 - d. meetings with interested developers or groups able to develop specific components (private or public)
 - e. visits to other key developments of a similar nature located elsewhere in North America
 - f. meetings related to archaeological and historical issues

2. Complete preparation of land transfer documents, including detailed schedules covering clearing and relocation and other issues
3. Completion of necessary zoning as well as withdrawal of 1968 Agreement
4. Establishment of the new Corporation
5. Technical planning and financial assessments as required to complete the consultation and planning process by March, 1987 (or as soon thereafter as is feasible)
6. Preparation of a report by the new Corporation to the three governments, setting out the results of the consultation process and the Phase I Concept and Financial Plan which these governments are asked to confirm.

The Phase I Concept and Financial Plan will resolve the specific major components, and their rough magnitude, that the new Corporation would develop on its lands during the first five-year phase through appropriate arrangements with private and public sector groups; it will also confirm the related financial plan for this corporation. It is desirable, but not essential, that initial understandings be established with groups interested in developing the leading components. The Phase I Concept and Financial Plan, however, will not set forth detailed development plans relating to the location or design of specific components since these matters are beyond the scope required for the Concept and Financial Plan.

9.3 Confirmation of Phase I Concept and Financial Plan

The third step to implement this report's recommendations is the confirmation by the three governments during March, 1987 (or as soon thereafter as is feasible) of the Phase I Concept and Financial Plan submitted by the new Corporation.

Following this confirmation, the various land transfer documents will be executed and finalized.

9.4 Implementation of Phase I Plan

Following completion of the third step, the new Corporation will proceed to implement the Phase I Concept and Financial Plan covering the first five-year phase of activity.

Initial activities of the Corporation will include establishment of its executive staff, finalization of plans and negotiations for its lead projects, commencement of the agreed-upon rail relocation and clearing activities, and the planning required to provide the necessary infrastructure (including access roads, underpasses and services). The recommended mandate of the Corporation is set out earlier (see Section 8.4).

