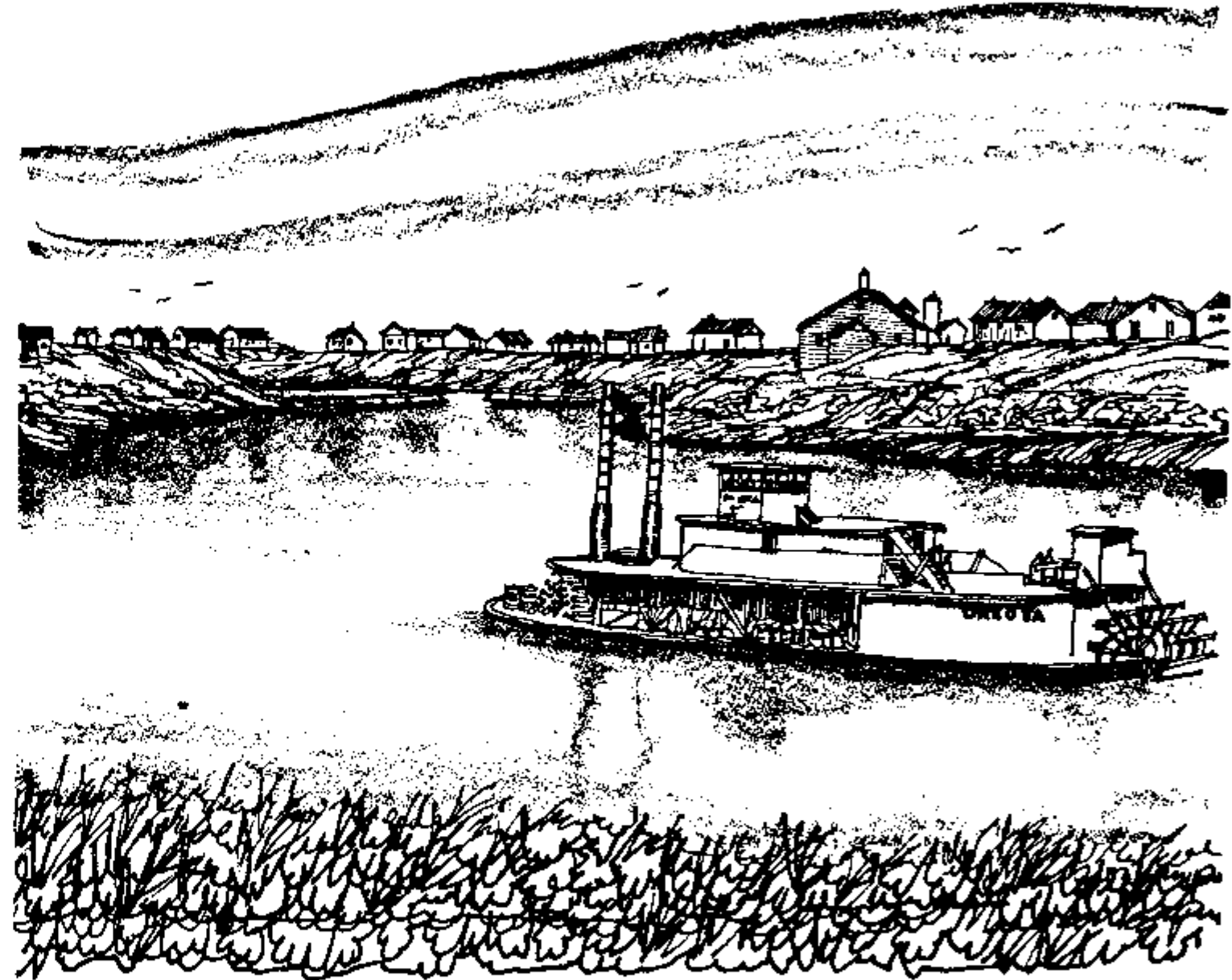


THE FORKS

PARKS CANADA • CANADA MANITOBA A.R.C. AGREEMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS



LOMBARD NORTH GROUP
LANDSCAPE ARCHITECTS • PLANNERS • ENGINEERS
WINNIPEG • MANITOBA • CANADA



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1985 08 13

Parks Canada
Prairie Region
4th floor - 457 Main Street
Winnipeg, Manitoba
R3B 3E8

Attention: Mr. Douglas Harper
Director

RE: THE FORKS - INTERIM REPORT ON DEVELOPMENT CONCEPTS

Dear Sir,


We are pleased to submit, for your review and consideration, the following Interim Report on Development Concepts for the Forks.

As we are reaching a critical stage in the planning process, decisions will be required in order to permit the preparation of detailed design alternatives for the site, based upon a selected development strategy for this most valuable resource. HASPT 11/10
Ask Parks Canada
to review by 1/15/85?

We extend our thanks to you and your staff for your co-operation and assistance to date, and look forward to our continued involvement in this important project.

Yours truly,

LOMBARD NORTH GROUP


Ross McGowan, M.A.L.A., C.S.L.A.
President

RM/ddc
Attachment

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

Prepared by:
THE LOMBARD NORTH GROUP LTD.

In Association With:

Intergroup Consultants
Reid Crowther Partners
No. 10 Architectural Group
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1985 08 13

TABLE OF CONTENTS

LIST OF MAPS

	<u>PAGE</u>
<u>EXECUTIVE SUMMARY</u>	1 - 13
Maps: Concept 1	
Concept 2	
Concept 3	
<u>REPORT:</u>	
1.0 INTRODUCTION	1
2.0 PARKS CANADA OBJECTIVES	3
2.1 Systems Objectives	3
2.2 Regional Integration Objectives	4
2.3 Interpretation Objectives	4
2.4 Visitor Services Objectives	5
2.5 Historic Resources Protection Objectives	6
2.6 Site Operations Objectives	7
3.0 HISTORICAL THEMES & SUB-THEMES	8
3.1 Central Theme	8
3.2 Sub-Themes	9
3.2.1 First Level Priority	9
3.2.2 Second Level Priority	10
4.0 DEVELOPMENT CONCEPTS	11
4.1 Area Setting	11
4.2 Implications for Development	15
5.0 SITE ANALYSIS AND INVENTORY	17
5.1 General Site Description	17
5.2 Soils	17
5.3 Riverbank Stability	19
5.3.1 Shoreline Erosion	19
5.3.2 Riverbank Stability	20
5.4 Vegetation	21
5.5 Historical Resources	23
6.0 VISUAL ASSESSMENT	28

TABLE OF CONTENTS

	<u>PAGE</u>
7.0 TRANSPORTATION CORRIDORS	32
8.0 PRELIMINARY MARKET ASSESSMENT	36
9.0 SUMMARY OF ANALYSIS	42
9.1 Development Constraints & Opportunities	42
9.1.1 General Assumptions	42
9.1.2 General Development Considerations	44
10.0 CONCEPTUAL DEVELOPMENT STRATEGIES	53
CONCEPT 1	53
CONCEPT 2	57
CONCEPT 3	65
11.0 RECOMMENDATIONS	70
12.0 CONCLUSION	74

LIST OF MAPS

<u>MAP 1:</u>	Area Setting
<u>MAP 2:</u>	Services & Land Use
<u>MAP 3:</u>	Bank Stability Assessment
<u>MAP 4:</u>	History & Archaeology
<u>MAP 5:</u>	Visual Analysis
<u>MAP 6:</u>	Transportation Corridors

EXECUTIVE SUMMARY
OF CONCEPTUAL DEVELOPMENT STRATEGIES
FOR THE FORKS

The following report presents the results of a project sponsored by Parks Canada and the Canada Manitoba A.R.C. Agreement to develop a comprehensive site development plan for the 5.5 hectares of land at the junction of the Red & Assiniboine Rivers. The project is being carried out in two parts:

Part 1:

. to identify, assess and recommend three conceptual options for development of the site.

Part 2:

. to prepare a detailed master plan for the preferred conceptual development option.

The purpose of this document is to report on work that has been done to identify and assess the three conceptual options as called for in the first part of the study. These results are intended to provide the basis for selection of a preferred option by Parks Canada.

The report describes each of the options and their advantages

and disadvantages, including an assessment of how each option ranks relative to the objectives that Parks Canada has established for development of the area. The process of developing and considering options has involved extensive research and analysis including a review of historical themes, site analysis and inventory, visual assessment, delineation and assessment of transportation corridors and a preliminary market analysis based on other related projects in the Winnipeg area. In addition, there have been numerous meetings with various parties interested in development of the site and its surrounding area. Among the groups consulted have been Parks Canada officials and the Forks Technical Review Committee which includes representatives from relevant Federal, Provincial and Municipal Government agencies, as well as the C.N.R., the Winnipeg Core Area Initiative and A.R.C. The results of the research and analysis and these meetings are incorporated into the ideas presented in this report. The principal findings and conclusions are contained in the Executive Summary.

Development Opportunitites

The importance of the junction of the Red and Assiniboine Rivers has long been recognized as a "place" of national historic significance due to its role as a rendez-vous, settlement and transportation centre in the opening of the Canadian West and the development of Winnipeg as a modern

metropolis.

Numerous proposals have been put forward in the past for the East Yards area, and for a variety of reasons, development has not occurred. The primary opportunity existing today is that for the first time, public access to this most valuable resource will occur. Commitments are in place to permit the Forks Project to proceed, and with interest being expressed by external interest groups on an enhanced development, it is essential that the present momentum not be lost, and that a comprehensive strategy be adopted and adequately funded that recognizes the importance of the junction as a place of national significance.

The opportunity for Parks Canada to develop an historic park and interpretive centre at the Forks is enhanced by many features of this site: its urban setting at the nexus of Canada's east-west transportation systems, its ready application to eight historic themes covering several periods and groups, its natural and western Canadian historical significance, and its specific potential to provide a central focus linking all historic themes in the local area. Such opportunities afforded by the Forks and adjacent East Yards are directly related to the resolution of the specific site and economic constraints that presently restrict successful long term development.

? actual?
?

The market assessment conducted in this study confirms that a wide range of market potentials exist for a Parks Canada project at the Forks. At a minimum, annual visits could range from 5,000 to 15,000 for an interesting and distinctive development on Parks Canada's site which is reasonably similar in quality to various existing Winnipeg historic and natural resource attractions. At a maximum, annual visits could achieve 200,000 to 400,000 based on experience at Winnipeg's premium interpretive and park facilities; achievement of the full potential, however, would be contingent upon Parks Canada providing a significant visitor interpretive centre attraction and, as well, upon significant and compatible development of the adjacent East Yards Riverfront Area, to establish in the overall Forks area a first-class premium attraction package for local residents as well as tourists.

Development Constraints

The opportunities afforded to Parks Canada at the Forks are

directly affected by specific site and economic constraints that presently apply. These are highlighted below:

1. Access to the Forks

a) Present site configuration of the Forks Project restricts development at the junction of the Red and Assiniboine Rivers, which is the resource to be preserved, protected and commemorated.

b) Vehicular access to and from the site is unacceptable at present, and therefore, temporary access will be required should adjacent development not proceed in the near future and a Visitor Interpretive Centre be included in the final master plan for the Forks. Such access will require agreement with C.N.R. and could cost between \$250,000 - \$400,000.

2. Shoreline

a) Shoreline protection is essential to the long term survival of the Forks, and will cost in the (magnitude) of \$250,000.

b) Excessive fill removal is required to contribute to overall riverbank stability and to visually connect the site to the rivers. The cost of fill removal could be as much as

\$250,000.

3. Parks Canada Schedule & Funding

a) Parks Canada is committed to spend \$3.2 million to develop the Forks as a heritage site. This budget alone is inadequate to deliver the present program requirements, undertake remedial site works and provide temporary access in a manner complementary to the significance of the site. As a result, visitation levels are likely to be well below expectations appropriate for a major development.

b) The interpretive program for the Forks will not be completed by Parks Canada until 1988. This schedule necessitates early resolution of the specific development concept to be adopted.

4. Historic Resources

a) The known historic resources at the Forks are limited and speculative as to location. Long term programs must consider the south point as an integral component of the Forks Development.

5. Adjacent East Yards Development

a) Compatible adjacent land use which could significantly raise visitation levels to the Parks Canada Project is at

present under active consideration by federal and other government groups, with the expectation that key master plan decisions (along with related funding commitments) will be reached later this year. At the present time, however, no firm decisions have been announced for these adjacent lands.

Conceptual Development Alternatives

In keeping with the objectives of Parks Canada and the development constraints outlined previously, three broad development concept alternatives have been identified as follows. Concept I allows development to proceed independent of adjacent land use decisions, while Concepts II and III require land use agreements and financial commitments beyond the control of Parks Canada.

Concept 1

The boundary of the Forks site remains unaltered with no foreseeable commitment on adjacent land use or additional funding support, and Parks Canada proceeds with development independently with the project completion scheduled for 1988.

Concept 2

The Parks Canada Project at the Forks proceeds in the near term in co-ordination with government interests responsible for adjacent East Yards Development, ensuring that the full potential of this historic Red and Assiniboine River frontage (including the south point) is achieved as a first stage priority in the area's overall development

master plan. The Parks Canada historic park and interpretive centre would constitute a major attraction within the overall program.

Concept 3

The Parks Canada Project at the Forks is constrained in the near term to maintain flexibility for full scale co-ordinated development to occur at the Forks in future, at such time as the responsible authorities are able to proceed with funded programs in the adjacent East Yards areas (particularly the adjacent north and south Assiniboine riverfront areas). First stage development is accordingly directed at co-ordinated development of the entire Red and Assiniboine riverfront area as an open space park area, perhaps including some minor additional facilities, until such time as further development is deemed desirable and further funding is committed. Within this program, Parks Canada would undertake to provide a first class open space framework on its present site that would guide and influence subsequent development. The Parks Canada Visitor Interpretive Centre facility, however, could be delayed until subsequent development funding is committed to this area.

Assessment of Conceptual Development Alternatives

Table I presents a matrix illustrating the level of compatibility and satisfaction of the three concepts with the objectives of Parks Canada. Clearly, Concept II, joint near term development, is the most desirable and should be pursued vigorously in the interests of all parties if it is feasible at this time.

Concept III, joint long term development, with adjacent land use remaining undefined at present, should be considered only if consensus on the waterfront concept or sufficient financial commitments are not in place within a reasonable

period of time.

Concept I, independent near term development of the Forks by Parks Canada, in isolation of adjacent land use opportunities should only be adopted as a fall back position if Concepts II and III are not feasible.

TABLE I
COMPATIBILITY MATRIX

	<u>CONCEPT I</u>	<u>CONCEPT II</u>	<u>CONCEPT III</u>
PARKS CANADA OBJECTIVES			
• Develop major national historic park to commemorate Forks as a place of national historic significance	Low (1)	High (5)	High (5)
• Emphasize nationally significant historic themes	Med. (3)	High (5)	Low (1)
• Develop national historic park in a manner complementary to adjacent development	Low (1)	High (5)	High (5)
• Park to complement other A.R.C. Projects	Med. (3)	High (5)	Med. (3)
• Interpret Forks in a manner complementary to other historic programs, resources and facilities in the Region	Med. (3)	High (5)	Med. (3)
• Year Round Interpretation	Med. (3)	High (5)	Low (1)
• Implement Enclosed and Open Air Interpretive Programs	Med. (3)	High (5)	Med. (3)
• Provide vicarious interpretation for Parks Canada's more remote historic sites	Med. (3)	High (5)	Low (1)
• Provide orientation service to the A.R.C./Red River Corridor	High (5)	High (5)	High (5)
• Ensure visitor services are provided for	High (5)	High (5)	Low (1)
• Ensure compatible development with adjacent riverbank parks	High (5)	High (5)	High (5)
• Enhance pedestrian circulation and access to adjacent riverbank walkway systems	Low (1)	High (5)	High (5)
• To ensure utilization of the site throughout all seasons of the year.	High (5)	High (5)	High (5)
• To identify and locate historic resources that relate to the Forks theme and sub-themes	Low (1)	Med. (3)	High (5)
• Where possible, preserve and/or leave undisturbed any nationally significant resources	Med. (3)	Med. (3)	High (5)
• Leave option open for future efforts aimed at preservation, restoration or interpretation of historic resources at the Forks	Med. (3)	Med. (3)	High (5)
• To examine feasibility of period landscape	Low (1)	Low (1)	Med. (3)
• To operate and maintain Forks in a manner appropriate to a major National Historic Park	Med. (3)	High (5)	High (5)
• To explore co-operative arrangements with outside organizations for operating and maintenance functions	Med. (3)	High (5)	Med. (3)
WEIGHTED VALUE	<u>56</u>	<u>94</u>	<u>72</u>

Conclusions

Although various sub-options are inherent to each of the above development alternatives, the critical decision required at this time relates to the type, extent and timing of commitments that can be put in place pertaining to adjacent land use and the redevelopment of portions of the C.N.R. East Yards. Recent initiatives on the part of the Federal Government and the C.N.R. indicate that significant progress is being made between the parties and that a decision for partial redevelopment of the East Yards is imminent. It is also anticipated that the components of this first phase will concentrate on the lands on the Assiniboine River, immediately adjacent to the Forks site at the junction, and that a major multi-use waterfront attraction will proceed.

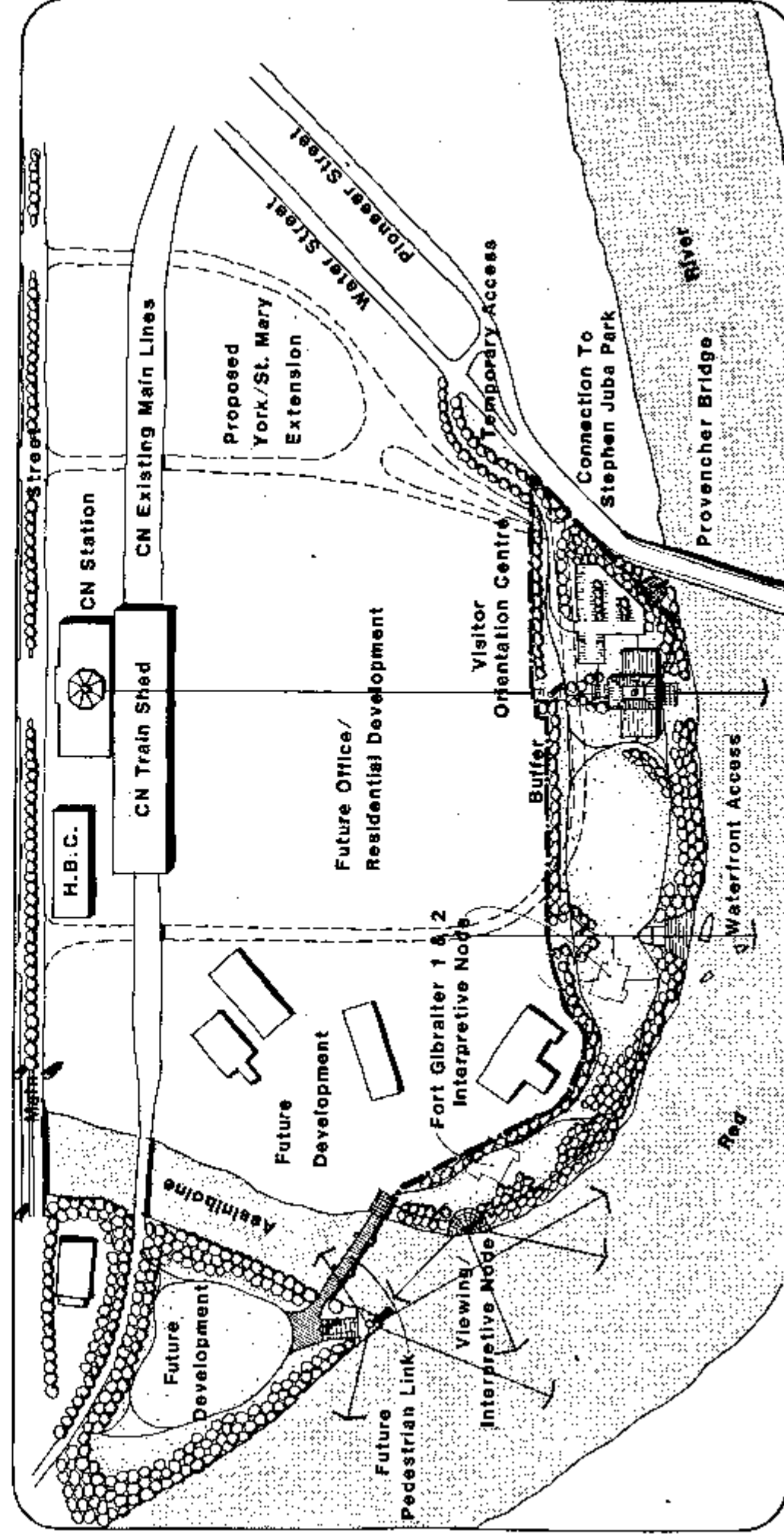
Should the necessary adjacent area commitments be achieved, it is recommended that a comprehensive and compatible development plan as envisioned in Concept II be prepared for the Forks site and proposed waterfront combined, and that such a plan be used to determine the program components for Parks Canada to proceed with its contribution within the available budget and timeframe, knowing that subsequent development will be compatible with the overall objectives for the area. Such joint development would not necessarily require adjustments in Parks Canada property boundaries, as

important components such as the B & B building and pedestrian access to the South Point would be protected. It is further recommended, should such agreement be reached, that the Visitor Interpretive Centre be located within the proposed waterfront development to maximize visitor exposure and that such a facility be undertaken jointly between the Province of Manitoba and Parks Canada, with supplementary funding support provided to achieve the desired interpretive impact in keeping with the importance of the area and anticipated visitation levels.

If it is feasible to resolve the adjacent land use program within the near future, then it is recommended that Parks Canada should seek at least to achieve the degree of consensus required to proceed with the Concept II alternative.

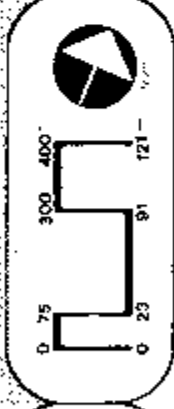
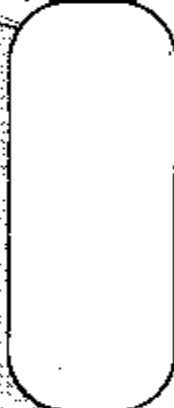
It is recommended that Concept I be proceeded with only in the event that Parks Canada is unable to secure within a reasonable time period any of the above commitments affecting adjacent land use. If Concept I is eventually adopted, it is also recommended that a Visitor Interpretive Centre not be considered at this time, and that efforts be concentrated on first class open air interpretive exhibits and site treatment, until such time as further intentions for the East Yards are known. This recommendation is made in light of the various significant constraints outlined earlier.

The following report outlines in detail the findings that have led to the three development concepts and elaborates on the content of the above summary.

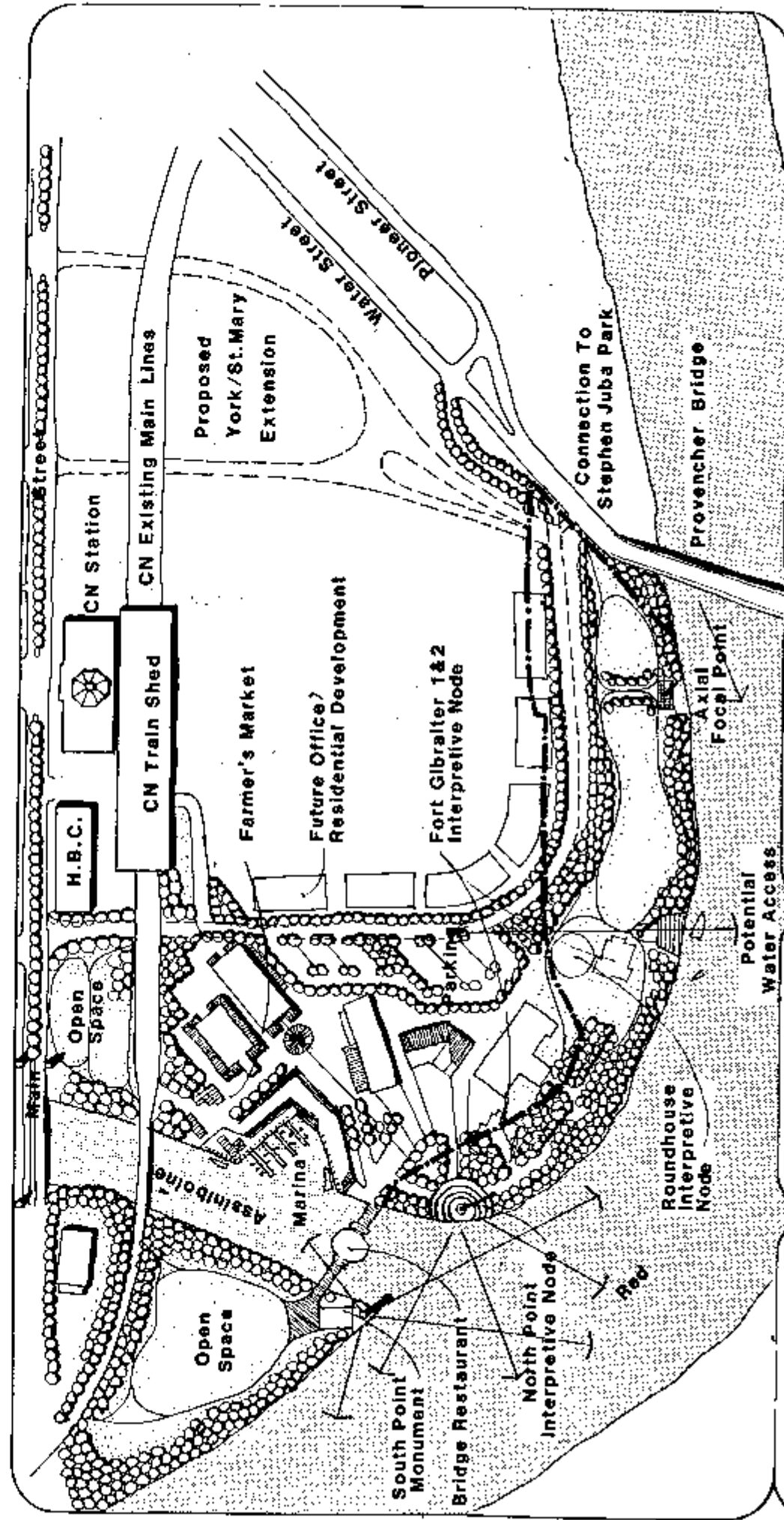


THE FORKS

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CONCEPT 1

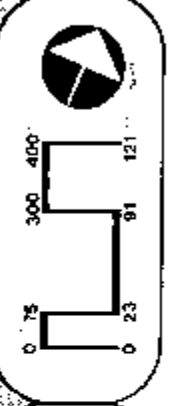
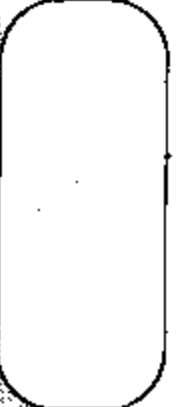


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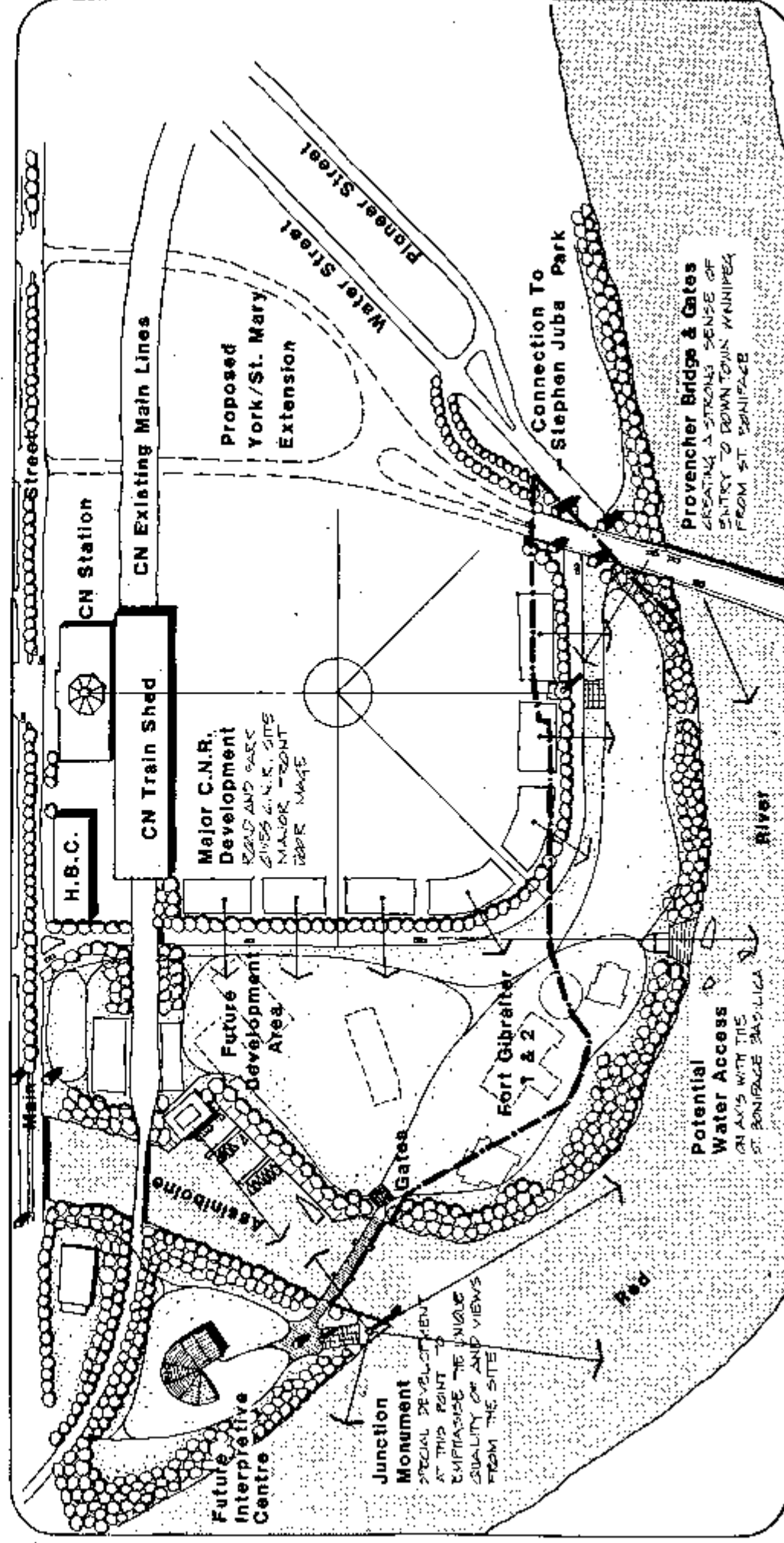


THE FORKS

PARKS CANADA - CANADA MANITOBA A.R.C. AGREEMENT
CONCEPT 2



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THE FORKS

PARKS CANADA · CANADA MANITOBA A.R.C. AGREEMENT
CONCEPT 3



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1.0 INTRODUCTION

The junction of the Red and Assiniboine Rivers has long been recognized as a valuable cultural, recreational and historic resource within the City of Winnipeg. The "Forks" is a place of national historic significance due to its role as a rendez-vous, settlement and transportation centre in the opening of the Canadian West. It was first recognized as a significant resource in 1925 by the Historic Sites and Monuments Board. In 1974, the Board again considered the Forks as a "place" of National Historic significance, noting that irrespective of its structural resources from various historical periods, it is the junction itself, physically and symbolically, which is the historic resource which should be preserved and protected. In 1978, the Forks was included within the Canada-Manitoba Agreement for Recreation and Conservation on the Red River Corridor (A.R.C.), which has subsequently led to the initiation of the preparation of a master development strategy for the 5.5 hectre Forks site.

The primary purpose and anticipated output of the present planning and design process "is to formulate a

THE FORKS DEVELOPMENT
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comprehensive site development plan to be utilized as the basis for the development of a National Historic Park at the Forks; and for such ancillary development as may be compatible with the ideas as have been put forth in the past for use of the East Yard lands". (1) An integral component of the analysis process and concept formulation was a market assessment of the range, size and mix of facilities that would be provided at the Forks, in addition to determining the market potential and anticipated user patterns related to the Forks Development.

The following report is intended to establish a general development strategy for the Forks which will influence and direct the preparation of detailed site development options during Phase II of the study.

(1) Forks Terms of Reference 2

2.0 PARKS CANADA OBJECTIVES

The development concepts respond to the objectives of Parks Canada which can be categorized as follows:

- .1 Systems Objectives
- .2 Regional Integration Objectives
- .3 Interpretation Objectives
- .4 Visitor Services Objectives
- .5 Historic Resource Protection Objectives
- .6 Site Operation Objectives

2.1 Systems Objectives

.1 To develop a major national historic park at the junction of the Red and Assiniboine to commemorate the Forks as a place of national historic significance.

.2 To emphasize the nationally significant historic themes which reflect the Forks' role as a rendez-vous, settlement, and transportation centre in the opening of the Canadian West.

2.2 Regional Integration Objectives

.1 To plan and develop a national historic park in a manner that is complementary to adjacent development, to the extent that the present and anticipated future development is predictable, and yet maintains the integrity of historic resources and establishes a positive image for Parks Canada.

.2 To plan and develop an historic park at the Forks which will complement other projects as outlined in the A.R.C.- Red River Master Development Plan.

.3 To prioritize and interpret the Forks themes to complement rather than compete with historic programs, resources and facilities managed by other agencies in the region.

2.3 Interpretation Objectives

.1 To develop a means of housing interpretation media to permit year-round interpretation of the

THE FORKS DEVELOPMENT
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activities and events that contribute to the Forks designation as an "historic place".

.2 To design and implement enclosed and open air interpretive programs and media to help make the public aware of the historic significance of the Forks and of the on-site historic resources.

.3 To provide vicarious interpretation for Parks Canada's more remote historic sites to which strong thematic connections exist.

.4 To provide the visitor with an orientation service to the A.R.C. - Red River Agreement, corridor, development projects; and to other related historic and natural resources, and programs in the Red River corridor.

2.4 Visitor Services Objectives

.1 To ensure that basic visitor services are provided at the site or that provision is made for them in the immediate surroundings.

.2 To plan and develop jointly the historic park's grounds with adjacent city riverbank park property and other adjacent uses, to ensure that compatible and complementary recreational park space is provided.

.3 To enhance pedestrian circulation and access through connections to the City owned riverbank walkway systems.

.4 To plan and develop the site in order to ensure that it is attractive to, and utilized by visitors throughout the four seasons of the year.

2.5 Historic Resources Protection Objectives

.1 To identify and locate historic resources that relate to the Forks' nationally significant theme and sub-themes.

.2 Where possible, to preserve and/or leave undisturbed any nationally significant historic

resources that are located at the Forks.

.3 To leave the option open for future efforts aimed at preservation, restoration or interpretation of historic resources located at the Forks.

.4 To examine the feasibility and desirability of recreating the period landscape(s), or portions thereof.

2.6 Site Operations Objectives

.1 To operate and maintain Parks Canada's land holdings, historic resources and visitor facilities in a manner appropriate to a major national historic park.

.2 To explore co-operative arrangements with outside organizations and other levels of government in order to contract out operating and maintenance functions and to share operating responsibilities.

3.0 HISTORICAL THEMES & SUB-THEMES

Integral to the objectives for the Forks Development are the historical themes and sub-themes, prepared by Parks Canada; the purpose, of which is to "provide the historical rationale and national context for the development of a park or site so that its resources are conserved, commemorated and interpreted in an appropriate manner". (2) The following briefly outlines the central "theme" and associated "sub-themes" for the Forks Development as a place of National Historical significance. The historical themes are intended to become the focus of the interpretive program for the Forks Visitor Centre, which is presently in the developmental stages, with an anticipated completion date of 1988.

3.1 Central Theme

The central theme for the Forks Development is the Red/Assiniboine Junction and the transformation of the Canadian West.

The Forks was a major crossroads in the movement of

people, culture and resources throughout the North American interior; from the prehistoric trade routes, through the fur trade era, to the evolution of Winnipeg as a metropolis and the establishment of contemporary communications networks.

3.2 Sub-Themes

Eight sub-themes have been identified and their priority considered in relation to the central theme identified above. It should be noted that further historical research is presently being undertaken by Parks Canada, which may alter the sub-theme prioritization.

3.2.1 First Level Priority

.1 Canadian-English Fur Trade Rivalry and continental expansion: 1760-1821.

.2 The Hudson's Bay Company and the struggle for Provincial status. *NOT FOCUSED IN THIS AREA. SEE SEPARATE REPORT FOR HBC COMPANY HISTORY*

.3 Winnipeg and the Junction: A metropolis in the

making: 1878-1887.

.4 The Junction and the Advent of the Railway:
1888-1923.

3.2.2 Second Level Priority

.1 the Junction and Pre-Contact Aboriginal Trading
Systems.

.2 Indian-Euro Canadian Contact: The French
Period: 1734-1760.

.3 The Hudson's Bay Company and the Northwest:
The Junction emerges as a settlement centre.

.4 The Junction and the Immigrant Experience.

4.0 DEVELOPMENT CONCEPTS

Given the extensive attributes of the Forks as a place of national significance and the desire to develop the site in a manner consistent with the Themes and Objectives identified by Parks Canada; the study team has undertaken an analysis of site conditions and an assessment of the opportunities and constraints to development as outlined in the following sections. The development concepts address the issues that have emerged throughout this phase of the planning process and relate, where possible and practical, to the objectives of Parks Canada and A.R.C., while recognizing and responding to the concerns and desires of external agencies which will influence and ^aeffect present and future development.

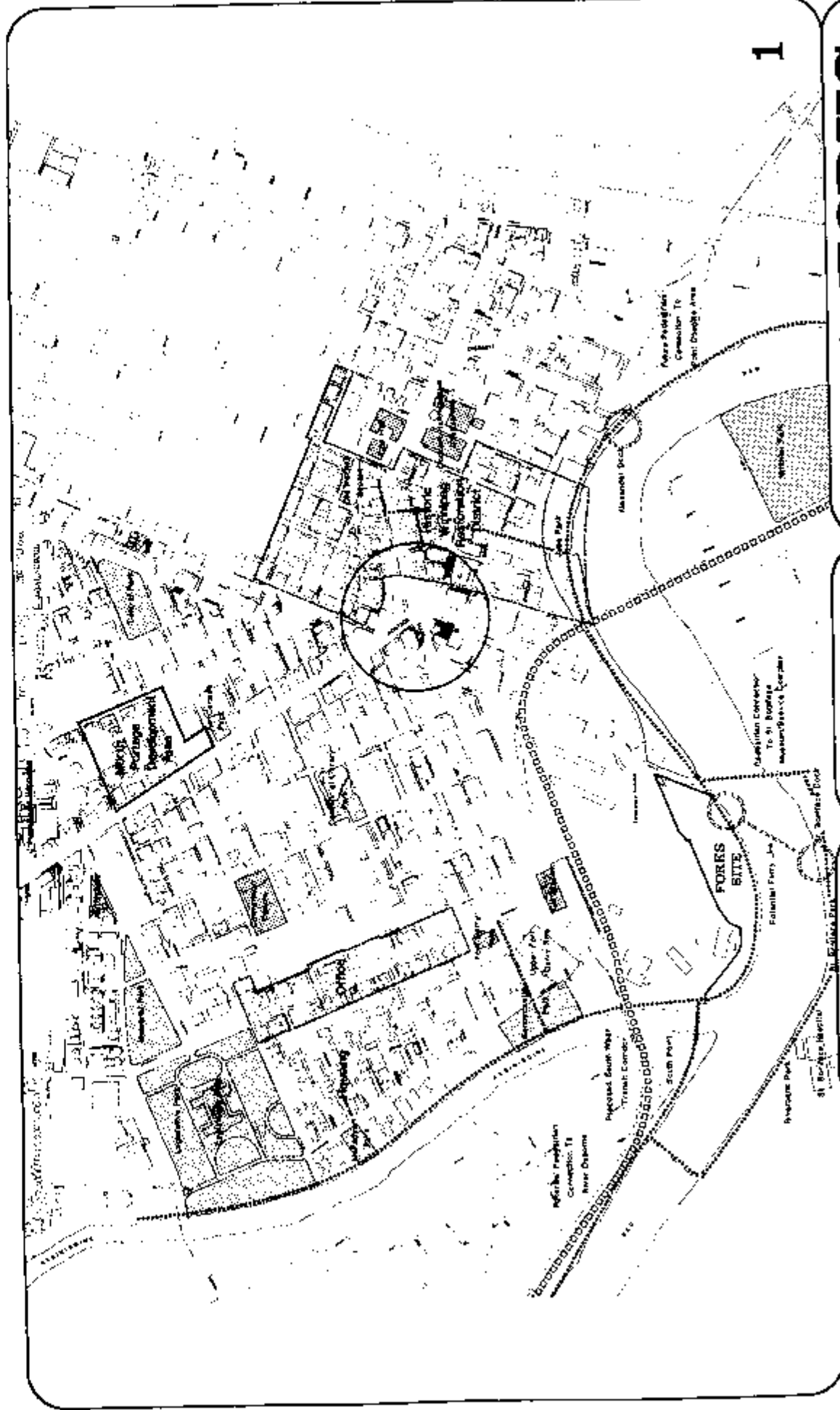
4.1 Area Setting

The proximity of the Forks to major commercial, cultural and heritage resources within the central area of Winnipeg strengthens the importance of the Forks as a primary destination and dispersal point

from and to complimentary activity areas. (Map 1)
The eventual redevelopment of the East Yards will no doubt solidify the Forks position as a modern day rendez-vous point for a multitude of cultural and festive activities.

To the north of the site lies Stephen Juba Park, extending the City's lineal riverbank park system to the Alexander Dock, connecting the Historic Winnipeg Restoration District and Concert Hall/Planetarium/Museum complex to the river. Eventual pedestrian connections will continue north from Stephen Juba Park to the Point Douglas area, providing undisturbed pedestrian access to the Forks for a distance exceeding 3 km. The final development plan for the Forks, must therefore, strengthen these connections by providing, at a minimum, pedestrian connections to Stephen Juba Park.

Immediately to the east of the Forks site lies the Red River and historic St. Boniface. The significance of this area has been recognized through previous A.R.C. activities, as is evident



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AREA SETTING

LEGEND

- Area to be built
- Area to be demolished
- Proposed street
- Street to be widened
- Street to be closed

Scale 1:500

LOMBARD NORTH GROUP
LANDSCAPE ARCHITECTS MANITOBA INCORPORATED
100 - 10th Avenue West, Winnipeg, Manitoba

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by the development of a major docking facility at the foot of the St. Boniface Basilica and the enhancement of the existing riverbank park. Again, the Forks Development should reinforce the relationship between the two projects, providing visual and physical connections to encourage cross visitation. River access via a seasonal ferry would provide the opportunity for the Forks visitor to experience first hand an important component of the cultural evolution of Winnipeg and Western Canada. The presence of the St. Boniface Museum, adjacent to the Basilica, which attracts some 80,000 visitors per year cannot be ignored, and with provision of proper access, could be an asset to the Forks project. Further pedestrian connections exist across the Provencher Bridge.

To the west of the Forks, beyond the East Yards, lies the remnants of Upper Fort Garry, portions of which have been reconstructed under the guidance of A.R.C. Additional features include the Fort Garry Hotel, which played a major role in the development of Winnipeg during the "hey day" of railroad transportation. Again, efforts should be made to

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

provide pedestrian linkage between Upper Fort Garry, The Fort Garry Hotel and the Forks. Long term pedestrian connections should be encouraged along the Assiniboine River to the Legislative Grounds, expanding the lineal park system from the Forks. While significant land ^arequisition would be required, a long term development strategy should be considered at this time, to ensure the proper setting is realized for the Forks Development and subsequent development beyond. Visual and physical access from Main Street is presently non-existent and must be considered in any development strategy for the Forks and East Yards.

Immediately to the south lies the junction of the Red and Assiniboine Rivers. This is the resource to be protected and preserved as a place of national historical significance. Beyond the junction is the "south point", which is considered to be a probable location for Fort Rouge, established by La Verendrye. The environment on this triangular shaped parcel of land has been relatively undisturbed over the past 100 years, except for railway intervention and snow dumping by

*If in which people did
as a result of the physical
environment which makes
the development significant,
not vice versa.*

the City of Winnipeg. Although beyond the physical site boundary for the Forks, the south point should be considered as part of a comprehensive development strategy for the East Yards area to ensure the protection of this most valuable resource. Potential pedestrian connections exist from the south point along the Red River to the Osborne Bridge and the densely populated River/Osborne area. The south point has the ability to provide a pedestrian oriented "Front Door" to the East Yards Development and with sensitive development, could provide a dramatic sense of arrival to the Forks from the south.

4.2 Implications for Development

The location of the cultural and historic resources adjacent to the Forks site are directly attributable to the historical development and importance of the Forks in the evolution of Winnipeg as a major metropolis. Therefore, interpretive and physical links must be considered to underscore the value of preserving and protecting our heritage resources. Further, by

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providing appropriate linkage between resources, visitors are provided with the opportunity of experiencing the development of the City first hand, with components of the "story" told at various locations within the area. The Forks would therefore serve as an orientation and dispersal site from which the visitor would move on to other locations, either by foot or vehicle. Such an interpretive approach would serve to reinforce the historic role of the Forks as a major rendez-vous, settlement and transportation centre in the development of the Canadian West.

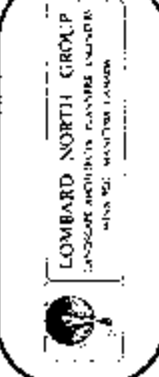
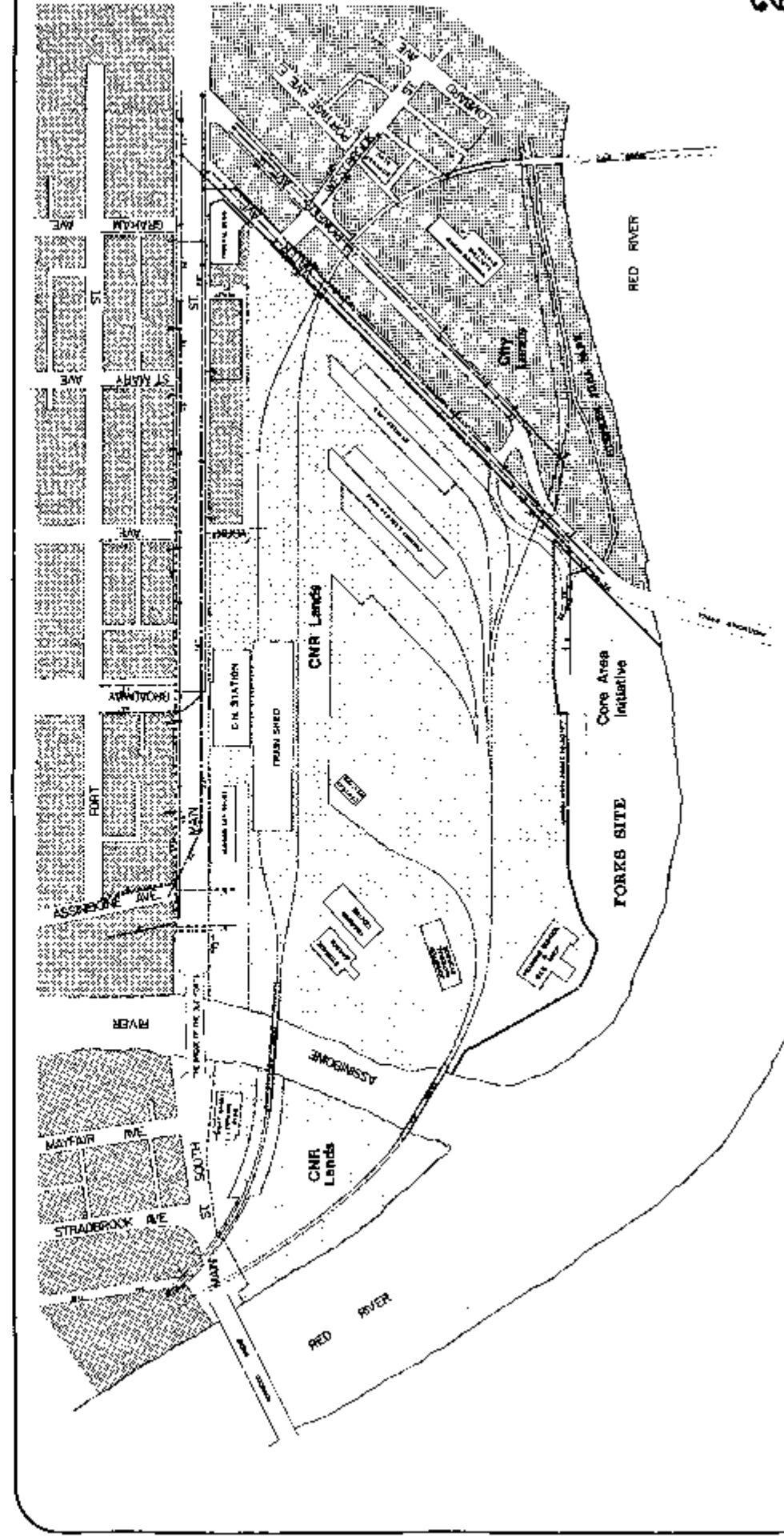
5.0 SITE ANALYSIS AND INVENTORY

5.1 General Site Description

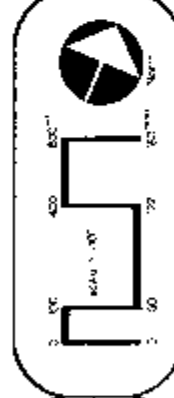
The 5.5 hectare site is located immediately north of the junction of the Red and Assiniboine Rivers; and is bounded on the north by the Provencher Bridge, on the west by Gilroy Street R.O.W. and the C.N. East Yards, and on the east by the Red River. (Map 2) The site is gently sloping from its most westerly point to the upper terrace of the riverbank edge, where an abrupt drop varying from 2.5 - 4.5 metres occurs. The original flood plain, over the last hundred years of railway occupation, has been filled with cinders, rubble, gravel and disposed railway paraphernalia, causing directly the severe elevation change at the river's edge. While significant occupation of the site has occurred historically, the most recent use was by B.A.C.M. as a concrete mixing operation; of which rubble piles and foundations are still evident.

5.2 Soils

Utilizing existing soils data available from



LOMBARD NORTH GROUP
LANDSCAPE ARCHITECTS PLANNERS LANDSCAPE MONITORING



LEGEND

--- Public Property
--- Land Owned by City

THE FORKS
PARTS CANADA - CANADA MANITOBA A.R.C. AGREEMENT
SERVICES & LAND USE

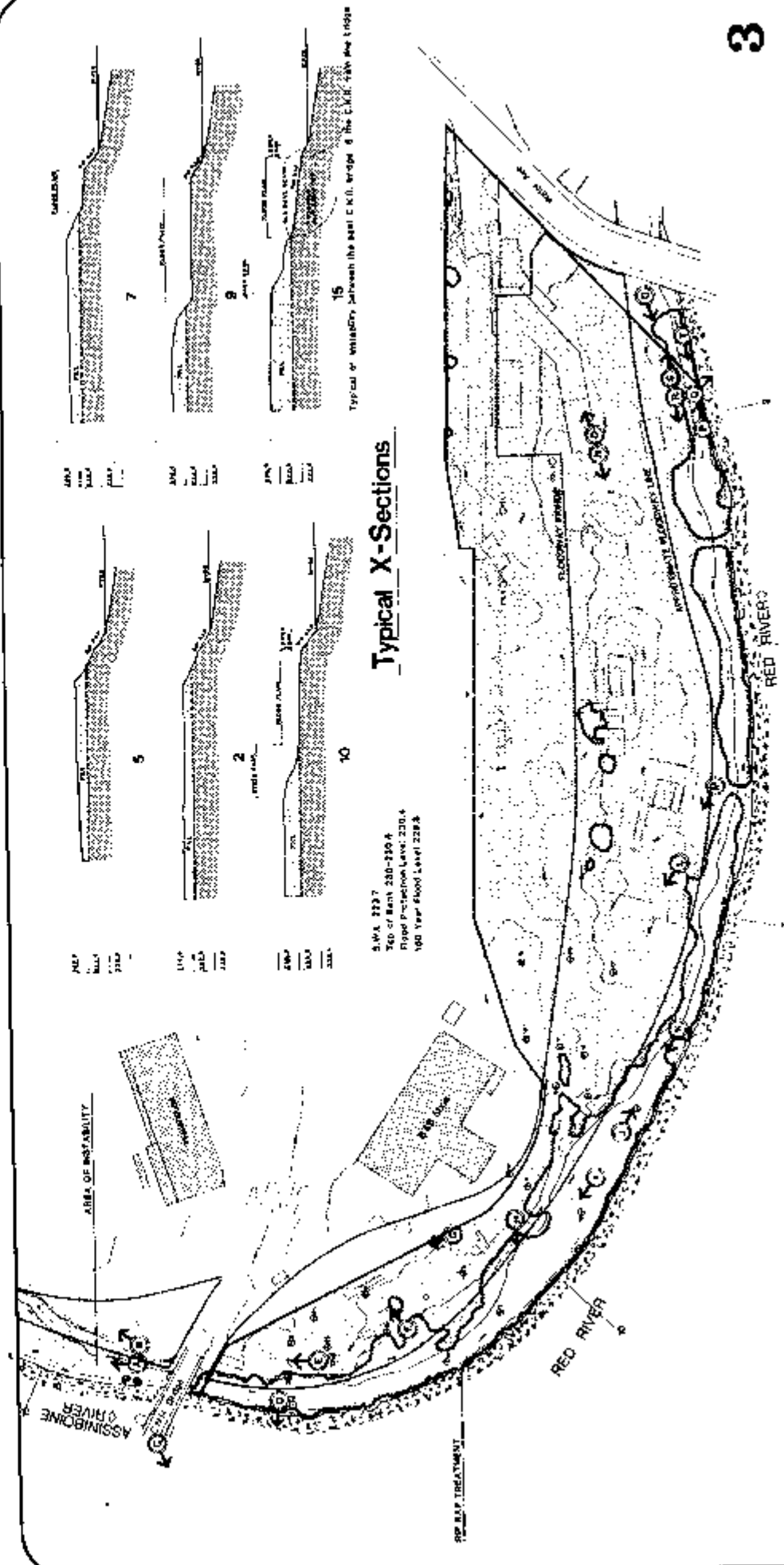
THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

Independent Test Lab. Ltd. and National Testing Laboratories, an assessment of soil conditions was undertaken to determine effects on bank stability and building site locations. (Map 3) Generally, the site can be broken down into four soils regimes:

.1 Uppermost layer comprised of random and railway related fill materials, up to 5.5 m in depth. (ie. sand and gravel, concrete rubble, wood, scrap metals, broken bottles, cinders, etc.) These materials were generally dumped and pushed forward towards the river, resulting in a relatively steep side slope at the upper band along the entire river's edge. Recently, more fill materials have been dumped on the south half of the site.

.2 Underlying the cinders and fill material, 6 - 10 m of alluvial deposits composed of clay silt material caused by river deposition.

.3 Beneath the alluvial deposits, 6 - 7 m of sand was encountered before one hit limestone bedrock.



P.S. 2237
 Top of Bank 230-250 ft
 Flood Protection Level: 230.4
 100 Year Flood Level: 228.8

Typical X-Sections

Typical of stability between the East C.R.O. bridge & the E.W.R. 4th Ave bridge

5.3 Riverbank Stability

The preliminary assessment of the riverbank stability was made based upon existing soils data, air-photos, visual inspection and topographic surveys. Fifteen cross-sections representing typical ground profiles of the entire riverbank were examined.

The primary concerns arising out of the geotechnical assessment are related to:

- .1 Shoreline Erosion
- .2 Riverbank Stability

5.3.1 Shoreline Erosion

Toe erosion is evident at the summer water's edge due to wave action and is evident along the entire riverbank. The degree of erosion is slight to moderate along that portion of the bank between the

C.N.R. Bridge and the Provencher Bridge. Toe erosion on the area immediately adjacent to the project site between the C.N.R. Bridge and the C.N.R. Main Line Bridge is moderate to severe. It is essential that protective measures be provided to arrest toe erosion and thereby prevent probable future riverbank instability. At a minimum, rock rip rap of adequate size and thickness should be installed to resist erosion due to wave action as well as ice forces.

*What does this do
to the historic appearance
of the site?*

5.3.2 Riverbank Stability

Generally, the riverbank between the C.N.R. Bridge and the Provencher Bridge appears to be quite stable, suitable for park development. However, the excessive fill material immediately adjacent to the vegetated riverbank, higher than elevation 230.5, must be removed to increase the factor of safety against probable instability. In addition, further dumping of fill materials of any kind must be prohibited to minimize potential problems prior to project implementation. The riverbank generally has a steep upper bank slope (steeper than 1.5

horizontal to 1 vertical), resulting from end dumping of fill material. At a minimum, the upper bank slope should be regraded to a flatter slope, which will not only improve bank stability, but will provide easier access to the riverbank.

Implications for Development

The protection and preservation of the riverbank environment cannot be over emphasized. However, given the total project budget of 3.2 million dollars, and the condition of the site to accept development, excessive costs will be incurred which were not anticipated during initial program and budget preparation. Rip rapping the shoreline could cost as much as \$250,000. Site clean-up and removal or relocation of the excessive fill could cost between \$250,000 - \$350,000, thereby impacting the development budget by some \$500,000 - \$600,000.

*to say nothing of
budgeting the historic
resources it is one of the
objectives to protect*

5.4 Vegetation

The upper terrace of the project site is virtually

devoid of vegetation, except for a small clump of Cottonwoods in the centre. Lack of vegetation in this area is related to previous land use and nutrient deficient fill materials. The lower terrace, immediately adjacent to the water's edge, is characterized by dense vegetation with typical species associated with natural riverbanks within the City of Winnipeg. The predominant tree species include Ash, Elm, Manitoba Maple, and Willow, with some Cottonwoods evident. A dense understory of vegetation, coupled with steep embankment, restricts pedestrian access along the majority of the riverbank.

Implications for Development

The vegetation contributes significantly to overall bank stability and therefore, extreme care will be required in the development of the park edge adjacent to the water. Selective clearing to open views to the river will require sensitive placement and a general clean-up and removal of deadfall and diseased plant material will be required. The absence of vegetation on the upper terrace will

*discuss the possibility of
1910
was done in 1910
for the
Cottonwoods*

*note for
this section*

by [unclear]

require a comprehensive planting strategy in order to ensure a proper transition from the heavily vegetated lower terrace to the upper terrace and beyond. Dense planting should be considered adjacent to the Provencher Bridge to provide a "screen" against the undesirable and incompatible views of the Bridge. Conversely, such a "screen" must not prohibit visual access from the Bridge or approach roads, so as not to discourage the desire to enter the project site. Additional screening will be required at selective locations to block undesirable views from the project site west to the rail yards. The location of plant material adjacent to the East Yards will require careful selection, so as not to restrict future visual access from the redeveloped East Yards Area.

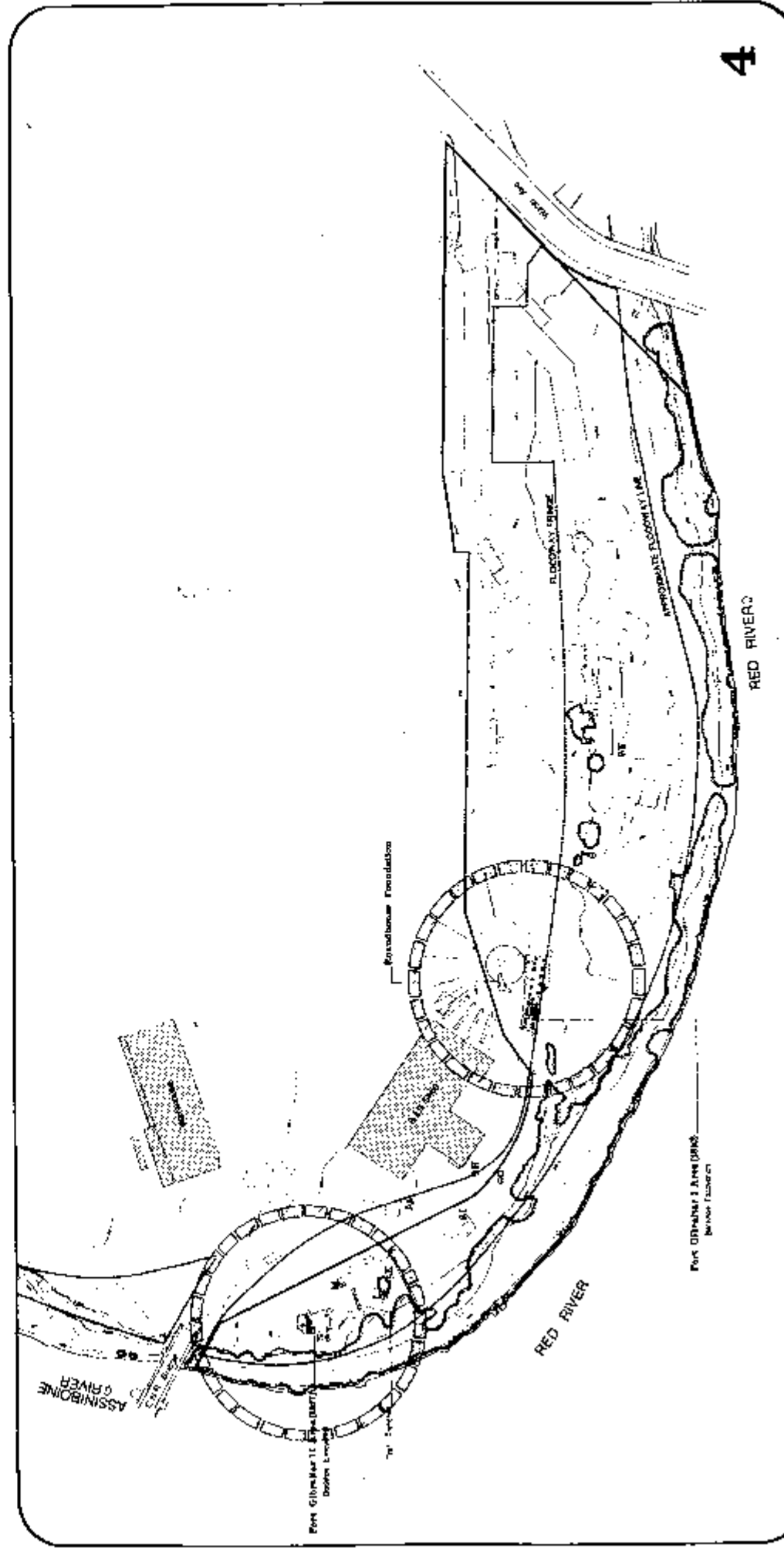
5.5 Historical Resources

Known physical historic resources on the present project site are extremely limited due to changes over time, flooding, original construction materials, alterations to land use and more recent

intervention by railway development. (Map 4)
Historical evidence suggests that Forks occupation has occurred over some 7,000 years, ranging from early native migrations and hunting grounds, through to Euro-Canadian impacts on traditional land use; western exploration and formalization of fur trade operations, through the establishment of Forts Gibraltar I & II, Upper Port Garry and Fort Rouge; the transition from water based transportation to the introduction of the railway, mass immigration and the emergence of Winnipeg as a major metropolis and gateway to the development of Western Canada.

As is evident from the research undertaken, the significance of the junction of the Red & Assiniboine Rivers lies in its importance as a rendez-vous and transportation centre in the opening of the west and its ability to transcend time as a place of national significance. It is the place that is of utmost importance, and not the time specific resources it may contain. The known resources contained within the project site have been identified by Parks Canada as a result of

well, to a degree



archeological investigations conducted in the summer of 1984. Of particular relevance is the location of what is believed to be the remains of partial footings from portions of Fort Gibraltar I and Fort Gibraltar II. The exact location and extent of the finds are presently restricted to the project site, as no investigation has been undertaken on the balance of the C.N.R. lands. In addition to the Forts, the partial foundation wall for the Manitoba Engine House and Roundhouse associated with the now B & B building was unearthed. The present site boundary intersects the known location of the Roundhouse, and thus hampers further assessment.

Implications for Development

Given the limitations of the archeological investigations undertaken to date, the lack of physical remnants to confirm site locations, the configuration of the present site boundaries, the extent of fill over potential historic resources, the expressed concern for the protection of historic resources and the general location of

these resources on the southern most portion of the site; restoration or reconstruction will not likely be possible or practical. Removal of substantial quantities of fill material may impact on historic resources and it is recommended that on the completion and selection of a final site master plan, that further archeological investigation be undertaken to confirm assumptions reached throughout the planning and design process.

The major existing historic resource which is located in close proximity of the project site is the Northern Pacific and Manitoba Engine House and Roundhouse (presently the B & B building).

*The significance of the building is primarily historical, and to a lesser degree, architectural. Whether the building's classification as a standard second class Northern Pacific Engine House and Roundhouse is significant is not known. There may be numerous other old Northern Pacific roundhouses of similar vintage and class in the United States, although it is likely that this is the only one in Canada... Furthermore, the date of construction,

1889, would place the building into a relatively unique category as the oldest still standing roundhouse and repair facility in Western Canada.*⁽³⁾

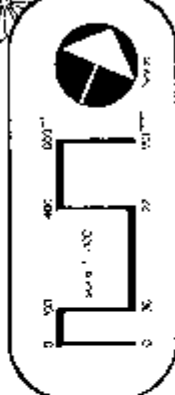
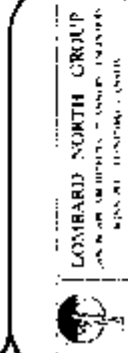
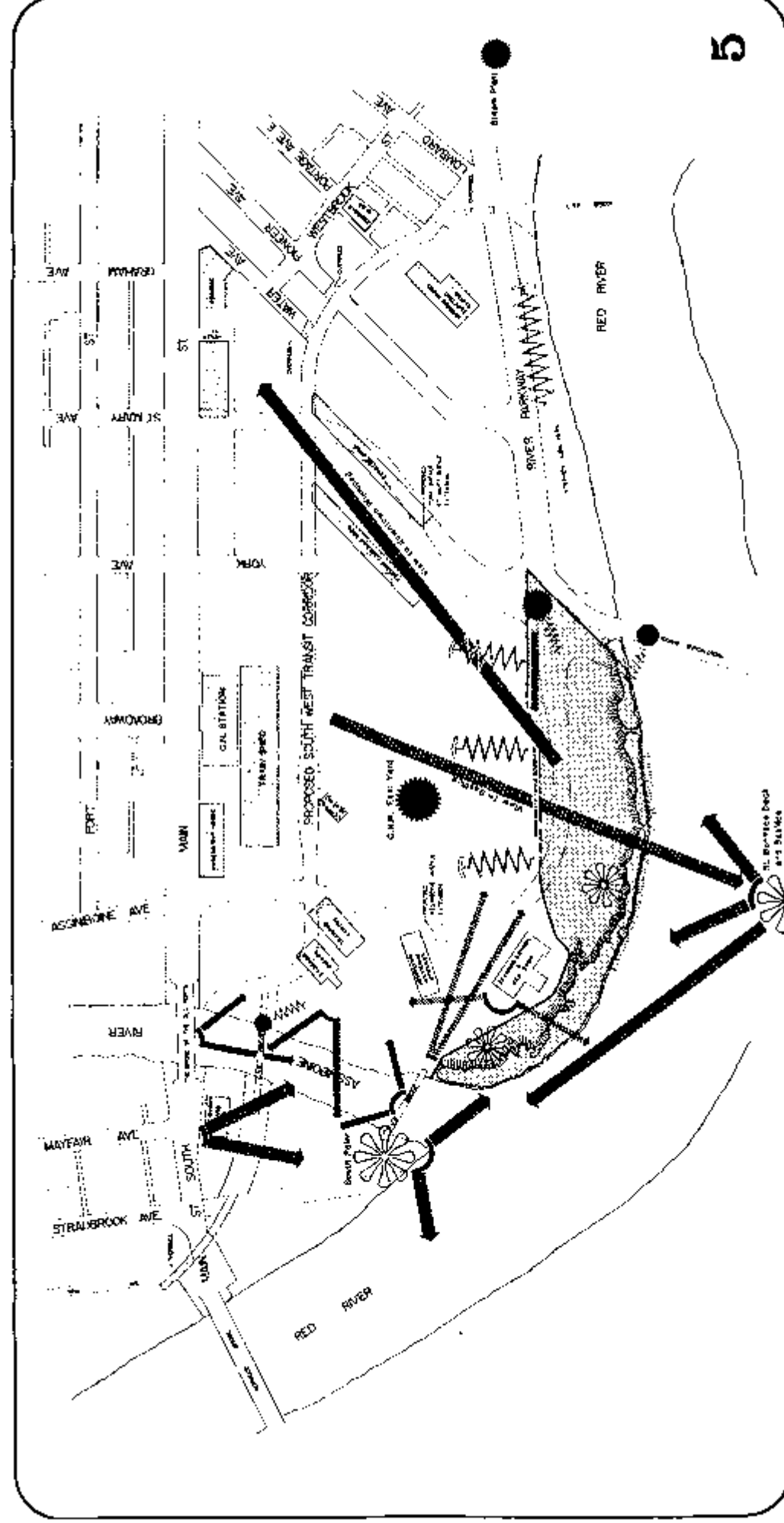
Although the B & B building has undergone modifications and renovations over the years, its presence cannot be ignored. The building (approximately 29,000 sq. ft.) is presently used by the C.N.R. as a repair/training facility and for the storage of the Prairie Dog Central. The B & B building, however, is not on Parks Canada land and therefore, if deemed worthy of preservation, requires either external commitments for its retention or renegotiation of the Parks Canada boundaries with C.N.R. A detailed structural assessment should be undertaken to determine the extent of improvements required for any adaptive re-use, and to determine the practicality and economics of its retention and inclusion as a component of the park development.

(3) Roger Guinn, Research Bulletin No. 126, January, 1980

6.0 VISUAL ASSESSMENT

A major element of the analysis process is the assessment of the positive, negative and neutral visual characteristics of the site which will strongly influence subsequent design decisions. Anticipating future views, enhancing present views and screening undesirable views serves to create and reinforce visual corridors both on and off site; and establishes the design criteria for the treatment of edges as may be effected by adjacent developments. (Map 5)

Present site conditions afford the visitor very few positive visual experiences. The river, (the primary resource) is virtually invisible from any point on the site due to the excessive fill levels and the dense tree canopy along the river. Of equal importance is the lack of visual penetration into the site from the water's edge and from the recently completed St. Boniface Dock. A visual barrier has developed which must be overcome in the design stage to capitalize on the experience afforded by the river, and to create an invitation for visitors to seek out the amenities of the Forks.



LEGEND

	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor
	Proposed Transit Corridor

THE FORKS

PARKS CANADA - CANADA MANITOBA A.R.C. AGREEMENT
VISUAL ANALYSIS

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

The north boundary of the site adjacent to the Provencher Bridge is a profusion of conflicting alignments and elements which draws the potential visitor away from the site. Masses of hydro poles, concrete walls and erratic traffic patterns greet the east bound traveller approaching the Provencher Bridge. There is "no sense of arrival", an essential ingredient to a successful development.

Looking west from the site interior, one is confronted with the C.N. East Yard in the foreground and the office towers of Portage and Main in the background. The dominant historic feature ^{is} being Union Station, with periodic glimpses of the Fort Garry Hotel, both of which are National Architectural Sites significant to the historical development of Winnipeg and the West. The design solutions for the Forks site and adjacent lands should provide visual links to these structures from the most advantageous points, thereby establishing strong visual corridors which should be reflected in subsequent development beyond the present site.

The most delightful experience the site offers at present occurs along the heavily vegetated lower

terrace. It is difficult to image that one is so close to the heart of the City and a major rail yard. The serenity, peace and quiet is an intangible element which should be secured in the final design solution. Strong visual connections are both desirable and achievable toward the St. Boniface Dock and Basilia, reinforcing not only the linkage of various A.R.C. programs, but providing an opportunity to capitalize on the cultural and historic resources of St. Boniface and vice-versa.

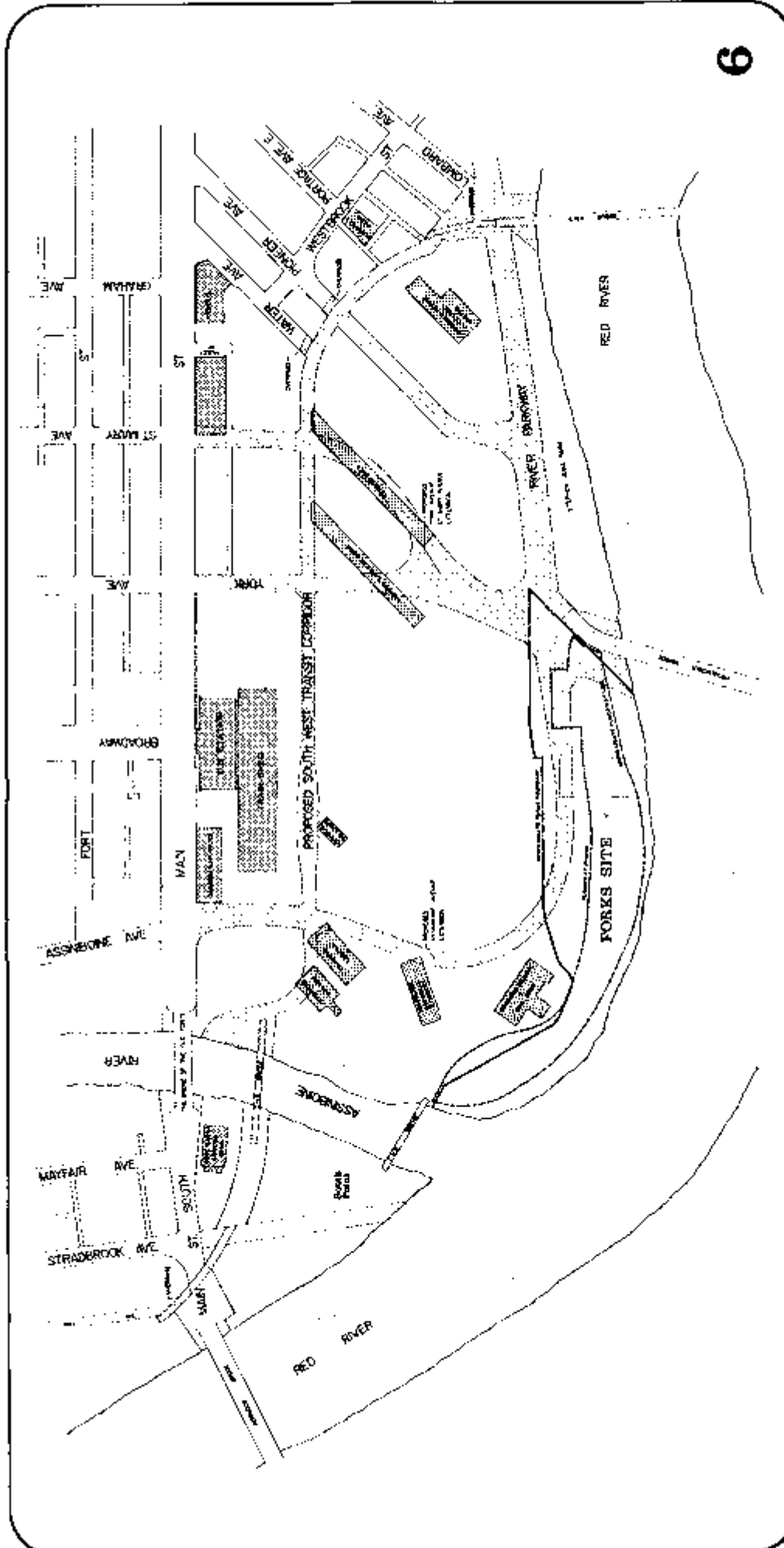
The most dramatic view along the lower terrace is at the junction itself, offering the visitor unobstructed views up and down the Red and Assiniboine Rivers. Ultimately, this is what the visitor should be directed to experience, the junction of the Red and Assiniboine as a place of National Historic Significance. Glimpses of the junction should be offered from several vantage points throughout the site, but only as a means of enticing the visitor to the spirit of the Forks; the junction itself.

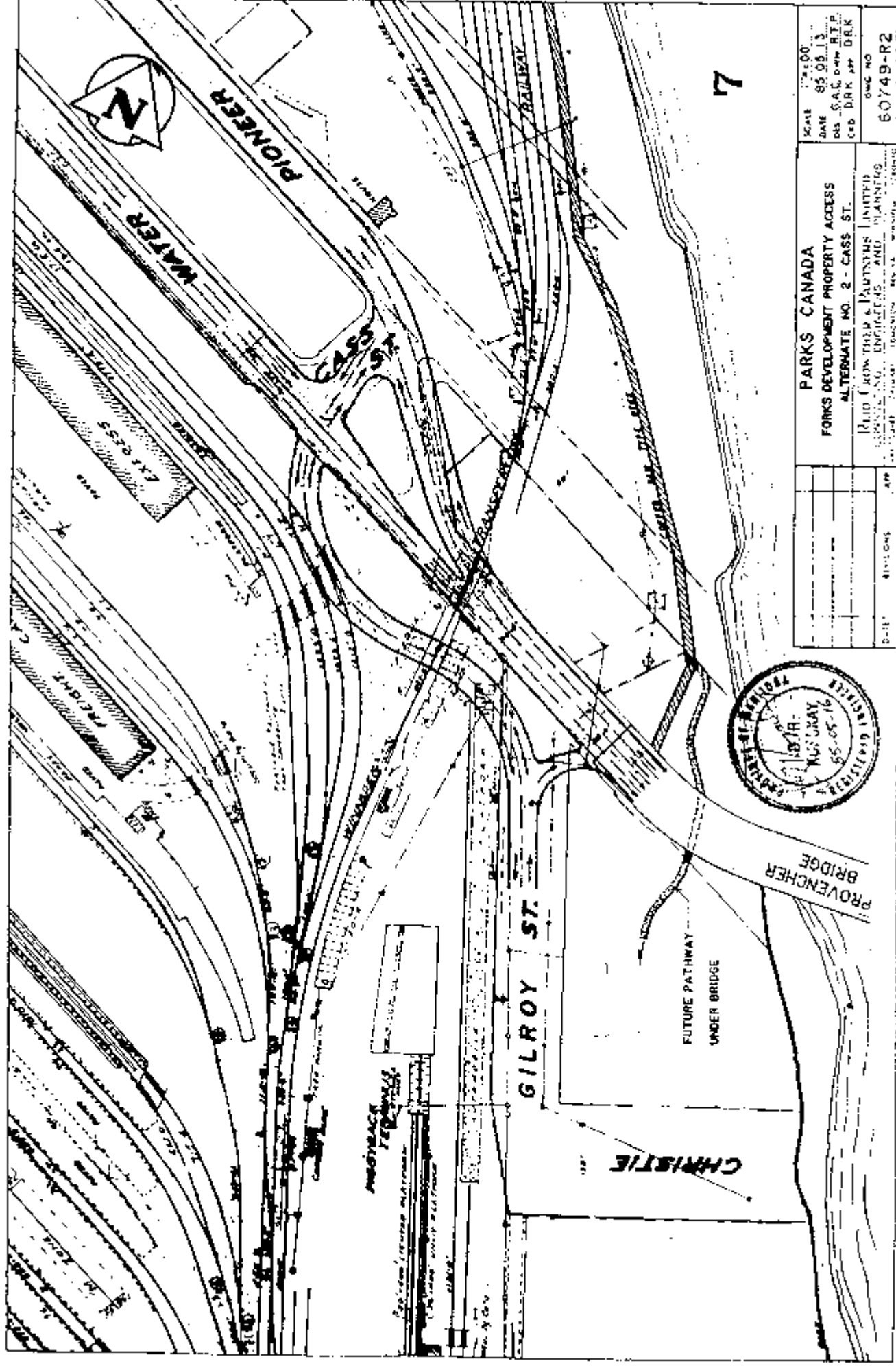
As indicated previously, poor visual exposure is afforded to the site from Main Street. The ultimate success of the redevelopment of the East Yards and consequently the

People, not places.

7.0 TRANSPORTATION CORRIDORS (MAP 6)

At present, vehicular access to the project site is via Water Street at Gilroy Avenue. Given the vertical and horizontal alignment of the Provencher Bridge and the proximity of Gilroy to the bridge approach, vehicular access is restricted to right turn in and right turn out from the park development. This situation is both undesirable and unacceptable to the City of Winnipeg and Parks Canada. Such access is required should a Visitors Interpretive Centre be incorporated into the final development plan for the site. Subsequently, four alternative temporary access routes were examined, with Alternative #2 being the most acceptable to the City, C.N.R. and Parks Canada. (Map 7) Alternative #2, which is also the most economical, would utilize the existing Cass Street R.O.W. accessing the site from the west through C.N.R. lands. Agreement in principle has been achieved between all parties that the Cass Street access is the most appropriate, however, confirmation of lease arrangements and cost sharing have not been finalized to date. The estimated costs of the temporary access are in the magnitude of \$250,000 plus a potential \$150,000 of cost to C.N.R. for track removal, ramp reconstruction





7

SCALE 1"=100'	PARKS CANADA FORKS DEVELOPMENT PROPERTY ACCESS ALTERNATE NO. 2 - CASS ST. PREPARED BY: THERM & PARTNERS LIMITED ENGINEERS AND PLANNERS 100 WEST 100TH STREET, TORONTO, ONT. M2W 1G9	DATE 85.09.13	OWC NO.
DWG. S.A.C. DWG. R.T.P.		60749-R2	
CEB. D.R.K. APP. D.B.K.			



and signalization, for a total of \$400,000. It is essential to the project budget that these costs not be borne by Parks Canada; and to this end, through a series of meetings with City Officials and the Core Area Initiative, it was agreed that the Core would undertake to negotiate the lease agreement with the C.N.R. on behalf of Parks Canada; and that a request for funding assistance would be presented to the Core Board of Directors. Although the temporary access remains an unresolved issue, planning will proceed on the basis that should access be warranted in the final development scheme, Alternative #2 will be the illustrated solution.

York/St. Mary Extension

A major component of the comprehensive redevelopment of the C.N. East Yards is the realignment of York and St. Mary Avenues. This major transportation corridor will ultimately provide and accommodate access and egress from the East Yards, which will cause the temporary access to be eliminated. The York/St. Mary extension is triggered by a decision to redevelop the East Yards, with the costs shared 50/50 by the City of Winnipeg and the Province of Manitoba, to construct access roads

which both parties agree are required to permit parkland and related development of the East Yards./

Implications for Development

Site access will be required to service a visitor interpretive centre and given the budget limitations, the major implication to development is that should a commitment not be reached between the Core and C.N., either the access will not be provided, or Parks Canada will be required to enter into a lease agreement with C.N.R. directly and pay for the necessary road improvements. The fact that the access will eventually be superceded by the York/St. Mary extension implies that the temporary access is a "throw away item", with no long term benefit to the Forks or East Yard Redevelopment. Should a lease occur between the C.N.R. and Parks Canada, the access would be considered a private road, with all public liabilities and maintenance being the responsibility of Parks Canada.

The York/St. Mary extension will require additional lands beyond the present Provencher Bridge R.O.W. to accommodate realignment, and therefore, planning and

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

design of the Forks must account for the potential visual impact of the new structure, while maintaining opportunities for visual access into the site.

An additional component of the upgrading of transportation corridors for the East Yards is the proposed Assiniboine Avenue extension, which would intersect the site connecting to the York extension at the Provencher Bridge. While the final alignment of Assiniboine is somewhat flexible, serious consideration must be given to its impact on the Forks and East Yards development. The proposed road could serve as an effective buffer between the riverbank development and the East Yard Area and would provide a "Front Door Image" to the site at Main Street, which, as stated previously, ultimately will be required for visual and physical access to the Forks and East Yards.

*THIS IS A
HIGH
PRIORITY
PROJECT
UNDER
P.A.S.*

8.0 PRELIMINARY MARKET ASSESSMENT

Parks Canada's objectives specify facilities to permit year round interpretation involving enclosed and open air exhibits. As the site contains few insitu resources that could provide a focus for interpretation, it is proposed that a Visitor Interpretive Centre be provided to permit year round interpretation of the activities and events that contributed to the designation of the Forks as an "historic place", reflecting the interpretive themes outlined previously.

One of the primary objectives of the market assessment is to assist Parks Canada in establishing relevant parameters for the interpretive program which is slated for completion in 1988.

The market potential for an historic park and interpretive centre at the Forks is determined by many factors, including numerous site specific features; the interpretive centres design and execution; the timing and nature of development on the adjacent East Yards' site; and levels of supplemental financing provided to enhance this area's development. The market assessment

considered two potential user groups:

.1 Basic User Group

Those who would visit the historic park and interpretive centre as their primary destination in the East Yards Area.

.2 Adjacent User Group

Those who would visit the Forks as a secondary destination in their visit to the East Yards Area.

While a detailed report outlining the assessment methodology has been prepared, the following summarizes the findings of the preliminary market assessment.

Regardless of the level of visits to the Parks Canada Project, visitor profiles are likely to display some common characteristics. Peak visitation levels are expected to occur at similar times, eg. in summer, on weekends (particularly Sundays and Holidays), and from noon to 5:00 p.m. Visitor profiles for the interpretive centre may also be oriented somewhat towards older

families, older couples, adults and school groups.

Despite these visitor profile similarities, however, it is apparent that a wide range of market potentials exist at the Forks.

At a minimum, annual visits could range from 5,000 to 15,000, based on experience at specific Winnipeg historic and natural resource attractions (eg. Riel House, Dalnavert, and the Living Prairie Museum). Achievement of this minimum level of visitation would require that an interesting and reasonably distinctive Visitor Interpretive Centre be developed at the site, and that appropriate access is provided to this centre. The visitor centre would be the key factor affecting visitor attendance, while the park would simply provide an attractive setting, ie. the park alone would not be likely to achieve even this minimum market potential. Approximately 50 percent of the annual visits could be from local school groups. Aside from school groups, most visits would occur during the summer.

At a maximum, annual visits could achieve 200,000 to 400,000, based on experience at Winnipeg's premium

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

interpretive and park facilities (Museum of Man and Nature, Assiniboine Park Zoo, and the Assiniboine Park Conservatory). Achievement of this level of visitation would be contingent upon appropriate development of the Forks riverfront area to create a first-class premium attraction for local residents as well as tourists. Within this overall development, it would also be necessary that the Parks Canada's Visitor Interpretive Centre provide a major attraction with orientation services, interpretive services, and in-depth exhibits of the targeted historic and resource use subjects (the historic themes for the Forks, the Parks Canada "story" for more remote western and northern parks, etc.), utilizing a mix of video, film, computer and other techniques. The park would provide the setting for the Interpretive Centre; however, at this level of development, opportunities would also exist to stimulate complementary park activities that encourage continued use of the site throughout the year, eg. winter and summer recreation, cafeteria facilities, etc. Approximately 10 to 30 percent of visits could be from local school groups, and Winnipeg residents would probably constitute from 40 to 70 percent of all visits. Summer and winter use by non-school groups would

probably be more balanced than under the minimum visit scenario.

It is possible that annual visits could be within the range of the above minimum and maximum levels. Achievement of this third scenario would require that Parks Canada's Visitor Interpretive Centre provide the type of major attraction specified above for the maximum level of site visits; however, other aspects of Forks development might be excluded. Under this scenario, visitor attraction would be almost entirely dependent on the appeal, quality and distinctiveness of the Parks Canada exhibits.

Visitor attendance levels for the Parks Canada site at the Forks will depend primarily on the scope and quality of the proposed development on this site and the adjacent C.N.R. property. Market potentials are indicated for annual visits in the range of 200,000 to 400,000; however, achievement of these potentials requires comprehensive and co-ordinated development of this central and historic riverfront property as a leading Winnipeg attraction. Actual site visits, however, can fall well below this potential to the

extent that constraints restrict the development.

Implications for Development

The \$3.2 million budget presently specified for site and interpretive centre development would appear to be inadequate to develop a major interpretive centre attraction envisioned to satisfy the expectations and objections of Parks Canada. Finally, the timing and scope of any future development in the adjacent C.N.R. property remains unclear at this time. Based on these constraints, it should be anticipated that actual visit levels to the project would at best achieve the minimum levels identified above, that is, 5,000 to 10,000 visits per year. In light of the potential market appeal, site constraints and budgetary limitations, justification for a permanent Visitors Interpretive Centre at this time should be seriously reconsidered.

9.0 SUMMARY OF ANALYSIS

9.1 Development Constraints & Opportunities

The following summarizes the general constraints and opportunities to the development of the Forks and is based on the analysis undertaken to date, directions received from Parks Canada, discussions with various government agencies, and the C.N.R.; knowledge of adjacent land use proposals; input from the Technical Review Committee and internal meetings of the consultant team.

9.1.1 General Assumptions

- a) That the total capital budget for the Forks Development is \$3.2 million.

- b) That implementation will commence in 1986 with completion not later than March, 1988.

- c) That the interpretive program for the Forks will be completed by 1988.

d) That temporary access will be required if an interpretive facility is developed and that the total cost could be as high as \$400,000.

e) That riverbank stabilization will be required at a potential cost of \$250,000.

f) The fill removal and site clean-up will be required to provide access to the river and to minimize future bank failures; and that the cost of such earthworks could be in the vicinity of \$250,000 - \$300,000.

g) That interest has been expressed in the development of a major waterfront complex adjacent to the Assiniboine River, which, if it proceeds, will significantly impact the Forks Development.

h) That visitation levels could range from 7,000 to 200,000 per year, depending upon the type, extent and timing of development on the Forks site and adjacent lands.

9.1.2 General Development Considerations

a) The Forks should be designed and developed in a manner which recognizes that redevelopment of the East Yards will likely occur, and that the Forks must therefore be strong enough to influence adjacent development, while maintaining sufficient flexibility at the edges to allow for sensitive integration of potential adjacent land uses. The Forks must also possess the ability to stand alone as a completed project regardless of what happens on adjacent lands.

b) Depending on the timing of the East Yards Development or components thereof, sufficient buffers will be required, particularly adjacent to the B & B/Johnson Terminals area to the south to minimize potential conflicts between park visitors and ongoing C.N.R. operations in the short term. The extent and degree of permanence of such buffers will require extensive examination during the detailed design phase of the work, with such buffering being a common component of all development concepts.

c) Until such time as the Hydro steam plant (located

adjacent to the Alexander Dock) ceases to use coal as its primary energy source, the rail line running parallel to the Forks site will remain in operation. While the frequency of rail traffic is minimal, it must be considered in the planning process, with appropriate safety measures introduced to minimize potential hazards. Again, the extent of these measures will depend upon the extent of development on the Forks site, anticipated visitation levels, focus of site activities and adjacent land use proposals. Long term development of the East Yards would likely see the removal of these tracks, thus negating the need for safety barriers. Portions of such buffers may, therefore, be a throw-away item.

d) The existing C.N.R. Bridge adjacent to the actual junction is envisaged as a future pedestrian link between the East Yards and the South Point. Access, in the short term, will be prohibited until land ownership and adjacent land use development opportunities are resolved. Therefore, the design of the Forks must make provision for such future connections. Given the width of the bridge to accommodate 3 tracks, it is not anticipated that the provision of coal to the Hydro

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

plant will be an obstacle at this location to accommodating future pedestrian access to and from the South Point.

e) The most critical constraint to the development of the Forks is the present unknowns related to the entire west boundary of the project site and the status of potential land use alternatives for those lands immediately adjacent to the proposed park. While discussions have focused on the potential for a major waterfront development to occur between the two C.N.R. bridges on the south position of the site, no commitments have been obtained to date.

*with Robert
and the
input*

*Defining what
are the
responsibilities*

The impact of such a development cannot be ignored in the development of the Forks project. Potential visitation levels to the Forks with such an attraction in place could reach the 200,000 - 400,000 range and the excitement of the concept could generate significant economic benefits to the City as a whole. However, to date:

- 1) No agreement is in place with C.N.R. to develop the property.

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

- 2) No funding has been committed to the project.
- 3) ^{No} To specific program has been agreed to for the site activities.
- 4) No commitment to the development has been given by the Federal or Provincial Governments, or the City of Winnipeg.

Until such time as agreement has been reached between the necessary parties, program components defined and funding committed to the project, it is extremely difficult to consider developing a visitor interpretive centre for the Forks, either in conjunction with the waterfront or independently, as a stand alone facility.

Recent interest in the C.N. East Yard Development by the Federal Government suggests that a decision on the adjacent land use could be reached within the next couple of months. Such input would prove extremely beneficial to the Forks Development in that Parks Canada would more clearly understand the directions and intentions of various interest groups in the East Yards;

and that either development could proceed in a manner complimentary to the Forks, or development would not proceed in the foreseeable future, leaving Parks Canada to develop the site in isolation of adjacent opportunities.

e) The total capital budget for the Forks Development is \$3.2 million, with the following program components to be considered in the planning process:

1. Visitor Interpretive Centre
2. Support Services, sewer, water, gas, hydro.
3. Parking Areas
4. Landscaping, Walkways, Lighting, Planting, etc.
5. Open Air Interpretive Areas
6. Site Furnishings.

On closer examination of the site conditions and a preliminary breakdown of the program components, the 3.2 million dollars appears to be quite low, given the importance of the site and the expectations for its development. As indicated previously, certain site conditions will require remedial work to preserve the resource and to prepare the site to accept development.

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

Each item is costly and impacts the budget dramatically.

The following cost analysis dramatizes the budgetary restrictions:

1. Shoreline Stabilization	\$ 250,000
2. Fill Removal/Site Clean-up	250,000
3. Temporary Access	250,000
4. Safety/Visual Barrier along West Property Line	<u>200,000</u>
 TOTAL REMEDIAL COSTS	 \$ <u>950,000</u> + OR -
 BALANCE REMAINING	 \$ <u>2.25 million</u>

Of the remaining 2.25 million dollars, an allotment of 1.5 million dollars has been suggested for the Visitor Interpretive Centre based on the preliminary interpretive facility program developed by Parks Canada (in the magnitude of 10,000 square feet at approximately \$150.00 per square foot) leaving a balance of \$750,000 for the interpretive hardware and site development.

Based on discussions with Parks Canada Interpretive

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

Personnel and experience elsewhere, a further \$400,000 would be required to fully implement a basic interpretive program in a format similar to Lower Fort Garry. The balance of the available funding (\$350,000) would be devoted to site development. The following estimates the site development costs based on a similar basic program to that of Stephen Juba Park:

Site Grading	\$ 100,000
Parking and Roadways	150,000
Walkways/Seating areas	150,000
Site Servicing	75,000
Site Lighting	150,000
Sodding	200,000
Planting	200,000
Open Air Interpretive Areas (3 @ \$75,000 ea.)	225,000
Irrigation	<u>100,000</u>
TOTAL	\$ <u>1.3 million</u>
<u>BASIC PROJECT SHORTFALL</u>	\$ <u>(950,000)</u>

The above estimates do not include allowance for further

archeological investigation, hard edge development at selected locations throughout the development, "special" treatment of waterfront area at the junction of the Red and Assiniboine or docking facilities across from the St. Boniface Dock. Such program options could conceivably cost in the magnitude of \$500,000. Should special treatment be considered important to the success of the project, the total shortfall could reach a minimum of 1.5 million dollars.

Although further design will assist in clarifying the above estimates, it is unlikely that all program items will be accommodated within the \$3.2 million capital budget. With this in mind, a number of options are available:

1. Modify program requirements to achieve the highest quality product possible within the limitations of the budget.
2. Seek additional funding, based on the desired development concept and design options, to fulfill the program requirements and expectations for the Forks. Sources of funding support would include the Core Area

Initiative, Destination Manitoba, and the City of Winnipeg.

3. Phase the development in a manner which provides opportunities for compatible development to occur, complementing the Forks Project. Such a strategy would establish a strong framework for subsequent development.

10.0 CONCEPTUAL DEVELOPMENT STRATEGIES

The following outlines three conceptual development strategies for the Forks, which respond to the opportunities and constraints to development, the 3.2 million dollar capital budget, the expressed and implied adjacent land use alternatives, the themes and objectives of Parks Canada and the options identified previously.

The purpose of the development concepts is to create a framework for detailed design, which establishes the context of the site within its immediate environment, while recognizing the impacts of potential adjacent land use proposals.

CONCEPT I

Summary

Project boundary of the Forks site remains unaltered, with no foreseeable commitment on adjacent land use or additional funding support; Parks Canada program requirements remain unaltered and includes a Visitor

Interpretive Centre.

If one starts with the basic premise that the junction of the Red and Assiniboine Rivers is the place of national historic significance, the present site boundary is not conducive to sensitive development at the Forks due to the narrow land base and proximity of the west property line to the existing B & B building. Therefore, if a Visitor Interpretive Centre is to be constructed, its location will be restricted to the northern portion of the site, as illustrated on Concept I, leaving the known historic resources of Fort Gibraltar I and the roundhouse foundation undisturbed. Extensive screening and safety barriers will likely be required along the entire west property line to minimize visual impact of the adjoining railyards and to reduce potential conflicts between incompatible land uses. Such buffering could cost in the magnitude of \$200,000 - \$250,000 and may, over time, run the risk of working against the Forks by providing a barrier to potentially (yet unknown) compatible development. Portions of the screen and buffer would, therefore, become expendable. Major visual corridors, particularly west toward the Union Station and across the Red River to the St.

Boniface Dock would be incorporated in addition to open air exhibits strategically located throughout the site and pedestrian connections assured to Stephen Juba Park. (Sufficient room exists beneath the Provencher Bridge to allow for such linkage.) Due to upgrading of the Provencher Bridge upon the initiation of the York/St. Mary Avenue extension, it would not be prudent to expend large amounts of funding on this connection at this time. Additional components could include minor docking facilities, picnic areas and provision for winter use activities.

Advantages and Disadvantages

Advantages

- . Satisfies technical requirements of Parks Canada and A.R.C.
- . Visitor Centre located close to temporary access and existing utilities, thus reducing servicing costs.
- . Minimal impact on known archeological resources.

Disadvantages

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

Handwritten notes:
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does not change
significantly

- . Heritage resources of junction left unprotected with little influence on how subsequent development might occur.
- . Potentially very low visitation levels (7,000 - 15,000 per year) given the extent of the Visitor Interpretation Centre, competition within the region and lack of complementary adjacent land uses.
- . Location of Visitor Interpretation Centre in north portion of site in potential conflict with adjacent land use should office/residential development occur.
- . Excessive expenditure required for off-site services (ie. access).
- . Visitor Interpretation Centre location not ideal given the immediate vicinity of the Forks is the focus of intent.
- . Visitor Interpretation Centre located in close proximity of major transportation corridor; visually incompatible.
- . High operations, maintenance and staffing costs relative to potential visitation level.

CONCEPT 2

Summary

Complementary development of Parks Canada site with multi-use waterfront attraction immediately adjacent to the southern portion of the site between the two C.N.R. Bridges. Although further planning and programming would be required, it is envisioned that, at a minimum, the waterfront development would include:

- . major docking facility
- . multi-cultural festivities centre
- . a multi-purpose market
- . residential, office and retail space
- . Federal/Provincial tourism Interpretive Facility.

Recent studies undertaken for Destination Manitoba suggest that a waterfront development could attract 200,000 - 400,000 visitors per year and when coupled with a heritage attraction, such as the Forks, attendance could reach 400,000 per year. While such figures may be somewhat optimistic, they strongly indicate that a multi-use development would provide

*Investigation showing
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significant year round complementary activities for a major interpretive/orientation facility undertaken either independently by Parks Canada or jointly with the Province of Manitoba.

Preliminary conceptual planning of the waterfront utilizes the four existing structures on the southern most portion of the East Yards for adaptive re-use, with infill structures providing continuity and necessary linkage for year round use. Such a development would provide a substantive buffer between the "junction" and subsequent office/residential development on the remaining East Yards lands to the north.

In addition to the lands required for the waterfront development, it is anticipated that the south point would be included with the primary use restricted, in the short term, to open space shoreline protection and commemoration of the junction at the "point". Future consideration might include an interpretive node subject to confirmation of the location of the Fort Rouge.

The four structures include:

1. National Cartage Building

Now known as the Johnston Terminal Building. Built between 1928 - 1930. Designed and used as a warehouse and freight forwarding facility. "...the building has neither unique architectural features nor significant historical importance" (4)

2. Canadian Northern Cartage Co. Stables

This 100' x 96' two storey building was erected in 1909 and used as a stable for approximately 120 horses. The building's distinctive archway entrance provides the most notable architectural features. Building has little historical significance.

3. Grand Trunk Pacific Railway Stable

Located immediately south of the Canadian Northern Stables and constructed in 1910. Building specifications are identical to the Canadian Northern Cartage Building, although it is 48' shorter. Again, the building has little historical significance. The building now serves as a garage facility.

(4) Research Bulletin No. 126
January, 1980, P. 2

4. The Northern Pacific and Manitoba Engine House

Located immediately to the northeast of the Johnston Terminal Building. This building is the oldest of the four and was constructed in 1889. Now commonly known as the B & B building, the structure is presently used by the C.N.R. as a repair shop and storage facility for the Prairie Dog Central. The building is strategically located in close proximity to the junction and although the roundhouse has long since vanished, remnants of which have been uncovered by Parks Canada during their 1984 archeological investigation of the site, the building is of historical significance and to a lesser degree, architectural. While there may be other Northern Pacific roundhouses of similar vintage in the United States, it is believed that this is the only example of a second class roundhouse in Canada. "The date of construction, 1889, would place the building into a relatively unique category as the oldest roundhouse and repair facility in Western Canada. Moreover, it is one of the last substantial remnants of the Northern Pacific and Manitoba Railway in Manitoba."

(5)

While detailed analysis of this structure should be undertaken to assess the costs of adaptive re-use, every effort should be made to secure the B & B building to prevent its destruction and to preserve the option for use as a component of the Forks/Waterfront Development. Alternative uses for consideration would include a rail transportation museum; Parks Canada Interpretive Centre and/or commercial activity area.

The significance of the four structures lies in the fact that adaptive re-use can be conceived in light of the condition of the buildings and their lack of historical significance (apart from the B & B building). Re-cycling these structures provides a framework and reference for subsequent development, thereby establishing a basic character for the area in keeping with the historical significance of the Forks emphasizing the protection of Heritage Resources.

Such a development strategy has a number of advantages and disadvantages to Parks Canada and the development of the Forks:

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which, given the historical significance of the B & B building, should be preserved.

Advantages

1. Provides optional locations for major interpretive facility in close proximity to the junction. Such a facility, however, would require additional funding or co-operation with other government agencies.
2. Such joint development would dramatically increase visitation levels in the magnitude of 200,000 - 300,000 per year, thus justifying expenditures on a major Visitor Interpretative Centre.
3. The heritage/waterfront development is potentially very exciting as a local and tourist attraction, providing both cultural and economic benefit to the City of Winnipeg, Province of Manitoba and Parks Canada.
4. Utilizes existing structures, thereby providing a buffer to future East Yard Development.
5. Focuses development at the junction of the Red and Assiniboine Rivers as a "place" of national significance.

6. Incorporates the B & B building, thereby preserving a prominent above ground historic resource, which is related to one of the sites priority themes.

7. Most closely addresses and responds to the objectives of Parks Canada.

8. Provides a "Front Door" image onto Main Street.

Such visual and physical access at Main and Assiniboine is critical to the long term viability of the Forks and East Yards Developments. The Forks and East Yards are virtually unvisited by most Winnipeg residents and tourists. The presence of the railyards, the existing transportation routes and the complete absence of adjacent development to stimulate visitor interest in the area have combined to provide effective barriers that prevent any meaningful public awareness of the area.

9. The Forks/Waterfront area offers a premium location for appropriate, publicly accessible downtown waterfront development, designed to attract local residents as well as tourists. The location has distinctive features

from the perspective of both its historical attributes and its existing and potential virtues. It represents a central location for establishing a showpiece orientation point for all visitors and it offers a natural setting which could continue to draw repeat visitations and use through all seasons of the year.

Disadvantages

1. Requires extensive commitments from other parties to assemble the land required; to develop detailed program options for the site; to provide the necessary funding support; and to define operational jurisdictions and maintenance responsibilities.
2. Development costs could be high to achieve sustaining development in keeping with the importance of the site. In order to achieve the desired impact, it is essential that the joint development development be "done right". Anything short could prove to be an economic disaster.
3. Given the relative scale and size of property involved in the waterfront complex, phasing of the

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

development would prove difficult, and therefore would require full commitment by all parties at the onset.

4. Development between the bridges on the Assiniboine is a potential threat to possible historic resources in this area (ie. 19th century Hudson Bay Company facilities located in this area).

5. Requires land acquisition of Hudson's Bay parking lot adjacent to Main Street. Alternative parking arrangements will likely have to be accommodated on East Yard lands to facilitate public access of this location.

6. May require temporary access until the completion of Assiniboine Avenue extension.

CONCEPT 3

Summary

The third development concept for the Forks establishes a framework for a long range development strategy that provides sufficient flexibility and opportunity for subsequent development to occur in a manner

complementary to the junction as a place of national significance, and as time and needs warrant. Concept 3 is predicated on the following assumptions:

1. That the land resource between the two C.N.R. bridges is acquired (including the south point), but that agreement on the use of such land is not forthcoming or that the necessary funding is not committed for a quality waterfront development.
2. That the balance of the C.N. East Yards is uncommitted for development in the short term, but likely will have a significant residential component in time.
3. That Parks Canada would place the need for a Visitor Interpretive Centre on hold until such time as additional funds are available, or until such time as compatible development on adjacent lands occurs.
4. That the City of Winnipeg, Province of Manitoba, A.R.C. and Parks Canada are desirous of preserving, protecting and commemorating the natural and historic resources of the junction through establishing, at a minimum, an open space linkage to adjoining parklands

and beyond.

5. That the fundamental question of appropriate land use for the East Yards area has not been resolved. While a proliferation of ideas and uses have been put forward in the past for use of the East Yard Area, none have materialized to date for a variety of reasons, and again, consensus may not be reached.

Advantages

- . Flexible as a development structure and easily phased.
- . Does not require temporary vehicular access.
- . Economical, may be elaborated on over time as additional funds become available.
- . Protects both sides of the Red and Assiniboine Rivers at its junction with the Red.
- . Provides important "front door" image at Main Street and connections to Bonnycastle Park and Upper Fort Garry Gate.

. Preserves and protects potential historic sites and is in keeping with the integrity of the Forks as a place of national importance.

. Provides a long term open space framework that is in scale with the river and the prominence of the site for Winnipeg and Western Canada.

. Has ability to stand alone - provides a place that works with 10 or 10,000 people.

. Creates a large enough site to accommodate a wide range of activities, festivities, events and ceremonies.

Disadvantages

. Long term excitement of "place" may not be realized until such time as East Yards Redevelopment occurs.

. Would not warrant determining the location of or developing a Visitors Interpretive Centre until such time as the intentions for the East Yards are known.

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

. Requires "front door" aspect of Assiniboine Extension, which may be difficult to justify in absence of further development.

11.8 RECOMMENDATIONS

Given the prominence and importance of the Forks Development to both Parks Canada and the City of Winnipeg, every effort should be made to ensure that a first class attraction is provided. Any development should acknowledge the historical significance of the site in the development of the City, by protecting and enhancing the resource, while providing opportunities for compatible development to access on adjacent lands, in order to provide a long lasting social, cultural and economic benefit to residents and visitors alike.

With the revitalized interest being expressed in the future of the East Yards as a whole, the most immediate concern to the development of the Forks site from Parks Canada's perspective is whether a decision to develop the area between the two as a waterfront attraction is forthcoming, and if so, to what extent could Parks Canada participate in and benefit from such a development. It would appear that such a joint development most clearly responds to the objectives of Parks Canada, and therefore, a reasonable amount of time should be allowed the various parties involved in the

negotiations pertaining to the waterfront development to finalize the necessary arrangements, and to determine the impact on Parks Canada. A decision to proceed with the compatible development adjacent to the Forks, coupled with the necessary supplemental financing, would enhance the Forks Project in that Parks Canada funds could be directed toward necessary site improvements, open air interpretive areas, riverbank treatment and commemoration of the junction as a place of national historic significance, in a manner which truly recognizes the importance of the "place". Interpretive facilities would, therefore, become part of the broader development package, separate and apart from the present Parks Canada/A.R.C. commitment. The essence of the Parks Canada contribution would be a first class open space and open air interpretive exhibits that provides the framework for subsequent development to occur. Such development would be achievable within both the budget and the timeframe of A.R.C., and would require no further commitments that could impede construction. The open space would provide an appropriate "fit" with adjacent development. In addition, sufficient time would be provided to refine the requirements and program components for the interpretive facility in conjunction

with the Province, to achieve the desired impact and visitation levels that both the site and the "story" warrant. Operations and maintenance responsibilities for such a Visitors Interpretive Centre would also be shared.

2. Should no agreement on adjacent land use be achieved in the next month or so, it is recommended that a development strategy be adopted that, due to present site boundaries and configuration, need for remedial site work, an undefined interpretive program, and inadequate funding, that the program requirements for the Parks Canada/A.R.C. development be altered to exclude the Visitor Interpretive Centre until such time as further development of the East Yards is defined and land use committed. Given the anticipated visitation levels (7,000 - 15,000) to the Forks Interpretive Centre without compatible adjacent development, it is difficult to justify the costs of such a facility, including parking areas and temporary access, while placing minor importance on the actual junction of the Red and Assiniboine Rivers.

Efforts would be concentrated on establishing an open

space framework that would be strong at its edges to influence subsequent development, provide pedestrian connections to Stephen Juba Park, accommodate future pedestrian access points to the south, commemorate the site as a place of national significance and preserve and protect the heritage resources of the site. As the "park" would essentially be pedestrian oriented for the foreseeable future, the need for temporary site access is negated along with its need for commitments from external agencies for funding support. In addition, operations and maintenance costs would be greatly reduced.

3. Should Concept 1 be the only development strategy available to Parks Canada, and a Visitors Interpretive Centre remains a requirement, it is recommended that the program requirement for the V.I.C. be minimized in keeping with the anticipated visitation levels and that the facility be considered temporary and seasonal. Further, the costs of such a structure should not exceed \$500,000.00, so as to permit appropriate site development to occur and to resolve existing site problems. Should compatible adjacent development occur in the future, the temporary Visitor Interpretive Centre

could be relocated in closer proximity of other activity areas and be recycled for a variety of commercial or administrative uses. The temporary Visitor Interpretive Centre would not have the capacity of program to accomodate large numbers of visitors and thus a major Interpretive Centre would be required at subsequent stages of the East Yard Development.

Given the constraints to development as outlined previously, this is not an ideal solution, but one which allows the project to proceed independent of major commitments on adjacent land use. Temporary access will, however, remain a requirement, the cost of which may be difficult to justify, given the relative scale of the Visitor Interpretive Centre and expected visitation levels. The cost of the access will not vary substantially whether the facility is designed to accommodate 10,000 or 100,000 visitors. Although achievable, this solution is not ideal and should be considered as a fall back position, should all other options not be considered acceptable.

12.0 CONCLUSION

As outlined in the preceeding document, a multitude of

THE FORKS DEVELOPMENT
INTERIM STATUS REPORT ON DEVELOPMENT CONCEPTS

physical, cultural and economic factors will influence the development of the Forks as a place of national historic significance. The planning process requires that decisions be made with respect to adjacent land uses and that the extent of external commitments be identified to permit the preparation of detailed design alternatives for the Forks. It is hoped that necessary agreements be reached and appropriate supplementary fundign be provided to permit a comprehensive development to occur which does justice to the site and its importance as a place of national historic and contemporary significance.