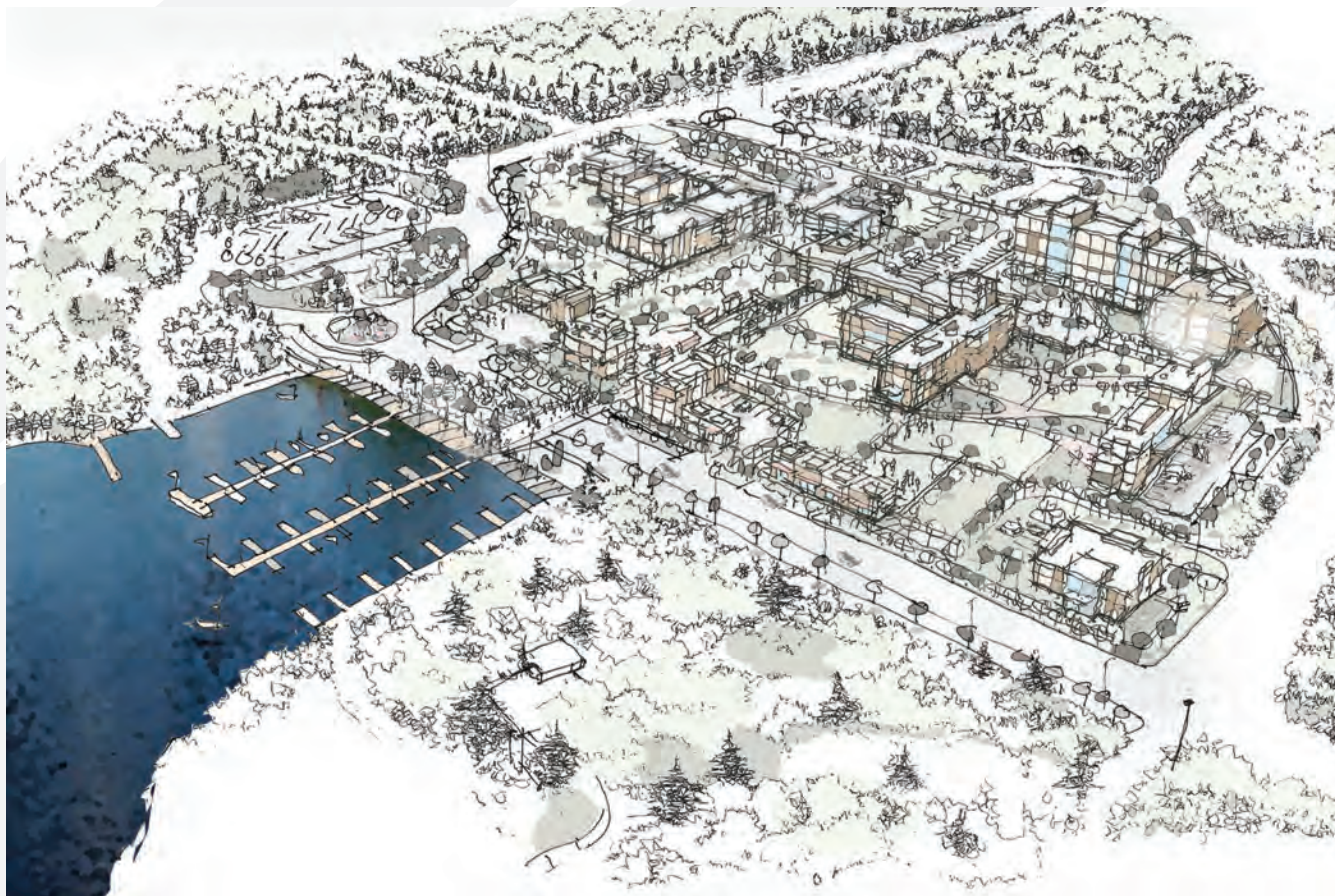


THE LOCAL GOVERNMENT DISTRICT (LGD) OF PINAWA



PINAWA WATERFRONT SECONDARY PLAN

February 2018

HTFC Planning & Design
500-115 Bannatyne Avenue East
Winnipeg, Manitoba R3B 0R3

and

Richard Wintrup & Associates
301-139 Roslyn Road
Winnipeg, Manitoba R3L 0G7

PINAWA WATERFRONT SECONDARY PLAN

Prepared For:

Local Government District of Pinawa
36 Burrows Road
Pinawa, MB R0E 1L0

Prepared By:

HTFC Planning + Design
Landscape Architecture and Planning
500 – 115 Bannatyne Avenue East
Winnipeg, MB R3B 0R3

and

Richard Wintrup & Associates
301-139 Roslyn Road
Winnipeg, Manitoba R3L 0G7

Acknowledgements

Great communities are built through active citizen involvement and engagement. We wish to thank our study partners, Local Government District of Pinawa and the Project Steering Committee, who assisted in this collaborative planning effort. A special thank you to the residents of Pinawa for participating in the open house, as well as key representatives from volunteer groups and municipal staff who provided background information and attended meetings.

EXECUTIVE SUMMARY

The Pinawa Waterfront Secondary Plan has been prepared to sustain and enhance the significant cultural and heritage value of one of Manitoba's most picturesque communities, Pinawa, while sensitively leveraging area features and existing sites for enhanced community and economic development.

The plan requires collaboration between Pinawa, private sector, and the community for success. It includes low investment short-term actions for change to occur almost immediately, in addition to long-range policies to guide public and private investment over time. The plan articulates an exciting vision to transform Pinawa's downtown into a vibrant, diverse, mixed-use waterfront area with a strong identity and robust multi-modal transportation connectivity integrated into the existing community.

Anticipated outcomes of the plan include: catalyzing private business investment; creating good jobs to keep youth in the community; attracting entrepreneurs with meaningful goods and services for enjoyment by residents and tourists; guiding land-use within the waterfront over time; creating exciting attractions and destinations; enhancing existing uses and bolstering year-round tourism; improving community connections; and inspiring change.

The Pinawa Waterfront Secondary Plan process was initiated in 2016 by the Local Government District of Pinawa, supported by HTFC Planning & Design and Richard Wintrup & Associates. The Plan is based on historic research, an assessment of existing conditions, stakeholder interviews, and contributions from Pinawa's Council, municipal staff, volunteer groups, and residents. A guiding principle was the protection of Pinawa's resort-like natural scenery, access to open water and natural trails. This was a unique endeavour, as the LGD of Pinawa was also interested in spurring private investment.

The Plan organizes the waterfront area into five distinct yet interconnected districts: Mixed Use Transition District, Amenity District, Tourism & Recreation District, Waterfront District, and Hospitality District. Each district is described by its intended role, architectural style, atmosphere, conservation and redevelopment goals, and design standards. Compliance with the standards of each district will ensure full character and cohesion is eventually achieved.

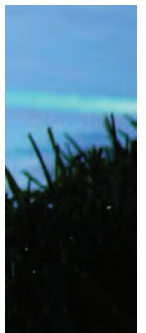
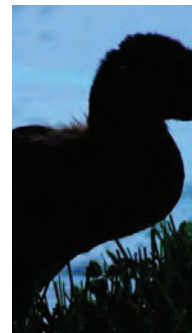
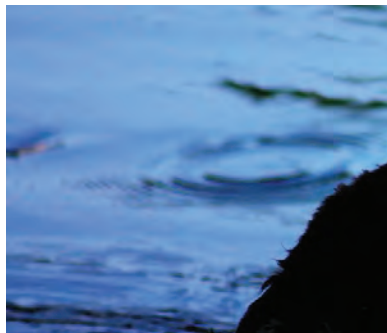
A variety of creative tools are proposed in the plan to ensure its success. For example, **planning** is required in order to appropriately direct land-use and streamline permit processes. **Placemaking** is an example of do-it-yourself interventions that require minimal cost and effort, and help showcase the possibilities for the area: pop-up events, community gardens, and a dog park for example. Using the philosophy of the “**Power of 10**,” the area’s best features and initiatives can be ranked and promoted to attract local residents and visiting tourists. **Strategic funding decisions** and scheduling of multi-year investments, **partnerships**, and **incentive tools** are outlined in the implementation section of the Plan.

The advancement of the Pinawa Waterfront Secondary Plan, through consideration of future impacts to the surrounding area, careful planning of land uses, and implementation of design standards, could position the area as one of the most exciting tourist destinations in the province, with year-round recreational activities, a busy marina with people and businesses, trails and multi-modal connections throughout the districts – achieving economic and community growth objectives.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
1. INTRODUCTION	1
Local Government District of Pinawa	3
Planning Area - Characteristics and Location	4
Boundaries of the Secondary Plan	5
Plan Authority	6
Timeframe of the Plan	6
Amendments to the Plan	6
Interpretations of the Plan	6
Planning Process	10
2. THE FOUNDATION	12
Current Policy and Regulatory Framework	13
Development Plan (By-law No 637-02)	13
Zoning By-Law (By-law No 658-04)	14
Pinawa Economic Plan 2014-2024	18
The Site	18
3. VISION, OBJECTIVES AND DEVELOPMENT DIRECTIONS	26
A Vision for the Waterfront	27
Objectives	27
Development Directions	27
4. POLICIES	34
Urban Design Policies	35
Land Use Policies	41
The Mixed Use Transition District	41
The Amenity District	43
The Tourism & Recreation District	45
The Hospitality District	49
The Waterfront District	50
5. IMPLEMENTATION	53
Planning	54
Placemaking	55
Funding	57
Incentive Tools	58
Leadership, Partnership and Sponsorship	58
Awareness Tools (Marketing)	59
REFERENCES	60

INTRODUCTION





prioritize the waterfront



multi-modal connectivity



bolster tourism opportunities



promote economic development



enhance existing destinations/infrastructure

1. INTRODUCTION

The purpose of the Pinawa Waterfront Secondary Plan ("the Plan") is to provide direction and action for encouraging infill commercial and residential developments by the private sector in an underutilized waterfront area. The centre (downtown) of Pinawa will be transformed into a vibrant, diverse, mixed-use waterfront area with a strong identity and robust multi-modal transportation connectivity integrated into the existing community.

The Plan will:

- encourage private investment and employment opportunities in the downtown waterfront area;
- attract and retain entrepreneurs to provide goods and services to local residents, including seniors, retirees, and recreational visitors;
- guide land-use regulations for the downtown waterfront area;
- establish and identify priorities for publicly-supported initiatives in the downtown waterfront area;
- identify opportunities for the creation of new destinations and the enhancement of existing destinations;
- include a high-level, conceptual master plan with a focus on economic development and tourism;
- identify areas that may be appropriate for residential and tourist commercial development, and suitable urban design and form;
- identify connections to the sub-area districts (Mixed Use Transition District, Amenity District, Tourism & Recreation District, Hospitality District, and Waterfront District) of the Pinawa Waterfront Area;
- set out an implementation strategy that prioritizes short-, medium- and long-term objectives and projects, including possible fiscal tools to support the development of lands.

The Plan has five chapters:

- The first chapter, Introduction, provides an overview of the Plan. It sets out the purpose of the Plan, how the Plan is to be interpreted as a statutory secondary plan, how the Plan is organized and the overall community engagement process.
- The second chapter, The Foundation, provides an overview of the current policy and regulatory framework, natural characteristics, environmental conditions, and history of the community.
- The third chapter, Vision, Objectives, and Development Directions, sets out the vision, goals, and objectives of the Plan.
- The fourth chapter, Policies, describes the Development Districts and their individual characteristics and urban design elements.
- The fifth and final chapter, Implementation, outlines a plan of action and implementation strategies covering planning, funding, incentives/innovative techniques, leadership, partnership, and sponsorship. The chapter also describes a demonstration project to build awareness of the potential and the gradual evolution of the downtown waterfront area.

Local Government District of Pinawa

Pinawa, a community of 1,504 residents, is located 110 kilometres northeast of the City of Winnipeg and was developed as one of Manitoba's first planned communities in the early 1960s.

Pinawa is often considered a "hidden gem" due to its resort-like natural scenery, access to open water and natural trails. Yet it is not immediately perceived as a "well-known" tourist destination. Pinawa provides year-round recreational activities such as various watersports, hiking, cross-country skiing, and a first-class golfing experience at the Pinawa Clubhouse.

Due to its proximity to the Winnipeg River system and Whiteshell Provincial Park, Pinawa offers its residents a high quality of life. The environment is well-suited for year-round recreational activities due to its proximity to water, walking trails and a marina along the waterfront. As a result, Pinawa has the opportunity to capitalize and preserve its natural assets and encourage economic growth.



support year-round recreational activities



capitalize on resort-like natural scenery



support multi-generational tourists/residents



create a bustling marina



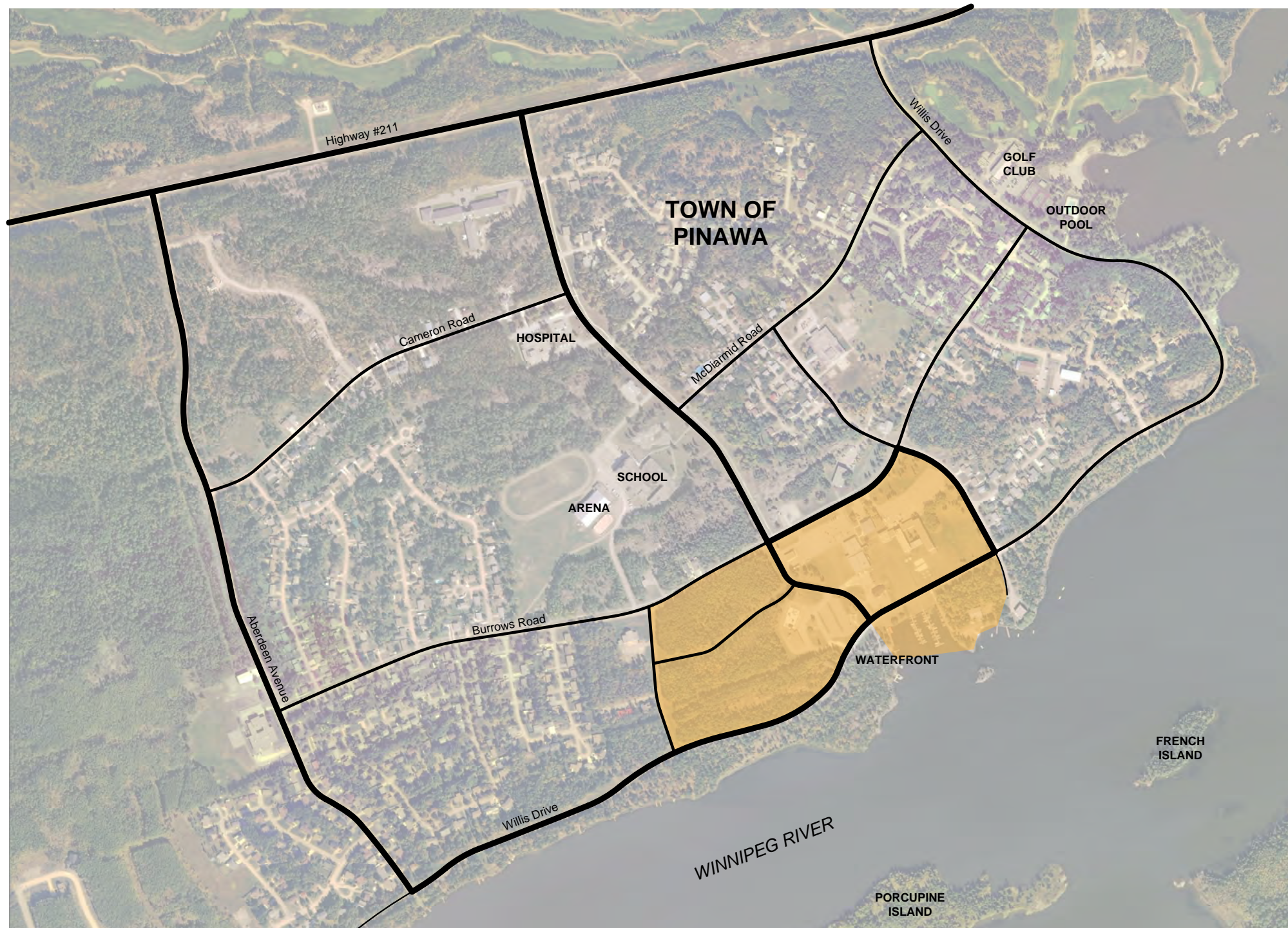
encourage people to linger longer

Planning Area – Characteristics and Location

The Pinawa Waterfront area is located in the centre of Pinawa on the northern shores of the Winnipeg River. Most of the commercial uses in Pinawa are found around the Town Hall. These commercial uses include a shopping centre, a gas station, a conference centre and hotel, other lodging accommodations, restaurants and a marina. Most of the commercial uses in the centre of Town are fronted by parking lots and are set back from the roads. There are also large tracts of underutilized and vacant land in the centre of Pinawa, and no residential land uses.

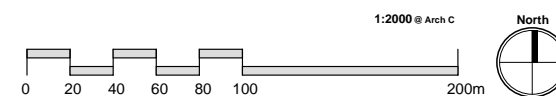
Boundaries of the Secondary Plan

The Plan Area is bounded by the marina and shorelines to the south, Burrows Road to the north, Bessborough Avenue to the west and Massey Avenue to the east, as illustrated in Figure 1. Although the Plan does not include policy direction for lands outside of the secondary plan area, it will take into consideration the social and land use connectivity of the land surrounding the Plan Area.



LEGEND

WATERFRONT SECONDARY PLAN STUDY AREA



Plan Authority

The Pinawa Waterfront Secondary Plan is a plan under Section 63(1) of The Planning Act (The Act). It is guided by the Provincial Land Use Policies Regulation 81/2011 (June 20, 2011), and is intended to set out a broad range of planning objectives within the scope of the Town. The Plan has authority over land use and land development matters, but also includes economic development.

As a secondary plan, adopted as a by-law by the Municipal Council, the Pinawa Waterfront Plan is an authorized mid-level planning document that guides other levels of planning, regulation and action.

Timeframe of the Plan

This plan is future-orientated and aims to guide change over an extended period of time through a coordinated series of purposeful public and private investment actions. The timing of these actions will be dependent on the economic conditions within Pinawa and the supply of, and demand for, the proposed land-uses. Timing will also be dependent on the completion of the required infrastructure improvements to support and enable the land-use concepts for development. While a specific timeframe is not specified, it is anticipated that a vision of this scale will take approximately 15-20 years to actualize.

Amendments to the Plan

The Plan may require amendments as circumstances within, or adjacent to, policy areas warrant them. As a (secondary plan) by-law, application to amend the Plan must be submitted to Pinawa for review and approval by Council or its designate. Where appropriate, the amendment process should include public consultation.

Interpretations of the Plan

Interpretations and Applications of Policies and Statements

The Plan should be read as a whole and understood as a comprehensive

vision of, and guide for, the redevelopment of the Plan Area. It will inform the application of regulatory tools, such as zoning, which are critical in the implementation of the Plan's policies.

Objectives and goals are statements provided to enhance the understanding of the associated policies. Should an inconsistency arise between an objective or goal and an associated policy, the policy shall take precedence. Where "may" is used in a policy, it is provided as a guideline or suggestion toward implementing the policy in a manner that is consistent with its purpose.

In cases where the word "should" is used in a policy, the policy is intended to apply to a majority of situations. The policy may be deviated from in specific situations where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, or to allow an acceptable alternate means to implement the policy in a manner that is consistent with its purpose.

In cases where the word "shall" is included in a policy, the policy is considered mandatory and, in some situations, directs subsequent action for the creation of a new regulation in a Zoning By-law or Subdivision Regulation, or other such tool for implementing the policies of a Plan as regulations. However, where actual quantities or numerical dimensions and standards are contained within policy directing a new regulation, the quantities or standards may be deviated from provided that:

- a. the new land-use regulations being created are in a Zoning By-law or similar zoning tool that reflects a quantity or numerical dimension and standard that meets the intention of the policy;
- b. the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible; and
- c. the new land-use regulation is implemented in a manner that is consistent with the objectives of the policy directing the creation of the new regulations.

Where a policy requires compliance at the Development Application stage, that requirement may be referred to the Subdivision Approval (Plan Registration) or Building Permit stage without requiring an amendment to the Plan.

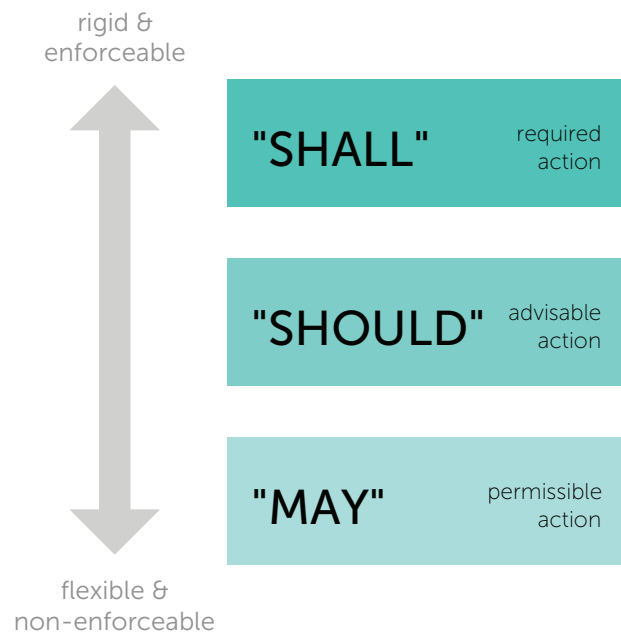


Figure 2: Enforceability vs. Flexibility Chart

Interpreting Policy Maps and Figures

The boundaries, transportation networks and land-use policy areas shown on the maps and figures contained herein are intended to be approximate only, and should be considered as such. They are not intended to identify specific locations, except where a boundary is located on an easily identifiable natural or man-made landmark such as a river, railway corridor, Hydro corridor or public right-of-way. The figures are conceptual and shall be considered flexible with respect to the precise location of land-use areas and features. However, the spatial relationship among the various land-use policy areas and transportation networks is intentional. Adjustments to the location or boundaries of land-use policies areas and pathways will not require amendments to the Plan, provided they meet the intent of the Plan.

The indication of any proposed roads, green spaces, open spaces, municipal services, or infrastructure in policy text or in a policy map or figure will not be interpreted as final. Adjustments to the locations of these features may result from the development approval process, as more precise design details are requested in a Development Application, which asks for an identification of the specific locations of boundaries, transportation networks and land-uses. Development Applications that are consistent with the Plan's intentions as shown on the policy maps and figures will not require amending the Plan.

The indication of any proposed roads, green spaces, open spaces, services or infrastructure in policy text or on the policy maps and figures will not be interpreted as necessarily being specifically, or solely, the responsibility of the Town to provide, finance or otherwise implement.

Interpreting Other Maps, Figures and Illustrations

The purpose of providing figures with illustrations, photographs, drawings and non-policy maps is to provide clarification regarding the characteristics, context, history, natural features, existing land-uses and current development policies/regulations of the Plan Area and surrounding areas. Should an inconsistency arise between a figure and a policy statement or policy map, the policy statement or policy map shall take precedence when and where appropriate.

Application of Secondary Plan Policies

The policies, land-use and transportation concepts contained within the Plan recognize and maintain the existing use of land or buildings as they are currently zoned and developed in accordance with the Zoning By-law prior to the adoption of this Plan.

Nothing in this Plan precludes current uses in the Plan Area from continuing as they may exist today, and for as long as the landowner wishes, until such time as the Zoning By-law regulations are changed to affect the land-use rights. The intention of the Plan policies is not to force existing land-uses to be changed, altered or extinguished without a corresponding change to the Zoning By-law. The intention of the Plan policies is: when a land owner wishes to change (i.e. intensify) their lands via a rezoning, subdivision, variance or conditional use, this intensification shall follow the policies to

direct the changes toward the vision outlined for the Plan Area. “Change” and “Intensification” do not mean the issuance of a building or development permit for allowable uses on rightfully zoned lands existing prior to the adoption of this Plan.

Monitoring, Review and Evaluation

The Plan is intended to be a flexible document that will adjust as circumstances change within, and adjacent to, the Planning Area. Periodic review and amendment of the Plan will occur as changing market and engineering conditions affect the adjacent community and the Planning Area.

Planning as a Collaboration

The Plan encourages continued community and stakeholder involvement, and is the product of a collaborative and iterative process that solicited feedback from land owners, elected officials, key stakeholders, special interest groups, community organizations, neighbourhood groups and adjacent community residents to shape the public interest on this planning matter.

The solicitation of input is an important component of the planning process that will help generate planning policies that reflect feedback and provide a basis of support for the general planning directions of the Plan.

Community Planning Directions

Through a project steering committee, the following goals were provided to help guide and ensure success of the community engagement process:

- Provide a transparent engagement process to ensure residents are engaged throughout the planning process.
- Bring together all stakeholders and community residents in a discussion about the future vision and direction of the downtown waterfront area.
- Engage community residents in a meaningful and constructive process to produce a viable vision toward transforming downtown Pinawa into a “destination location” for both residents and tourists.

Community Engagement Process and Findings

An interactive community open house was coordinated on September 21, 2016 and more than 60 residents attended to learn more about the Plan. A visual preference survey was conducted at the event to assess participants' preferences with respect to desirable community amenities in the downtown area.

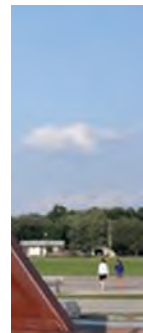
As part of the first phase of the engagement process, individual stakeholder meetings (12 interviews at 12 different times) were coordinated to encourage more in-depth discussions of the vision for the downtown area. Stakeholders included business owners, active living group members and community groups. Meetings were conducted from September to October 2016 and a community engagement report was created to outline the results of the engagement process.

Through discussions with community residents, three objectives emerged to guide the direction of the secondary plan. They are as follows:

1. Preserve and enhance natural assets and economic sustainability.
2. Focus on year-round services and retail/commercial/recreational enterprises, and improve available accommodations in the downtown waterfront area.
3. Maintain, enhance and animate the public space along the waterfront with amenities such as street furniture, public washrooms and lighting, and create a welcoming community gathering space within the downtown area.



THE FOUNDATION



This chapter sets the context for the Plan Area and provides an overview of the current policy and regulatory framework, natural characteristics, environmental conditions and history of the community.

Current Policy and Regulatory Framework

The Plan is an additional document to current local planning documents: first, the Development Plan (By-Law No 637-02); second, the existing Zoning By-law (By-law No 658-04) for Pinawa, which legally manages land-use and regulation; third, the Pinawa Economic Plan 2014-2024, which promotes the acquisition of capital to be employed for the development of the Pinawa economy. The Plan takes into account the broader policies of the Development Plan and refines them to greater detail while providing guidance and direction on the specific regulations of the Zoning By-law. These regulations may need to be changed to implement the vision for the Plan Area, as outlined by this Plan, while aligning to the objectives and priorities of the Pinawa Economic Plan.

Development Plan (By-Law No 637-02)

A majority of the Plan Area is designated Commercial in the current development plan, including all those lands north of Willis Drive and south of Burrows Road (see Figure 3). The lands south of Willis Drive are designated Parks and Open Space, which encourages important community assets such as walking trails, natural rock, shoreline reserves, playground areas and treed areas.

The Commercial Policy area is considered the main civic focus in the community, with a stated goal of encouraging its expansion to provide for additional services. The development plan policy areas objectives are:

- to promote retail and service business, including services related to the hospitality industries;
- to increase services for tourists, including hobby and craft stores; and,
- to improve the physical appearance of the area.

Planning Area – Characteristics and Location

Zoning By-law No 658-04 defines and describes the zoning types as follows:

- CC – Central Commercial Zones provide multi-functional uses such as retail businesses and social, cultural and administrative land-uses in the central business area. It allows for one-family dwelling units, commercial buildings, restaurants, bars, nightclubs, taverns, hotels and motels, community centres and halls, group daycares, outdoor markets, offices and amusement enterprises. This is the largest zoned area.
- OS – Parks and Open Space provide for public open space and parks in areas owned by a public authority. This area is located adjacent to the marina. It allows for canteens, restaurants, clubhouses, lounges and the sale or rental of sports equipment.
- RC – Recreation Commercial Zones provide for public recreation areas such as water slide parks, arenas, curling rinks and golf courses. It allows for canteens, restaurants, clubhouses, lounges, the sale or rental of sports equipment, dwelling units for staff (one- or two-family dwellings), parking and assembly places (clubs, auditoriums, etc.).
- I – Institutional Zones provide for public and private institutional or community service facilities. They allow for canteens and restaurants, community centres and halls, group day cares, education and health land-uses, fair and exhibition grounds, personal care homes and parks. A small sliver of land on the north side of the Plan Area, corresponding with the civic offices and the RCMP Detachment, is designated Institutional.

See Figure 4 for Pinawa Zoning Map.

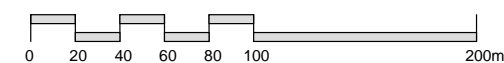


LEGEND

 WATERFRONT SECONDARY PLAN STUDY AREA

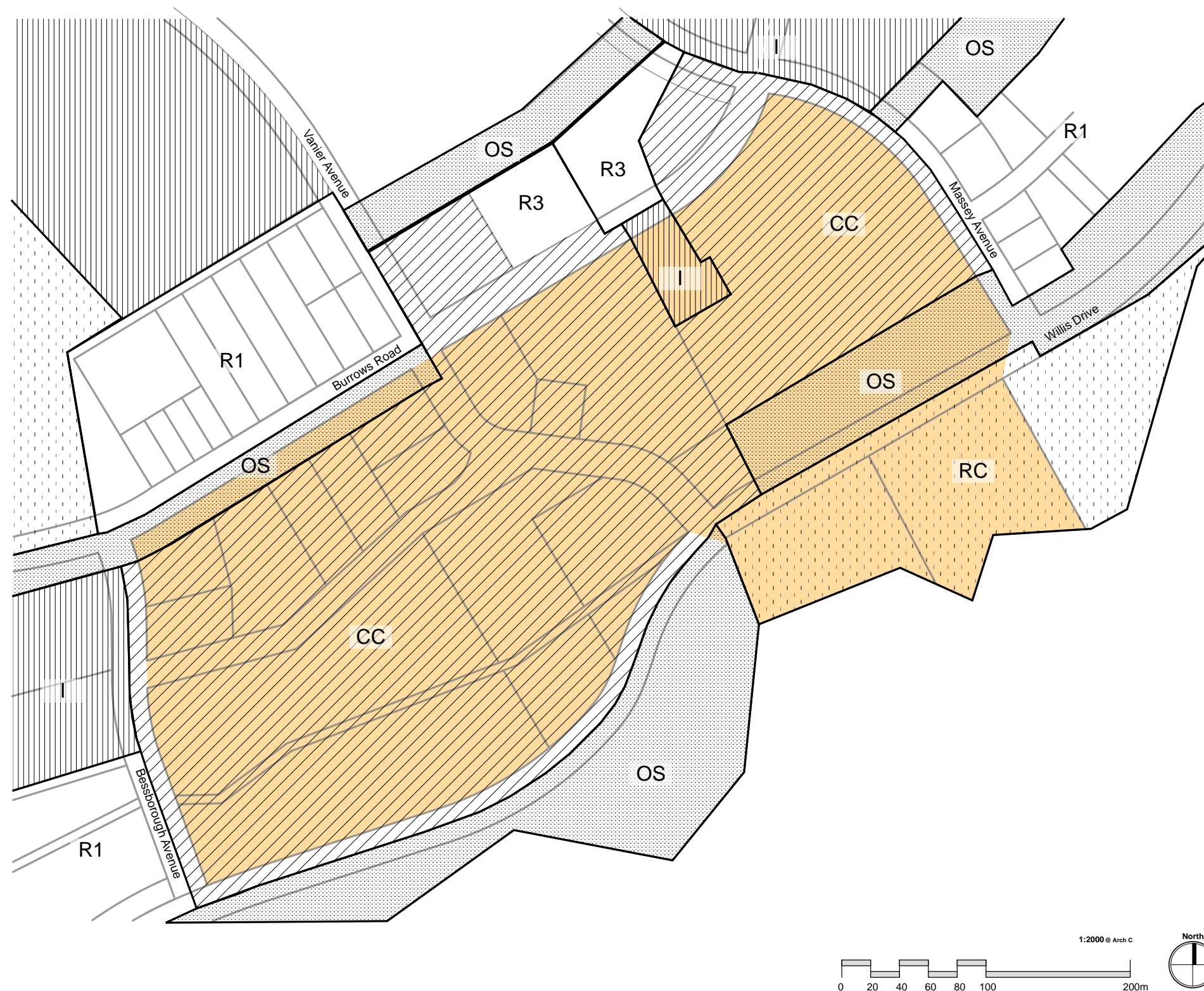
LAND DESIGNATIONS:

- COMMERCIAL
- INSTITUTIONAL
- PARKS & OPEN SPACE
- RECREATIONAL
- SERVICED DESIGNATIONS



1:2000 @ Arch C





LEGEND

WATERFRONT SECONDARY PLAN STUDY AREA

ZONES:

- CC CENTRAL COMMERCIAL
- CH HIGHWAY COMMERCIAL
- I INSTITUTIONAL
- OS OPEN SPACE
- RC RECREATION COMMERCIAL

Pinawa Economic Plan 2014 – 2024

The prime objective of the Pinawa Economic Plan is to generate capital for application in Pinawa. Within this overarching goal, Pinawa has specified the following working objectives, in order of overall priority:

1. Employment: To have long-term and permanent employment opportunities created, especially for young people.
2. Small Business: To attract small businesses to meet the economic needs of Pinawa, including recreational visitors.
3. Entrepreneurs: To attract entrepreneurs with non-specific location businesses preferring to live in a natural environment.
4. Young Families: To attract young families wishing to raise their children in safe environment with access to superior primary and secondary educational facilities.
5. Specialized Suppliers: To attract product and service suppliers specifically able to serve senior citizens and retirees.
6. Business Succession: To attract buyers of existing Pinawa businesses where ownership change is important.

The Site

Current Landscape

The Plan Area has two distinct parts: the mostly undeveloped vacant lands to the west of Vanier Avenue and the commercial centre of town to the east (Figure 5, Existing Amenities). The land to the west of Vanier Avenue is mostly forested, except for a portion along Vanier Avenue developed as a hotel, parking lot, sundial viewing area and commercial cabin. The developed area consists of two buildings, a large asphalt parking lot used for tourist and boat parking, large grassed areas, a few street trees and a small forested area surrounding the commercial cabin. The sundial is an important landmark, but is in need of some repair and attention to help it function as an effective gathering space.

The land to the east of Vanier Avenue includes the town hall, RCMP Detachment, small shopping centre, gas bar, resort/conference centre and a private business.



well-used marina



canoe rentals for tourism



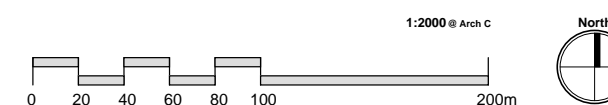
sundial is an important landmark



boat parking



current road to boat launch



Approximately 8 per cent of the commercial centre is building mass, 27 per cent is paved surfaces (asphalt and granular) and 65 per cent is greenspace. Most of the buildings are set back from the street and fronted by parking lots. A large asphalt parking lot, as well as a graveled service area, serves the small shopping centre. Another large asphalt parking lot serves the resort/conference centre, while a smaller one is used by a private business. The remainder of the site is grassed and the only exterior gathering space on this side of Vanier Avenue is a firepit area, located on land owned by the resort/conference centre.

The privately owned marina is located along the southern edge of the commercial centre, with the Pinawa Sailing & Rowing Club located to its east, and Crown Land to its west. The marina consists of a concrete boat launch, two public docks, a seasonal restaurant and over 70 slips (although some are currently unusable due to shallow water conditions or disrepair). Bookended by forested land, the majority of the marina landscape is mowed grass. Two large willows offer shade near the seasonal restaurant, with picnic tables sited nearby. Pedestrian access to the slips is provided by an uneven walkway of paving blocks leading down from Willis Drive. The west edge of the marina is defined by riprap, while the north and east are defined by concrete retaining walls, which are faltering and lean toward the water. Several shallow areas are apparent within the marina, where aquatic weeds and sedges have started to grow.

The Pinawa Sailing & Rowing Club consists of a single building, two docks and a small boat launch. The boat launch is accessed from Willis Drive, along the east edge of the marina. The river's edge along the club varies from sand to grass to rounded riprap.

The Trans-Canada Trail / Ironwood Trail, a winding granular path, runs along the river's edge and the marina. The river's edge along the trail is primarily riprap, in an attempt to counteract water erosion. Several docks, both public and private, extend from the shoreline.



seasonal restaurant activity



need for bike parking & multimodal connections



pedestrian access to the waterfront



improve gathering spots



improve gathering spots



signage



outdoor washrooms



sailing and rowing club



dock access



places for gathering

Natural Landscape

Pinawa is located within the Canadian Shield, along the Winnipeg River. No rock outcrops are visible within the commercial centre, although several can be seen on the undeveloped land west of Vanier Avenue, as well as in the Crown Land along the river's edge. Common tree varieties include: ash, bur oak, paper birch, jack pine, spruce, balsam fir, balsam poplar, trembling aspen and ironwood. Common understory plants include high bush cranberry, wild sarsaparilla, fern, goldenrod, speckled alder, willow and pin cherry.

Environmental Conditions

The topography of the Plan Area is mainly level to very gently undulating, with greater slopes extending from Willis Drive south to the marina. Soils consist primarily of shallow to deep organic deposits, clay and silt with bedrock underneath. The study area is considered to be at low risk for water erosion, but the riparian edge is at moderate risk (Brandon Research Centre, 1999).

The mean annual temperature is 1.9° Celsius, and the mean annual precipitation is 559 millimetres (Environment Canada, 1993). The heat and moisture parameters generally allow for a wide range of vegetation (hardiness zone 3) to grow in Pinawa. The Plan Area is well sheltered from the harsh northwest winter winds and open to the cool southern summer winds. With regard to sun exposure, the commercial centre is relatively exposed due to minimal shade cover, whereas the undeveloped lands are heavily treed and therefore partially shaded throughout the year.

Views

The most prized views are those facing south across Willis Drive towards the Winnipeg River, as well as the many vistas afforded along the Trans-Canada Trail / Ironwood Trail. The Pinawa Heritage Sundial has become a well known landmark for visitors and is often included in photographs of the area.

History of the Waterfront Area

The waterfront area has been inhabited for generations, first by Canada's First Nations people, then in the 19th century by French fur traders. In 1906, Manitoba's first hydroelectric generating station was constructed in the area and became known as the Pinawa Dam. The Dam was the power lifeline to Winnipeg in the 1900s. The dam closed in 1951 and the area is now home to the Pinawa Dam Provincial Park.

In 1963, Atomic Energy Canada Limited (AECL) developed the Whiteshell Nuclear Research Facility in Pinawa. One of Manitoba's earliest planned communities, Pinawa, served as home to the AECL employees and their families. With a strong focus on quality of life, the town was characterized by unsurpassed recreation and community facilities, similar to those found in major cities.

In the 1990s, the federal government started on the path of decommissioning the research lab. Over the past two decades, extensive effort has gone into diversifying the local economy by shifting focus to tourism and active retirement/seasonal home development.

Land Ownership

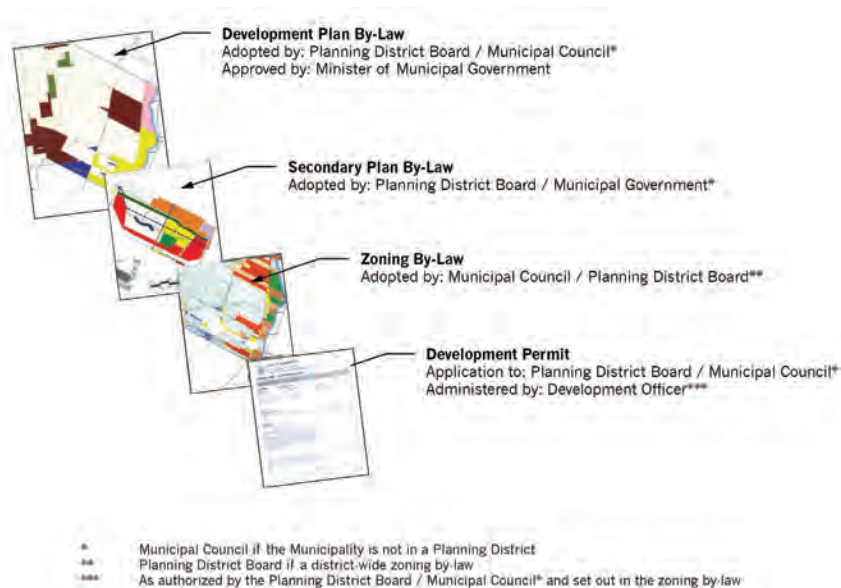
Most of the study area is privately held, including the marina, sailing club property and the former Kelsey House lands (see Figure 6, Land Ownership Diagram). Pinawa owns the lot that houses the LGD offices and some substantial undeveloped lots in the northwest corner of the study area that are currently zoned CC. It also owns the parking lot between the motel and Vanier Drive.

The lack of public ownership does not preclude planning. It is intended that the Pinawa Waterfront Secondary Plan will attract both public and private investment, and that future development will satisfy both public and private interests. Through effective stakeholder engagement and negotiation, the LGD can ensure the plan is implemented in a manner mutually beneficial to both parties.

Planning on Private Lands

A secondary plan establishes policy direction for both private and public lands. Secondary plans are used on an area basis to direct how land in an area may be used, where buildings of various types, sizes and shapes may be located and how infrastructure can be extended into, and through, the area. For this reason, they inevitably involve private property. The inclusion of private property is not new and is the basis of most, if not all, secondary plans. In fact, it is the inclusion of private property that gets to the heart of a secondary plan. The Plan is a 'future-forward' document that provides direction for the intended future use of the land. It sets the conditions for change, through policies, that have been the subject of community discussion and approved by the planning authority. Over time, it is expected that privately held lands will be developed in accordance with the secondary plan. A plan designation follows the private property and property owners are required to follow it, similar to zoning on a property. A plan designation holds the same authority as a zoning by-law and if a private property owner wants to change the designation, they must apply for an amendment.

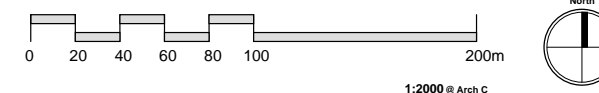
Making the plan a reality requires the municipality, residents, business and private property owners to understand and work together towards the vision. It is essentially the 'blueprint' for action and desired change.



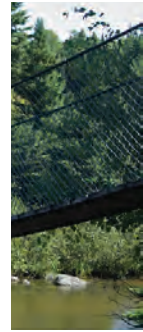
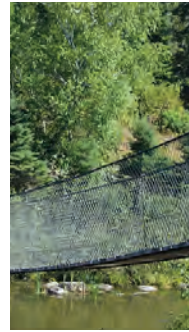


LEGEND

- WATERFRONT SECONDARY PLAN STUDY AREA
- PUBLIC LAND OWNERSHIP
- PRIVATE LAND OWNERSHIP

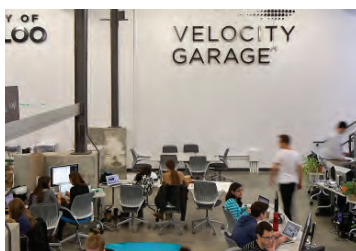


VISION, OBJECTIVES AND DEVELOPMENT DIRECTIONS





well-designed businesses



business and retail incubators



services and events



farmers' markets



recreation for people of all ages and abilities

A Vision for the Waterfront

The waterfront is a gathering place for people of all ages to celebrate Pinawa's natural assets, and to acquire goods and services from entrepreneurs who provide employment opportunities for local residents. It is a central location poised to become a welcoming place for public and private investment, with opportunities for providing recreation, goods and services and events for local residents.

The Plan Area will be characterized by vibrant and animated people-focused spaces, which will brand the area with a strong local identity. It will be a safe and inviting place that is robustly interconnected with the existing residential areas through roads, trails, pathways and water. The Plan Area is divided into five interconnected distinct districts: (a) The Mixed Use Transition District; (b) The Amenity District; (c) The Tourism & Recreation District (d) The Hospitality District; and (e) The Waterfront District.

Objectives

The Pinawa Waterfront Plan includes three distinct objectives:

1. to preserve and enhance natural assets and economic sustainability;
2. to attract private sector investment with a focus on businesses providing services such as retail, commercial and recreational enterprises, and to improve available accommodations in the downtown waterfront area;
3. to direct public sector investment to maintain, enhance and animate the public space along the waterfront with amenities such as street furniture, public washrooms, and lighting, and create a welcoming community gathering space within the downtown area.

Development Directions

The following directions provide details on how to put into practice the vision and objectives of the Plan. Each direction provides a series of strategies that are actionable.

Community Economic Development

The Plan will offer a sense of predictability for businesses by proactively articulating a vision for the area that encourages year-round tourism, establishes a successful main street along Willis Drive, encourages mixed-use developments such as small-scale retail and commercial development, quality landscaping and a unique resort-type experience that makes Pinawa a prime year-round destination.

Strategies include:

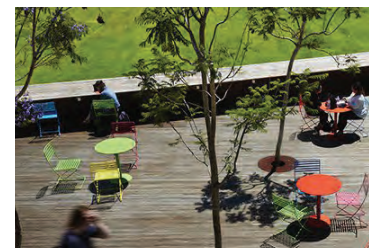
- supporting new business and economic growth by using existing sites, or by identifying new sites on or near the waterfront as a catalyst for appropriately scaled development that serves both residents and visitors (e.g. accommodation, retail, commercial, community use);
- strategically acquiring and developing waterfront properties as they become available;
- marketing and branding the waterfront as an opportunity for investment, relocation, hosting events and attracting year-round visitors;
- encouraging small businesses and entrepreneurs in knowledge-based industries, incubators and business services to locate to the waterfront
- enhancing and protecting the natural assets of the waterfront so that residents and visitors are able to experience its unique character;
- encouraging social and recreational events and activities within the downtown waterfront area;
- leveraging partnerships with various economic, recreational and tourist groups to maximize economic opportunities; and
- consider the purchase of the marina as a sole proprietor or through public/private partnerships



walkable waterfront



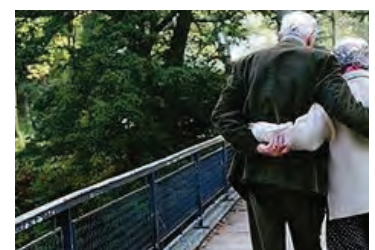
events to bolster tourism activity



relaxing people places



diverse recreation activities



age friendly community



unique places to sit



public art as a beacon and wayfinding



gathering spaces to relax



pedestrian-focused districts



reinforcing a sense of space and creativity

Placemaking: Foster Quality Places and Identity

‘Placemaking’ means to create a sense of place through urban design, establishing a strong identity for the Plan Area. It sets the stage for effective site design within the Plan Area, demonstrating how the pieces fit together with appropriate land-use locations, building types, massing and orientation. It establishes greenspaces and open spaces distinct to the area, and provides a resilient visual identity for the new neighbourhood.

Opportunities exist for people-centric spaces and places to gather, spaces fundamental to the quality of life in Pinawa. The public realm in the study area includes streets, publically accessible pathways and lanes, privately owned public spaces (POPS), Crown land along the Winnipeg River, and the marina.

Strategies include:

- creating unique gathering spaces to encourage positive public interactions;
- creating a pedestrian-focused waterfront through quality sidewalks, areas for gathering, public seating and street furniture;
- creating land-use regulations to encourage a mix of residential, commercial, recreational and retail uses, with commercial or public spaces on the ground floor and residential uses on upper floors;
- identifying routes for people with all abilities to get to the waterfront using signage, wayfinding and information;
- encouraging the installation of public art that reinforces a sense of space, identity and creativity;
- transforming the streets to boulevards, including street trees, sidewalks and traffic calming measures along Willis Drive (see Figure 7, Right of Way Greening Diagram);
- creating connections to trails, bicycle routes and attractions throughout the Districts;
- programming activities in public places and streets for broad public enjoyment and participation;
- protecting and preserving existing trees and natural assets; and
- exploring opportunities to improve the marina facility.

Identity

Pinawa's downtown waterfront area, the Plan Area, will be reflective of a year-round resort-character community. This identity can be used to promote social, cultural and recreational events, and generate interest in the downtown waterfront area locally and provincially.

One way to reinforce identity is through establishing design themes or architectural guidelines. However, in the case of Pinawa, the building stock in the core is so eclectic, and the surrounding landscape so magnificent, that an applied theme risks appearing inauthentic and superficial. The sense of place comes largely from the landscape, so the focus of measures to strengthen the identity should start there.

Strategies include:

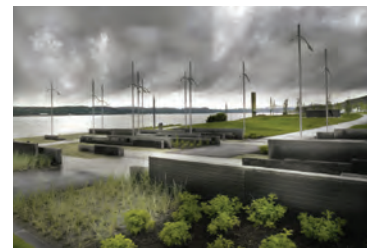
- incorporating images and symbols of significance to local culture throughout the Districts (derby winning fish sizes, scientific notation related to atomic energy, etc.). These can be incorporated into info kiosks, paving patterns, site furnishings, or stand-alone public art;
- ensuring design elements unify and connect individual Districts;
- developing a Pinawa Branding Strategy to develop key themes, imagery and messages;
- celebrating the qualities of the landscape that are so vital to Pinawa's character and appeal, like the seasonal changes, outdoor living, and water frontage;
- integrating materials like granite and timber in new buildings, lampposts, public art, site furniture, signage and architectural features;
- establishing the intersection of Burrows Road and Vanier Avenue, as well as Willis Drive and Vanier Avenue, as arrival features (see Figure 8, Entry Sequence);
- enhancing accommodations in the downtown waterfront area to strengthen the resort identity. This will encourage visitors, and stimulate businesses and investment; and
- exploring the creation of a promenade or boardwalk within the Waterfront District to play on the resort identity and themes.



incorporating local images and symbols



branding to reinforce a sense of arrival



promenade/boardwalk



design elements that unify districts



marina and resort identity

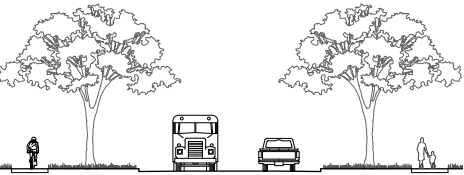


LEGEND

- R.O.W. TO BE GREENED
- PRIMARY ROADWAYS
- SECONDARY ROADWAYS



SECTION A-A PROPOSED
One-side greening



SECTION B-B PROPOSED
Two-side greening



SECTION C-C PROPOSED
One-side greening + street narrowing



SECTION D-D PROPOSED
Greening of proposed pedestrian spine

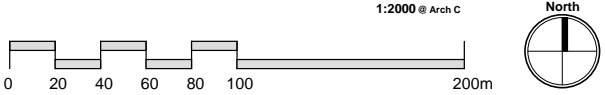
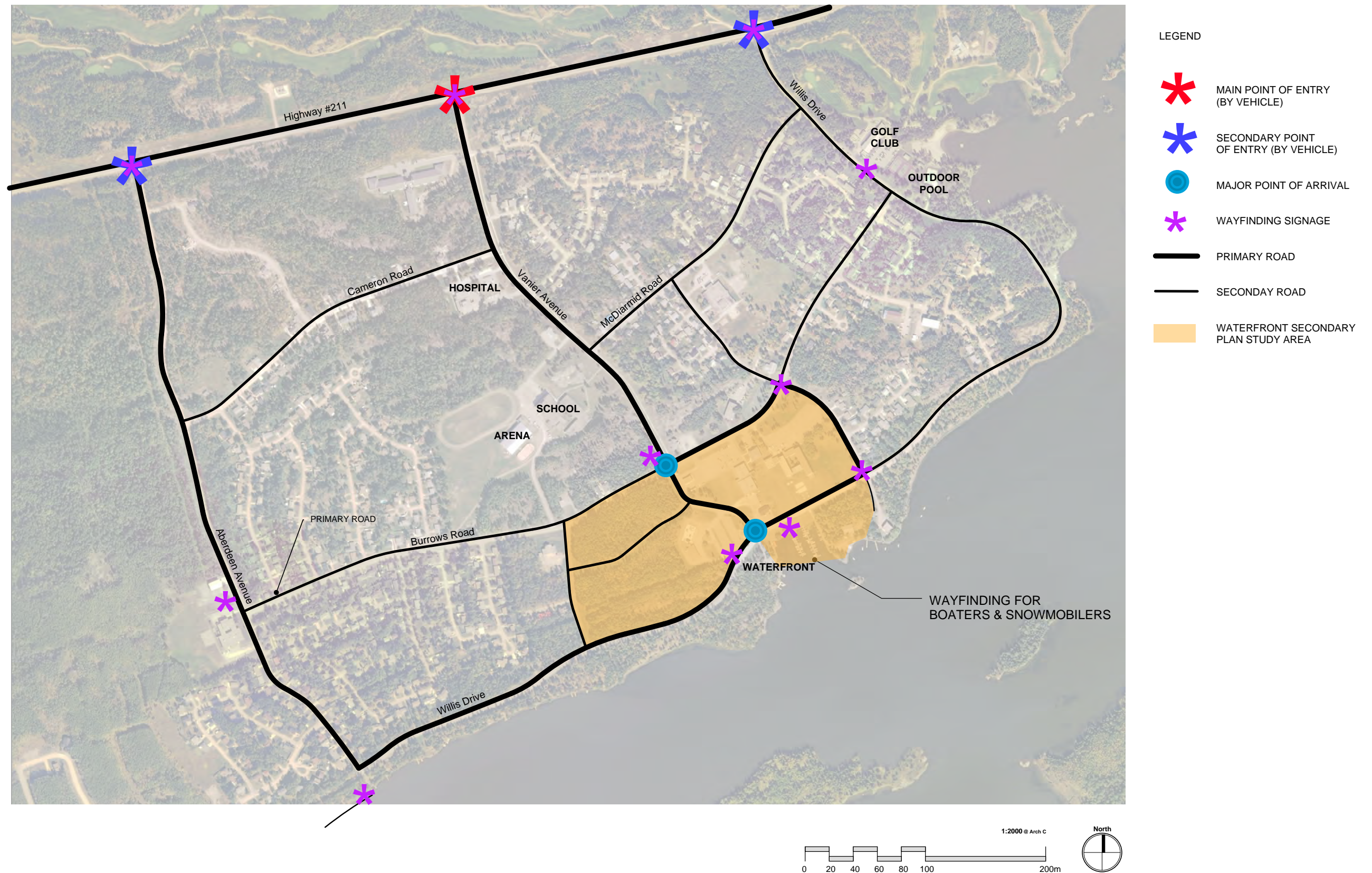
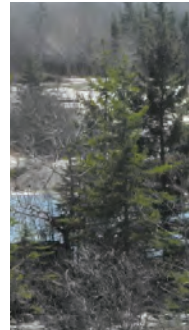


FIG. 7: R.O.W. GREENING DIAGRAM



POLICIES





sidewalks and AT paths lined with trees



sidewalks placed alongside all public ROWs



appropriately sized AT paths



range of formal/informal gathering spaces



furnishings to create sense of permanence

The following section presents more specified objectives and policies that will guide the development of the Pinawa waterfront area in a manner consistent with achieving the vision outlined in this plan: as a vibrant and viable neighbourhood for people and businesses within a larger community.

Urban Design Policies

Objective

The intention of the Urban Design Policies are to realize the vision for the Plan Area as a well-designed, economically vibrant neighbourhood with a pedestrian-friendly “Main Street” aesthetic that is interconnected within the larger community and connected to the waterfront by following the planning principles of placemaking. These policies are applicable across the entire Plan Area.

Policies

(1) Pedestrian and Cyclist Comfort, Safety and Accessibility

Designing the public realm with an emphasis on “people” means communities and neighbourhoods should be designed with consideration as to how people experience space, including Right of Ways (ROWs) to encourage people to utilize alternative modes of transportation. This includes, but is not limited to, the following:

- a. At least one sidewalk shall be placed alongside all public rights-of-ways streets to strengthen connectivity to waterfront, open spaces, and existing residential neighbourhoods.
- b. Paths that connect people within the neighbourhood to schools, transit and other destination amenities should be located within green and open spaces.
- c. Sidewalks, pathways and Active Transportation (AT) paths should be sized according to their intended use and placement in the overall scheme: wider AT paths will connect higher intensity land-uses and narrower sidewalks will be used on less intensively used residential streets.
- d. Direct, comfortable and safe pedestrian routes leading from Residential Areas to regional public AT paths, regional parks, green and open spaces and other pedestrian destinations should be created.

- e. Sidewalks and AT paths should impart a sense of permanence, lined by trees, street furniture and lighting, and composed of high-quality materials.
- f. Pedestrian scale lighting, such as bollards or lower scale pole fixtures, along pedestrian routes may be provided.
- g. A range of formal and informal gathering spaces along pathways may be provided.
- h. Portions of the transportation networks on private land shall include clearly identifiable traffic control devices and wayfinding signage where warranted.
- i. Paths for cyclists and pedestrians should clearly delineate the portion for cyclists and the portion for pedestrians from one another, unless the facility is designed to safely accommodate both travel modes without delineation.
- j. Streetscapes and landscapes should be designed that provide clear visual cues and physical connections to the waterfront from the town centre area, and from residential land-uses adjacent to the town centre.
- k. "Table Crossings" (rolled curbs bordering slightly elevated crossings) at major pedestrian and cycling routes across drive aisles to serve as a traffic calming feature and provide uninterrupted pedestrian connections should be considered for installing.
- l. Where pedestrian and cycling routes cross street access and other major drive aisles, clearly marked crossings and unobstructed sight distances for pedestrians and vehicles should be provided
- m. Connect pathways and walkways in the Plan Area directly to the TransCanada Trail / Ironwood Trail.

(2) Site and Building Design

The detailed design of the site and buildings shall be determined through the Development Application process, and should be implemented through the use of a variety of methods, including design standards, plan approval, plans of subdivisions, development agreements, zoning agreements or a planned development overlay. The site and building design considerations are the following:

- a. Use the architectural elements of the building(s) in a sensitive and cohesive manner (i.e. facades, roofs, entrances, landscaping, signage, and lighting) to enhance the redevelopment concept.



delineated paths



safe pedestrian paths from residential areas



table crossings



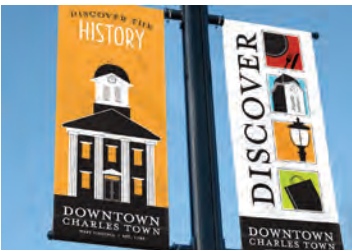
visible cycling signage



universal design standards



pedestrian scale lighting



variety of architectural expression



furnishings to create sense of permanence



coordinated appearance of luminaries



materials to promote local identity

- b. Use Crime Prevention through Environmental Design Principles.
- c. Universal Design Standards should be used to guide barrier free designs of the public realm interacting with the private realm.
- d. Energy efficiency and sustainability, which may include the principles of Leadership in Energy and Environmental Design, may be considered.
- e. Buildings and streets may be oriented to provide maximum protection from prevailing winds (streets oriented east/west, buildings situated to buffer wind) and maximum exposure to sunshine in winter to improve pedestrian comfort.
- f. Open and inviting building facades at street and 2nd storey levels should be encouraged to enhance the convenience, comfort and enjoyment of pedestrian experiences, and to enhance interactions between the public spaces and residential dwellings.
- g. Variety in architectural expression shall be encouraged to create richness and diversity and to strengthen local identity; architecture should appear rich at every scale from a range of viewing distances.
- h. Building naming and identity branding for higher density multifamily dwellings shall be encouraged.
- i. Refuse storage areas and other building services shall be internal to buildings or screened from view with appropriate fencing or landscaping and not visible from the ROWs.
- j. Common building elements should be used to strengthen the continuity of the Plan Area and the redevelopment, but shall avoid repetitious building facades and shall strive for distinct design elements to differentiate each building.
- k. Front facades of residential structures should include attractive architectural details (e.g. bay windows, balconies, porches, open decks, etc.), especially building entrances prominently seen from the street, while blank walls and opaque fencing along streetscapes, pedestrian routes and open spaces shall be discouraged with the use of landscaping, aesthetic characters (such as reveals, projecting ribs, offsets), change in cladding material, glass, etc. to break up tracts of continuous blank walls.
- l. Preliminary thought should be given to locating potential uses with associated outdoor areas (such as cafeterias, cafés, or restaurants) where they will receive maximum exposure to sunshine and protection from wind along main pathways to the waterfront.
- m. A "wall effect" of tall buildings shall be minimized by including variations in building orientation, height, footprint, setback and articulation.
- n. Strong corner lots at intersections are visually prominent and important

sites. Corner lots should have, where possible, two active front facades that provide opportunities to have entrances on both sides. Corner buildings also act as landmarks and represent a transition between neighbourhood blocks that should have particular attention paid to the treatment of the facades and yards facing all ROWs.

- o. Main entrances into residential areas from the primary street should be visible and highly identifiable with landscaping features, public art and/or architectural features.
- p. To provide a more pedestrian scale streetscape and create more useable rear yards, buildings should have reduced front yard setbacks.
- q. To maximize, and contribute to, the pedestrian experience, especially along well-travelled pedestrian pathways, the width of buildings, with corresponding reduction of side yards, along street frontages shall be encouraged.
- r. A pedestrian route between residential buildings and the public sidewalk should be provided that is uninterrupted by surface parking and driveways.
- s. Outdoor balconies and patio spaces for residential structures should be encouraged, and when facing the street, shall provide sufficient landscape elements to ensure privacy and clear definition between public and private spaces.
- t. Sidewalks and pathways on private property should not be more circuitous than is necessary for safety reasons, such as to avoid steep slopes, or to provide a safe crosswalk through a motor-vehicle or bicycle facility, and may have exterior pedestrian scale lighting.
- u. Roads, motor-vehicle parking areas and loading areas on private property shall be compatible with the provision of safe and efficient pedestrian and cyclist facilities.
- v. Roads, sidewalks, paths, parking areas, transit stops and destinations shall be clearly identified for those entering private properties including emergency responders.
- w. Sites and buildings should be designed such that their use will not significantly compromise the privacy of residential uses in or near the Plan Area.
- x. Sites and buildings should be designed to minimize any potential adverse effects of lighting or shadow casting on neighbouring residential uses.
- y. Luminaries with a coordinated appearance should be used to light pedestrian routes, parking spaces, drive aisles, building and site entrances and other relevant site features.
- z. Lighting should create an identity for parking areas, enhance adjacent streets and pedestrian environments, and be appropriate to the location, context and scale of the areas being lit.



barrier free design



energy efficiency and sustainability



corner lots with active facades



outdoor residential balconies



inviting building facades



on-site parking at rear of building



on-street parking on all streets



develop cycling program master plan



develop cycling program master plan



preferential parking for bikes, hybrids/electric vehicles and car shares

(3) Parking Requirements

The detailed design, location and number of automobile parking and bicycle stalls that will be associated within the Plan Area shall be determined through the Development Application process, and should be implemented through the use of a variety of methods including design standards, plan approval, development agreements, zoning agreements, Zoning By-laws, and/or a planned development overlay. The Parking Policies considerations are the following:

- a. Parking should be consistent with the principles for innovative parking strategies:
 - i. parking provided on an area basis (i.e. shared uses) rather than building by building;
 - ii. reduced parking requirements through zoning by-laws, such as parking maximums;
 - iii. parking facilities located behind buildings, in parking structures with ground floor retail and screened from adjacent land uses;
 - iv. on-street parking on all streets; and
 - v. parking design integrated with the development to relate to the streetscape and circulation routes.
- b. Less than one parking space per unit for residential uses, or such other parking ratio as may be determined under the Development Application, to reduce the size of on-site surface parking areas shall be encouraged.
- c. Large surface parking areas should be divided both visually and functionally into smaller parking courts through the use of landscaped islands and protected pedestrian pathways.
- d. Edge treatments along public streets and other public spaces should visually screen parked vehicles but not completely obstruct views into and out of the parking lot for the purpose of supporting pedestrian safety and security.
- e. The length of parking rows along public roads should be restricted in the Zoning regulations to a maximum of 20-30 contiguous spaces. Longer rows should include landscaped breaks, e.g. islands with shade trees for all seasons to ensure pedestrian safety.
- f. High-quality landscaping in surface parking areas should be provided.
- g. Outdoor, ground level, open-air motor vehicle parking lots should be discouraged from being located along public pedestrian/cycling routes.
- h. Demand for motor vehicle parking should be monitored as the Plan Area

redevelops the land and revises motor vehicle parking requirements to align with observations, so as to size the parking requirements realistically to match the automobile usage rates.

- i. Motor vehicle parking shall be considered on an area-wide basis, instead of building-by-building, to allow consolidation of motor vehicle parking in fewer lots and shared parking by different users at different times of the day.
- j. Parking facilities located underground, or above ground in structures with the facilities designed to avoid blank walls along pedestrian/cycling routes, and with direct pedestrian connections to higher density uses, shall be encouraged.
- k. Preferential parking nearest front entrances of buildings should be given for bikes, hybrids/electric vehicles and car shares.
- l. Cycling infrastructure should be included in the Planning Area, such as a washing station, repair station and indoor bike parking.
- m. Bike parking should include space for trailers and cargo bikes, which are bigger than the standard bike.
- n. Outdoor bike parking should be close to building entrances, sheltered, secure and safe.
- o. A mixture of outdoor, short-term bicycle parking and indoor, long-term bicycle parking shall be provided.
- p. Outdoor, short-term bicycle parking lock-ups in all Policy Areas, where possible, should be encouraged to enable cycling to and within the Plan Area.
- q. Bicycle parking shall be considered on an area-wide basis, instead of building-by-building, to allow consolidation of bicycle parking in central locations with shared amenities, such as a wash/repair station.
- r. If the redevelopment is phased, support shall be given to a phasing plan that identifies all current and future parking requirements, encourages parking areas to be constructed incrementally to match land-use build-out schedules, and supports temporary sub-standard parking ratios when the timing of land-use build-out exceeds the timing of parking area build out.
- s. Guidelines as a companion for the master plan for the cycling parking program, detailing specific materials, location, directional signage and type of cycling lock-up infrastructure for both short-term and long-term bicycle parking, may be generated to provide more detailed direction.
- t. RV parking should be sited and developed in close proximity and connection to amenities and services.



materials to promote local identity



high-quality landscaping in surface parking lots



bioswales



outdoor bike parking close to entrances



boat parking



live-work housing model



residential two-storeys only



camper trailers or RVs



seasonal cottages



ample space for RVs

Land Use Policies

The Pinawa Waterfront area is comprised of districts, which are unique sub-policy areas within the Planned Area. The Districts have their own individual identity and characteristics with a specialized concentration of focused land-uses but are the building blocks that combine together to form the Pinawa Waterfront area. The Districts serve to attract certain types of activities and services, thus have corresponding policies and strategies that are only applicable to that district. The individual districts that encompassed in the Pinawa downtown waterfront area are:

- The Mixed Use Transition District
- The Amenity District
- The Tourism & Recreation District
- The Hospitality District
- The Waterfront District

The Mixed Use Transition District

The Mixed Use Transition District will be the area predominately used for various types of housing. Development within the District should also be sensitive to the natural landscape and protection of mature trees within the area.

The Mixed Use Transition District may also have a casual campground, as well as an active transportation path that promotes walkability and accessibility for pedestrians and cyclists.

The Mixed Use Transition District objectives are:

- to promote commercial and supportive residential land-uses, as need arises;
- to promote environmentally sensitive development that reflects a resort character;
- to promote walkability and accessibility within the District; and
- to implement municipal services to support residential intensification.



Concept sketch for illustrative purposes only.



wayfinding system to direct services/amenities



small-scale and diverse array of businesses



active use of ground floor of buildings



activated public spaces



designing for social and cultural events

Strategies:

- Housing in the Mixed Use Transition District will be comprised of the following residential land uses:
 - o Single-family and multi-family residential land uses;
 - o Residential land uses will be up to two-stories, and will be permitted where appropriate, compatible and environmentally appropriate.
 - o Innovative development such as tiny homes
- Commercial and residential development will be considered within the Mixed Use Transition District subject to the extension of municipal wastewater services.
- Promote connectivity and accessibility to other areas through an AT pathway system and car access along roadways.
- Home occupations will be encouraged, as well as "live-work" models to provide support for budding entrepreneurs.

The Amenity District

The Amenity District will allow for a concentration of services and activities, and year-round amenities that are geared towards locals and tourists. The area will also have a focus on providing a one-stop shop for tourist information, as well as commercial and retail establishments.

The Amenity District objectives are:

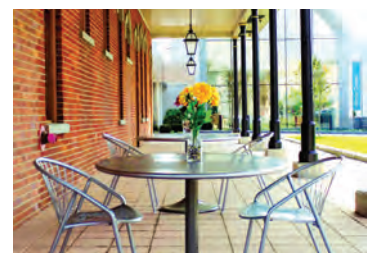
- to enhance the presence of small-scale retail and commercial businesses to provide goods and services to locals and tourists;
- to design for social and cultural gatherings. Amenities will include benches, chairs and tables to create lively and meaningful interactions to revitalize the waterfront area. Special consideration will be given to providing all weather protection to encourage year-round use;
- to concentrate the development of major civic facilities within the District; and
- to enhance connectivity through pathway systems.

Strategies:

- Support the design of activated public spaces, such as open-air stages for year-round live musical or theatrical performances.
- Encourage mixed-use commercial development, such as cafes, patios, small-scale shops and outdoor markets, along Willis Drive and activate its presence in the community.
- Allow for residential land-uses, but not on the ground floor of buildings.
- Cap the maximum building height at two (2) fully functional storeys.
- Burrows Road will be developed as the core of the community, and should be framed by active, street-level, pedestrian-friendly uses (such as retail and other street-oriented commercial uses) and street-related entrances to residential and mixed-use buildings.
- New commercial development in the commercial centre's urban fabric, optimizing the use of land and creating more attractive streetscapes.
- Protect scenic views to the waterfront.
- Promote accessibility throughout the study area via a pedestrian spine.
- Locate appropriate uses at the ground floor to achieve building frontage along the public realm.
- Integrate informative and clear wayfinding throughout the District to provide visitors with information on general layout of Pinawa and sightseeing locations.
- Establish new community and tourism-oriented facilities to serve the needs of residents and visitors.
- Encourage the establishment of year-round recreational rentals such as boats, waterskies, cross-country skis, etc.
- Encourage retail and commercial establishments such as gift shops, arts and crafts shops, cafes and various food kiosks.
- Encourage community amenities in the area such benches, tables, and food and beverage kiosks to increase positive interactions.
- Enhance the public realm to support year-round gathering spaces.
- Support the design of activated public spaces, such as open-air stages for year-round live musical or theatrical performances.



pedestrian spine to promote connectivity



community amenities to increase interaction



informative signage



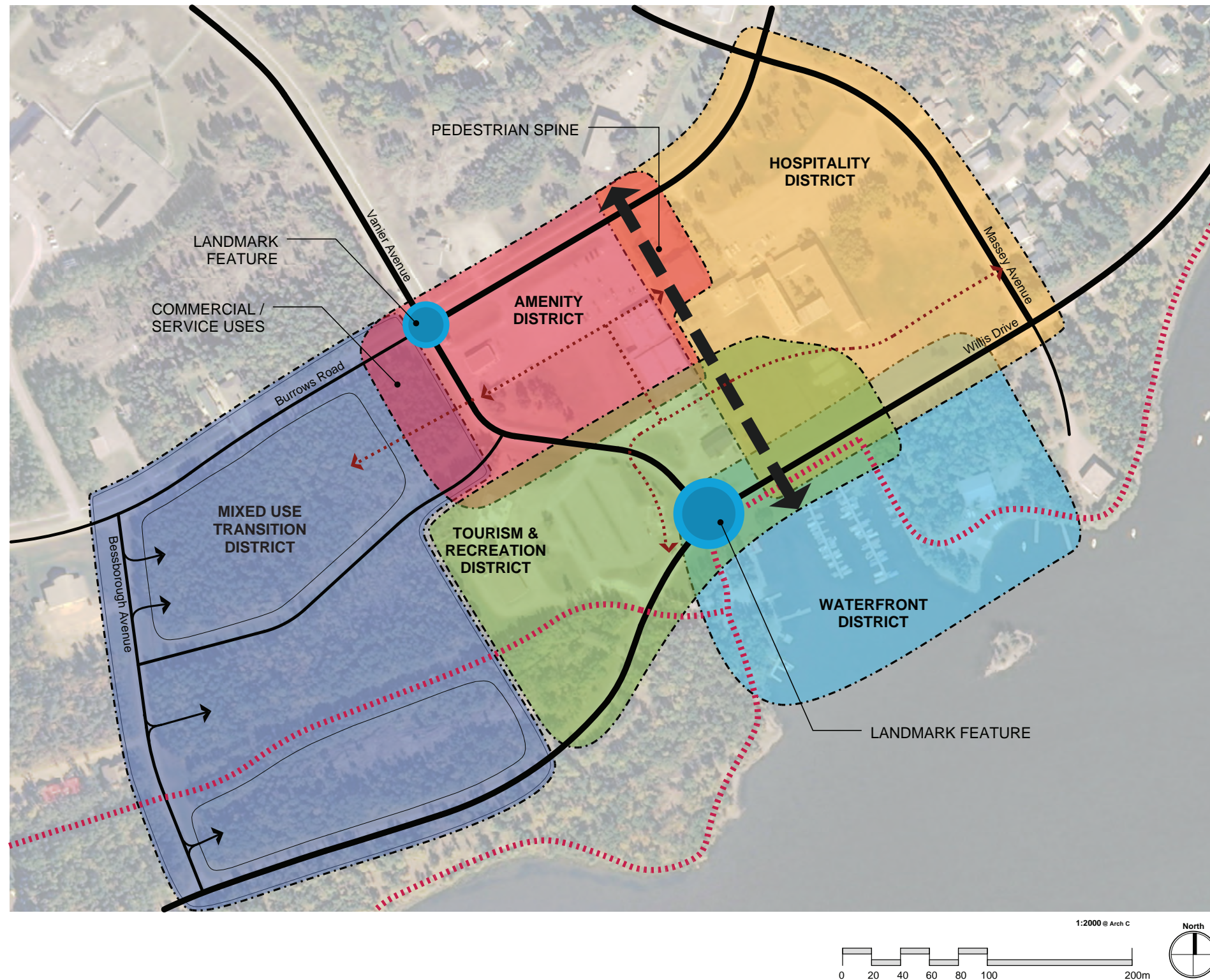
outdoor movies and pop-up events



new community/tourism-oriented facilities



Concept sketch for illustrative purposes only.

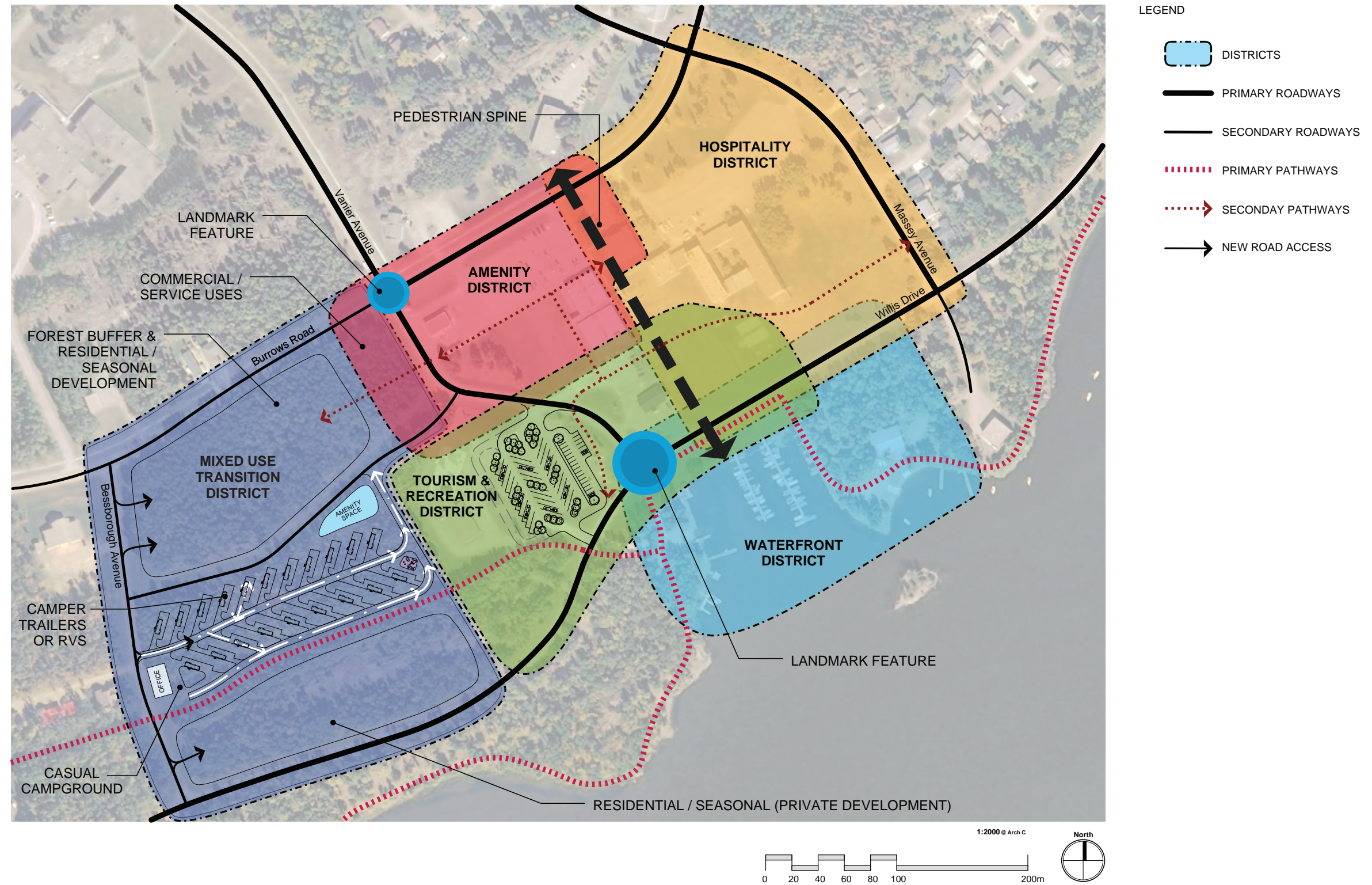


LEGEND

- DISTRICTS
- PRIMARY ROADWAYS
- SECONDARY ROADWAYS
- PRIMARY PATHWAYS
- SECONDARY PATHWAYS
- NEW ROAD ACCESS

FIG. 9: CONCEPT DIAGRAM

PINAWA WATERFRONT SECONDARY PLAN
July 2017



The Tourism and Recreation District

The Tourism and Recreation District will allow for a concentration of services and activities that are geared towards residents and visitors to Pinawa. The area will provide a one-stop shop for tourist information, as well as, commercial and retail establishments providing tourists with amenities.

The Tourism and Recreation District objectives are:

- to create an attractive, cohesive and safe environment for residents and visitors;
- to encourage retail/commercial establishments geared towards tourists;
- to incorporate public art, wayfinding signage, and site furniture to enhance the brand that will be 'Pinawa' as a tourist destination;
- to protect scenic views to the waterfront;
- to promote accessibility throughout the study area via a pedestrian spine;
- to provide more boat parking in the marina;
- to improve and revamp the sundial platform;
- to ensure land use/built form respect and enhance the character and function of the district.

Strategies:

- Integrate and enhance existing tourism related businesses (i.e. hotel and cabins) into the Hospitality District.
- Integrate informative and clear wayfinding signage throughout the District to provide visitors with information on general layout of Pinawa and sightseeing locations;
- Establish new community and tourism-oriented facilities to serve the needs of residents and visitors;
- Encourage the establishment of year-round recreational rentals such as boats, waterskis, cross-country skis, etc.;
- Encourage retail/commercial establishments such as gift shops, arts and crafts shops, cafes and various food kiosks;
- To encourage community amenities in the area such benches, tables and food and beverage kiosks to increase positive interactions;
- To enhance the public realm to support year-round gathering spaces;
- Well-lit landscaped pathways that are easily navigated by pedestrians and cyclists; and
- Support the design of activated public spaces such as open-air stages for year-round live musical or theatrical performances.



tourism-oriented food kiosks



unique cafes and shops



signage for sightseeing and amenities



stages for musical/theatre performances



integrate and enhance existing lodging into Hospitality District



Concept sketch for illustrative purposes only.

The Hospitality District

The Hospitality District will allow for a concentration of hospitality related services for residents and visitors. The District will have a variety of rental accommodations for tourism use, including hotels, motels and apartments. The Hospitality District objectives are:

- to provide a variety of rental accommodations, including townhouses, apartments, cottages to provide for a diverse spectrum/user types;
- to encourage development of hospitality related services in the health and wellness sector, such as a spa;
- to encourage the establishment of hospitality related services that are geared towards both short and long-term, year-round travellers;
- to create gathering spaces and public realm enhancements; and
- to encourage pedestrian mobility through secondary pathways through the District.

Strategies:

- Encourage various types of accommodations (i.e. hotel, motels) to provide tourists with a unique resort-like experience.
- Support the development of locally-owned health and wellness businesses that compliment a resort, waterfront experience.
- Upgrade existing open spaces to reflect the distinct identity of the District.
- Enhance the presence of hospitality-oriented development along Massey Avenue.

The Waterfront District

The Waterfront District will provide residents and visitors with a unique, resort-like experience. This District includes the marina, a pedestrian-centric green space and a boardwalk/promenade. Accessibility to the waterfront is increased and promoted through a pedestrian spine to the marina's edge. A landmark feature is integrated in the District to create a unique arrival point. Ideally, a landmark feature will be established at Willis Drive and Vanier Avenue that serves both as a focal point and wayfinding device. The District includes the marina, public green space and a boardwalk/promenade.



signage that creates unique resort identity



resort experience with hotel development



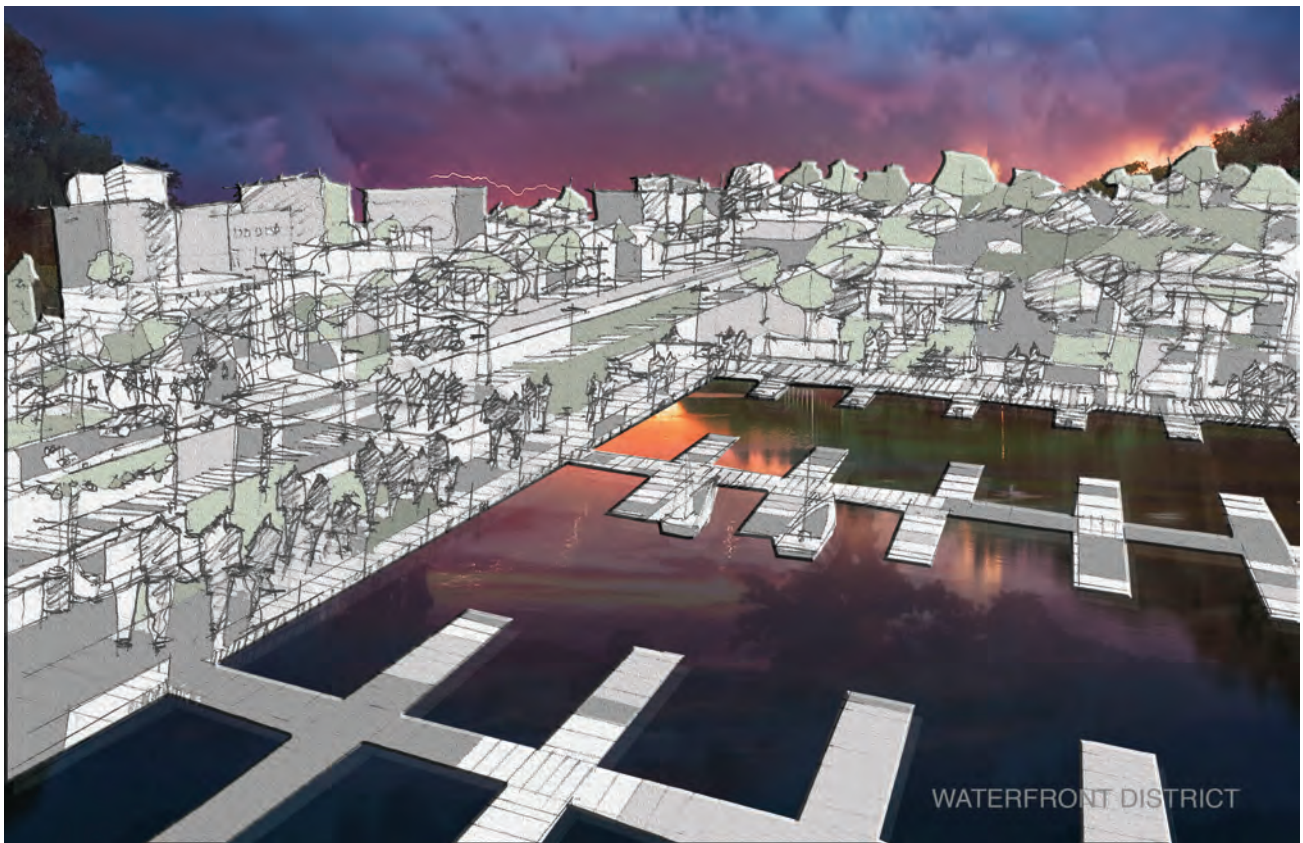
resort experience with motel development



waterfront restaurants



locally-owned businesses



Concept sketch for illustrative purposes only.

The Waterfront District objectives are:

- to enhance the marina as a key focal point;
- to strategically revitalize the marina;
- to reactivate the green space between Willis Drive and the marina's edge with site furniture, food kiosks and year-round passive programming; and
- to provide for an enhanced boat launch.

Strategies:

- Capitalize on landmark at end-view corridors to create visual interest, as well as draw and orient visitors to the Waterfront District.
- The provision of a safe roadway that provides easy access for cars and trucks to dock their boats onto the marina.
- Recreational activities and programming on the waterfront, with a special emphasis on family-oriented activities.
- Support the establishment of a tourism-oriented facility.
- Provide an improved boat launch.
- Develop a Marina Master Plan including the construction of a marina promenade/boardwalk and tourism related facility including public washrooms and access to potable water.
- Improvements to Willis Drive will consider a narrowing of a roadway and addition of tree-lined boulevards to support street beautification and potentially the addition of a pedestrian sidewalk or bicycle lane.
- Enhance Willis Drive as a pedestrian-oriented street which provides a community and cultural focus for the area.



public washrooms



safe roadway access to dock boats



tree-lined promenade

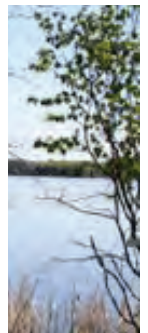


boardwalk



food provision in the Waterfront District

IMPLEMENTATION



The Pinawa Waterfront Secondary Plan outlines a clear vision for the downtown waterfront area with planning principles that can help realize the inherent opportunities presented in the Plan Area for private and public sector investments. This will lead to infill commercial and residential developments in an underutilized waterfront area in Pinawa's downtown, achieving the Plan's goal of creating "a vibrant, diverse, mixed-use waterfront area with a strong identity and robust multi-modal transportation connectivity integrated into the existing community."

The Plan is envisioned as a guide for Council, the community and land-owners. It aims to provide certainty amongst the stakeholders and the public-at-large who have been engaged in the planning process from the beginning, that the over-arching future direction of the Plan Area has been articulated in a clear and actionable vision.

The following are a series of actions and strategies to guide stakeholders throughout the Plan's implementation. These actions include planning strategies; funding strategies; incentives tools; and leadership, partnership and sponsorship strategies.

Marketing initiatives designed to build awareness of the secondary plan's potential and how the downtown waterfront area may evolve over time are also included.

The actions are prioritized, with the first actions being the most important steps to catalyze the area's transformation. The Plan recommends that the first steps be low cost and driven by the municipality, such as regulatory changes and temporary infrastructure. Once these changes are accomplished, the community can then move forward with the necessary steps to firmly establish the vision through an intensification of land-uses and infrastructure spending.

Planning

Planning is a key tool for implementing the Secondary Plan. The successful implementation of this Secondary Plan largely depends on whether its policies can effectively guide the actions of the community toward the vision for the area. However, "planning for more planning" is avoided by implementing the policies of this Secondary Plan with actionable planning tools, including land-use regulations and urban design guidelines.

Actions

1. Change the current Land-Use Zoning By-law Regulations to align zoning districts to the Planning Area's sub-area Districts.
2. CC Central Commercial restricts "outdoor markets" and "Fair and Exhibition Grounds". Consider making these temporary uses 'P' (with a number of performance standards regulating size, intensity, and hours of operation) to draw in people to visit the downtown waterfront area.
3. CC Central Commercial does not allow for residential. Consider making this 'P' permitted use when not on the ground floor to encourage residential living in the planning area.
4. CC Central Commercial does not allow for 'garden centres'. Consider allowing as a conditional use with a number of conditions to control size and intensity, and restrict the outside storage of loose aggregate material.
5. CC Central Commercial does not allow 'Educational Facilities'. Consider allowing as a 'P' permitted use to encourage private or public, as well as administrative offices, schools, technical and vocational schools and adult educational training centres.
6. Considering allowing for 'Personal Service Establishment' in CC Central Commercial zone.
7. Consider eliminating or significantly reducing the parking stall requirements for all land uses within the Plan Area to discourage the consumption of land for parking areas, and encourage the establishment of an intense diversity of land-uses in the Downtown Waterfront Area.
8. Establish a streamlined permitting process for seasonal events / temporary buildings and activities in the Plan Area.

Placemaking

a. Lighter, Quicker, Cheaper

Capital-intensive initiatives are not the only, or even the most effective, ways to bring energy and life into a community's public space. "Lighter, Quicker, Cheaper" (LQC) describes the simple, short-term, and low-cost solutions that can energize the places we live in. These LQC actions are incremental, but when compounded together, can bring about the changes we envision for the Plan Area of becoming "people orientated". Using LQC as a first step toward long-term change is a great strategy for communities that recognize the need for improvements but lack immediate resources, and/or for those

who wish to take direct, incremental steps towards executing a long-term community vision.

Actions:

- Seasonal/One-Off Events – temporarily transforming the Plan Area by having a series of one night events during spring/summer/fall such as block parties, outdoor movie events, musical acts, poetry slams, beer gardens, wine tastings, art shows, food trucks, farmers markets, artisanal markets, star gazing, etc.
- Pop-up Infrastructure – provide temporary infrastructure for people to use such as lawn chairs/picnic tables, converted shipping containers decorated by local artists for temporary shops/food kiosks/sitting areas/bicycle repair station.
- Pop-up activities – provide temporary activities lasting an afternoon or weekend such as ping pong tables, yoga, mini-library, art installations, art classes, chess boards, board game night, musical acts, and retail. The specific activity may not be the same though having a pop-up activity occurring routinely should be a goal.
- Pop-up Food – encourage food and drink suppliers to set up temporarily for either a short duration (one weekend morning) or for the entire summer to attract people to the area. A demonstration of this may be to have a well-known food truck set up for a weekend and/or a kitchen barge to be used by a variety of restaurants to offer different dishes throughout the summer.
- Allow for community gardens to be established in the area with boxes or plots for gardening, and provide the soil and water supply along with sitting/shade areas to encourage gardeners to congregate.
- Establish an off-leashed, fenced in Dog Park with infrastructure such as a running obstacle course and drinking water for dogs to encourage dog owners to meet each other over coffee and use the Downtown Waterfront Area.
- Walking Tours to highlight each of the districts in the Plan Area.

b.The Power of 10

The idea behind this concept is that places thrive when users have a range of reasons (10+) to be there. These might include a place to sit, playgrounds to enjoy, art to touch, music to hear, food to eat, history to experience, and people to meet. Ideally, some of these activities will be unique to that particular place, reflecting the culture and history of the surrounding community. Local residents who use this space most regularly will be the best source of ideas for which uses will work best. The idea is to layer these uses into the area to ensure a diversity of attractions (drawing in a variety of people) and that no single user/use dominates the space.

Actions:

- Implement ten (10) LCQ things in the Planning Area that will draw in local residents during each of the seasons for a short duration or lasting the entire season.

Funding

Government resources can be key investments towards achieving the growth outlined in this Plan. Government dollars should be used to leverage private sector investment, thus generating economic growth of the community. Establishing priority areas for growth will make it clear for developers where funding support exists, and will aid in the coordination of long-term investments.

Actions

- Long Term expenditures on infrastructure for the area and the vision for the Plan Area need to be intertwined to ensure both are successful by focusing on placemaking improvements to the public realm for people.
- Consider creating a strategy that schedules multi-year investments with the sole aim of enhancing the planning area with placemaking infrastructure.
- Consider generating and endorsing a Conceptual Plan that illustrates the design possibilities for the creation and/or improvements to public spaces and public infrastructures such as links (roads, pathways), landmarks (focal points and nodes), and viewing corridors to strengthen the placemaking design of the planning area and to reinforce the identity of the districts.

Incentive Tools

Innovative incentive tools will be explored on an ongoing basis to facilitate projects that contribute significantly to development objectives. The incentive toolbox includes primarily non-fiscal related incentives, such as a streamlined approval process, but may also include limited fiscal related incentives.

Actions:

- Consider streamlining the approval process by revising the existing Zoning By-law to eliminate the regulations preventing the mix of land-uses envisioned for the area.
- Consider investing in incubator spaces to be provided to small entrepreneurs to enable them to set up temporary pop-up shops.
- Explore the establishment of a local business improvement zone/district to market and cater to business interest and promotions.
- Consider shared service/funding agreements to pay for business facades, patios, and other public realm improvements.

Leadership, Partnership and Sponsorship

Leadership, partnership and sponsorship, as well as within other levels of government, citizens and other stakeholders are critical to bring about the vision for the Plan Area.

Actions

- Identify and collaborate with potential partners from Non-Government Organizations (NGOs) in sport, recreation, cultural, business and education from within and external to the community for establishing temporary events and pop-up activities in the Plan Area.

Awareness Tools (Marketing)

These tools would be used to promote the goals and objectives of the Plan, creating interest from the broader community and to encourage other parties to implement the Plan.

Actions

- Consider having seasonal/one-off events such as a music event or wine tasting event in the Plan Area to raise awareness of the vision outlined in the plan.
- Work with businesses to share and promote the Pinawa Waterfront Secondary Plan.
- Create a series of advertisements and billboards to promote the vision for each district and position them in each proposed district.
- Engage with local media to educate and provide insight on the plan's impact on the community.
- Utilize social media and other non-traditional media formats to distribute information about the plan.

REFERENCES CITED

- Bass, A. & Bass, R. (2016). "Innovation Districts." Retrieved from: <https://www.brookings.edu/innovation-districts/>
- Benfield, K. (2013). "4 Examples of Powerful Placemaking." Retrieved from: <https://www.citylab.com/design/2013/01/3-examples-powerful-placemaking/4329/>.
- City of Onkaparinga. (2014). "Placemaking Strategy 2014-19." Retrieved from: <http://www.onkaparingacity.com/publications/placemakingstrategy/index.html#10>.
- City of Winnipeg. (2011). "OurWinnipeg: It's Our City, It's Our Plan, It's Our Time." Retrieved from: <http://www.winnipeg.ca/interhom/CityHall/OurWinnipeg/pdf/OurWinnipeg.pdf>.
- Gehl, J. (2011). "Life Between Buildings: Using Public Space." Island Press.
- Hardy, J. (2017). "10 Best Practices for Creative Placemaking." Retrieved from: <https://urbanland.uli.org/planning-design/10-best-practices-creative-placemaking/>.
- Hodge, G. (2013). "Planning Canadian Communities." Nelson College Indigenous.
- Imagine Cities. (2016). "Eight placemaking principles in innovation districts." Retrieved from: <http://www.imaginecities.com/post/economy-entrepreneurial/eight-placemaking-principles>.
- Johnson, C. (2016). "Placemaking Around the World: 10 Lighter, Quicker, Cheaper Public Spaces." Retrieved from: <http://www.shareable.net/blog/placemaking-around-the-world-10-lighter-quicker-cheaper-public-spaces>.
- Johnson, G. (2015). "Up close and personal with the power of 10+." Retrieved from: <https://www.strongtowns.org/journal/2015/5/26/the-power-of-10-in-placemaking>.

- Livability Solutions. "Tool: Improve Your Community Engagement Process with the Power of 10+." Retrieved from: <https://www.livabilitysolutions.org/power-of-10>.
- Local Government District of Pinawa. (2014). "Pinawa Economic Plan: 2014-2024."
- Lynch, K. (1960). "The Image of the City." Cambridge, MA: MIT Press.
- Manitoba Municipal Government (Community and Regional Planning). (2015). "Local Government District of Pinawa Development Plan Review Planning Background Report May, 2015."
- Maynard, M. (2013). "Light, Quick and Cheap: The Big Shift in Urban Planning." Retrieved from: <https://www.forbes.com/sites/michelinemaynard/2013/10/23/light-quick-and-cheap-the-big-shift-in-urban-planning/#2c56230c109b>
- Noll, T. (2010). "Placemaking: Practices Evolve, Basics Remain." Retrieved from: <https://www.planetizen.com/node/47096>.
- Oldenburg, R. (1999). "The Great Good Place." De Capo Press.
- Placemaking Indiana. (2010). "Downtown Valparaiso and the Power of 10+." Retrieved from: https://www.in.gov/myihcda/files/Downtown%20Valparaiso%20and%20the%20Power%20of%2010_Placemaking%20Indiana.pdf.
- Project for Public Spaces. (2012). "Placemaking and the Future of Cities." Retrieved from: <https://www.pps.org/wp-content/uploads/2012/09/PPS-Placemaking-and-the-Future-of-Cities.pdf>.
- Project for Public Spaces. (2016). "8 Placemaking Principles for Innovation Districts." Retrieved from: <https://www.pps.org/blog/eight-placemaking-principles-for-innovation-districts>.
- Province of Manitoba. (2014). "Regional Economic Analysis Process Report Lac du Bonnet (RM), Lac du Bonnet (T), Pinawa (LGD), Whitemouth (RM)."

- Relph, E. (1976). "Place and Placelessness." Sage Publications.
- Saitta, D. (2017). "Has Placemaking Become Cliché?" Retrieved from: <https://www.planetizen.com/node/92750/has-placemaking-become-clich%C3%A9>.
- Stable Communities. (2015). "Building Vibrant Spaces through the 'Power of 10'." Retrieved from: http://www.stablecommunities.org/blog_5_7_15.
- Urban Land Institute. (n.d.). "Grow Community – Bainbridge Island." Retrieved from: <https://casestudies.uli.org/grow-community/>.
- Urban Springtime. (2013). "Making Vital Public Spaces: the power of observation, community wishes and activities." Retrieved from: <http://urbanspringtime.blogspot.ca/2013/11/making-vital-public-spaces-power-of.html>.
- <http://americawalks.org/a-walkable-america>
- <http://www.aecl.ca/en/home/default.aspx>
- <http://www.legacycities.org>
- <http://www.pinawa.com>
- <http://www.placemakers.com>
- <http://www.smartcitiesdive.com>
- <http://www.vibrantvillagesnh.org>
- <https://en.wikipedia.org/wiki/Placemaking>
- <https://smartgrowthamerica.org>
- <https://www.cnu.org>
- <https://www.pps.org>