Minute No. 525
Report - Standing Policy Committee on Property and Development - June 24, 2008

Item No. 8 **West Alexander and Centennial Neighbourhood Plan**
File SP 1/2008

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That By-law No. 64/2008, the West Alexander and Centennial Neighbourhood Plan, be forwarded to Council for Second and Third reading.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report - Standing Policy Committee on Property and Development - June 24, 2008

DECISION MAKING HISTORY:

Moved by Councillor Swandel,

That the recommendation of the Standing Policy Committee on Property and Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 9, 2008, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and the Lord Selkirk-West Kildonan Community Committee and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On June 24, 2008, the Standing Policy Committee on Property and Development concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 26, 2008, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Standing Policy Committee on Property and Development.

RE: **West Alexander and Centennial Neighbourhood Plan**
File SP 1/2008

For submission to: **The Standing Policy Committee on Property and Development**

Prepared by: **Diane Timmins, Clerk,**
Lord Selkirk-West Kildonan Community Committee

Report date: **May 30, 2008**

COMMUNITY COMMITTEE RECOMMENDATION:

On May 26, 2008, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and recommends to the Standing Policy Committee on Property and Development:

1. That By-law No. 64/2008, the West Alexander and Centennial Neighbourhood Plan, be forwarded to Council for Second and Third reading.

2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

The Lord Selkirk-West Kildonan Community Committee provided the following supporting reasons for its recommendation:

1. The Lord Selkirk-West Kildonan Community Committee believes the plan contains excellent elements and sets a precedent for other neighbourhoods to follow.

2. The Plan will provide a sense of balance for the Institution and residents of the West Alexander and Centennial neighbourhoods.

3. There have been many hours of public consultation and further consultation will occur in the future.

PUBLIC HEARING SUMMARY

File: SP 1/2008

Before: Lord Selkirk-West Kildonan Community Committee
Councillor Lazarenko, Chairperson
Councillor Pagtakhan

Public Hearing: May 26, 2008
Council Chamber
Council Building, 510 Main Street

Subject:



Exhibits Filed:

1. Council Decision of April 23, 2008; contains report from the Director of Planning, Property and Development dated March 10, 2008
2. First Reading of By-law No. 64/2008 by Council on April 23, 2008
3. Advertising Notice
4. Report from the Planning and Land Use Division dated May 1, 2008
5. West Alexander and Centennial Neighbourhood Plan (with revised maps) dated May 26, 2008
6. Communication dated May 26, 2008 from Fred Curry, in opposition to the West Alexander and Centennial Neighbourhood Plan
7. Presentation of Michael Robinson, Planner, Urban and Neighbourhood Planning, in support of the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
8. Presentation of Dr. Brock Wright, Voce-President and Chief Medical Officer, Winnipeg Regional Health Authority, in support of the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
9. Presentation of Dave Angus, Winnipeg Chamber of Commerce, in support of the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
10. Presentation of Brian Kelcey, Executive Director, Life Sciences Association of Manitoba, in support of the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
11. Supporting documentation submitted at the public hearing by Tom Simms, in opposition to the West Alexander and Centennial Neighbourhood Plan
12. Presentation of Catherine Collins, President, West Alexander Residents Association Inc., in opposition to the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
13. Communication dated May 26, 2008 from Susan Natynczyk, in opposition to the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing by Catherine Collins, President, West Alexander Residents Association Inc., in opposition to the West Alexander and Centennial Neighbourhood Plan

14. Presentation of Harold Martinos, Vice-President, West Alexander Residents Association Inc., in opposition to the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
15. Presentation of James R. Emslie, Member of West Alexander Residents Association Inc., in opposition to the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
16. Presentation of Richard Gagnon, former President, West Alexander Residents Association Inc., in opposition to the West Alexander and Centennial Neighbourhood Plan, submitted at the public hearing
17. Audio Recording of representations

REPRESENTATIONS:

In Support:
Michael Robinson, Planner, Urban and Neighbourhood Planning, Planning, Property and Development Department
David Marsh, Planner, Downtown Planning Branch, Planning, Property and Development Department
Marsha Christiuk, Planning, Downtown Planning Branch, Property and Development Department
David Angus, Winnipeg Chamber of Commerce
Greg Dandewich, Destination Winnipeg Inc.
Gee L. Dong, President, Centennial Resident Association/Centennial Community Improvement Program
Dana Erickson, Health Sciences Centre
Gord Ferguson, Smith Carter Architects
Brian Kelcey, Executive Director, Life Sciences Association of Manitoba
Harry Schultz, Chief Innovation Officer, Winnipeg Regional Health Authority
Graham Thomson, Red River Community College
Dr. Brock Wright, Voce-President and Chief Medical Officer, Winnipeg Regional Health Authority

In Opposition
Gordon Murray Anderson, West Alexander Residents Association Inc.
Rowena Callahan
Catherine Collins, President, West Alexander Residents Association Inc.
Fred Curry
James R. Emslie, Member of West Alexander Residents Association Inc.
Richard Gagnon, former President, West Alexander Residents Association Inc.
Olga Houle
Harold Martinos, Vice-President, West Alexander Residents Association Inc.
Susan Natynczyk
Cynthia and Shane Oleschak
Tom Simms

For Information:
Lloyd A.J. Holmes
Flor Marcelino
Claire Piggott
Albert and Carole Schneiderat
Marion Willis, Executive Director, Central Neighbourhood Development Corporation

Exhibit "4" referred to in File SP 1/2008

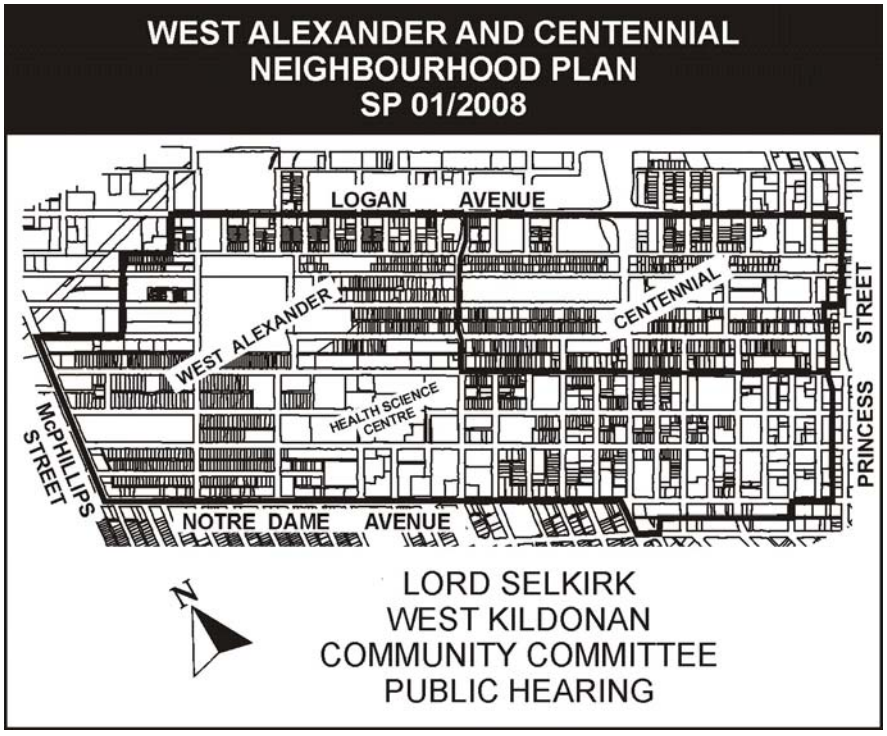
Winnipeg

Planning, Property and Development Department Report

To the Lord Selkirk-West Kildonan Community Committee

Date: May 1, 2008
File: SP 1/ 2008
Subject: West Alexander and Centennial Neighbourhood Plan

Location: The West Alexander and Centennial Neighbourhood Plan encompasses the West Alexander and Centennial community characterization areas.



Submitted for Consideration as a Secondary Plan by the Planning, Property and Development Department.

Owner: Various owners

Recommendation:
That the Lord Selkirk-West Kildonan Community Committee recommend By-law No. 64/2008, the West Alexander & Centennial Neighbourhood Plan, be forwarded to Council for second and third reading.

Report Summary:
- Following extensive consultation with the City and the Community, the West Alexander & Centennial Neighbourhood Plan ("the Plan") (see Attachment "B") has been completed as a secondary plan for the West Alexander and Centennial neighbourhoods.
- The Plan has been prepared by the City of Winnipeg Planning, Property and Development Department in close consultation with other Departments, area residents, business owners, and leaders of major institutions in the area.
- The Planning, Property and Development Department held five open houses for area residents to discuss the proposed neighbourhood plan.
- Civic departments have reviewed the Plan to ensure the appropriate conditions and requirements to accommodate development have been included in the plan's policies.
- The adoption of this Plan has received first reading at Council.

Background
In April 2004, Council's Standing Policy Committee on Planning Property and Development endorsed the initiation of a Secondary Plan for the West Alexander and Centennial Neighbourhoods, in order to:

Strike a balance which supports and encourages growth and development of major institutions while protecting and enhancing the quality of the residential neighbourhoods.

In response, the Planning, Property, and Development Department developed the Secondary Plan through a collaborative planning process with area residents, business owners, and leaders of major institutions including the Health Sciences Centre, the University of Manitoba, and the Canadian Science Centre for Human and Animal Health. This process also included close consultation with all affected City departments to address any issues related to development and redevelopment in West Alexander and Centennial, and to ensure that the City's requirements were incorporated into the plan's policies.

Discussion
Plan Winnipeg

West Alexander and Centennial are in the central area of the City, immediately northwest of the downtown, and comprise approximately 476 acres of land (1.93 square kilometers). The area is primarily designated Neighbourhood Policy Area by Plan Winnipeg 2020 Vision, which allows for a “residential mix together with a variety of educational, recreational, institutional, commercial, and possibly industrial uses, at a scale and density compatible with each other”.

Section 3B-02 of Plan Winnipeg 2020 Vision provides for the protection of existing neighbourhoods and, where warranted, for the adoption of Secondary Plans to guide development.

The Plan is the second Secondary Plan pertaining to redevelopment of established mature neighbourhoods, pursuant to the direction provided by Plan Winnipeg 2020 Vision, and is part of an integrated hierarchy of plans (See Attachment "C": Planning and Development Framework). The Plan was preceded by the Osborne Village Neighbourhood Plan, which was adopted as a By-Law in 2007.

Plan Purpose

Intensification of major medical institutions and research facilities in the vicinity of the Health Sciences Centre and the Virology Lab has created significant demand for land to support growth and development of these institutions. Located within the heart of the neighbourhoods of West Alexander and Centennial, these new and emerging facilities are a significant asset to the city as a whole; however the development needs of these institutions are creating development pressures, some of which are incompatible with established residential neighbourhoods. Striking a balance which supports growth and development of these regional facilities while protecting and enhancing the quality of the residential neighbourhoods in which they are housed, is the thrust of the Secondary Plan for West Alexander and Centennial.

Plan Content
The Plan will guide and direct specific land uses, urban form, residential densities, future expansion of major institutions, infrastructure, and development decisions that collectively will determine the form of the future community.

The Plan promotes high quality urban development and redevelopment in a manner that supports and enhances the neighbourhoods. Furthermore, it recognizes the importance of the major institutions and provides a framework for the future expansion of those institutions, while recognizing and respecting the existing residential neighbourhoods which surround the Hospital Campus. Finally, it promotes a new identity for the neighbourhood – **the City of Winnipeg’s Health and Wellness District** – and it aims to promote this theme by advancing policies that support principles of a healthy and

sustainable neighbourhood, which include walkability, safety, traffic calming, affordability, and strong businesses and institutions.

To accomplish all this, the Plan provides a future-oriented vision for the community, a land use and urban form concept, and a series of policies designed to collectively achieve the plan's goals.

The key goals of the Plan are as follows:

- Support and encourage the growth and development of the local institutions;
- Protect and enhance the quality of the residential neighbourhoods;
- Maintain a balance of complementary land uses;
- Create and reinforce a well-designed, liveable, integrated community;
- Encourage building design, site layouts, and urban design features which promote safety, accessibility and contribute to the uniqueness of the community;
- Promote affordable and varied housing choices.

The following is an overview of the policy direction and intent for each chapter of the Plan

Residential Element

The intent of the residential districts is as follows:

To foster a high quality living environment and to preserve the strong sense of community while offering a wider variety of attractive and affordable housing choices which meet the changing needs of the West Alexander & Centennial community. In addition, the intent is to encourage more housing in locations with convenient access to employment opportunities and a broad range of community and commercial facilities.

The Plan designates three residential categories *(see Plan Map 1*) to provide for a mixture of residential development forms and opportunities, and to ensure compatibility with the character and scale of surrounding properties: *Low Density Residential, Medium Density Residential, and Mixed Use Residential.*

The Plan contains policies that encourage housing developments that offer a variety of housing types, including live/work units, loft style apartments, school dormitories, and secondary suites. Policies relating to heights, density, building form and massing, enhanced home occupations, and limited low intensity office or commercial uses on the ground floor of multiple family buildings in the Mixed Use Residential area are included. The Plan actively discourages the establishment or expansion of single room

occupancies (rooming houses), and the expansion of commercial development into residential areas, except in areas specifically identified in the Plan.

Commercial Element

The intent of the commercial districts is as follows:

To encourage commercial businesses which positively contribute to the community by supporting a pedestrian friendly neighbourhood, but also giving opportunities for auto-oriented developments along parts of McPhillips and Logan Avenues.

The Plan designates three commercial categories (see Plan Map 1) to provide for commercial activities that serve both local and broader needs in the community: *Mixed Use Commmercial, General Commercial, , and Character Commercial*

The *Commercial Mixed Use area* applies to Sherbrook Street, Isabel Street, and a portion of Notre Dame Avenue. The Plan encourages mixed-use buildings, with the ground floors predominantly occupied by active retail or street-oriented commercial uses, and office and residential uses above. This area also encourages buildings to be located immediately adjacent to the street, with parking in the rear, and supports the idea of providing outdoor seating, patio, and plaza areas to enliven the street.

The *General Commercial area*, which includes portions of Notre Dame Avenue, Logan Avenue, and McPhillips Street is intended to provide for commercial businesses with a more regional focus.

Lastly, the *Character Commercial area*, which coincides with the Downtown portion of the Plan area, is intended to maintain the established commercial identity that reinforces the recognized character of the Exchange District National Historic Site.

The Plan also restricts objectionable commercial uses, as defined by the stakeholder committee, in order to enhance the livability and quality of life of the neighbourhoods.

Institutional Element

The intent of the institutional district is as follows:

The general intent of this district is to create a zone which recognizes the importance of the institutions in the neighbourhood by providing parameters for their future growth and development, as well as enabling the establishment of complementary activities within the zone.

One of the unique characteristics of the West Alexander & Centennial area is the presence of a number of major medical, biotechnology, and educational institutions. These institutions are intensive, have long-term needs for expansion, represent

significant economic opportunities for the future, and appear to have significant affinities to inter-relate with each other.

Major institutions in this district have a need to adapt and respond to changing circumstances and to maintain their leadership positions in education, health care, and research while recognizing, responding to, and coordinating with City goals.

Thus, in order to facilitate the future prosperity of these institutions, the Plan advocates a more flexible approach to the establishment of health, education, and applied research and development activities within the District. This will allow the institutions to be more responsive to future political, economic, and technological change.

Institutional District Expansion

In order to accommodate existing growth pressures and new economic opportunities, the Institutional District may be required to expand beyond its existing boundaries. The Plan allows for the possibility of an expanded institutional district adjacent to the hospital campus and virology lab. This area would allow for existing health care related services and the future establishment of health, education, and applied research and development activities, which complement the existing research institutions and help form a physical cluster of biotechnology and life sciences industries at this location.

Process

An expansion of the institutional zone is a two-step process which involves first amending the Secondary Plan and then subdividing and rezoning land. Significant detail must be provided to the City in support of a Plan amendment.. Additionally, the participation of a majority of property owners is required before a Plan amendment can be tabled. Given that a Plan amendment may cause significant change to occur in the future land use and development patterns of the area, and may cause people to be displaced from their homes, it is expected that the applicant will hold broad consultation with the public in conjunction with any amendment process.

Principles of Expansion

Two of the fundamental principles guiding any expansion are that people who are displaced will be treated fairly and that no net loss of housing shall occur in the Plan area. The no net loss of housing principle sets an expectation that any institution which acquires residential housing and converts that housing to another use has a social responsibility to ensure that the viability of the community is protected through the stabilization of the population base.

At the time a Plan amendment is put forward, as a part of the Conceptual Master Plan process, it will be up to the institutions to propose how they plan to meet this objective. At this point, it is enough to say that there are a number of possible ways that this principle can be realized. Some ideas, for the sake of future discussion include:

- A unit for unit replacement within the Institutional District;

- The creation of new housing units, on a unit for unit basis, in other parts of the Plan area;
- A contribution to an affordable housing fund for each residential dwelling removed.

Impacts of Growth

While the Plan supports institutional growth, there is recognition that these institutions have impacts on the surrounding community. Thus, the Plan attempts to balance the needs of these two constituencies by providing means for future growth and expansion of the Institutional District – but in an orderly, measured fashion that acknowledges the surrounding non-institutional community. For instance, the Plan includes increased height allowances for institutions and provides the mechanism for possible future expansion. At the same time, heights must be tapered at any residential boundary – to limit shadowing and privacy issues.

Additionally, the requirement for a Master Plan, which will show how and where growth is to occur in the future, responds to the residents' strong desire for clarity and predictability for the future direction of the area.

Industrial Element

The intent of the industrial district is as follows:

To phase out industrial uses in areas that are predominantly residential in nature and to encourage the development of non-noxious industrial uses in the area of industrial concentration, which is located in the northwest portion of the planning area.

The Plan designates one industrial area (see Plan Map 1) and recommends that heavy industrial zoning "M3" be phased out and replaced with "M2" general industrial zoning, which is more compatible with the adjoining areas.

Additionally, the Plan supports the introduction of compatible non-industrial uses which can complement and enhance the industrial area.

Transportation Element

The intent of the transportation element is as follows:

To create a safe and accessible environment for pedestrians; maintain efficient vehicular movement including public transit; and create parking that is well integrated in the neighbourhood.

The West Alexander and Centennial neighbourhoods are traversed by a number of high high-volume traffic thoroughfares that link Downtown Winnipeg to the north and west. These arterial streets are vital to Winnipeg's overall vehicular transportation system;

however, local expectations and desires to maintain and enhance pedestrian safety are often at odds with regional functions of these streets. The challenge is to resolve issues associated with vehicular traffic while maintaining and enhancing the neighbourhood.

The *Transportation Element* of the Plan provides policies which address balancing the regional functions of the transportation network with the desire for a more pedestrian oriented character in the neighbourhoods. These policies encourage multi-modal transportation approaches, use of traffic calming techniques on local residential streets, and capitalize on the area's strong public transportation network. The Plan also promotes the provision of improved amenities along active transportation corridors, pedestrian routes, transit routes, and image streets, such as Sherbrook Street and William Avenue, adjacent to the Health Sciences Centre.

Parking has long been an issue in the Plan area, near the Health Science Centre, and more recently near Red River College. The Plan contains a variety of policies oriented towards this issue. These include encouraging above and below ground parking structures for any significant development and implementing design guidelines for smaller lots to help improve the overall impact on the area.

Parks and Open Space Element
The intent of the parks and open space element is as follows:

To enhance existing parks and open spaces in the area to meet the needs of residents who live and work in the neighbourhoods.

Opportunities for expansion of parks and open space are limited in West Alexander and Centennial due to the area's density, urban form, and build out. While expansion opportunities should be looked at in the future, policies within the Plan focus on improving and enhancing existing parks and open spaces, and ensuring that they meet the needs and desires of area residents. A recommended next step is the initiation of a comprehensive assessment of the quality of parks and open spaces in the area.

The Plan also calls for streetscape improvements, including enhanced accessible streetscaping and a system of pedestrian wayfinding, along key streets near the Health Sciences Centre. In order to move this forward, the Plan recommends that the City partner with the Health Science Centre and other stakeholders in the area.

The Plan also includes policies to preserve, protect, and enhance the 'urban forest' of mature canopy trees within West Alexander and Centennial.

Heritage Element
The intent of the heritage element is as follows:

To encourage the appropriate revitalization of the existing heritage stock through conservation and rehabilitation, as well as to encourage orderly and sensitive new development.

West Alexander and Centennial contains a rich collection of historic and architecturally significant buildings. While many buildings of historic and architectural significance in West Alexander and Centennial have been identified of the City of Winnipeg's Historic Buildings Inventory, only a few are protected or designated under either the City of Winnipeg's Building Conservation List or by senior levels of government. In order to advance the identification, preservation, and conservation of heritage buildings, the Plan recommends the evaluation of buildings on the City of Winnipeg Historical Buildings Inventory to encourage the preservation of key buildings, that are vital to the character and history of the neighbourhood. Additionally, the Plan recommends exploring the option of creating "heritage character areas", consisting of enclaves of significant residential buildings. Finally, the Plan calls for the adaptive reuse of historic buildings and structures.

Community Participation in Planning Element

West Alexander and Centennial possess a high level of public involvement and community organization, and past experiences demonstrate that community participation in planning and development benefit all parties and the area in general. Based upon this experience, the Plan contains policies which require community input opportunities on development applications or significant civic projects, which may include one or a combination of open houses, focus groups, mailings or surveys, informal or formal discussions, design charrettes or workshops.

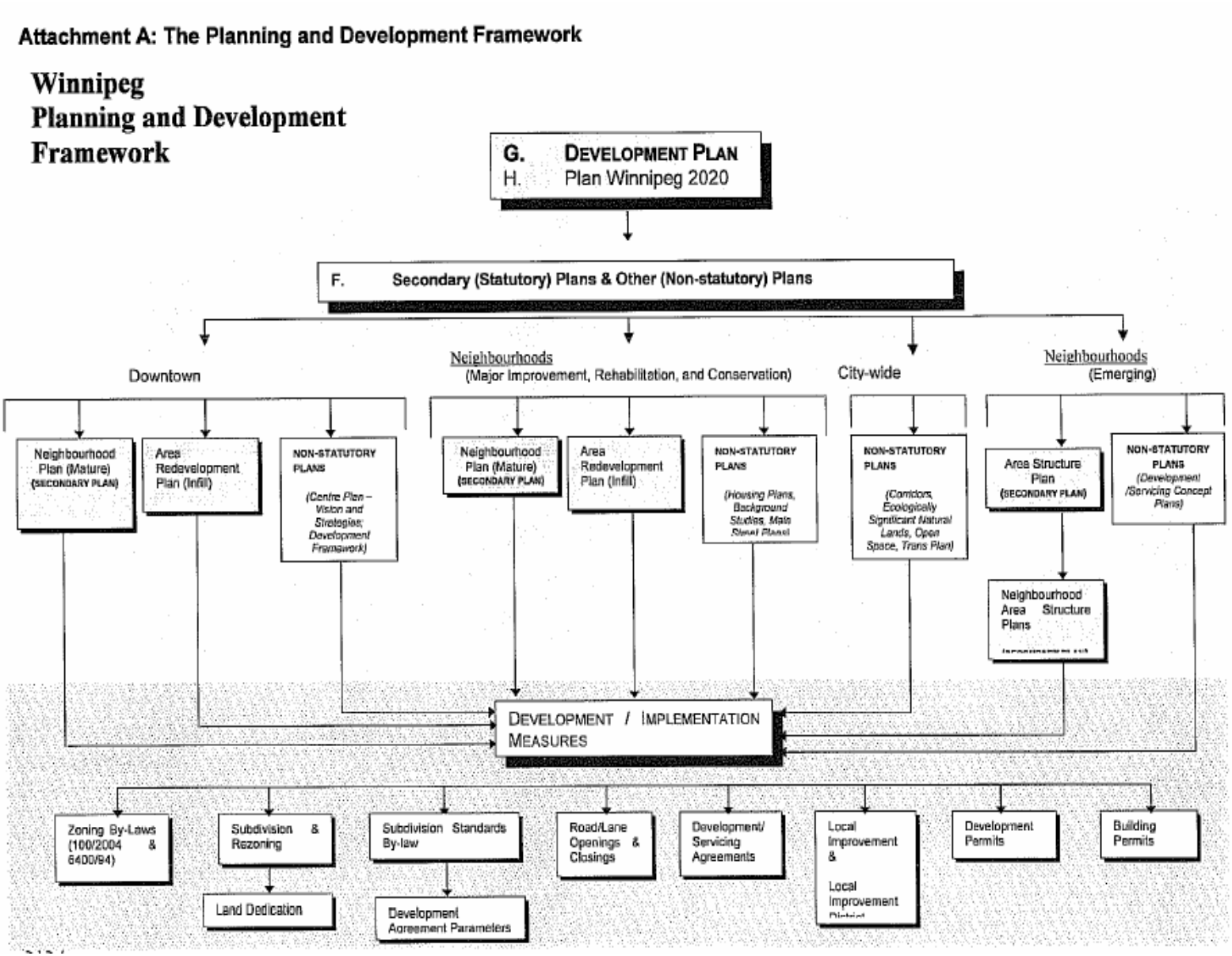
Background Study
The Background Study, which is part of the Plan, includes a detailed neighbourhood overview and an identification of key issues. The Study was completed in 2006, and therefore reflects data gathered up to that year.

West Alexander and Centennial Neighbourhood Plan Consultation
The Plan was developed in consultation with various City departments and a neighbourhood stakeholder group. Public input was provided through the stakeholder group, interviews with community residents, and five public open houses, three of which were held in November, 2007 and two which was held in January 2008. Approximately 150 members of the public attended the open houses, providing valuable community input.

This Report Submitted by:
Planning, Property and Development Department
Planning and Land Use Division

Report Prepared by: Michael Robinson AICP
PPD File # SP 1/2008

Attachment A: The Planning and Development Framework



Attachment B: The West Alexander & Centennial Neighbourhood Plan

