Minute No. 506
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – July 4, 2017

Item No. 3 Secondary Plan – North St. Boniface Secondary Plan Review
File SP 1/2017

COUNCIL DECISION:

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

1. That the following amendments to the North St. Boniface Secondary Plan (which is Schedule "A" to By-law No. 30/2017 and attached to this report as Appendix "C") be approved, and that By-law No. 30/2017 be given second and third reading:

   A. That, under section 2.1 Vision, the third bullet (Having residential densities that support a thriving boulevard Provencher as a community main street;) be deleted and replaced with the following bullet point:

      - Having residential densities that support a safe and liveable community as well as a thriving boulevard Provencher as a community main street.

   B. That, under section 3.1 Low Density Residential Policy Area, the following policy be added after policy 3.1.2.7:

      3.1.2.8. The maximum height for development within the Low Density Residential Policy Area should not exceed 35 feet.

   C. That, under section 3.2 Medium Density Residential Policy Area, policy 3.2.2.4. be deleted and replaced with the following:

      3.2.2.4. Parking areas shall not be established in the front yard of residential multi-family buildings; all parking areas shall be accessed from a public lane.

   D. That, under section 3.2 Medium Density Residential Policy Area, the following policies be added after policy 3.2.2.11:

      3.2.2.12. The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not be less than 800 square feet.

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COUNCIL DECISION (continued):

3.2.2.13. The maximum height for development within the Medium Density Residential Policy Area should not exceed 35 feet.

E. That, under section 3.3 High Density Residential Policy Area, policy 3.3.2.3. be deleted and replaced with the following:

3.3.2.3 Where a property is not a corner lot or does not have access to a back lane, residential multi-family uses shall only be considered where the property is at least 9,000 square feet in area.

F. That, under section 3.3 High Density Residential Policy Area, policy 3.3.2.5. be deleted and replaced with the following:

3.3.2.5 New standalone commercial development is not permitted. Applications for rezoning, subdivision, conditional use, variance, consent to registration or filing of a conveyance associated with new standalone commercial development shall be refused as per the City of Winnipeg Charter.

G. That, under section 3.3 High Density Residential Policy Area, the following policies be added after policy 3.3.2.7:

3.3.2.8 New industrial uses or the expansion of existing industrial uses shall not be permitted.

3.3.2.9 With the exception of structured parking, new private motor vehicle related uses or the expansion of existing private motor vehicle related uses shall not be permitted.

3.3.2.10 The minimum lot area per dwelling unit for a multi-family residential development within the High Density Residential Policy Area should not be less than 400 square feet.

H. That, under section 3.5 Mixed Use Commercial Policy Area, the following policy be added after policy 3.5.2.5:

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – July 4, 2017

COUNCIL DECISION (continued):

3.5.2.6 Multi-family residential uses will be discouraged within the Mixed Use Commercial Policy Area when in proximity to large scale industrial uses.

I. That, under section 3.7 Parks and Open Space Policy Area, policy 3.7.2.1. be deleted and replaced with the following:

3.7.2.1. Whittier Park shall be preserved as a major park linking the linear parkway system along the Red and Seine Rivers.

J. That, under section 3.8 Design Review, policies 3.8.2. and 3.8.3 be deleted and replaced with the following:

3.8.2. The Riel Community Committee shall make decisions on urban design review applications for new construction, expansion or signage, excluding design review applications for two-family dwellings and associated accessory structures.

3.8.3 The Director shall make decisions on all other urban design review applications, including design review applications for two-family dwellings and associated accessory structures.

K. That, section 3.4 Commercial Policy Area be deleted in its entirety and the remaining sections and Table of Contents of the North St. Boniface Secondary Plan be updated accordingly.

L. That, Appendix 'A' – Policy Map be deleted and replaced with the new Appendix 'A' – Policy Map, included as Appendix "E".

M. That Appendix "E" be amended by moving the Parks and Open Space location shown at the southwest corner of St. Joseph Street and La Verendrye Street to the southwest corner of St. Joseph Street and Notre Dame Street.

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, Heritage and Downtown Development – July 4, 2017

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

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

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 12, 2017, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2017, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Riel Community Committee, with the following amendment:

- Add the following new recommendation 1.M.:

  "M. That Appendix "E" be amended by moving the Parks and Open Space location shown at the southwest corner of St. Joseph Street and La Verendrye Street to the southwest corner of St. Joseph Street and Notre Dame Street."

and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On June 12, 2017, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Delete recommendations 1.A. and 1.E. in its entirety
- Renumber recommendations 1.B., 1.C., and 1.D. as 1.E., 1.F., 1.G. respectively
- Delete "exceed" from recommendation 1.G. 3.3.2.10, and replace with "be less than"
- Add the following new recommendations:

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – July 4, 2017

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

1.A. That, under section *2.1 Vision*, the third bullet (*Having residential densities that support a thriving boulevard Provencher as a community main street;*) be deleted and replaced with the following bullet point:

- *Having residential densities that support a safe and liveable community as well as a thriving boulevard Provencher as a community main street.*

1.B. That, under section *3.1 Low Density Residential Policy Area*, the following policy be added after policy 3.1.2.7:

3.1.2.8. *The maximum height for development within the Low Density Residential Policy Area should not exceed 35 feet.*

1.C. That, under section *3.2 Medium Density Residential Policy Area*, policy 3.2.2.4. be deleted and replaced with the following:

3.2.2.4. *Parking areas shall not be established in the front yard of residential multi-family buildings; all parking areas shall be accessed from a public lane.*

1.D. That, under section *3.2 Medium Density Residential Policy Area*, the following policies be added after policy 3.2.2.11:

3.2.2.12. *The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not be less than 800 square feet.*

3.2.2.13. *The maximum height for development within the Medium Density Residential Policy Area should not exceed 35 feet.*

1.H. That, under section *3.5 Mixed Use Commercial Policy Area*, the following policy be added after policy 3.5.2.5:

3.5.2.6 *Multi-family residential uses will be discouraged within the Mixed Use Commercial Policy Area when in proximity to large scale industrial uses.*

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – July 4, 2017

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

1.I. That, under section *3.7 Parks and Open Space Policy Area*, policy 3.7.2.1. be deleted and replaced with the following:

3.7.2.1. Whittier Park shall be preserved as a major park linking the linear parkway system along the Red and Seine Rivers.

1.J. That, under section *3.8 Design Review*, policies 3.8.2. and 3.8.3 be deleted and replaced with the following:

3.8.2. The Riel Community Committee shall make decisions on urban design review applications for new construction, expansion or signage, excluding design review applications for two-family dwellings and associated accessory structures.

3.8.3 The Director shall make decisions on all other urban design review applications, including design review applications for two-family dwellings and associated accessory structures.

1.K. That, section *3.4 Commercial Policy Area* be deleted in its entirety and the remaining sections and *Table of Contents* of the *North St. Boniface Secondary Plan* be updated accordingly.

1.L. That, *Appendix 'A' – Policy Map* be deleted and replaced with the new *Appendix 'A' – Policy Map,* included as Appendix "E".

and forwarded the matter to the Standing Policy Committee on Property and Development, Heritage and Downtown Development.

RE: **Secondary Plan – North St. Boniface Secondary Plan Review**
File SP 1/2017

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

Prepared by: **Rochelle Viray, Committee Clerk**
Riel Community Committee

Report date: **June 14, 2017**

COMMUNITY COMMITTEE RECOMMENDATION:

On June 12, 2017, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommends to the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the following amendments to the North St. Boniface Secondary Plan (which is Schedule "A" to By-law No. 30/2017 and attached to this report as Appendix "C") be approved, and that By-law No. 30/2017 be given second and third reading:

~~***A. That, the following policies under the heading 3.2 Medium Density Residential Policy Area be added after policy 3.2.2.3 and the remaining policies under 3.2.2 Policies be renumbered accordingly:***~~

~~***3.2.2.4. The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not exceed 800 square feet.***~~

~~***3.2.2.5 The maximum height for a two-family or multi-family development within the Medium Density Residential Policy Area should not exceed 35 feet.***~~

A. That, under section 2.1 Vision, the third bullet (Having residential densities that support a thriving boulevard Provencher as a community main street;) be deleted and replaced with the following bullet point:

- ***Having residential densities that support a safe and liveable community as well as a thriving boulevard Provencher as a community main street.***

B. That, under section 3.1 Low Density Residential Policy Area, the following policy be added after policy 3.1.2.7:

3.1.2.8. The maximum height for development within the Low Density Residential Policy Area should not exceed 35 feet.

C. That, under section 3.2 Medium Density Residential Policy Area, policy 3.2.2.4. be deleted and replaced with the following:

3.2.2.4. Parking areas shall not be established in the front yard of residential multi-family buildings; all parking areas shall be accessed from a public lane.

D. That, under section 3.2 Medium Density Residential Policy Area, the following policies be added after policy 3.2.2.11:

3.2.2.12. The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not be less than 800 square feet.

3.2.2.13. The maximum height for development within the Medium Density Residential Policy Area should not exceed 35 feet.

~~***E. That, under section 3.4 Commercial Policy Area, policy 3.4.2.3. be deleted and replaced with the following:***~~

~~***3.4.2.3 Multi-family residential uses will be discouraged within the Commercial Policy Area when in proximity to large scale industrial uses.***~~

E. ~~***B.***~~ That, under section 3.3 High Density Residential Policy Area, policy 3.3.2.3. be deleted and replaced with the following:

3.3.2.3 Where a property is not a corner lot or does not have access to a back lane, residential multi-family uses shall only be considered where the property is at least 9,000 square feet in area.

F. ~~***C.***~~ That, under section 3.3 High Density Residential Policy Area, policy 3.3.2.5. be deleted and replaced with the following:

3.3.2.5 New standalone commercial development is not permitted. Applications for rezoning, subdivision, conditional use, variance, consent to registration or filing of a conveyance associated with new standalone commercial development shall be refused as per the City of Winnipeg Charter.

G. ~~***D.***~~ That, under section 3.3 High Density Residential Policy Area, the following policies be added after policy 3.3.2.7:

3.3.2.8 New industrial uses or the expansion of existing industrial uses shall not be permitted.

3.3.2.9 With the exception of structured parking, new private motor vehicle related uses or the expansion of existing private motor vehicle related uses shall not be permitted.

3.3.2.10 The minimum lot area per dwelling unit for a multi-family residential development within the High Density Residential Policy Area should not ~~***exceed***~~ ***be less than*** 400 square feet.

H. That, under section 3.5 Mixed Use Commercial Policy Area, the following policy be added after policy 3.5.2.5:

3.5.2.6 Multi-family residential uses will be discouraged within the Mixed Use Commercial Policy Area when in proximity to large scale industrial uses.

I. That, under section 3.7 Parks and Open Space Policy Area, policy 3.7.2.1. be deleted and replaced with the following:

3.7.2.1. Whittier Park shall be preserved as a major park linking the linear parkway system along the Red and Seine Rivers.

J. That, under section 3.8 Design Review, policies 3.8.2. and 3.8.3 be deleted and replaced with the following:

3.8.2. The Riel Community Committee shall make decisions on urban design review applications for new construction, expansion or signage, excluding design review applications for two-family dwellings and associated accessory structures.

3.8.3 The Director shall make decisions on all other urban design review applications, including design review applications for two-family dwellings and associated accessory structures.

K. That, section 3.4 Commercial Policy Area be deleted in its entirety and the remaining sections and Table of Contents of the North St. Boniface Secondary Plan be updated accordingly.

L. That, Appendix 'A' – Policy Map be deleted and replaced with the new Appendix 'A' – Policy Map, included as Appendix "E".

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

Note: The wording in bold and italics denotes amendments made by the Community Committee.

The Riel Community Committee provided the following supporting reasons for its recommendation:

1. There is public support for proposed changes.
2. This document as amended achieves changes as recommended by the Residents' Association and representatives of area, and it will provide a framework to have a diversity of housing options.
3. It determines in black and white the park policy and preserves it for future use, i.e. Whittier Park and the park space that's identified in the amended proposed land use map.
4. Prohibits the expansion of current industrial/new industrial uses, and moves us in the right direction.
5. This plan that we've had the opportunity to work on together as a community is the St. Boniface of the future and we need more plans like this one throughout Winnipeg, in order to be the thriving, liveable city that we all want and that has a diversity of housing options available.

PUBLIC HEARING SUMMARY

File: SP 1/2017

Before: Riel Community Committee
Councillor Mayes, Chairperson
Councillor Allard
Councillor Lukes

Public Hearing: June 12, 2017
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Richard Mahé)

Subject:

North St Boniface Secondary Plan/
Plan secondaire du nord de Saint-Boniface
SP 1/2017



Council has given first reading to the North St. Boniface Secondary Plan By-law No. 30/2017 and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) to be held by the Riel Community Committee.

The proposed Secondary Plan By-law identifies land use and development policies that respond to current conditions in the North St Boniface neighbourhood. Once adopted, the proposed Secondary Plan By-law will replace the existing North St. Boniface Secondary Plan By-law (No. 965/1975).

Related material can be found on the project website (www.winnipeg.ca/ppd/NorthStBoniface)

For information, phone Mr. James Platt, Planner, at 204-986-6918.

Le Conseil a adopté en première lecture le projet de règlement sur le plan secondaire du nord de Saint-Boniface n° 30/2017 et autorise la tenue d'une audience publique (en conformité avec le paragraphe 234(3) de la *Charte de la ville de Winnipeg*) par le Comité municipal de Riel.

Le projet de règlement municipal sur le plan secondaire définit les politiques sur l'aménagement et l'utilisation des sols dans le quartier de Saint-Boniface–Nord. Une fois adopté, ce projet de règlement remplacera le *Règlement municipal sur le Plan secondaire du nord de Saint-Boniface* existant (n° 965/1975).

Des documents connexes sont accessibles sur le site Web du projet, à www.winnipeg.ca/francais/ppd/NorthStBoniface.

Pour plus de renseignements, veuillez communiquer avec M. James

Premises Affected: Bordered by Archibald Street, Provencher Boulevard and Red River

Exhibits Filed:

1. Application dated February 28, 2017
2. Notification of Public Hearing
3. North St. Boniface Secondary Plan
4. Report from the Urban Planning Division dated June 2, 2017
5. Communication dated June 6, 2017, from Christine Wilson-MacLeod in support of the application
6. Communication dated June 11, 2017, from Caridad Quesada-Lopez in opposition to the application
7. Communication dated June 11, 2017, from André Vermette in opposition to the application
8. Communication dated June 12, 2017, from Tom Scott in opposition to the application
9. Communication dated June 12, 2017, from Jennifer Janzen in opposition to the application
10. Communication dated June 12, 2017, from Jonathon Bland in opposition to the application
11. Communication dated June 12, 2017, from Don Sawatzky in opposition to the application
12. Communication dated June 12, 2017, from Nathan Janzen in opposition to the application
13. Communication dated June 12, 2017, from Constance Menzies in opposition to the application
14. Communication dated June 12, 2017, from Claudette Toupin in opposition to the application
15. Communication dated June 12, 2017, from Brenda Hildebrand in opposition to the application
16. Communication dated June 12, 2017, from Conan Hennessey in opposition to the application
17. Presentation in support of the application submitted by the Applicant at the public hearing
18. Communication in opposition to the application submitted by the Daniel Lambert at the public hearing
19. Communication in opposition to the application submitted by the Walter Kleinschmit at the public hearing
20. Communication in support of the application submitted by the Clara Mitchell Enns at the public hearing
21. Revised report conditions submitted at the public hearing by the Applicant
22. Amended area map from the Urban Planning Division

23. Communication dated June 11, 2017, from Bo Lucki in support of the application

REPRESENTATIONS:

In Support:

Marc Allard
Paul Allard
Georges Bohemier
Shawn Brandson
Lynne Dubienski
Cliff Dyck
Normand Gousseau
Sylvie Hébert
Bo Lucki
Robert Mackay
Lyndsey Marshall
Stephen McIntosh
Geoff Milnes
Clara Mitchell Enns
Randy Proven
Rob Robson
Daniel Serhal
Raymond Simard
Sharon Wickman
Andrew Wilkinson
Christine Wilson-MacLeod
Frances Woolison

In Opposition:

Jonathon Bland
Karl Brosch
Susan Brosch
Conan Hennessey
Brenda Hildebrand
Jennifer Janzen
Nathan Janzen
Walter Kleinschmit
Daniel Lambert
Alain Louer
Constance Menzies
Caridad Quesada-Lopez
Réal Rioux
Don Sawatzky
Tom Scott
Claudette Toupin
André Vermette

For Information:

Ardonio Guerreiro
Laura Horosko

For the City:

R. Kostiuk, Planner, Planning, Property and Development Department

Exhibit "4" referred to in File SP 1/2017

ADMINISTRATIVE REPORT

Title: SP 1/2017 – North St. Boniface Secondary Plan Review

Issue: For consideration at the public hearing to adopt the North St. Boniface Secondary Plan By-law No. 30/2017 and repeal the existing North St. Boniface Secondary Plan By-law No. 965/75

Critical Path: Riel Community Committee – Standing Policy Committee on Property and Development, Heritage and Downtown Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Division Head	Department Head	CFO	CAO
R. Kostiuk, RPP	B. Smith, RPP	n/a	n/a	n/a

RECOMMENDATIONS

1. That Council make the following amendments to the North St. Boniface Secondary Plan (which is Schedule "A" to By-law No. 30/2017 and attached to this report as Appendix "C"), and then give By-law No. 30/2017 second and third reading:

   (a) That, the following policies under the heading *3.2 Medium Density Residential Policy Area* be added after policy 3.2.2.3 and the remaining policies under *3.2.2 Policies* be renumbered accordingly:

   3.2.2.4. *The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not exceed 800 square feet.*

   3.2.2.5 *The maximum height for a two–family or multi-family development within the Medium Density Residential Policy Area should not exceed 35 feet.*

   (b) That, under section *3.3 High Density Residential Policy Area*, policy 3.3.2.3. be deleted and replaced with the following:

3.3.2.3 Where a property is not a corner lot or does not have access to a back lane, residential multi-family uses shall only be considered where the property is at least 9,000 square feet in area.

(c) That, under section *3.3 High Density Residential Policy Area*, policy 3.3.2.5. be deleted and replaced with the following:

3.3.2.5 New standalone commercial development is not permitted. Applications for rezoning, subdivision, conditional use, variance, consent to registration or filing of a conveyance associated with new standalone commercial development shall be refused as per the City of Winnipeg Charter.

(d) That, under section *3.3 High Density Residential Policy Area*, the following policies be added after policy 3.3.2.7:

3.3.2.8 New industrial uses or the expansion of existing industrial uses shall not be permitted.

3.3.2.9 With the exception of structured parking, new private motor vehicle related uses or the expansion of existing private motor vehicle related uses shall not be permitted.

3.3.2.10 The minimum lot area per dwelling unit for a multi-family residential development within the High Density Residential Policy Area should not exceed 400 square feet.

(e) That, under section *3.4 Commercial Policy Area*, policy 3.4.2.3. be deleted and replaced with the following:

3.4.2.3 Multi-family residential uses will be discouraged within the Commercial Policy Area when in proximity to large scale industrial uses.

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

REASON FOR THE REPORT

- On April 26, 2017, Council gave first reading to By-law No. 30/2017 (a By-law to approve a Secondary Plan for the North St. Boniface neighbourhood) and authorized the Riel Community Committee to conduct a public hearing on the matter and to submit its report to Council.

- The subject Public Service report on By-law No. 30/2017 is being submitted to the Riel Community Committee for the Committee's consideration at the public hearing.

IMPLICATIONS OF THE RECOMMENDATIONS

- The North St. Boniface Secondary Plan By-law No. 30/2017 will guide future land use and development in North St. Boniface and will replace the existing North St. Boniface Secondary Plan By-law No. 965/1975.
- The proposed Plan provides direction on the use and development of land within the North St Boniface neighbourhood. It reflects local community needs and priorities to be considered when making land use planning decisions. In accordance with the *City of Winnipeg Charter*, all future development within the North St Boniface Neighbourhood must be consistent with the policies of the proposed Plan.

HISTORY

- On June 26, 2015, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Riel Community Committee and directed the Winnipeg Public Service to initiate a review of the North St. Boniface Secondary Plan (the existing Plan) to:
  A. Update the Plan;
  B. Align the Plan with the *Complete Communities Direction Strategy*;
  C. Ensure the Plan is consistent with and supports any amendments the Urban Planning Division will recommend be made to the Boulevard Provencher Planned Development Overlay 1;
  D. Consider possible amendments to the Lower Density Residential and Higher Density Residential policies contained in the IMPLEMENTATION section of the Plan; and
  E. Consider amending the Plan's Proposed Land Use Map to depict the Lower Density Residential and Higher Density Residential areas separately, instead of depicting them together as "Residential Policy Area" (which is currently the case).

- On April 26, 2017, Council gave first reading to By-law No. 30/2017 (a By-law to approve a Secondary Plan for the North St. Boniface neighbourhood) and authorized the Riel Community Committee to conduct a public hearing on the matter, and to submit its report to Council.

CONSULTATION

- On March 1, 2016, Urban Planning Division staff met with the board of the Old St. Boniface Residents Association to discuss the scope of the Plan review. Staff also attended the 2016 Old St. Boniface Residents Association annual general meeting to discuss the same information.
- The Urban Planning Division hosted three stakeholder meetings (March 23 and 24, 2016) to discuss the proposed Plan review. Representatives from 10 community groups/organizations attended the stakeholder meetings. In addition to community groups, representatives from local businesses and land developers were also included in

discussions. During the meetings, key issues were identified and comments/feedback was provided on the project direction.

- On May 20, 2016, a project website was added to the City of Winnipeg website to provide project materials and updates.
- On June 7, 2016, Urban Planning Division staff led a community open house at École Taché. A total of 123 people attended, most of whom live in North St. Boniface. Residents provided comments in person and through a bilingual questionnaire, of which 100 were completed. The questionnaire was also available through an online survey tool. A hand-out of the information boards was also provided in both French and English. Feedback obtained from the stakeholder engagement sessions was used in the creation of the proposed Plan.
- Within the City of Winnipeg, Legal Services was consulted on legal issues. Input was also provided by representatives from Transit, Water and Waste, Public Works. The consultation process was approved by the City of Winnipeg Office of Public Engagement.

***OURWINNIPEG* POLICY ALIGNMENT**

- One of the main goals of the North St. Boniface Secondary Plan review was to align the Plan with *OurWinnipeg* and *Complete Communities* policy directions.
- *OurWinnipeg* and *Complete Communities* identify the North St. Boniface neighbourhood as 'Neighbourhood Mixed Use Centre' (Blvd Provencher area) and an 'Area of Stability'. A Key Direction for 'Areas of Stability' is to "Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population."
- *Complete Communities* also identifies the North St. Boniface neighbourhood as a 'Mature Community.' Key Direction and Enabling Strategies include:
    - *Encourage conservation and upgrading of existing housing in mature areas and expand housing opportunities through infill development.*
    - *Support the rehabilitation of existing housing stock where required.*
    - *Upgrade and maintain infrastructure for aging residential areas to encourage maintenance of housing.*
    - *Support a mix of uses within buildings located on commercial streets.*
    - *Facilitate land assembly for infill developments.*
    - *Build upon the local heritage of mature neighbourhoods, including the sustainable reuse of existing building stock and other historic elements.*
- *Complete Communities* identifies the Boulevard Provencher area of the North St. Boniface neighbourhood as a 'Neighbourhood Mixed Use Centre'. The following Enabling Strategies apply:
    - *Encourage moderate intensification through the development of a mix of uses and a broad range of ground-oriented and mid-density housing.*

- *Reinvest in Neighbourhood Mixed Use Centres, managing and devoting care and attention to their urban form and streetscapes, including local heritage.*

- The low to moderate increases in allowable residential density included in the proposed Plan expands housing options and supports further commercial investment in the area, thereby increasing the 'completeness' of the neighbourhood and better aligning the North St. Boniface Secondary Plan with *OurWinnipeg and Complete Communities*.

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning
Prepared by	Robert Kostiuk, MCIP, RPP
Date:	June 2, 2017
File No.	SP 1/2017

Attachments:

Appendix "A" – Administrative Report
Appendix "B" – By-law No. 30/2017
Appendix "C" – Schedule "A" to By-law No. 30/2017 (North St. Boniface Secondary Plan)
Appendix "D" – Public Consultation Report

APPENDIX 'A' – Administrative Report

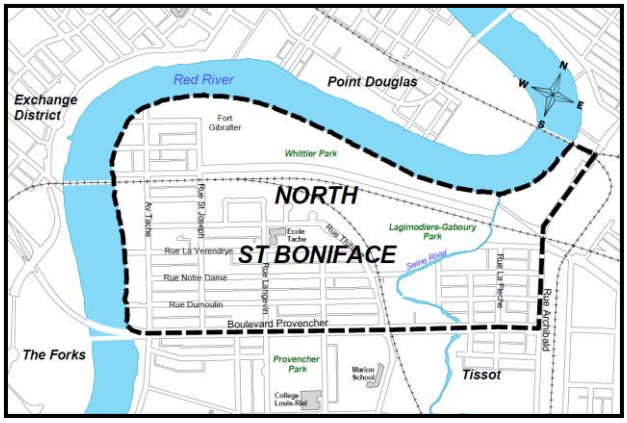
DATE: June 2, 2017

FILE: SP 1/2017 (By-law 30/2017)
RELATED FILES: North St. Boniface Secondary Plan By-law No. 965/75

COMMUNITY: Riel Community
NEIGHBOURHOOD #: 5.501 North St. Boniface

SUBJECT: For consideration at the public hearing to adopt the North St. Boniface Secondary Plan By-law No. 30/2017 and repeal the existing North St. Boniface Secondary Plan By-law No. 965/75

LOCATION: see map below



APPLICANT: City of Winnipeg

RECOMMENDATION: **Approval with amendments**

SUMMARY

- In June of 2015, the Winnipeg Public Service was directed to undertake a review of the North St. Boniface Secondary Plan. Key reasons for undertaking the review included: to update the Plan and to align the Plan with (*OurWinnipeg)* and the *Complete Communities Direction Strategy.*
- The Public Service initiated the review and undertook a public consultation process that included stakeholder meetings and a public open house. Stakeholders and the public generally supported the proposed direction to amend the existing secondary plan.
- On April 26, 2017, Council gave first reading to By-law No. 30/2017 (a By-law to approve a Secondary Plan for the North St. Boniface neighbourhood) and authorized the Riel Community Committee to conduct a public hearing on the matter and to submit its report to Council.
- The subject report reviews the key differences between the Proposed Plan and Existing Plan and suggests amendments to clarify policies in the Proposed Plan.
- In accordance with the City of Winnipeg Charter, all future development within the North St Boniface Neighbourhood must be consistent with the policies of the Plan.

PURPOSE OF THE PLAN

- The purpose of the North St. Boniface Secondary Plan is to provide direction on the use and development of land within the North St. Boniface neighbourhood.

PLAN AREA

- The Plan Area is bounded by the Red River and the Canadian Pacific Rail Line to the north, the Red River to the west, rue Archibald to the east and Boulevard Provencher to the South (See Figure 1: Location Map).

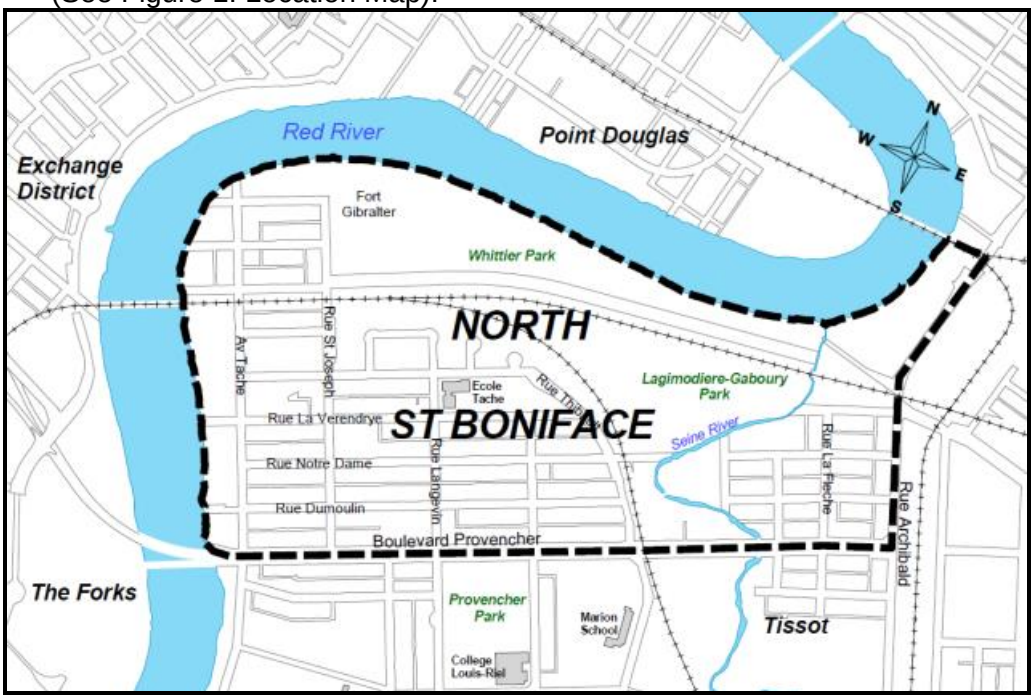


Figure 1: North St. Boniface Secondary Plan Boundaries

HISTORY OF THE NORTH ST. BONIFACE SECONDARY PLAN

- On January 21, 1976, Council adopted the North St. Boniface Secondary Plan (By-law No 965/1975) (the Existing Plan), to establish specific land development policies for the improvement of North St. Boniface within the broad framework of the Greater Winnipeg Development Plan.
- Council amended the existing Plan 14 times between 1976 and 2005. These amendments were repealed in 2005 and replaced with amendment By-laws initiated by the Planning, Property and Development Department, including:
    - By-law No. 179/2005 (December 14, 2005), which included multiple text amendments to the Plan and the Proposed Land Use Map; and
    - By-law No. 181/2007 (February 20, 2008), which modified the densities on regional roads (namely Boulevard Provencher), collector roads (namely, Rue Taché and St. Joseph Street), railway lines and public transportation corridors up to a maximum of 55 units per acre net (136 units per hectare). One exception is the property at the northeast corner of Rue Taché and Rue La Vérendrye, with a maximum density of 76 units per acre (188 units per hectare).
- The Existing Plan (By-law No. 965/1975) has not been updated since 2008, nor has a significant review been initiated since the adoption of *OurWinnipeg* (By-law No. 67/2010) and the *Complete Communities Direction Strategy* (By-law No. 68/2010).
- Policies within the Existing Plan require the document to be continuously monitored to "ensure the secondary plan remains contemporary and continues to provide adequate land development and redevelopment guidance".

ZONING & LAND USE

- North St. Boniface is comprised of a range of land uses and a mix of zoning districts. A significant amount of land in North St. Boniface accommodates park uses that are zoned either 'PR1' or 'PR2' Parks and Recreation, with the Whittier Park being the largest.
- A variety of residential uses are found in North St. Boniface ranging from detached single-family to multi-family. Residential uses are primarily accommodated by the R1-M, R2, RMF-S, RMF-M and RMF-L zoning districts; some multi-family developments are also in the commercial zoning districts along Boulevard Provencher. Land zoned for detached single-family makes-up most of the residentially-zoned land base.
- There are a few industrial uses and industrially-zoned sites (M1 and M2) in the plan area between rue Thibault and Avenue Tache. A small industrial concentration of M2 sites is found in the northeast corner of the plan area, adjacent to lands designated for General Manufacturing under *OurWinnipeg/Complete Communities Direction Strategy*.
- The majority of commercial development and commercially-zoned sites are found along Boulevard Provencher, which is effectively the neighbourhood "main street" for the North St. Boniface, Tissot, and Central St. Boniface neighbourhoods.

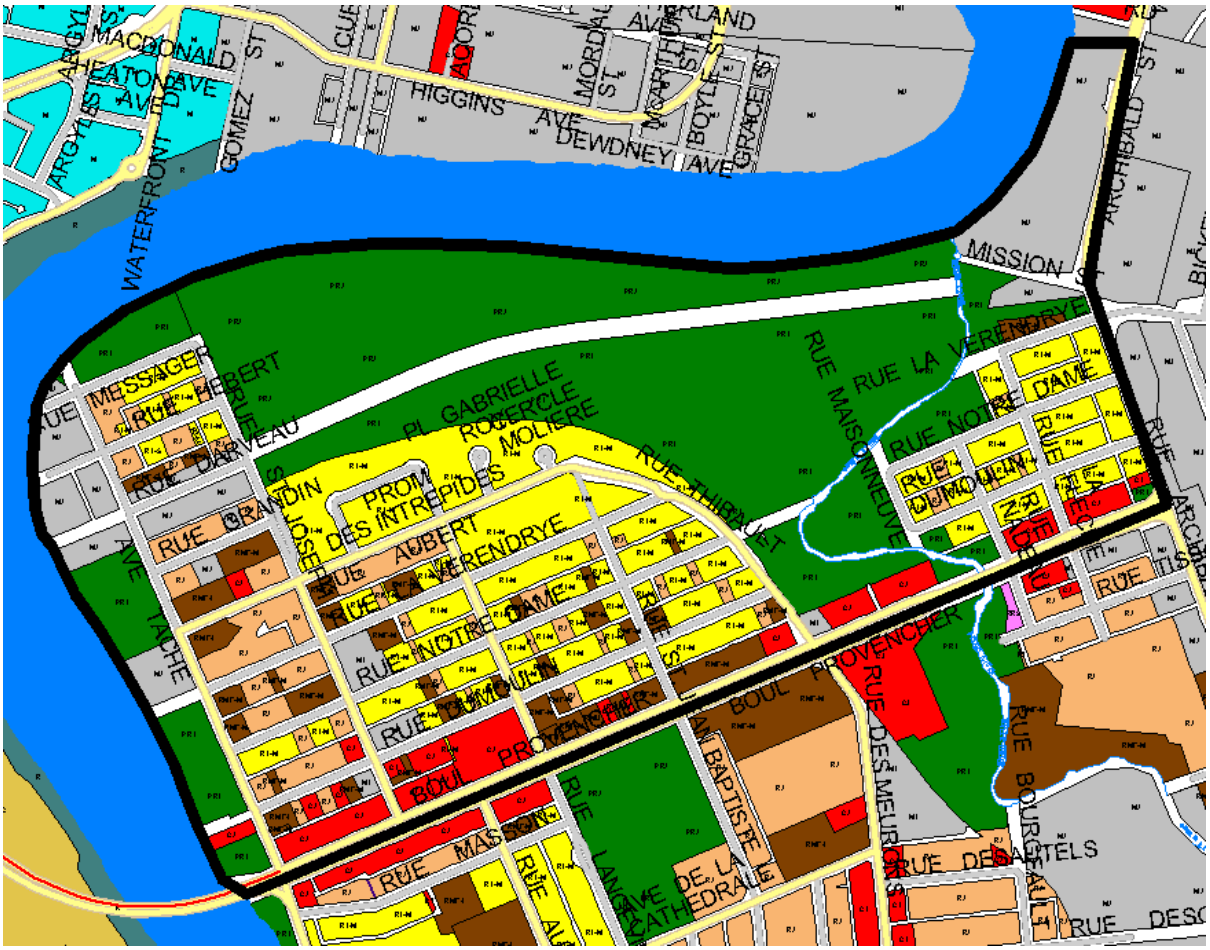


Figure 2: Zoning Designations in North St. Boniface (plan area outlined in bold black)

RECOMMENDATION FROM THE STANDING POLICY COMMITTEE ON PROPERTY & DEVELOPMENT, HERITAGE AND DOWNTOWN DEVELOPMENT

- On June 26, 2015, the Standing Policy Committee on Property and Development, Heritage and Downtown Development (the Committee) concurred in the recommendation of the Riel Community Committee and directed the Winnipeg Public Service to initiate a review of the North St. Boniface Secondary Plan (the existing Plan) to:

  A. Update the Plan;

  B. Align the Plan with the Complete Communities Direction Strategy;

  C. Ensure the Plan is consistent with and supports any amendments the Urban Planning Division will recommend be made to the Boulevard Provencher Planned Development Overlay 1;

  D. Consider possible amendments to the Lower Density Residential and Higher Density Residential policies contained in the IMPLEMENTATION section of the Plan; and

  E. Consider amending the Plan's Proposed Land Use Map to depict the Lower Density Residential and Higher Density Residential areas separately, instead of depicting them together as "Residential Policy Area" (which is currently the case).

PUBLIC CONSULTATION

- In accordance with the Committee's recommendation the Winnipeg Public Service proceeded with the review of the existing North St. Boniface Secondary Plan and developed a public consultation program for the review.
- Public consultation for the North St. Boniface Secondary Plan Review took place primarily between March and June of 2016.
- On May 20, 2016, a project website was added to the City of Winnipeg website to provide project materials and updates.
- The consultation process was approved by the City of Winnipeg Office of Public Engagement. Materials provided through the consultation process were also reviewed by the Office of Public Engagement.
- Consultation consisted of stakeholder meetings and a public open house.
- A full summary report of public engagement that includes the public engagement materials is provided on the website dedicated to the project (http://www.winnipeg.ca/ppd/NorthStBoniface) and is attached to this report (see Appendix "D").
- Approximately 150 people provided feedback through both the stakeholder meetings and the public open house.
- Attendees at the open house were invited to complete a questionnaire (see Appendix D to view the questionnaire). One hundred (100) questionnaires were completed either online or at the open house.

- The responses received from the stakeholder meetings and public open house were favourable as the majority of respondents indicated that they “agreed” or “strongly agreed” with each proposed intent and plan consideration.

ANALYSIS

Proposed North St. Boniface Secondary Plan By-law No. 30/2017 (Proposed Plan)

- Given that there was general public support for the proposed intent and plan considerations, the Public Service drafted a plan for first reading (by Council).
- On April 26, 2017, Council gave first reading to By-law No. 30/2017 (a By-law to approve a Secondary Plan for the North St. Boniface neighbourhood) and authorized the Riel Community Committee to conduct a public hearing on the matter and to submit its report to Council.
- As previously mentioned, the Proposed Plan is primarily intended to update the Existing Plan and provide clarity to the mapped policy designations.
- The following sections explain the key differences between the Proposed Plan and the Existing Plan.

Policy Maps

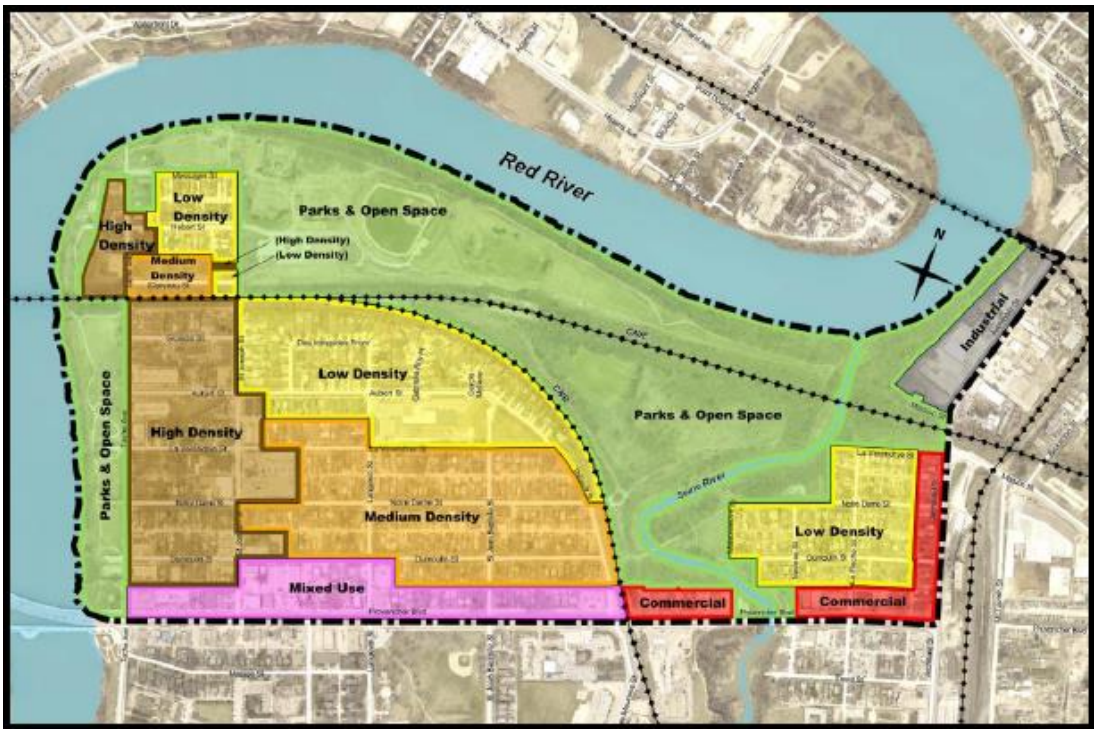


Figure 3: Proposed Plan Policy Map

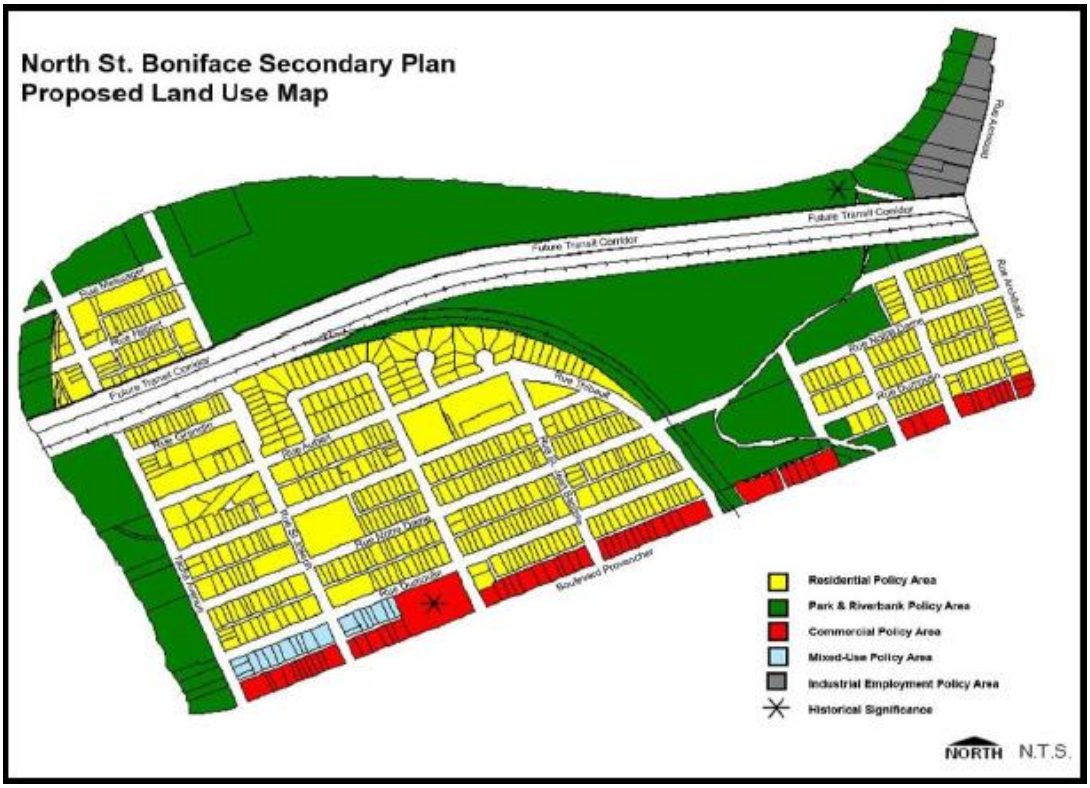


Figure 4: Existing Plan Policy Map

Plan Organization

Proposed Plan	Existing Plan
• Divided into sections explaining the overall vision and objectives, land use policies, infrastructure policies, and historical buildings and places policies – the vision provides a guiding direction for the plan that is supported by objectives	• Not organized with an overall vision and objectives with supporting policies
• Includes *Interpretation* section that identifies what policy statements are mandatory and explains that policies takes precedence over objectives	• Does not include an *Interpretation* section

Land Use Policies – Low Density Residential Policy Area

Proposed Plan	Existing Plan
• Applies to the Low Density Area indicated on the Policy Map in yellow (refer to Figure 3)	• Applies to all areas in yellow, except for areas properties along St Joseph, Tache, rail lines or public transportation corridors, which are designated as Higher Density Residential (refer to Figure 4)
• Encourages context-sensitive low density development within the policy area	• Encourages the retention and enhancement of existing and new residential development
• Limits development to primarily detached single-family dwellings	• Maximum of 25 dwelling units per net acre (one dwelling unit per 1,742 square feet of lot area)[1]
• Allows for the potential to develop two-family residential uses when a site is adjacent to a lane and at least 30 feet wide	• Maximum of 25 dwelling units per net acre (one dwelling unit per 1,742 square feet of lot area)[2] – no policies with respect to having lane access or minimum lot width
• Allows for secondary suites & home-based businesses	• No policies for secondary suites & home-based businesses
• Allows public, institutional, and recreational uses when deemed compatible or appropriate	• Allows for community services
• Commercial, multi-family and industrial uses are not permitted	• Encourages retention and enhancement of existing commercial • Multi-family maximum of 25 dwelling units per net acre (one dwelling unit per 1,742 square feet of lot area)[3] • Encourages the retention and enhancement of existing industrial uses and establishment of new compatible industries especially in

[1] Could allow a 25% density increase per section 2 under *Implementation*
[2] Could allow a 25% density increase per section 2 under *Implementation*
[3] Could allow a 25% density increase per section 2 under *Implementation*

	conjunction with mixed-use and commercial developments away from Archibald Street

Land Use Policies – Medium Density Residential Policy Area

Proposed Plan	Existing Plan
• Applies to the Medium Density Area indicated on the Policy Map in orange (refer to Figure 3)	• No Medium Density policy area
• Permits single-family dwellings	• Encourages the retention and enhancement of existing and new residential development (per Lower Density policies)
• Supports two-family dwellings when the lot is adjacent to a lane and at least 30 feet wide	• Maximum of 25 dwelling units per net acre (one dwelling unit per 1,742 square feet of lot area)[4] – no policies with respect to having lane access or minimum lot width
• Supports multi-family residential development when adjacent to a lane and the property is at least 30 feet wide	• Maximum of 25 dwelling units per net acre (one dwelling unit per 1,742 square feet of lot area)[5] – no policies with respect to having lane access or minimum lot width
• Restricts parking in the front yard of residential multi-family buildings and requires analysis for impact to on-street parking if parking variance is proposed	• No parking policies for multi-family development
• Includes policies for attached and detached secondary suites	• No secondary suite policies
• Allows public, institutional, and recreational uses when deemed compatible or appropriate	• Allows for community services
• Discourages new commercial when incompatible with low to medium density residential uses	• Encourages retention and enhancement of existing commercial
• Does not permit industrial uses	• Encourages the retention and enhancement of existing industrial uses and establishment of new compatible industries especially in conjunction with mixed-use and commercial developments away from Archibald Street
• Includes policy for home-based businesses	• No policies for home-based businesses

[4] Could allow a 25% density increase per section 2 under *Implementation*
[5] Could allow a 25% density increase per section 2 under *Implementation*

Land Use Policies – High Density Residential Policy Area

Proposed Plan	Existing Plan
• Applies to the High Density Area indicated on the Policy Map in brown (refer to Figure 3)	• Not mapped, but indicated in the text that high density residential applies to Provencher, St Joseph, Tache, rail lines or public transportation corridors
• Permits single-family dwellings	• Encourages the retention and enhancement of existing and new residential development (per Higher Density policies)
• Encourages two-family dwellings and multi-family uses where there is a back lane	• Maximum of 55 dwelling units per net acre (one dwelling unit per 792 square feet of lot area)[6] along Provencher, St Joseph, Tache, rail lines or public transportation corridors – no policies with respect to having lane access
• Encourages multi-family residential where there is no back lane so long as the property is at least 9,000 square feet in area	• Maximum of 55 dwelling units per net acre (one dwelling unit per 792 square feet of lot area)[7] along Provencher, St Joseph, Tache rail lines or public transportation corridors – no policies with respect to having lane access or minimum square footage
• Restricts parking in the front yard of residential multi-family buildings and requires analysis for impact to on-street parking if parking variance is proposed	• No parking policies for multi-family development
• Permits new commercial uses only along Tache & St. Joseph when part of a residential-commercial mixed-use building	• Encourages retention and enhancement of existing and new commercial in conjunction with higher density residential development along St Joseph, Tache, rail lines or public transportation corridors
• Does not permit new standalone commercial application	• Encourages retention and enhancement of existing and new commercial in conjunction with higher density residential development along St Joseph, Tache, rail lines or public transportation corridors
• Does not permit new industrial uses	• Encourages the retention and enhancement of existing industrial uses and establishment of new compatible industries especially in conjunction with mixed-use and commercial developments away from Archibald Street
• No policy on community services (ie these uses are not restricted)	• Allows community services

[6] Could allow a 25% density increase per section 2 under *Implementation*

Land Use Policies – Commercial Policy Area

Proposed Plan	Existing Plan
• Applies to the Commercial Area indicated on the Policy Map in red (refer to Figure 3)	• Applies to Commercial policy area in red (refer to Figure 4) but the text also allows for commercial Higher Density and Mixed Use policy areas
• Intended to accommodate predominantly neighbourhood and community commercial	• Encourages pedestrian-oriented commercial development
• Discourages auto-oriented uses such as fuel stations or drive-throughs (to create inviting pedestrian environment)	• Does not state that auto-oriented uses are discouraged (but encourages pedestrian-oriented commercial development)
• Discourages residential development in proximity to industrial uses	• Maximum of 55 dwelling units per net acre (one dwelling unit per 792 square feet of lot area)[8] along Provencher
• Encourages context-sensitive commercial development	• Does not include a policy on context sensitive development
• Does not permit industrial uses	• Encourages the retention and enhancement of existing industrial uses and establishment of new compatible industries especially in conjunction with mixed-use and commercial developments away from Archibald Street

Land Use Policies – Mixed Use Commercial Policy Area

Proposed Plan	Existing Plan
• Applies to the Mixed Use Commercial Policy Area indicated on the Policy Map in pink (refer to Figure 3)	• Applies to Mixed-Use policy area in blue (refer to Figure 4) but the text also allows for mixed-use in the Higher Density areas
• Encourages pedestrian-oriented commercial development	• Encourages retention and establishment of existing and new mixed-use developments
• Discourages auto-oriented uses such as fuel stations or drive-throughs (to create inviting pedestrian environment)	• Does not state that auto-oriented uses are discouraged
• Requires residential to be located above the first storey along Provencher between Tache & Langevin	• Does not include a policy that requires residential to be located above the first storey along Provencher between Tache & Langevin
• Encourages mixed use development with commercial at grade and residential above the first storey	• Encourages mixed-use developments

[7] Could allow a 25% density increase per section 2 under *Implementation*
[8] Could allow a 25% density increase per section 2 under *Implementation*

• Does not permit industrial uses	• Encourages the retention and enhancement of existing industrial uses and establishment of new compatible industries especially in conjunction with mixed-use and commercial developments away from Archibald Street

Land Use Policies – Industrial Policy Area

Proposed Plan	Existing Plan
• Applies to the Industrial Policy Area indicated on the Policy Map in grey (refer to Figure 3)	• Applies to Industrial Employment Policy area in grey (refer to Figure 4)
• Intended to accommodate small-scale, light manufacturing uses	• Encourages the retention and enhancement of existing industrial uses and establishment of new industries, not only in the Industrial Employment Area, but throughout the secondary plan area
• Commercial that supports or is compatible with industrial uses may be permitted	• May establish commercial away from Archibald
• Does not permit the following uses: residential; billboard signs; heavy manufacturing; mining and extraction; outside storage; waste and salvage.	• Does not restrict any uses

Land Use Policies – Parks and Open Space Policy Area

Proposed Plan	Existing Plan
• Applies to the Parks and Open Space Area indicated on the Policy Map in green (refer to Figure 3)	• Applies to Park & Riverbank area in green (refer to Figure 4)
• Whittier to be preserved as the major park that links the parkway system along the Red and Seine Rivers.	• Does not include a policy with respect to Whittier Park
• Enables the assembly and enhancement of riverbank properties to develop the continuous linear parkway system	• Enables the assembly and enhancement of riverbank properties to develop the continuous linear parkway system
• Encourages the retention and enhancement of riverbank access points	• Encourages the retention and enhancement of riverbank access points
• Encourages the acquisition of riverbank properties to establish the Elmwood Parkway	• Under the *Industrial Employment* section, the existing plan encourages the acquisition of riverbank properties to establish the Elmwood Parkway
• Encourages collaboration with community groups to ensure that the parks within North St Boniface continue to be destinations	• Encourages the retention and enhancement of existing parks and the establishment of new parks

Other Key Differences between the Proposed Plan and the Existing Plan:

Design Review

- The Proposed Plan includes a design review section, which is not currently found in the Existing Plan.
- The design review section establishes a process to create urban design guidelines and determines what types of development would be subject to review.
- Virtually all development besides detached single-family housing and associated accessory structures are proposed to be subject to design review.

Infrastructure Policies – Transportation

- Infrastructure policies have been added to the Proposed Plan whereas the Existing Plan only includes intent statements/objectives. These proposed transportation policies speak to current considerations for North St. Boniface.
- A key policy to note in the Transportation section is that "Rapid Transit may be accommodated in the Planning Area" (section 4.1.2.3). Planning for the Eastern Rapid Transit Corridor is currently underway. A rapid transit line that follows the north side of the CN rail line through North St. Boniface is still a consideration, but is not confirmed. Accordingly, the proposed policy map no longer identifies the "Future Transit Corridor" as shown on the existing secondary plan's Proposed Land Use Map. Instead, the Proposed Plan includes the policy statement that rapid transit may be accommodated in the plan area.

Infrastructure Policies – Municipal Services and Utilities

- The proposed Municipal Service and Utilities section reiterates existing City policies or standards.
- Many of the proposed objectives and policies replicate objectives/intent statements found in the Existing Plan.

Historical Buildings and Places (Section 5)

- The Proposed Plan includes polices for historical buildings and places, whereas the Existing Plan does not.
- The proposed policies encourage:
    - the conservation of historic buildings on the old St. Boniface City Hall Campus;

  - the adaptive re-use of existing buildings on the City of Winnipeg's Commemorative List and List of Historical Resources;
  - development that supports cultural tourism opportunities.
- There are 12 municipal historically-designated sites in north St Boniface, including:
  - St. Boniface Fire Hall No. 1 (212 Dumoulin St. – List of Historical Resources);
  - Maison Kittison (165 La Verendrye Street – List of Historical Resources);
  - St. Boniface City Hall (219 Provencher Blvd. – List of Historical Resources);
  - Maison Bernier (265 Provencher Blvd. – List of Historical Resources);
  - Belgian Club (407 Provencher Blvd. – List of Historical Resources);
  - Dr. Charles Lambert House (154 Dumoulin St. – Commemorative List of Historical Resources);
  - Judge J.E.P. Prendergast House (209 Dumoulin St. – Commemorative List of Historical Resources);
  - Francois Gingras House (221 Dumoulin St. – Commemorative List of Historical Resources);
  - Edouard Guilbault House (152 La Verendrye Street – Commemorative List of Historical Resources);
  - Betrand Theophane House (251 Provencher Blvd. – Commemorative List of Historical Resources);
  - Maison Beliveau (700 St. Jean Baptiste St. – Commemorative List of Historical Resources); and,
  - St. Boniface Booster Station (866 Tache Ave. – Nominated List of Historical Resources.
- These sites have not been mapped in the Proposed Plan as existing polices and by-laws regulate how these properties can be developed and the process(es) to follow for alteration or redevelopment.
- The existing plan mapped two sites: the St. Boniface Fire Hall and City Hall; and the confluence of the Seine and Red Rivers.

Elimination of 25% Density Increase

- Another key difference between the Proposed and Existing Plans is that the Proposed Plan does not include a process to increase density by 25%.

Alignment with OurWinnipeg & the Complete Communities Direction Strategy

- One of the main goals of the North St. Boniface Secondary Plan review was to align the Plan with *OurWinnipeg* and *Complete Communities* policy directions.
- *OurWinnipeg* and *Complete Communities* identify the North St. Boniface neighbourhood as 'Neighbourhood Mixed Use Centre' (Blvd Provencher area) and an 'Area of Stability'. A Key Direction for 'Areas of Stability' is to "Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population."
- *Complete Communities* also identifies the North St. Boniface neighbourhood as a 'Mature Community.' Key Direction and Enabling Strategies include:
    - *Encourage conservation and upgrading of existing housing in mature areas and expand housing opportunities through infill development.*
    - *Support the rehabilitation of existing housing stock where required.*
    - *Upgrade and maintain infrastructure for aging residential areas to encourage maintenance of housing.*
    - *Support a mix of uses within buildings located on commercial streets.*
    - *Facilitate land assembly for infill developments.*
    - *Build upon the local heritage of mature neighbourhoods, including the sustainable reuse of existing building stock and other historic elements.*
- *Complete Communities* identifies the Boulevard Provencher area of the North St. Boniface neighbourhood as a 'Neighbourhood Mixed Use Centre'. The following Enabling Strategies apply:
    - *Encourage moderate intensification through the development of a mix of uses and a broad range of ground-oriented and mid-density housing.*
    - *Reinvest in Neighbourhood Mixed Use Centres, managing and devoting care and attention to their urban form and streetscapes, including local heritage.*
- The low to moderate increases in allowable residential density included in the proposed Plan expands housing options and supports further commercial investment in the area, thereby increasing the 'completeness' of the neighbourhood and better aligning the North St. Boniface Secondary Plan with *OurWinnipeg and Complete Communities*.

DISCUSSION

- The previous sections of this Public Service report discuss the Proposed Plan process and the differences between the Proposed Plan and Existing Plan. An overview of the public consultation process with specific details is provided in Appendix D.
- The majority of those who participated in the public consultation process favoured the direction of the proposed amendments to the plan. However, there were concerns raised through consultation that warrant further discussion, namely:
    - Keeping the historical designation currently included in the plan;
    - The impact the FCM/RAC Guidelines for New Development in Proximity to Railway Operations will have on land rights;
    - Mapping considerations such as the change in format from the open house to the Proposed Plan and the inclusion of park spaces under other designations;
    - The potential impact the Low Density policy area may have on properties currently zoned 'R2' Residential Two-Family;
    - Density ranges or maximums and height limits in the Medium Density Residential policy area;
    - Density ranges or maximums in the High Density Residential policy area;
    - Development on a corner lot in the High Density Residential policy area;
    - Clarification of what uses may be permitted in the High Density Residential policy area;
    - Discouraging residential uses within the Commercial Policy Area due to the proximity of large scale industrial uses;
    - Incorporation of design guidelines; and,
    - Removing the existing 25% "density bonus" provision.

Keeping the historical designation currently included in the plan

- Although the Existing Plan identifies two areas of "Historical Significance" (St. Boniface City Hall & the confluence of the Seine and Red Rivers), there are no policies associated with these areas.
- Instead of mapping specific areas, the Proposed Plan includes policies for historical buildings and places and refers to the *Historical Resources By-law*, which regulates historically designated buildings and sites in the City of Winnipeg.

The impact the FCM/RAC Guidelines for New Development in Proximity to Railway Operations will have on land rights

- The City of Winnipeg is in the process of adopting guidelines for development in proximity to rail operations. These guidelines are intended to apply to the entire City for residential development proposals that go beyond existing development entitlements.
- The Proposed Plan limits Medium or High Density Residential development to a more confined area in proximity to rail lines than what is encouraged in the Existing Plan. Whereas the Existing Plan encourages higher density residential (up to 55 dwelling units/acre) along rail lines, the Proposed Plan only designates the area along the rail line between Avenue Tache and rue St. Joseph as either Medium or High Density residential. There is also an area on the east side of rue Thibault south of rue Notre Dame that is designated both Medium Density and Mixed Use under the Proposed Plan; however, there are no buildable sites east of rue Thibault as this area is occupied by the CNR Sprague Subdivision.

Mapping considerations such as the change in format from the open house to the Proposed Plan and the inclusion of park spaces under other designations

- There were the following mapping differences between the public open house and the Proposed Plan:
    - The proposed map includes policy areas that now cover roads and lanes whereas the existing map and map used at the open house did not;
    - Parc Orange (southwest corner of rue St Joseph & Notre Dame) was identified within the park areas at the open house, but is now identified as High Density in the Proposed Plan;
    - The park at the northwest corner of rue Archibald and Boulevard Provencher was identified with the park areas at the open house, but is now identified as Commercial;
    - The proposed Low density area includes a property shown on rue Hebert that was shown as Medium Density Residential at the open house; and,
    - The inclusion of a policy for rapid transit in the Transportation policies instead of the potential transit corridor being mapped.
- Leaving the roads in white in the information boards made it easier for the public to identify properties in an open house format. However, the proposed map with policy areas covering roads is a more accepted cartographic standard that does not change how polices would be read if the roads were shown in white.
- The parks discussed above that are now shown under the High Density or Commercial policy areas remain unaffected by these policy designations because parks would be permitted in any of the aforementioned policy areas. In fact, these parks are currently mapped under the Existing Plan as Residential or Commercial.
- The property on rue Hebert that was shown as Medium Density at the open house, but now shown as part of the Low Density policy area, is approximately 66 feet in depth and 2,900 square feet in area, which makes for limited development potential. Designating this

property as Low Density reflects its development potential and adds the property to an adjacent policy designation.

- The proposed Transportation section includes the following policy:

  4.1.2.3 Rapid Transit may be accommodated in the Planning Area

- Planning for the Eastern Rapid Transit Corridor is currently underway. A rapid transit line that follows the north side of the CN rail line through North St. Boniface is still a consideration, but is not confirmed. Accordingly, the proposed policy map no longer identifies the "Future Transit Corridor" as shown on the Existing Plan's Proposed Land Use Map. Instead, the Proposed Plan includes the policy statement that rapid transit may be accommodated in the plan area.

The potential impact the Low Density policy area may have on properties currently zoned R2

- The existing development rights of properties in the Low Density area remain unaffected.
- For those R2-zoned properties that meet all applicable zoning standards to be developed as a two-family dwelling, the additional criteria added in the Proposed Plan is that: the property must be at least 30 feet wide, and must be adjacent to a public lane (see section 3.1.2.2).
- Under Zoning By-law No. 200/2006, owners of R2-zoned properties may apply to develop a multi-family building on their sites through a conditional use application. Proposed section 3.1.2.7 of the plan prohibits multi-family in the Low Density policy area. As such, a conditional use application for a proposed multi-family development on a site zoned R2 and located in the Low Density Residential policy area must be refused without a hearing per section 275 of the *City of Winnipeg Charter Act*.
- An additional consideration is that a two-family dwelling would be subject to design review approval by the Director of Planning, Property and Development per section 3.8.3(b). However, this would be applicable to any two-family dwelling, not just those in the Low Density Residential policy area.

Density ranges or maximums and height limits in the Medium Density Residential policy area

- The proposed policies for the Medium Density Residential policy area do not include the density range or height identified in the information boards at the public open house (density ranges should be between multi-family small and medium categories (ie between 1 dwelling unit per 1,250 sq. ft. of lot area and 1 dwelling unit per 800 sq. ft. of lot area); and, maximum height limits of three storeys (35 feet).
- The Public Service recommends adding the following policies to section 3.2.2 of the Proposed Plan to address this discrepancy:
    - *The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not exceed 800 square feet.*
    - *The maximum height for a two-family or multi-family development within the Medium Density Residential Policy Area should not exceed 35 feet.*

Density ranges or maximums in the High Density Residential policy area

- The preferred density for the High Density Residential policy area is not included in the proposed policies, but was discussed on the information boards at the public open house as being between multi-family medium and large zoning categories (ie between 1 dwelling unit per 800 sq. ft. of lot area and 1 dwelling unit per 400 sq. ft. of lot area). This can be addressed by adding the following policy:
    - *The minimum lot area per dwelling unit for a multi-family residential development within the High Density Residential Policy Area should not exceed 400 square feet.*

Development on a corner lot in the High Density Residential policy area

- In discussions with some residents, concerns were raised with existing policy 3.3.2.3, which requires a minimum lot area of 9,000 square feet for multi-family development if that property does not have lane access. Specifically, the primary concern was that this proposed policy should exclude corner lots.
- The Public Service agrees and recommends amending the policy as follows:
    - *Where a property is not a corner lot or does not have access to a back lane, residential multi-family uses shall only be considered where the property is at least 9,000 square feet in area.*

Clarification of what uses may be permitted in the High Density Residential policy area

- Currently policy 3.3.2.5, which restricts industrial uses and standalone commercial development was seen as not being as specific as it could be. Therefore it is recommended that the existing policy be deleted and replaced with the following:
    - *New standalone commercial development is not permitted. Applications for rezoning, subdivision, conditional use, variance, consent to registration or filing of a conveyance associated with new standalone commercial development shall be refused as per the City of Winnipeg Charter.*
    - *New industrial uses or the expansion of existing industrial uses shall not be permitted.*
    - *With the exception of structured parking, new private motor vehicle related uses or the expansion of existing private motor vehicle related uses shall not be permitted.*

Discouraging residential uses within the Commercial Policy Area due to the proximity of large scale industrial uses

- The information boards presented at the open house only discussed discouraging multi-family residential uses, whereas the policy 3.4.2.3 states that “Residential uses will be discouraged within the Commercial Policy Area due to the proximity of large scale manufacturing uses.”
- To clarify the intent, the Committee may consider rewording the section 3.4.2.3 from :

3.4.2.3 Residential uses will be discouraged within the Commercial Policy Area due to the proximity of large scale manufacturing uses.

to:

3.4.2.3 Multi-family residential uses will be discouraged within the Commercial Policy Area when in proximity to large scale industrial uses.

Incorporation of design guidelines

- The Proposed Plan includes policies to make design review of most developments (excluding single-family dwellings and associated accessory structures) mandatory.
- The development of design guidelines will aid the design review process for development in the North St. Boniface plan area.

Removing the existing 25% "density bonus" provision

- The increase to density maximum provisions under the Existing Plan was intended to take specific site conditions into consideration, but was cumbersome to administer and could be seen as confusing.
- The incorporation of more defined policy areas helps eliminate the need for a "density bonus" provision and eliminates a cumbersome process from the plan.

RECOMMENDATIONS:

1. That Council make the following amendments to the North St. Boniface Secondary Plan (which is Schedule "A" to By-law No. 30/2017 and attached to this report as Appendix "C"), and then give By-law No. 30/2017 second and third reading:

   (a) That, the following policies under the heading *3.2 Medium Density Residential Policy Area* be added after policy 3.2.2.3 and the remaining policies under *3.2.2 Policies* be renumbered accordingly:

   3.2.2.4. The minimum lot area per dwelling unit for a multi-family residential development within the Medium Density Residential Policy Area should not exceed 800 square feet.

   3.2.2.5 The maximum height for a two-family or multi-family development within the Medium Density Residential Policy Area should not exceed 35 feet.

(b) That, under section *3.3 High Density Residential Policy Area*, policy 3.3.2.3. be deleted and replaced with the following:

3.3.2.3 Where a property is not a corner lot or does not have access to a back lane, residential multi-family uses shall only be considered where the property is at least 9,000 square feet in area.

(c) That, under section *3.3 High Density Residential Policy Area*, policy 3.3.2.5. be deleted and replaced with the following:

3.3.2.5 New standalone commercial development is not permitted. Applications for rezoning, subdivision, conditional use, variance, consent to registration or filing of a conveyance associated with new standalone commercial development shall be refused as per the City of Winnipeg Charter.

(d) That, under section *3.3 High Density Residential Policy Area*, the following policies be added after policy 3.3.2.7:

3.3.2.8 New industrial uses or the expansion of existing industrial uses shall not be permitted.

3.3.2.9 With the exception of structured parking, new private motor vehicle related uses or the expansion of existing private motor vehicle related uses shall not be permitted.

3.3.2.10 The minimum lot area per dwelling unit for a multi-family residential development within the High Density Residential Policy Area should not exceed 400 square feet.

(e) That, under section *3.4 Commercial Policy Area*, policy 3.4.2.3. be deleted and replaced with the following:

3.4.2.3 Multi-family residential uses will be discouraged within the Commercial Policy Area when in proximity to large scale industrial uses.

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

REASONS FOR RECOMMENDATIONS:

- Per the direction of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, the Proposed Plan is updated and responds to current conditions in North St. Boniface.
- The Proposed Plan aligns with *OurWinnipeg* and the *Complete Communities Direction Strategy.*
- The proposed Mixed Use Policy Area policies align with the regulations in the Boulevard Provencher Planned Development Overlay 1.
- Through the public consultation process, the public generally supported the intent and direction of the Proposed Plan.
- The amendments to the Proposed Plan help clarify outstanding concerns raised by the public.

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

Report Prepared by: Robert Kostiuk, MCIP, RPP
PPD File # SP 1/2017

APPENDIX "B" – By-law No. 30/2017

THE CITY OF WINNIPEG

BY-LAW NO. 30/2017

A By-law of THE CITY OF WINNIPEG to approve a Secondary Plan for the North St. Boniface neighbourhood.

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1 This By-law shall be known as the "North St. Boniface Secondary Plan By-law".

2 The document attached to this By-law and identified as "*North St. Boniface Secondary Plan (Schedule 'A' of By-Law 30-2017)*" is hereby adopted as the North St. Boniface Secondary Plan.

3 North St. Boniface Secondary Plan By-law No. 965/75 is hereby repealed.

RECEIVED FIRST READING on this day of , 2017;

RECEIVED SECOND READING on this day of , 2017;

RECEIVED THIRD READING on this day of , 2017.

DONE AND PASSED, this day of , 2017.

Mayor

City Clerk

Approved as to content:

Director of Planning, Property and Development

Legally reviewed and certified as to form:

for Director of Legal Services and City Solicitor

DRAFT

APPENDIX "C" – Schedule "A" to By-law No. 30/2017 (North St. Boniface Secondary Plan)

North St. Boniface Secondary Plan

(Schedule "A" to By-Law No. 30/2017)

Adopted:

Winnipeg

Appendix "D" – Public Consultation Report







Review of the North St. Boniface Secondary Plan and Boulevard Provencher PDO-1

Public Consultation Report

Urban Planning Division
City of Winnipeg
May 2017

Appendix "E" – **Policy Map**

