Agenda – Council – September 27, 2017

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 19, 2017

Item No. 12 Local Area Planning Initiatives for 2017 – 2018

STANDING COMMITTEE RECOMMENDATION:

On September 20, 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 following to Council:

1. That this report be received as information.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 19, 2017

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 20, 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 September 19, 2017, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: Local Area Planning Initiatives for 2017 - 2018

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

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	J. Kiernan	n/a	D. Wardrop A/CAO

EXECUTIVE SUMMARY

This report is to provide an update on Local Area Planning endeavors since the previous report and outline current Local Area Planning Initiatives for 2017-2018.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

At its July 3, 2012 meeting, the then Standing Policy Committee on Property and Development resolved that the Public Service report back to its September 11, 2012 meeting with a list of secondary plan initiatives. Since that time, the Public Service has provided an annual update on this matter.

On September 25, 2013, Council directed that future Local Area Planning Initiatives reports be submitted concurrent with the annual *Complete Communities* update (OurWinnipeg Urban Structure Update) report to Council. An annual *Complete Communities* update is not being provided at this time as the review of *OurWinnipeg* is currently underway.

IMPLICATIONS OF THE RECOMMENDATIONS

- The current Local Area Planning Initiatives for 2017-2018 include:

Led by Winnipeg Public Service ("WPS"):

- Corridor Planning
- Eastern Corridor Study
- Waverley West Neighbourhood B Area Structure Plan

- Infill Strategy
- Review of Existing Plans for Compliance with *Complete Communities*
- Mission Industrial Local Area Plan
- Seine River Greenway

Collaborative Planning with other interested parties (i.e. other than the Public Service), which are the following:

- Precinct E Concept Plan
- Old Southwood Golf Course (Major Redevelopment Site)
- Parker Lands (Major Redevelopment Site)
- Precinct G (New Community)

Until the City completes the review of *OurWinnipeg*, the Winnipeg Public Service will not participate in any new collaborative Local Area Planning efforts. The Winnipeg Public Service will continue to participate in the collaborative Local Area planning efforts listed above.

HISTORY/DISCUSSION

A. WORK COMPLETED SINCE LAST SECONDARY PLAN PRIORITIES REPORT

Since the previous Local Area Planning Initiatives report was received for information by the Standing Policy Committee on Property and Development, Heritage and Downtown Development, the following plans have been completed (additional detail can be found in Appendices A & B).

- Corydon Planned Development Overlay (PDO)
- Precinct R (Red River Ex)
- North St. Boniface Secondary Plan

B. CURRENT LOCAL AREA PLANNING INITIATIVES FOR 2017-2018

The following are the current Local Area Planning initiatives for 2017-2018:

Led by the Public Service

- Corridor Planning
- Eastern Corridor Study
- Waverley West Neighbourhood B Area Structure Plan
- Infill Strategy
- Review of Existing Plans for Compliance with *Complete Communities*
- Mission Industrial Local Area Plan
- Seine River Greenway

Collaborative Planning with other interested parties (i.e. other than the Public Service), which are the following:

- Precinct E Concept Plan
- Old Southwood Golf Course (Major Redevelopment Site)
- Parker Lands (Major Redevelopment Site)

- Precinct G (New Community)

Corridor Planning

Winnipeg's Regional and Community Mixed Use Corridors provide exceptional opportunities for the intensification of residential and other uses. These corridors provide the best levels of transit service in the city, and in many cases, development and redevelopment can capitalize on existing infrastructure. The development and implementation of a corridor planning program will help promote development that aligns with the vision and directions of *Complete Communities* along Regional and other strategic Community and Neighbourhood Mixed Use Corridors. It is anticipated that this work will run concurrently with the *OurWinnipeg* review process and ultimately will inform updated corridor policy in *OurWinnipeg* and *Complete Communities*.

Eastern Corridor Study

The continued development of the rapid transit network outlined in the Transportation Master Plan identifies the Eastern Rapid Transit Corridor as the next phase of rapid transit to be investigated. This work will include a route selection study to determine a conceptual alignment for a rapid transit line from downtown to eastern Winnipeg complemented by investigation of potential for transit-oriented development throughout the study area. The study is multi-disciplinary in nature integrating land use and associated transportation network planning and analyses. A Strategic Land Use Plan summarizing future planning work needed in the study area to successfully implement the project is an anticipated product of the study. A consulting team has commenced work and the study is expected to be complete by the summer of 2018.

Waverley West B

On November 25, 2015, Council allocated $350,000 from the 2014 "Recreation Facility Replacement - New Infrastructure" capital program budget for: (A) conceptual site planning to be jointly initiated by the Planning, Property and Development and Community Services Departments; (B) a Secondary Planning process to be initiated by Planning, Property and Development, and; (C) consultant support to coordinate key stakeholders collaborating in the development of a conceptual site plan and partnership agreement. The development of a secondary plan for the Waverley West B area is a critical step in the development of the proposed south Winnipeg recreation campus. A Contract for the development of a Secondary Plan has been awarded and work is currently underway.

Infill Strategy

On June 11, 2013, the then Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and directed the Public Service to develop infill guidelines for low density housing in mature communities and report back to the Standing Policy Committee on Property and Development. On December 5, 2016, Standing Policy Committee on Property and Development, Heritage and Downtown Development directed the Winnipeg Public Service to "prepare a work plan within 90 days for a residential infill strategy…", which was later received by Standing Policy Committee as information. Work on said Infill Strategy is currently underway.

Review of Existing Adopted Plans for Compliance with Complete Communities Direction Strategy

As a best practice, plans are reviewed approximately every five years to ensure alignment to market realities, changing conditions, and new policy direction.

Mission Industrial Local Area Plan

On November 6, 2012, the then Standing Policy Committee on Property and Development requested that the WPS research and analyze planning approaches (including a potential new secondary plan) for mitigating conflicts between residential and heavy industrial uses, with a focus on the Mission Industrial Neighbourhood, in order to promote safe and orderly development. A report was advanced to Standing Policy Committee in October 2013, which recommended that the WPS initiate a Local Area Planning process.

Seine River Greenway

On June 16, 2014, the Riel Community Committee passed a resolution asking that the Public Service initiate the development of a Local Area Plan for a portion of the Seine River Greenway. On July 6, 2015, the Standing Policy Committee on Property and Development, Heritage and Downtown Development approved the development of a Regional Parks Capital Improvement Strategy for the City of Winnipeg. As the Regional Parks Capital Improvement Strategy may provide context for the Seine River Greenway project, it is recommended that the development of a Local Area Plan for the Seine River Greenway commence following the delivery of the recommendations for the Regional Parks Capital Improvement Strategy. When the Seine River project is formally initiated, the City of Winnipeg will work collaboratively with key stakeholders in the development of said plan.

Collaborative Planning

An implementation component of the *Complete Communities Direction Strategy* is the concept of collaborative planning. This concept involves the Public Service assisting and participating with other interests (land owners, developers, organizations, etc.) in a collaborative and iterative manner to deliver local area plans and development projects. This approach recognizes the strengths of the private sector and other interests in shaping development, and the proactive role that Public Service can play in terms of ensuring development concepts that are enabling and consistent with *Complete Communities,* by participating in the planning process in a collaborative manner from the beginning to the conclusion of the project. This permits other interests to move forward to capitalize on opportunities, while allowing the Public Service to be responsive, maximize resources, and enable development consistent with *Complete Communities*.

At present the Winnipeg Public Service is engaged in collaborative planning on the local area plans listed earlier in this report.

FINANCIAL IMPACT

Financial Impact Statement Date: August 11, 2017

Project Name:

Local Area Planning Initiatives for 2017 - 2018

COMMENTS:

There are no financial implications associated with this report.

"Original Signed By"
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:
N/A

OURWINNIPEG POLICY ALIGNMENT

As part of aligning area specific planning with *OurWinnipeg* and *Complete Communities,* the term 'Local Area Planning' has been used to embrace a wide range of planning tools, such as statutory and non-statutory plans, background studies, design guidelines, and others. A local area plan is any plan that addresses the issues and concerns of a portion of the City, ranging in scale from dozens to thousands of acres – from the size of West Alexander-Centennial to Waverley West.

Priorities and approaches to Local Area Planning will focus on the following:

- *A Focus on Transformative Areas* – Local area planning should primarily be focused on Transformative Areas identified in the Urban Structure (see map in Appendix C), such as the Downtown, Centres & Corridors, Major Redevelopment Sites, and New Communities; or facilitating special initiatives that will assist in the implementation of *Complete Communities*.

- *Establishing an Enabling Framework* – It is critical that local area plans be developed and utilized in a manner that establishes an enabling high level framework for desired forms of growth and development consistent with *Complete Communities.*

- *Balancing local community context and aspirations with larger City-wide goals and civic responsibilities* – While each local area plan should meet the needs and aspirations of the local context, local area plans must be in alignment with larger City-wide goals, objectives, and vision for the future.

- *Implementing new and innovative approaches to delivery of local area plans* – In order to deliver local area plans in a timely and cost effective manner within existing resources, new and innovative approaches to service delivery must be pursued – one that is based not upon a strict dichotomy of City versus developer led planning efforts, but an evolution towards new approaches, such as a collaborative planning partnership approach.

SUBMITTED BY

Department:	Planning, Property, and Development
Division:	Urban Planning
Prepared by:	Brett Shenback
Date:	August 10, 2017
File No.	O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2017 Reports\Local Area Planning Initiatives Report 2017-2018

Appendix
A. Local Area Planning Work Completed Since Previous Report
B. Local Area Planning Map – as of August 2, 2017

APPENDIX A: LOCAL AREA PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

Plans Completed

As of August 8, 2017 there are 25 adopted statutory plans and ten non-statutory plans (see map in Appendix B). Since the previous Priorities report was received for information by the Standing Policy Committee on Property & Development, the following plan has been completed:

- Corydon Planned Development Overlay (PDO)
- Precinct R (Red River Ex)
- North St. Boniface Secondary Plan

Corydon Planned Development Overlay (PDO)

The Corydon-Osborne Area Plan was adopted by Council in December 2014. The Implementation section of the plan includes action items that the Winnipeg Public Service would advance following the adoption of the Plan. One such item is to replace the Neighbourhood Main Streets Planned Development Overlay (PDO) for this area with a new PDO. On November 16, 2016, the Corydon Osborne PDO-1 was approved by Council.

Plan for Red River Exhibition Lands (Precinct R)

The Plan for Red River Exhibition Lands presents a general land use concept, complete with objectives and policies, to guide development of the existing Red River Exhibition Lands. The plan was given final approval by Council on November 16, 2016.

North St. Boniface Secondary Plan (SP 1/2017)

The North St. Boniface Secondary Plan By-law No. 30/2017 guides future land use and development in North St. Boniface, replacing the North St. Boniface Secondary Plan By-law No. 965/1975. The 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 Plan.

The following plan amendment was also completed during this period:

Plan Amendment:	*By-Law No.:*	*Council Approval:*	*Plan:*	*Reason:*
SPA 1/2016	55-2016	November 16, 2016	Corydon-Osborne Area Plan By-law 99/2014	Amendment to the Corydon-Osborne Area Plan map in order to improve clarity around which policies apply to which properties.

Outstanding Plan Requests

The Winnipeg Public Service has been previously directed to initiate the following local area planning processes:

West Broadway Neighbourhood

The City Centre Community Committee passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations regarding a plan for the West Broadway neighbourhood, which was concurred by the Standing Policy Committee on Property and Development on May 5th, 2009. This plan is intended to address the evolving character of this inner city community, encouraging the type and scale of development appropriate to a mature neighbourhood with a diversity of land uses. The neighbourhood is designated as a *Mature Community (Area of Stability)* under the *Complete Communities Direction Strategy,* with two streets (Sherbrook and Broadway) conforming to the characteristics of a *Community* or *Neighbourhood Mixed Use Corridor*. The neighbourhood is experiencing land use change, redevelopment, and reinvestment; however, substantive land use conflicts have not been noted at this time.

Action – The Public Service will continue to monitor this area.

Henderson Highway

The East Kildonan-Transcona Community Committee passed a resolution asking that the Public Service to initiate a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area, which was concurred by the Standing Policy Committee on Property and Development on June 7th, 2011. The Henderson Highway area is currently covered by two adopted plans: the *Henderson Highway Corridor Secondary Plan* (adopted in 1983); and the *North Henderson Highway Secondary Plan* (adopted in 1977). Henderson Highway is designated as a *Regional Mixed Use Corridor* under the *Complete Communities Direction Strategy*, while the surrounding neighbourhoods are designated as *Mature* and *Recent Communities.*

Action – The Public Service is currently embarking on the development of a Corridor Strategy for the City of Winnipeg as part of the overall review of *OurWinnipeg*. It is recommended that the Henderson Highway review commence following the delivery of recommendations for the Corridor Strategy as the Corridor Strategy will provide critical context for the Henderson Highway review.

Glenelm and Chalmers Area

On July 12, 2016 the East Kildonan-Transcona Community Committee requested that the Public Service consider the inclusion of the Glenelm and Chalmers area for a Neighbourhood Plan in the upcoming 2016/2017 Local Area Planning Initiatives report. The Area is Designated as Mature Community (*Area of Stability)* under the *Complete Communities Direction Strategy,* with Henderson Highway designated as a Regional Mixed Use Corridor. It should be noted that the Glenelm neighbourhood and portions of Chalmers fall within the *Henderson Highway Corridor Secondary Plan* (adopted in 1983). As noted above, there had been a request from the East Kildonan-Transcona Community Committee to review this plan. Overall the Glenelm and Chalmers area is experiencing land use change, redevelopment, and reinvestment; however, substantive land use conflicts have not been noted at this time.

Action – No action is planned at this time. The Public Service will continue to monitor this area.

South Transcona

On July 20th, 2011 the Standing Policy Committee on Property and Development requested that the Public Service report back within 90 days on the establishment of a secondary plan for the South Transcona area. The area is designated as *Rural and Agricultural* under the *Complete Communities Direction Strategy*. The area had been proposed as a *New Community* during the *OurWinnipeg* initiative; however, the area was removed as a *New Community* and changed to a *Rural and Agricultural* designation via motion by Council during the 2nd reading of the *Complete Communities Direction Strategy* by-law on July 21st, 2010. On December 15, 2014, the East Kildonan-Transcona Community Committee passed a resolution asking that a secondary plan for the South Transcona area be made a priority.

Action – No action is planned at this time. Potential development of this area would require an *OurWinnipeg* amendment (with Provincial approval), a Complete *Communities Direction Strategy* amendment from a *Rural and Agricultural* designation to a *New Communities* designation, and the development and approval of a *Precinct Plan* for the area in collaboration with area land owners. It is recommended that no action be undertaken at this time and that South Transcona be considered as part of the upcoming review of *OurWinnipeg* and *Complete Communities*.

Kapyong Barracks (Canadian Forces Base Kenaston)

The Kapyong Barracks area is designated as a *Major Redevelopment Site* under the *Complete Communities Direction Strategy*. This site is currently subject to an ongoing court challenge in regards to outstanding Treaty Lands Entitlement (TLE) claims, and ultimate ownership of the lands.

Action – Upon resolution of the outstanding land ownership issues, the Public Service will work collaboratively with the land owner(s) in the formulation of an Area Master Plan for this area. Due to the potential transformative nature of this area, and its *Major Redevelopment Site* designation, this planning process should be considered a priority upon resolution of the land ownership issue.

Wildwood Park

On September 7th, 2010, the City Centre Community Committee requested that the Public Service act as a technical resource for the community of Wildwood Park in the development of a planning analysis and potential background study. On September 14th, 2010, the Standing Policy Committee on Property and Development referred this request to the Public Service for inclusion in the report on Secondary Planning initiatives.

Action – The Public Service will provide technical assistance to the community of Wildwood Park on this matter as required. The community has held several open house events, has conducted a community survey, and has met with the Public Service on several occasions since this request has been made.

South Osborne

On November 6, 2012 The Standing Policy Committee on Property and Development directed the Urban Planning Division to consider the inclusion of the South Osborne area for a Neighbourhood Plan in any future Local Area Planning Initiatives report. The area is designated

as *Mature Community (Area of Stability)* under the *Complete Communities Direction Strategy,* with Osborne Street conforming to the characteristics of a *Community* or *Neighbourhood Mixed Use Corridor*. The neighbourhood is experiencing land use change, redevelopment, and reinvestment; however, substantive land use conflicts have not been noted at this time.

Action – No action is planned at this time. The Public Service will continue to monitor this area.

Polo Park Area Regional Mixed Use Centre Planning

At its December 10, 2014 meeting, Council concurred in the recommendation of the Executive Policy Committee and directed the Planning, Property and Development Department to recommend additional planning processes that may be required to ensure the orderly development of the Polo Park Area Regional Mixed Use Centre in a manner that is consistent with *OurWinnipeg* and *Complete Communities Direction Strategy*. It is recommended that a planning process, including the formulation of a plan for this Regional Mixed Use Centre, be undertaken.

Action – No action is planned at this time.

Osborne Village Neighbourhood Plan – Request for Review

On September 9, 2016, the City Centre Community Committee recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development that the Winnipeg Public Service include a small-scale review of the Osborne Village Neighbourhood Plan in the Local Area Planning Initiatives report.

Action – The Public Service is currently undertaking a background study in support of this request. An update to the Osborne Village Neighboudhood Plan will be considered following the review of *OurWinnipeg*.

APPENDIX B: LOCAL AREA PLANNING MAP

