Minute No. 588
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 4, 2018

Item No. 13 Local Area Planning Initiatives for 2018 - 2019

COUNCIL DECISION:

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

1. That this report be received as information.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 4, 2018

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.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 12, 2018, 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 4, 2018, 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 2018 - 2019

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, Acting 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 2018-2019.

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 directed 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

There are no implications to receiving this report as information.

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, there have been no new local area plans completed and no amendments to existing local area plans (additional detail can be found in Appendices A & B).

C. CURRENT LOCAL AREA PLANNING INITIATIVES FOR 2018-2019

The following are the current Local Area Planning initiatives for 2018-2019:

Led by the Winnipeg Public Service:

- Eastern Corridor Study
- Waverley West Neighbourhood B Area Structure Plan
- Precinct E Concept Plan
- Infill Strategy
- Review of Existing Plans for Compliance with *Complete Communities*

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

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

Eastern Corridor Study

The City of Winnipeg's Transportation Master Plan, approved by City Council in 2011, identifies transit as having an essential role in satisfying the mobility needs of Winnipeggers. The Plan recommends that an Eastern Rapid Transit Corridor be the next phase of rapid transit planning following completion of Stage 2 of the Southwest Transitway.

This work will include a route selection study to determine a conceptual alignment for a preferred route for rapid transit from downtown to eastern Winnipeg complemented by investigation of potential for neighbourhood development opportunities throughout the study area. The study is multi-disciplinary in nature integrating land use and associated transportation network planning and analyses including a functional design of the Louise Bridge or a new river crossing, related roadway connections, and pedestrian and cycling network improvements. One anticipated product of the study is a strategic plan summarizing future local area planning work needed to successfully implement the project. The study is expected to be complete in early 2019.

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. A Contract for the development of a Secondary Plan has been awarded and work is currently underway.

Precinct E Concept Plan

On November 18, 2014, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended that the Public Service be instructed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue. The Public Service has been working collaboratively with landowners towards the ultimate development of a concept plan for the area, which will be brought forward to the Lord Selkirk-West Kildonan Community Committee for endorsement.

Infill Strategy

On April 11, 2017, Standing Policy Committee on Property and Development, Heritage and Downtown Development directed the Public Service to proceed with the development of a Residential Infill Strategy. Work on the Infill Strategy is currently underway and recent activities include:

- The City of Winnipeg hosted two public priorities workshops in January 2018. Activities at the workshop were designed to refine initial feedback to help inform the implementation actions for the strategy; and
- Short, medium and long term actions will be presented at a forthcoming open house in fall 2018.

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.

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*.

Until the City completes the review of OurWinnipeg, the Winnipeg Public Service will not participate in any new collaborative Local Area Planning efforts. 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 3, 2018

Project Name:

Local Area Planning Initiatives for 2018 - 2019

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 7, 2018
Appendix
A. Local Area Planning Work Completed Since Previous Report
B. Local Area Planning Map

APPENDIX A: LOCAL AREA PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

Plans Completed

As of July 19, 2018 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, there have been no new local area plans completed and no amendments to existing local area plans.

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.* At its April 9, 2018 meeting, the Standing Policy Committee on Property and Development, Heritage and Downtown Development directed the Winnipeg Public Service to report back in 120 days on the implications of repealing the North Henderson Highway Secondary Plan By-law No. 1300/1976.

Action – The Public Service is currently embarking on a review of *OurWinnipeg* and *Complete Communities Direction Strategy.* It is recommended that no action be taken until the delivery of an updated *OurWinnipeg* and *Complete Communities*, which will provide critical context for Henderson Highway.

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 had been subject to a court challenge in regards to outstanding Treaty Lands Entitlement (TLE) claims, and ultimate ownership of the lands.

Action – The Public Service will work collaboratively with the land owner(s) in the formulation of an Area Master Plan for this area when a planning process is initiated by the land owner(s).

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*.

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.

Action – 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.

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.

Action – As part of the *OurWinnipeg* review process, a city-wide exploration of the conflicts between residential and heavy industrial uses will be explored and policy options considered.

APPENDIX B: LOCAL AREA PLANNING MAP

