Minute No. 84
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 18, 2019

Item No. 8 Local Area Planning Initiatives for 2019 – 2020

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.

2. That the Planning Study for the Agassiz and Montcalm Neighborhoods be added to the list of Local Area Planning Initiatives for 2019-2020, in conjunction with the Former Southwood Golf Course.

3. 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 – November 18, 2019

DECISION MAKING HISTORY:

Moved by Councillor Mayes,

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 December 3, 2019, 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 November 18, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendation 2:

    "2. That the Planning Study for the Agassiz and Montcalm Neighborhoods be added to the list of Local Area Planning Initiatives for 2019-2020, in conjunction with the Former Southwood Golf Course."

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

ADMINISTRATIVE REPORT

Title: Local Area Planning Initiatives for 2019 - 2020

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

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Pittet	J. Kiernan	N/A	M. Jack, Acting Interim CAO

EXECUTIVE SUMMARY

The Public Service is providing an update on Local Area Planning efforts since the previous report, along with an outline of current Local Area Planning Initiatives for 2019-2020.

RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On July 3, 2012, the then Standing Policy Committee on Property and Development directed the Planning, Property and Development Department (the Department) to report back to its September 11, 2012 meeting with a list of secondary plan initiatives. Since that time, the Department has provided annual updates.

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 LOCAL AREA PLANNING REPORT

Since the previous Local Area Planning Initiatives report was received as information by Council in September 2018, there have been three new local area plans completed (additional detail can be found in Appendices A & B).

- Precinct E
- Waverley West B
- Precinct G

B. CURRENT LOCAL AREA PLANNING INITIATIVES FOR 2019-2020

The following are the current Local Area Planning initiatives for 2019-2020:

Led by the Winnipeg Public Service:

- Residential Infill Strategy
- Eastern Corridor Study
- *OurWinnipeg* and *Complete Communities Direction Strategy* reviews
- Review of existing adopted plans for compliance with *Complete Communities*

Collaborative Planning with external interests:

- Airport Area West Secondary Plans (industrial, residential)
- Airport Vicinity Protection Area Secondary Plan Amendments
- Former Southwood Golf Course (Major Redevelopment Site)
- Parker Lands (Major Redevelopment Site)
- Public Markets Site (Major Redevelopment Site)
- Tuxedo LaFarge (Major Redevelopment Site)

Residential Infill Strategy

On February 4, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development directed the Public Service to conduct public consultation on infill design guidelines in the spring of 2019 and report back by the end of 2019. The goal for this project is to advance a shared vision for residential infill that helps address the demand for new housing, while enhancing neighbourhood quality, character and livability. The guidelines will focus on Mature Communities and the integration of new housing within neighbourhoods at a scale and density compatible with lower density housing. It is hoped that this work will also provide greater clarity, consistency and predictability in the development application process.

An initial round of public engagement has been conducted and a second round of engagement is planned for the New Year to present draft recommendations to the public. The Public Service will be seeking an extension of time to report back on this initiative.

OurWinnipeg and Complete Communities Direction Strategy Reviews

In early 2018, the Public Service completed the first phase of the *OurWinnipeg* Review, which culminated with the release of an *OurWinnipeg* *Phase 1 Report to the Community*. Phase 1 included extensive background research and input from more than 2,000 Winnipeggers. Phase 2 is now underway and involves focused conversations with internal/external stakeholders and the general public around specific topic areas from *OurWinnipeg* and the *Complete Communities Direction Strategy (CCDS).* These conversations will result in the development of an updated draft policy and the identification of priority actions to advance plan implementation.

This phase also includes the completion of an *OurWinnipeg Residential Growth* study, which will establish a framework for how residential growth and change can be best accommodated over the next 25 years. Additionally, an *Employment and Commercial Lands* study was completed. Phase 3 of the review will involve the drafting of an updated *OurWinnipeg* plan which will be shared with the public for review.

Until the City completes the reviews of *OurWinnipeg* and the *Complete Communities Direction Strategy*, the Public Service will not initiate any new City-led Local Area Planning efforts.

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 *CCDS* is the concept of collaborative planning. This concept involves the Public Service assisting and participating with other interests (landowners, 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 the Public Service can play in terms of ensuring development concepts are enabling and consistent with *CCDS,* by participating in the planning process in a collaborative manner from the beginning to the end 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 *CCDS*.

Capital Budget Funding for Secondary Plans

This initiative will require targeted research, review of Best Practices, discussion with other departments and further review of the viability of identifying alternative funding sources and resources for the internal preparation of secondary plans. A summary of this research and a recommended approach will be the subject of a separate report.

FINANCIAL IMPACT

Financial Impact Statement Date: October 21, 2019

Project Name:

Local Area Planning Initiatives for 2019 - 2020

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 *CCDS,* the term 'Local Area Planning' has been used to embrace a wide range of planning tools, including but not limited to, policy plans, background studies, and design guidelines. 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 mature neighbourhoods to greenfield areas.

Approaches to Local Area Planning will respond to the following objectives:

- *A Focus on Transformative Areas* – Local area planning should primarily be focused on Transformative Areas identified in the Urban Structure in *OurWinnipeg* and *Complete Communities* (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 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 – ones that are based not upon pure City or developer led planning efforts, but an evolution towards new approaches, such as a collaborative planning partnership approach.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Local Area Planning is generally aligned with Strategic Opportunity #4 - Facilitate Compact, Complete Development and Increase Density:

4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service
4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities
4.3 Pursue Transit-Oriented Development
4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Valdene Lawson, RPP MCIP
Date: October 25, 2019

Appendices:
A. Local Area Planning
B. Local Area Planning Map
C. Urban Structure Map

APPENDIX A: LOCAL AREA PLANNING

Plans Completed

As of September 2019, there are 25 adopted statutory plans and ten non-statutory plans (see map in Appendix B). Since the previous report was received for information by Council, there have been three new local area plans completed.

- Waverley West Neighbourhood 'B' Secondary Plan
  On June 20, 2019, Council adopted the *Waverley West Neighbourhood 'B' Secondary Plan* (By-law No. 1/2019) which fulfilled the requirement of the *Waverley West Area Structure Plan* (By-law No.10/2006) to adopt a Neighbourhood Area Structure Plan prior to development applications being accepted for land within Neighbourhood 'B'. The purpose of the Plan is to ensure development within the Waverley West Neighbourhood 'B' area occurs in a logical, integrated, and fair manner, consistent with the policies of the *Waverley West Area Structure Plan*.

  The Plan represents the culmination of a Public Service-led planning process involving landowners of Waverley West Neighbourhood Area 'B'. Preparation of the Plan included a comprehensive consultation program consisting of seven (7) separate landowner and stakeholder engagement opportunities, and two (2) public open house events.

  Adoption of the *Waverley West Neighbourhood B Secondary Plan* is a critical step in the development of the south Winnipeg recreation campus.

- Precinct 'G' Secondary Plan
  The Precinct 'G' Secondary Plan (By-law 5/2018) was adopted by Council on January 31, 2019. The Plan provides direction for the development of approximately 815 acres of land that is bounded by McPhillips Street to the west, the City of Winnipeg boundary to the north, the Canadian Pacific Railway's Winnipeg Beach Subdivision to the east, and the future Chief Peguis Trail extension to the south. The Plan was a collaborative planning effort that involved multiple stakeholder interests being represented by a local planning consultant. Under the Plan's direction, future development will accommodate a mix of uses and a variety of housing forms with medium density development concentrated along collector streets in close proximity to anticipated transit routes.
- Precinct 'E' Concept Plan
  On December 11, 2018, the Lord Selkirk-West Kildonan Community Committee fulfilled a requirement of the *Precinct 'E' Secondary Plan* by endorsing a concept plan for the Special Planning Area of Precinct 'E'. Policies in the secondary plan require that a concept plan be developed and endorsed by Community Committee in advance of development applications being considered within the 'Special Planning Area' described in the Plan. As per Council direction, the Public Service engaged local landowners in the creation of the concept plan.

Outstanding Plan Requests

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

West Broadway Neighbourhood
The City Centre Community Committee passed a resolution asking that the Department initiate a preliminary review, analysis, and recommendations regarding a plan for the West Broadway neighbourhood, which was confirmed by the then Standing Policy Committee on Property and Development (SPC PD) 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 *CCDS,* 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, it is important to note that substantive land use conflicts have not been noted at this time.

Action – The Public Service provided guidance to the West Broadway Community Organization to complete this Study. The Study has been reviewed by City Departments and completion is estimated by the end of 2019.

Henderson Highway
The East Kildonan-Transcona Community Committee passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area, which was confirmed by the then SPC PD 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 *CCDS*, 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 (SPC PDHDD) directed the 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 undertaking a review of *OurWinnipeg* and the *CCDS* - no action will be taken on this until the delivery of an updated *OurWinnipeg* and *CCDS*, which will provide critical context for Henderson Highway.

Glenelm and Chalmers Area
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 2016/2017 Local Area Planning Initiatives report, which was confirmed by the SPC on PDHDD on September 20, 2016. The Area is designated as Mature Community (*Area of Stability)* under the *CCDS,* 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). 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 SPC PD 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 *CCDS*. The area was identified as a *New Community* during the *OurWinnipeg* initiative, however, the area was subsequently changed to a *Rural and Agricultural* designation via Motion by Council during the 2nd reading of the *CCDS* 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 (subject to Provincial approval), a *CCDS* 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 landowners. It is recommended that no action be undertaken at this time.

Kapyong Barracks (Canadian Forces Base Kenaston)

The Kapyong Barracks area is designated as a *Major Redevelopment Site* under the *CCDS*. This site had been subject to a court challenge in regard to outstanding Treaty Lands Entitlement (TLE) claims, and ultimate ownership of the lands. On August 30, 2019, the Government of Canada and the Treaty One First Nations signed a Comprehensive Settlement Agreement for the former Kapyong Barracks land in Winnipeg. The agreement outlines the terms for the sale of the Kapyong Barracks land, based on the shared understandings outlined in the April 2018 Agreement in Principle.

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

South Osborne

On November 6, 2012 the then SPC PD 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 *CCDS,* 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. *Note:* The Public Works Department is in the midst of conducting a Community Based Traffic Study for the Lord Roberts neighbourhood in South Osborne.

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 the *CCDS*. It was 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

The City Centre Community Committee recommended that the Public Service include a small-scale review of the Osborne Village Neighbourhood Plan in the Local Area Planning Initiatives report, which was confirmed by the SPC PDHDD on September 20, 2016.

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

Seine River Greenway

On June 16, 2014, the Riel Community Committee recommended 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 SPC PDHDD 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 be deferred until 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 a plan.

Mission Industrial Local Area Plan

On November 6, 2012, the SPC PD directed the Public Service to 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 SPC PD in October 2013, which recommended that the Public Service 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.

South Point Douglas Area Master Plan

The Public Service concluded background studies for South Point Douglas in 2008. An Area Master Plan would guide the redevelopment of the South Point Douglas area from its current industrial character into a mixed-use community, and would address land use, transportation, infrastructure, heritage, transit, soil contamination and riverbank stabilization issues in the area. The area was designated *Industrial Policy Area* under Plan Winnipeg, and is designated as a *Major Redevelopment Site* under the *CCDS*. A planning process for the area was placed on hold due to a variety of issues, including significant and complex infrastructure challenges, and the potential for the Eastern Rapid Transit Corridor to go through the area, which could result in a significant change in redevelopment potential.

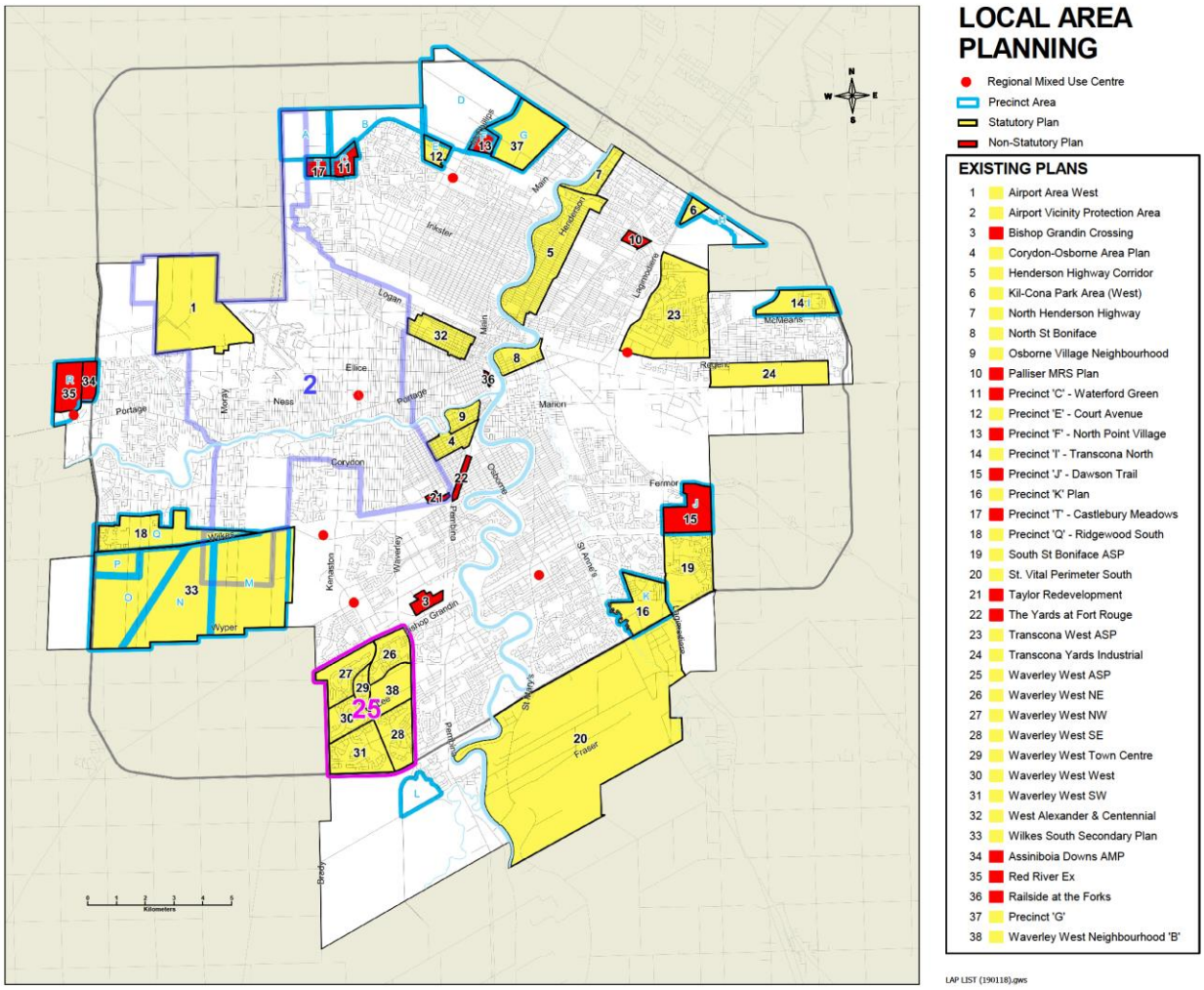
Action – A planning process is currently on hold pending results of the Eastern Corridor Study and the *OurWinnipeg/CCDS* reviews. Due to the potentially transformative nature of this area, and its *Major Redevelopment Site* designation, this planning process should be considered a priority when the results of these studies are available.

Central St. Boniface

On April 9, 2018 the SPC PDHDD concurred in the recommendation from the Riel Community Committee and directed the Public Service undertake a planning study for the Central St. Boniface neighbourhood that will include a secondary plan, a PDO, urban design considerations for the public realm, with a focus on Marion Street, Tache Avenue and Goulet Street, and pedestrian and cycling infrastructure, to the 2019 Local Area Planning Initiatives Review Process.

Action: No action is currently contemplated until the delivery of an updated *OurWinnipeg* and *CCDS*, which will provide further direction and prioritization of planning efforts.

APPENDIX B: LOCAL AREA PLANNING MAP



APPENDIX C: URBAN STRUCTURE MAP

