Minutes – Executive Policy Committee – December 9, 2020

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – December 7, 2020

Item No. 2 Proposed Secondary Plan for the Old Southwood Golf Course Major Redevelopment Site (Major Redevelopment Site 'I') – By-law 82/2020 (Waverley West Ward)
File SP 1/2020

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 first reading of the North Campus Lands Secondary Plan By-law No. 82/2020 (the "By-law", a draft of which is attached as Attachment B), be given.

2. That the Assiniboia Community Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

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 – December 7, 2020

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than four business days preceding the committee meeting, be considered by Committee.

Carried

Moved by Councillor Gilroy,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be concurred in and forwarded to Council.

Yea:	Bowman, Allard, Browaty, Gillingham, Gilroy, Mayes, Rollins	7
Nay:		0

Carried

STANDING COMMITTEE RECOMMENDATION:

On December 7, 2020, 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: Proposed Secondary Plan for the Old Southwood Golf Course Major Redevelopment Site (Major Redevelopment Site 'I') – By-law 82/2020 – SP 1/2020

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Jopling	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

On July 23, 2020 the Urban Planning and Design Division received a secondary plan application for Major Redevelopment Site 'I' – Old Southwood Golf Course ("North Campus Lands Secondary Plan By-law," hereinafter referred to as the "Proposed Plan," see Attachment C), which is a 140-acre undeveloped site adjacent to the University of Manitoba's Fort Garry Campus. The University of Manitoba is the only private landowner in the 140-acre plan area (see Attachment A).

Major Redevelopment Site 'I' is identified in the *Complete Communities Direction Strategy* ("*Complete Communities*") as one of 11 Major Redevelopment Sites characterized as large underused areas of land located within the existing urban fabric that provide an opportunity for infill and intensification along a rapid transit corridor. Development of Major Redevelopment Sites should be supported by a proactive and collaborative planning process.

The purpose of a secondary plan is to provide detailed policies to direct development within a specific area of the city. Through a collaborative planning process, these plans should adapt and implement the objectives and policies of *OurWinnipeg* and *Complete Communities* to the local context and provide certainty regarding future development aspirations for the area.

The Proposed Plan provides vision, objectives and policies which support the establishment of a 10,000 dwelling unit mixed-use neighbourhood capitalizing on proximity to the Southwest Bus Rapid Transit line, and the University of Manitoba Fort Garry Campus over the next 40 years. The Proposed Plan recognizes that the University of Manitoba will retain ownership of the land in the Plan area, including infrastructure and parks.

RECOMMENDATIONS

1. That Council give first reading to the North Campus Lands Secondary Plan By-law No. 82/2020 (the "By-law", a draft of which is attached as Attachment B).

2. That the Assiniboia Community Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

3. 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

An application has been received for the adoption of a secondary plan for Major Redevelopment Site 'I' – Old Southwood Golf Course of *Complete Communities*. Direction 1 of the *Complete Communities* section regarding Major Redevelopment Sites indicates that development will be promoted through a proactive and collaborative planning process.

A secondary plan by-law requires first reading at Council followed by a public hearing prior to second and third reading at Council in accordance with subsection 234(3) of *The City of Winnipeg Charter Act* and *The Development Procedures By-law* No. 160/2011.

Council adoption of the Proposed Plan will allow for applications for development in the plan area to be accepted.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are concurred in, the Assiniboia Community Committee will conduct a public hearing on the proposed by-law.

A full analysis of the proposed secondary plan, including a recommendation from the Planning, Property and Development Department, will be provided in a subsequent report submitted as part of the agenda for the public hearing.

HISTORY/DISCUSSION

The University of Manitoba's Fort Garry Campus consists of 60 major buildings spanning over 690 acres that support the teaching and research programs of the university. The campus includes the university's four colleges, as well as laboratories, administrative and service offices, recreation facilities, research agencies, libraries, and residences. In addition, the campus is also home to IG Field and Smartpark. Sometimes referred to as a "city within a city," the Fort Garry Campus hosts an average of around 35,000 people each day during the school year.

In 2011, the University of Manitoba acquired the former 140-acre Southwood Golf and Country Club lands immediately adjacent to the northern extent of the Fort Garry Campus (as shown in Attachment A – Context Map).

In December 2012, the University of Manitoba hosted the Visionary (re)Generation Open International Design Competition to solicit ideas for the future development of the Fort Garry Campus, including Southwood Golf Course lands.

In November, 2013, following the completion of the design competition, work began on development of the Visionary (re)Generation Master Plan (the "VGMP") which included the Fort Garry Campus and the Southwood Golf Course lands.

Between November 2013 and September 2015, development of the VGMP included eight (8) open house events, fifteen (15) community conversations, six (6) neighbourhood network meetings, and nine (9) indigenous advisory and subcommittee meetings (the *Visionary (re)Generation Master Plan – Community Engagement Report* is available online at: http://www.visionaryregeneration.com/media/VRGCommunityEngagementReport.pdf).

Much like a secondary plan by-law adopted by City Council, the VGMP was adopted by the University of Manitoba's Board of Governors in 2016 to provide direction for the long-term development of the Fort Garry Campus.

The VGMP identifies the Plan area as the 'North Community'. While the VGMP provides a conceptual demonstration and recommendations for how the North Community should be developed, it defers to policies which are to be developed and included in the Plan currently being proposed.

In 2016, UM Properties was established by the University of Manitoba's Board of Governors to oversee and administer development of the North Campus area. Their intention is to maintain ownership of all lands in the Plan area and offer building developers 99-year leases.

On December 24, 2019, the proponent submitted a draft version of the Proposed Plan as a Pre-Application to solicit comment from the City. Comments were provided to the proponent on February 14, 2020.

On May 22, 2020, the proponent submitted draft versions of the engineering reports along with an updated draft version of the Proposed Plan for review by the Public Service. Comments on these documents were provided to the proponent on June 30, 2020, with discussions on various issues concluding July 9, 2020.

On June 25, 2020, the proponent hosted a public engagement event (webinar) to solicit public feedback on the latest draft version of the Proposed Plan. As per the *North Campus Community Engagement Report*, 350 invitations were hand-delivered to landowners north of the Plan area in advance of the event.

On July 23, 2020, Public Service received an application to adopt the Proposed Plan as a secondary plan by-law.

The Proposed Plan seeks to create a best-in-class transit-oriented development that is an environmentally, socially, and economically sustainable community campus.

With direct access to the bus rapid transit (BRT) network, the plan envisions a complete and connected urban community that is a direct extension of the Fort Garry Campus.

Four land use policy areas are proposed to accommodate a mix of land uses:

- **Mixed-Use Campus** – emphasizes higher density development in a pedestrian-friendly urban environment, supports a wide range of multi-family residential units in addition to a range of commercial, cultural, and institutional uses.
- **Mixed-Use Village** – primarily focuses on mid-rise residential development that supports a range of housing types, with some small-scale local commercial accommodated at grade.
- **Neighbourhood** – focuses on lower density, low-rise residential development that provides a transition to the adjacent established neighbourhoods to the north.
- **Parks and Open Space** – the focus of this designation is on the development of an interconnected network of smaller parks, parkettes, and urban plazas that permeates the entire Secondary Plan area as it develops over time.

The Proposed Plan accommodates the development of up to 10,000 dwelling units at full build-out.

The Mixed-Use Campus policy area is planned to include the highest densities (135 units/gross acre). The intent of this policy area is to establish a pedestrian-friendly urban environment which concentrates higher densities in close proximity to public transit, the existing Fort Garry Campus, and surrounding amenities. Accordingly, higher densities in this policy area are appropriate for a number of reasons:

- The Fort Garry Campus, a destination of regional significance, is within immediate proximity;
- Existing rapid transit stations, notably the Stadium and Southpark stations, are generally within 400 metres of the policy area;
- Other significant employment centres such as Smartpark and the Victoria General Hospital, each of which are home to approximately 1,200 employees, are easily accessible; and
- Significant, established shopping areas along Pembina Highway are adjacent to the western extent of this policy area.

Lower building heights (4 storeys/15 metres) are proposed adjacent to the Agassiz Neighbourhood. Taller building heights are proposed within the interior of the Plan Area or along Pembina Highway, which is currently designated as a Regional Mixed-Use Corridor under *OurWinnipeg* and *Complete Communities*.

The proponent has continued to make refinements based on comments provided by the Public Service on draft versions of the Proposed Plan. The Public Service will continue to work with the applicant to resolve any outstanding issues identified in advance of the public hearing. Recommended refinements of the Proposed Plan resulting from continued discussion with the applicant will be included in the Public Service Report for the public hearing.

FINANCIAL IMPACT

Financial Impact Statement Date: September 16, 2020

Project Name:

Proposed Secondary Plan for the Old Southwood Golf Course Major Redevelopment Site (Major Redevelopment Site 'I') – By-law 82/2020 – SP 1/2020

COMMENTS:

There are no financial implications associated with the recommendations contained in this report.

Mike McGinn September 16, 2020
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

Internal:
- Legal Services (as to legal issues)
- Office of Sustainability, Water and Waste Department

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg

- The subject land is identified as a Major Redevelopment Site in figure 01a of *OurWinnipeg.*
- The Key Direction for Major Redevelopment Sites (Section 01-1c) is that they will "*provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric."*
- *OurWinnipeg* refers to section 03-3 of *Complete Communities* for additional detail.

Complete Communities Direction Strategy

- The subject land is identified as Major Redevelopment Site 'I' in figure 03f of *Complete Communities*.
- *Complete Communities* provides the following characteristics of a Major Redevelopment Site:
- Characteristics of Major Redevelopment Sites include:
    - Large, functionally obsolete or under-utilized lands, such as former industrial areas;
    - Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities;
    - Often serviced by some level of existing infrastructure;
    - Present opportunities for transformative and strategic mixed-use infill and intensification;
    - May present challenges to redevelopment, such as inadequate infrastructure capacity and contamination; and
    - Site area typically 15 acres or more.
- Section 03-3 Major Redevelopment Sites, states: "*major redevelopment sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric*."
- Key Directions for 'Major Redevelopment Sites' (Section 03-3) include:
    - Direction 1 - Promote development of Major Redevelopment Sites with proactive and collaborative planning process.
    - Direction 2 - Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit and high frequency transit.
    - Direction 4 – Major redevelopment sites will provide for complete communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places and open spaces.

- The Proposed Plan is supported by the key Major Redevelopment Site policies contained within *OurWinnipeg* and *Complete Communities*.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Proposed Secondary Plan aligns with the Winnipeg Climate Action Plan, most notably with the following key directions:

3.2 Increase the Density of Urban Development Along Key Transit Corridors.

4.1 Increase Strategic Infill Development That Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: James Platt, RPP, MCIP
Date: October 2, 2020
File No: N/A

Attachments:

Attachment A – Context Map

Attachment B – Proposed By-law No. 82-2020

Attachment C – *North Campus Lands Secondary Plan*

Attachment A – Context Map

