Minute No. 195
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 18, 2021

Item No. 14 **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

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 the North Campus Lands Secondary Plan By-law No. 82/2020 (the "By-law") be amended in accordance with Appendix "D" to this report, and with the following additional amendments:

   A. In Recommendation 5 of Appendix D, delete "section 4.2.3" and replace with "section 4.1.3.".

   B. Delete Recommendation 8 of Appendix D in its entirety.

2. That second and third reading be given to the By-law, as amended.

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 – January 18, 2021

DECISION MAKING HISTORY:

Moved by Councillor Gilroy,

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

His Worship Mayor Bowman called for the yeas and nays, which were as follows:

Yea: His Worship Mayor Bowman, Councillors Allard, Browaty, Chambers, Eadie, Gillingham, Gilroy, Klein, Lukes, Mayes, Nason, Orlikow, Rollins, Santos, Schreyer and Sharma 16

Nay: 0

and the motion was declared carried.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 20, 2021, 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 January 18, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Assiniboia Community Committee, with the following amendment:

- Delete Recommendation 1.C.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 18, 2021

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION:

On January 11, 2021, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- In Recommendation 1, add the following after "Appendix D of this report":

  ", and with the following additional amendments:

  A. In Recommendation 5 of Appendix D, delete "section 4.2.3" and replace with "section 4.1.3.".

  B. Delete Recommendation 8 of Appendix D in its entirety.

  C. In Recommendation 9 of Appendix D, delete the words "primary diking" and replace with "a primary line of defense"."

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

PUBLIC HEARING SUMMARY

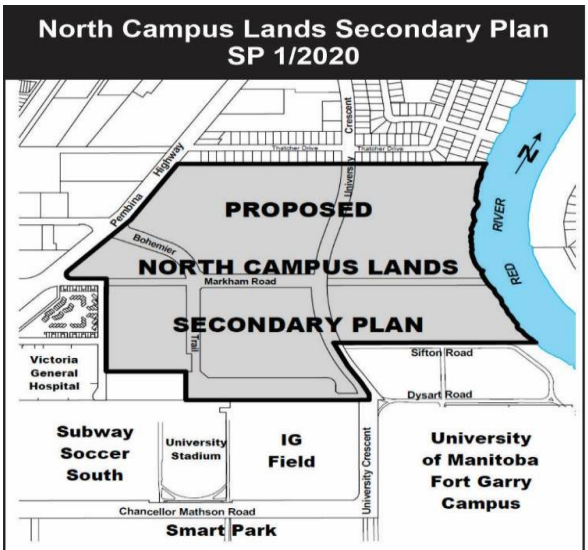
File: **SP 1/2020**

Before: Assiniboia Community Committee
Councillor Klein, Chairperson
Councillor Gillingham
Councillor Lukes

Public Hearing: January 11, 2021
Council Building, 510 Main Street

Applicant: Tom Janzen (Scatliff + Miller + Murray)

Subject:



Council has given first reading to the North Campus Lands Secondary Plan By-Law No. 82/2020 (File No. SP 1/2020) which applies to the lands identified in the Complete Communities Direction Strategy By-law No. 68/2010 as Major Redevelopment Site 'I', and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) to be held before the Assiniboia Community Committee on January 11, 2021. The proposed Secondary Plan provides direction for the orderly development of lands within Major Redevelopment Site 'I'. It incorporates land use concepts, transportation networks, and municipal service delivery. **For information, phone Mr. James Platt, Planner, at 204-986-6918.**

Premises Affected: 230 University Crescent and Parcel A Plan 17862

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

Prepared by: L. Cowan, Senior Committee Clerk
Assiniboia Community Committee

Report date: January 12, 2021

Community Committee Recommendation:

On January 11, 2021 the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the North Campus Lands Secondary Plan By-law No. 82/2020 (the "By-law") be amended in accordance with Appendix "D" to this report***, and with the following additional amendments:***

    A. In Recommendation 5 of Appendix D, delete "section 4.2.3" and replace with "section 4.1.3.".

    B. Delete Recommendation 8 of Appendix D in its entirety.

    C. In Recommendation 9 of Appendix D, delete the words "primary diking" and replace with "a primary line of defense".

2. That Council give second and third reading to the By-law, as amended.

3. 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 Assiniboia Community Committee provided the following supporting reasons for its recommendation:

1. This is a regional project, this isn't just solely for a small part of a neighbourhood in south Winnipeg. It's the second most-commuted-to destination in the City of Winnipeg.

2. I will say this project's been ten years in the making, engaging hundreds of thousands of residents. Ultimately thousands of residents over the years. I think this is one of the

projects that I've seen more studies on, more studies even than Waverley West B, than any other.

3. It's providing a transformational opportunity for the City of Winnipeg. It's inclusionary, it's sustainable, it's providing connectivity and interconnectivity with the broader community. To integrate versus isolate. And I do believe that Canada's immigration policy is a key factor into the success of this project.

4. The U of M has had the lowest number of on-campus housing units out of all of Canada's top ten research universities. This has provided tremendous challenges in our neighbourhood that we've been working to overcome over the years, by providing safe housing for students and for families in the area and this initiative will go above and beyond.

5. The public aspects, we've heard about the requirements in regards to the park space. They're adhering to the City's current requirements. At some point those requirements may changes, because of higher density, we've got a motion that was brought forward, committee members you'll remember at one point, but for now they're absolutely adhering to it. They're looking at the preservation of existing forests.

6. I know they're following the University of Manitoba bike plan.

7. And to the point regarding number eight that we spoke about; I think we've all seen subjectivity here. I think it's important to have definitions and the primary line of defense is clear. I think it's important that that definition will be recognized and that the City doesn't have one for dikes.

8. I do think until Markham Road becomes the developer's property, at this point Markham Road is the City's road and we need to deal with our own drainage versus tapping into private.

9. This is regional project, this is going to provide an incredible tax base, opportunity, many, many things to the City of Winnipeg, and we're building a city. I think a sparkling view of sparkling towers is actually rather nice.

Exhibits Filed:

1. Application dated July 28, 2020
2. Notification of Public Hearing
3. Council Decision of December 17, 2020; contains report from the Director of Planning, Property and Development dated October 2, 2020
4. First Reading of By-law No. 82/2020 by Council on December 17, 2020
5. Manitoba Status of Titles 1761557/1 and 2870813/3
6. Letter of Authorization dated July 20, 2020 from UM Properties LP, University of Manitoba (c/o Greg Rogers) to Scatliff + Miller + Murray Inc.
7. Letter of Authorization dated July 21, 2020 from the City of Winnipeg to Scatliff + Miller + Murray (Tom Janzen)
8. Caveats 198547, 204349, 2184920, 2629700, and 4296221/1
9. North Campus Lands Secondary Plan By-law dated July 20, 2020
10. North Campus Lands Development Municipal Servicing Report dated July 17, 2020
11. North Campus Community Engagement Report dated June 25, 2020
12. Southwood Lands Transportation Impact Study dated July 2020
13. MORR Transportation Consulting Technical Memorandum dated July 17, 2020
14. Southwood Lands Secondary Plan (Informal Circulation) dated May 25, 2020
15. Report from the Urban Planning Division dated December 21, 2020
16. Presentation dated January 11, in support of the application submitted by the Applicant at the public hearing

REPRESENTATIONS:

In Support:
Tom Janzen
Greg Rogers

In Opposition:
Peter Blunden

REPRESENTATIONS:

For Information:
Ben McGillivary

For the City:
R. Kostiuk, Planner, Planning, Property and Development Department
J. Platt, Senior Planner, Planning, Property and Development Department

Exhibit "15" referred to in File SP 1/2020

ADMINISTRATIVE REPORT (Supplemental)

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: Assiniboia Community Committee – 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		

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"), 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 Planning Area.

Major Redevelopment Site 'I' is identified in *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 the *Complete Communities Direction Strategy* ("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 their land in the Plan area, including infrastructure and most parks.

On December 17, 2020, Council gave First Reading to the Proposed Plan and directed the Assiniboia Community Committee to conduct a public hearing. The Proposed Plan is consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy.* The Public Service is recommending approval in accordance with the 12 alterations described in Appendix "D".

RECOMMENDATIONS

1. That the North Campus Lands Secondary Plan By-law No. 82/2020 (the "By-law") be amended in accordance with Appendix "D" to this report.
2. That Council give second and third reading to the By-law, as amended.
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 the Major Redevelopment Site 'I' – Old Southwood Golf Course of the *Complete Communities Direction Strategy*. Direction 1 of the *Complete Communities* section regarding Major Redevelopment Sites indicates that development will be promoted through a proactive and collaborative planning process.

On December 17, 2020, Council gave First Reading to Secondary Plan By-law No. 82/2020 and directed the Assiniboia Community Committee to conduct a public hearing and provide its recommendations to Council.

Only Council can enact a by-law. A public hearing is required to be held between first and second reading of a secondary plan by-law.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the North Campus Lands Secondary Plan By-law No. 82/2020 will be altered in accordance with Appendix "D" of this report and, given second and third reading.

The reasons for the recommended alterations to the Plan are provided in Appendix "A" (Planning Discussion) attached to this report.

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 approximately 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 Gary Campus.
- 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.
- November, 2013 – Following the completion of the Visionary (re)Generation Open International 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 (See – *Visionary (re)Generation Master Plan – Community Engagement Report*).
- 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 and/or tenants long-term (ex. 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.
- 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 Planning Area in advance of the event.
- July 23, 2020 – Public Service received an application to adopt the Proposed Plan as a secondary plan by-law.
- On December 17, 2020, Council gave first reading to the Proposed Plan and directed the Assiniboia Community Committee to hold a public hearing.

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)
- Public Works
- Water and Waste
- Transit
- Community Services
- Office of Sustainability

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg

- **The subject land is identified as a Major Redevelopment Site in figure 01a (Winnipeg's Urban Structure) 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 aligns with 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 MCIP RPP and Rob Kostiuk MCIP RPP
Date: December 21, 2020
File No: SP 1/2020 (By-law 82/2020)

Attachments:

Appendix ‘A’ – Planning Discussion

Appendix ‘B’ – Draft By-law No. 82/2020

Appendix ‘C’ – Schedule “A” to By-law No. 82/2020 - North Campus Lands Secondary Plan By-law

Appendix ‘D’ –Alterations to the Proposed Plan Recommended by the Public Service.

Appendix ‘E’ – Supporting Materials

APPENDIX 'A' – Planning Discussion

DATE: December 21, 2020

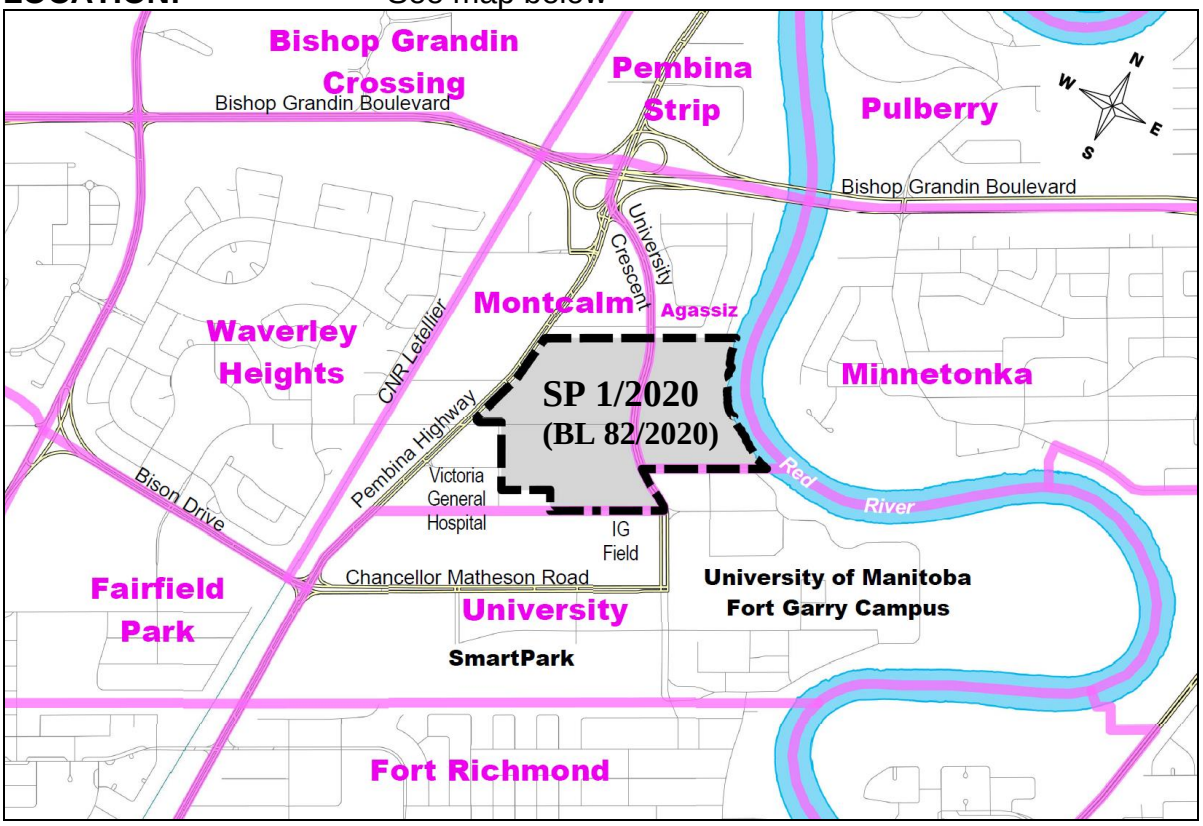
FILE: SP 1/2020 (By-law 82/2020)

COMMUNITY: Assiniboia

NEIGHBOURHOOD #: 5.61 Agassiz and 5.64 Montcalm

SUBJECT: Proposed North Campus Lands Secondary Plan (By-law No. 82/2020) for Complete Communities Major Redevelopment Site 'I'.

LOCATION: See map below



APPLICANT: Scatliff + Miller + Murray (Tom Janzen)
1120-201 Portage Ave.
Winnipeg, MB R3B 3K6

OWNER(S): University of Manitoba
Room 202 - Administration Building
Winnipeg, MB R3T 2N2
City of Winnipeg

2nd Floor – 65 Garry St.
Winnipeg, MB R3C 4K4

RECOMMENDATION: **Approval with amendments**

PURPOSE OF THE PROPOSED PLAN

- The proposal is to adopt a secondary plan by-law ("North Campus Lands Secondary Plan By-law," hereinafter referred to as the "Proposed Plan") to guide the future development of Major Redevelopment Site 'I' – Old Southwood Golf Course as identified in *Complete Communities*.

PLANNING AREA

- The Planning Area, as identified in *Complete Communities*, is approximately 140 acres and is and located within both the Montcalm and Agassiz neighbourhoods (see Figure 1 – Planning Area). The Planning Area is largely vacant and was formerly the site of the Southwood Golf and Country Club until 2011.

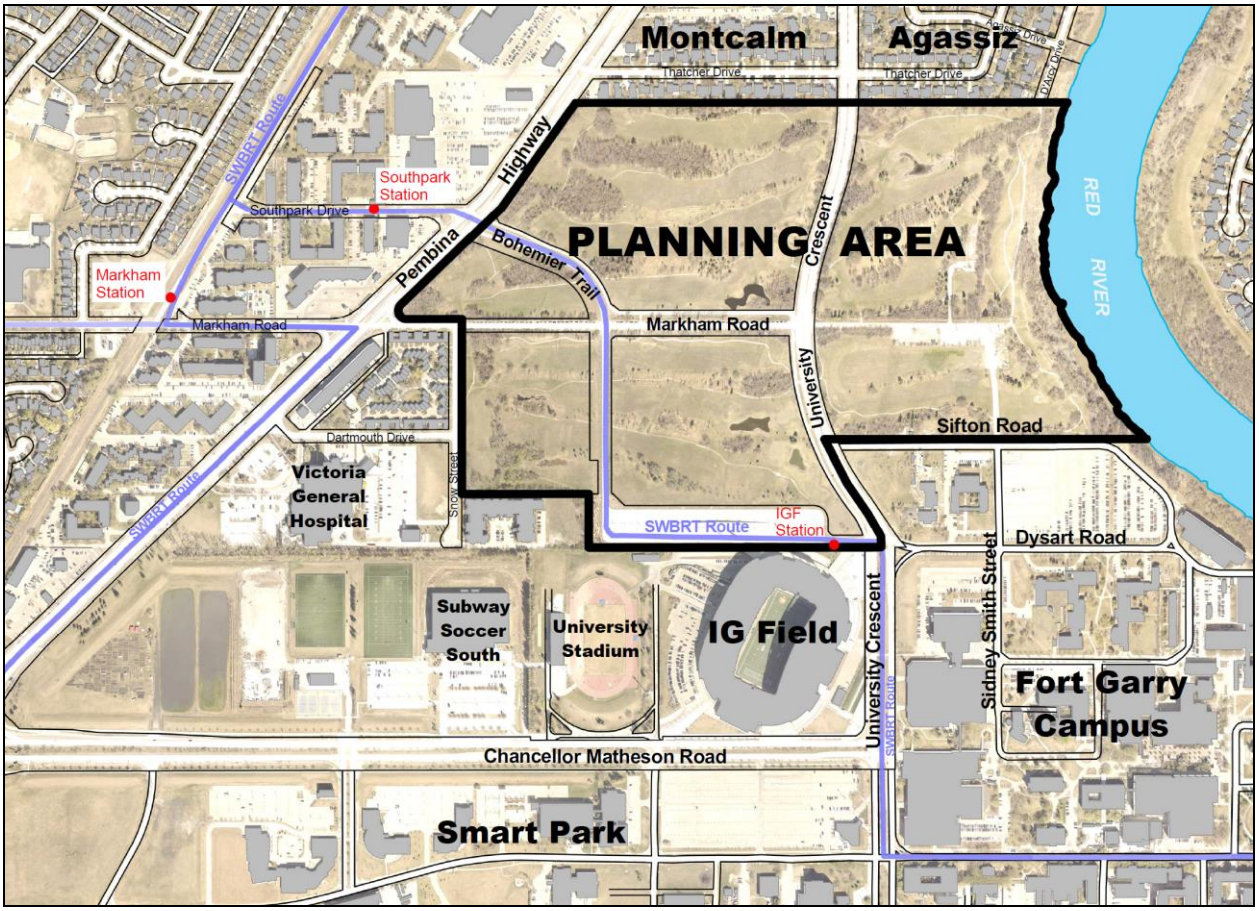


Figure 1 – Planning Area

- The Planning Area is bordered by:
  - The rear yards of detached single-family homes along Thatcher Drive to the north;
  - The Red River to the east;

  - The University of Manitoba, including IG Field and SmartPark to the south; and,
  - Pembina Highway and Snow Street, to the west

- 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.

- Land uses west of the subject site along Pembina Highway primarily consist of one-storey commercial uses, including: a grocery store; department store; gas station; and a pharmacy.

- South of Markham Road, the land uses west of the subject site along Snow Street are made up of a townhouse condominium development; a four-storey multi-family development; and, the Victoria General Hospital.

- University Crescent, a four (4) lane arterial road, runs north-south through the Planning Area and is one of two major traffic routes to the University of Manitoba.

- Markham Road, which extends from Pembina Highway to University Crescent, generally bisects the area west of University Crescent north and south. Markham Road west of Snow Street is unpaved and has open ditch drainage. A paved right-of-way aligned with Markham Road, extends east of University Crescent. This land is owned by the City of Winnipeg, and was previously leased to the Southwood Golf and Country Club as an access drive to the former club house.

- The South West Bus Rapid Transit line ("**SWBRT**") enters the Planning Area north of Markham Road and extends southward along Bohemier Trail to IG Field and IGF Station. Bohemier Trail is transit use only.

- Sifton Road, a private road owned by the University of Manitoba, runs along the southern boundary of the Planning Area east of University Crescent.

- Active Transportation ("**AT**") Paths exist along Pembina Highway. An off-street AT Path also exists along one side of Bohemier Trail to Markham Road where it turns east and runs along the north side of Markham Road to University Crescent. It is anticipated that an AT Path will be established along University Crescent as part of a future road renewal project. An unpaved AT Path also exists along the Red River connecting the University of Manitoba Fort Garry Campus with D'Arcy Drive to the north of the Planning Area.

ZONING

- All of the land within the Planning Area is zoned “PR2” (Parks and Recreation 2-Community) in the Winnipeg Zoning By-law (see Figure 2 – Zoning) given its former use as a golf course.

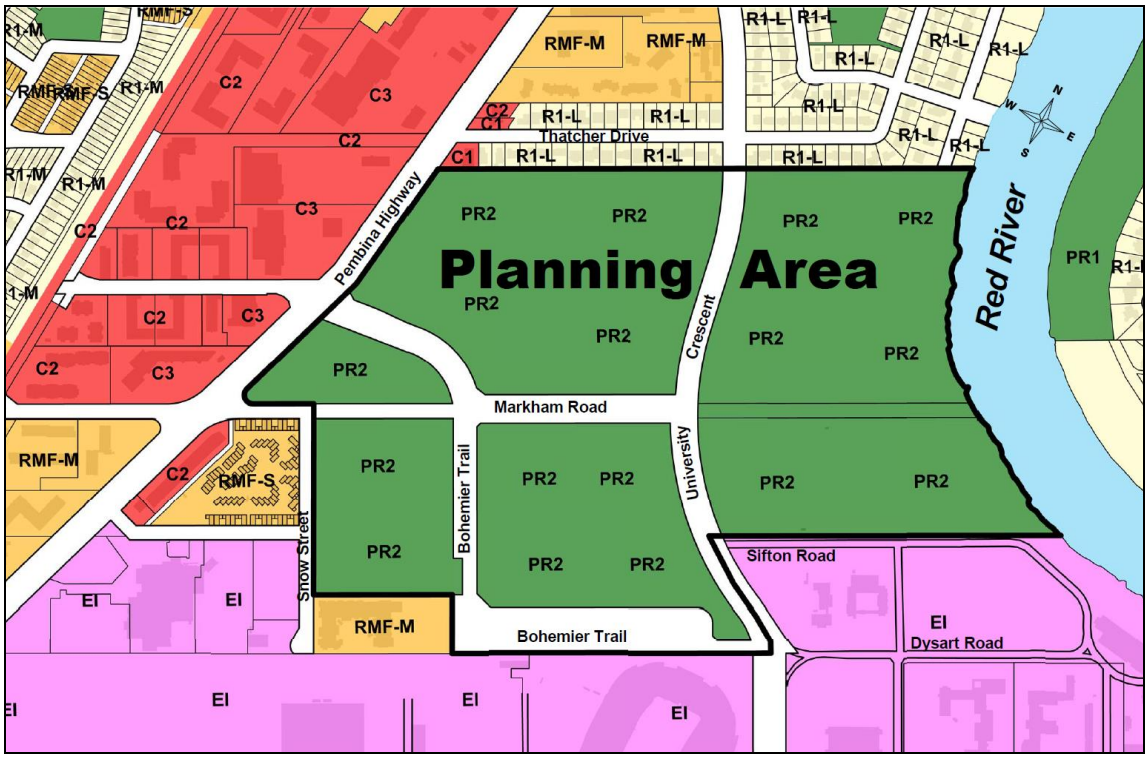


Figure 2 – Zoning

- The Zoning By-law provides that the PR2 zoning district is:

  intended for sites that include community recreation facilities and parks that are accessed by a mix of pedestrian and vehicular traffic. These sites may provide active programs and activities, including community centres, hockey pens, arenas, indoor soccer, wading pools, spray parks, skateboard parks and athletic fields. Parking facilities ranging from 10 to 100 stalls may be associated with these uses. These parks and facilities typically occur along collector streets.

- Most of the lands to the north of the subject site are zoned “R1-L” (Residential Single-Family) and consist of detached single-family homes. A single property at the corner of Thatcher Drive and Pembina Highway zoned “C1” (Commercial Neighbourhood) is the only exception.

- Lands to the west of Pembina Highway, north of Markham Road are zoned “C3” (Commercial Corridor), and contain commercial uses.

- South of Markham Road, adjacent properties to the west of the subject site are zoned “RMF-S” (Residential Multi-Family – Small), “RMF-M” (Residential Multi-Family – Medium), and

"EI" (Educational and Institutional). The Victoria General Hospital is located on the land zoned "EI".

- All of the lands to the south of the subject site are zoned EI and are predominantly owned and operated by the University of Manitoba. The Zoning By-law provides that the EI zoning district is:

  intended to provide areas for the development of large and significant, multi-building, public, quasi-public, or private facilities of a non-commercial character that may have significant impacts on the surrounding areas. Typical uses may include places of worship, schools, colleges and universities, libraries, cultural facilities, hospitals, and large research facilities as well as supporting residential uses.

- It is worth noting that the Zoning By-law (sections 159-151) requires that a Master Plan be prepared for land zoned EI in advance of development applications being approved. The *Visionary (re)Generation Plan Master Plan* ("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' and defers direction on the development of the 'North Community' to the Southwood Local Area Plan document which was to be prepared in the future. The Proposed Plan is the Southwood Local Area Plan document referred to in the VGMP.

ENGAGEMENT WEBINAR

- On June 25, 2020, the proponent held a community webinar on the Proposed Plan, which included an overview of the development vision and process while leaving time for a question and answer session. The event was held as a 'webinar' due to restrictions related to the COVID-19 pandemic.
- A total of 350 invitations were sent to residences north and west of the Planning Area with 52 people ultimately attending the webinar.
- As noted in the *Engagement Webinar* document, there were no objections to the proposed density of the project.

DISCUSSION

- The Proposed Plan seeks to create a transit-oriented development that is an environmentally, socially, and economically sustainable campus community which completes the long-term vision initiated by the VGMP.
- The Proposed Plan envisions a complete and connected urban community, that is a direct extension of the Fort Garry Campus, capitalizing on the SWBRT.

- Four land use policy areas are proposed to accommodate a mix of land uses (refer to Figure 3: Land Use Plan):
    - **Mixed-Use Campus** – emphasizes a pedestrian-friendly urban environment with higher density development closest to the SWBRT line. This designation supports a wide range of multi-family residential units along with 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 will permeate the entire Planning Area as it develops over time.
- Two “Character Areas” are also proposed within the Mixed-Use Campus designation:
    - **Sifton Central Corridor** – intended to be defined as an active and vibrant commercial high street with a high proportion of retail and service uses at grade, with residential or commercial uses above.
    - **Sydney Smith Junction** – forms the core of the community envisioned by the Proposed Plan in a compact transit-oriented urban village environment that is directly connected to the campus, the Active Living Centre, the riverside amenities, a potential transit hub, and Indigenous celebration space.

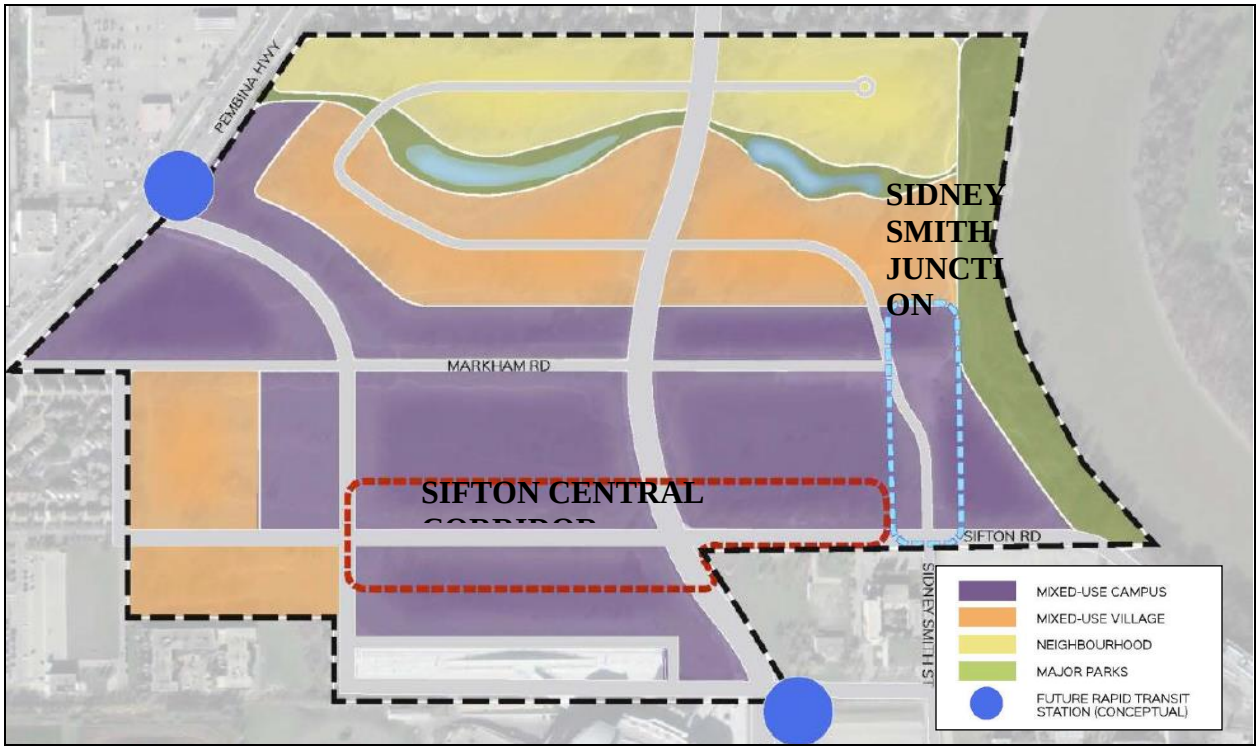


Figure 3: Land Use Plan

- Building heights are regulated through a ‘Building Heights Map’ identified in the Proposed Plan as “Policy Map 2” (See Figure 4: Building Heights).

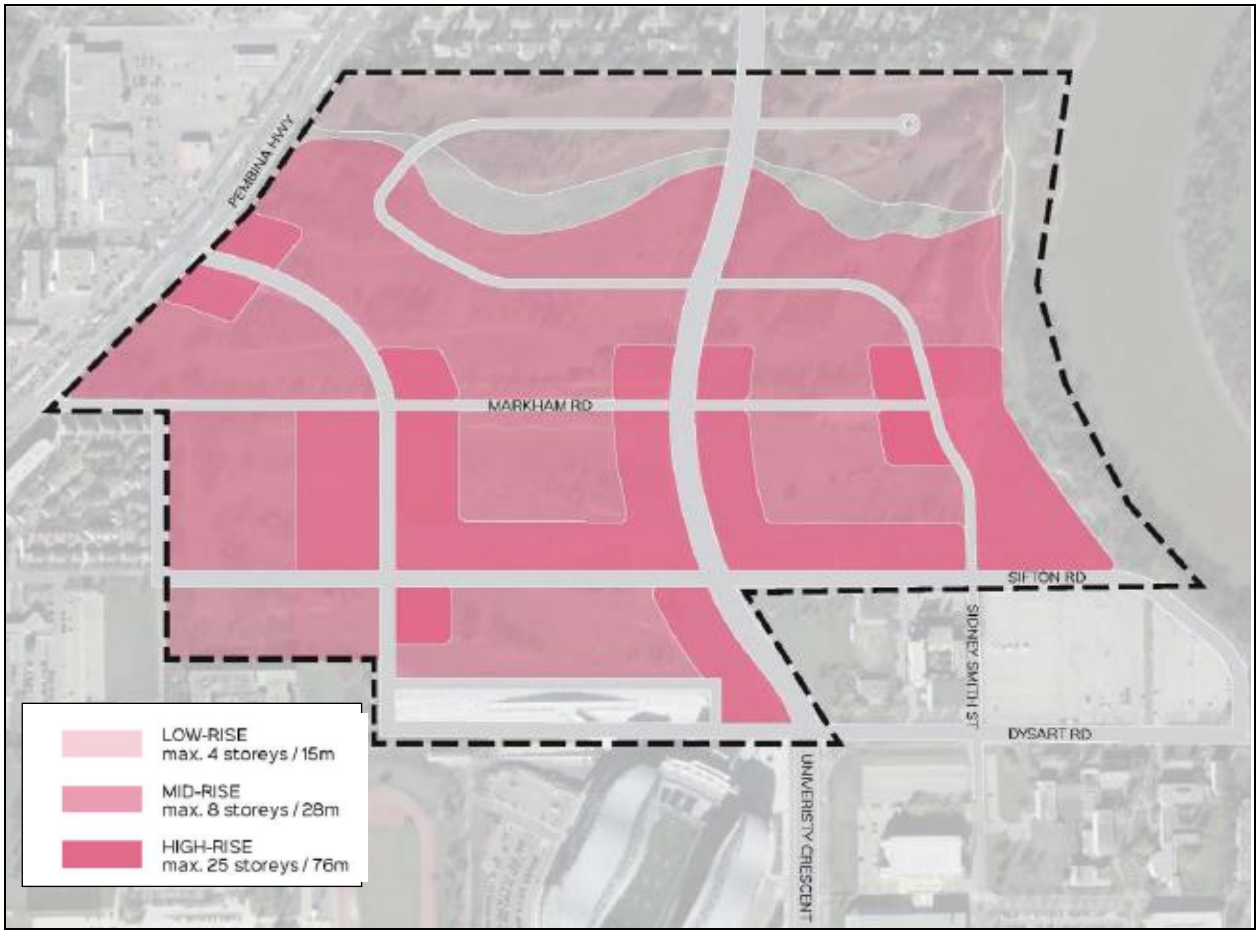


Figure 4: Building Heights

- Lower building heights are proposed adjacent to the properties on the south side of Thatcher Drive. Taller building heights are permitted within the Mixed-Use Campus Policy Area in proximity to the SWBRT and along Pembina Highway, which is currently designated as a Regional Mixed-Use Corridor under *OurWinnipeg* and *Complete Communities.*

Proposed Policy Areas

Mixed-Use Campus

- The Mixed-Use Campus Policy Area includes the highest densities (135 units/acre) and tallest buildings (maximum of 25 storeys). The intent of this policy area is to establish a pedestrian-friendly urban environment that concentrates higher densities in close proximity to public transit (ie. SWBRT), the existing Fort Garry Campus, and surrounding amenities.

- Southwood Major Redevelopment Site 'I' is one of a number of Major Redevelopment Sites within the *OurWinnipeg* and the *Complete Communities Direction Strategy* that can contribute to the success of the SWBRT. As proposed, the creation of the Mixed-Use Campus Policy Area will form a key component of what can ultimately become an Urban Centre typology as identified in the *Winnipeg Transit Oriented Development (TOD) Handbook.* The Urban Centre TOD typology, is characterized as follows:
    - 50-150 dwelling units per net acre;
    - Building heights ranging between 4-30 storeys;
    - A mix of land uses that may be regional-oriented, including office centre; retail, commercial, entertainment, and civic/cultural uses;
    - Mixed-use, multi-family housing with ground floor retail;
    - An attractive pedestrian environment with convenient connections and other amenities; and
    - Transit frequency of 5-15 minutes.
- Accordingly, higher residential densities in the Mixed-Use policy area are appropriate for a number of reasons, including:
    - The Fort Garry Campus, a destination of regional significance, is within immediate proximity to the policy area;
    - 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 accommodate approximately 1,200 employees daily, are easily accessible from the policy area; and
    - Significant, established shopping areas along Pembina Highway are adjacent to the western edge of this policy area.
- Developing the area consistent with Urban Centre TOD typology will require significant multi-family housing and, perhaps to a lesser extent, local-oriented commercial developments and cultural uses.
- Besides supporting higher-density mixed-use developments, policies of the Mixed-Use Campus policy area also support commercial development in the Sifton Central Corridor and cultural development in the Sidney Smith Junction character areas:

    3.1.3(1) *Buildings fronting Sifton Road should include retail and service commercial uses at grade such as retail, grocers, restaurants, cafes, and other community amenities, such as banks, pharmacies, galleries, fitness facilities, with transparent frontages that address and activate the street.*

3.1.4(1) *The Sidney Smith Junction should encourage inclusion of cultural uses such as museums, art galleries, and theatres, with a focus on Indigenous culture and design.*

- Policies are also included to help create an attractive pedestrian environment. For example, the Sidney Smith Junction character area includes:

  3.1.4(3) *Design strategies and initiatives to calm traffic and prioritize pedestrians should be considered, including curbless (woonerf-style) street design, textured pavers, bollards, and reduced speed limits.*

  3.1.4(4) *Tall buildings at key corners will include podiums to preserve the pedestrian scale and mitigate wind impacts, while encouraging higher densities characteristic of urban village environments.*

- Per *Policy Map 2: Building Heights*, the "High Rise" areas, or areas where buildings may be constructed up to 25 storeys in height, are not located throughout the entirety of the Mixed-Use Campus policy area, but are instead found at key intersections that are:
  - Part of either the Sidney Smith Junction or Sifton Central Corridor character areas; and/or,
  - in close proximity or well-connected to SWBRT.
- It should be noted that the maximum building height permitted in any residential zone in the Winnipeg Zoning By-law is 200 feet (TOD District). Allowing building heights taller than this will require the adoption of a Planned Development Overlay (PDO) through a rezoning application whereby dimensional standards, such as building heights, may be modified.
- The alignment of future transit routes, as well as the future location of transit stops and stations, will be determined by Transit in discussion with the University of Manitoba. The Public Service does not have concerns with policies of the Mixed-Use Campus policy area based on this understanding.

Mixed-Use Village

- The Mixed-Use Village policy area is adjacent to existing developments along Snow Street and is located between the Mixed-Use Campus policy area (predominantly to the south) and the Neighbourhood policy area to the north.
- This policy area provides a transition between the Mixed-Use Campus and Neighbourhood policy areas, as well as properties along Snow Street with proposed heights not exceeding 8 storeys and an average density of approximately 75 dwelling units/acre. Policy 3.2.2(2) ensures a logical transition between policy areas:

  3.2.2(2) *Buildings in this Land Use Policy Area should generally follow the ranges shown in Policy Map 2. Specifically, buildings should transition from taller heights on sites adjacent to higher density areas down to lower buildings adjacent to lower density areas.*

- Mixed-Use Village policies also allow for limited commercial uses and institutional, community or recreational uses.

Neighbourhood

- The Neighbourhood policy area is focused along the northern extent of the Planning Area, immediately adjacent to properties on the south side of Thatcher Drive.
- The proposed maximum heights in the Neighbourhood policy area are 4 storeys or 15 metres (~49 feet).
- This policy area is intended to primarily accommodate low-rise townhomes and apartments (at appropriate locations), along with community and recreational uses. Commercial development is to be directed to the Mixed-Use Campus or Village policy areas.
- The proposed policies provide appropriate guidance for both use and form in order to help support compatible development between the Mixed-Use Village policy area to the south, and the detached single-family homes on the south side of Thatcher Drive.

Parks and Open Space

- Parks and Open Space policies encourage a connected network of all-season parks and open spaces in a variety of sizes. “Major Parks” are shown in the Land Use Plan (Policy Map 1) in two locations: along the Red River and between the Mixed-Use Village and Neighbourhood policy area (see Figure 3: Land Use Plan). Policies are also included to preserve existing forested stands of healthy and mature trees.
- Policies are included for the establishment of a variety of parks and open spaces, including plazas and courtyards, that can be used during all seasons and that are universally accessible.
- Riverside park policies are included as well as policies to preserve healthy, mature trees and to implement Low Impact Development strategies.
- As communicated in the preamble for the Parks and Open Space section (3.4), a majority of the Planning Area is expected to remain privately owned. However, there are lands intended for parks that are expected to be obtained by the City of Winnipeg through future development applications via land dedication provisions in the City of Winnipeg Charter and Development Agreement Parameters.
- Policy 3.4.2(1) states:

  3.4.2 (1) *Land for Major Parks shall be allocated in a manner consistent with the Development Agreement Parameters and The Charter.*

- The Public Service is of the understanding that policy 3.4.2(1) does not require or direct the City to obtain land identified in the Land Use Plan (Policy Map 1) as part of the park land dedication as prescribed by the Development Agreement Parameters. Rather, it is understood that this policy provides guidance for the University to establish park space on University-owned land consistent with amounts prescribed by the Development Agreement Parameters.

Infrastructure

- The Proposed Plan, supported by the *North Campus Lands Development Municipal Servicing Report* (July 17, 2020) and the *Southwood Lands Transportation Impact Study* (July 2020), provides for the development of approximately 10,000 dwelling units at full build-out (50-year time horizon) as show below in Figure 5: Summary of Land Use Policy Areas.

LAND USE POLICY AREA	APPROX. GROSS AREA (ACRES)	UNITS PER ACRE	ESTIMATED NUMBER OF DWELLING UNITS AT FULL BUILD-OUT
Mixed-Use Campus	56	135	7,560
Mixed-Use Village	30	75	2,250
Neighbourhood	16	20	320
Major Parks	12	n/a	n/a
TOTAL	**114**		**10,130**

Figure 5: Summary of Land Use Policy Areas

- The Proposed Plan encourages a connected network of pathways, both along streets and off-street. Pedestrian and cycling circulation policies help ensure that an accessible, comfortable and convenient pedestrian and cycling network is developed throughout the Planning Area as generally shown in the Proposed Circulation Network Map (see Figure 6).



Figure 6: Circulation Network

- The majority of the lands within the Planning Area will be retained by the University of Manitoba and leased to developers over long periods (i.e. long-term leases). This includes many of the pathways identified in the Figure 6: Circulation Network.
- With the exception of City servicing infrastructure within the rights-of-way of University Crescent and Markham Road west of University Crescent, all new streets and servicing infrastructure (piped sewer, water and land drainage) within the Planning Area will be owned by the University. This is reflected in the following policies:

  4.1.2(9) *All new streets will remain private unless otherwise acquired by the City.*

  4.2.2 (7) *Sewer, water and drainage infrastructure on private land, including private right-of-ways, shall be privately owned and maintained.*

- Policies included in section 4.1.3 (Vehicular Circulation Policies) allow for the University to implement standards that would normally not be considered were the roads under City jurisdiction. These policies include:

  4.1.3 (1) *The provision of public transit facilities and services, and the BRT (and potential LRT) in particular, shall take priority over other motorized vehicles*.

4.1.3 (3) *Privately-owned neighbourhood streets should be designed to encourage lower vehicle speeds for greater safety, as street space is increasingly shared with other users.*

4.1.3 (4) *Explore opportunities to use physical traffic calming devices and to post reduced speed limits in areas with higher anticipated pedestrian traffic such as the Sydney Smith Junction.*

- While the Public Service does not take issue with the standards proposed for private roadways, it is recommended that the words 'on privately-owned streets' be added to policy 4.1.3(4) for clarity as follows:

4.1.3(4) *Explore opportunities to use physical traffic calming devices and to post reduced speed limits <u>on privately-owned streets</u> in areas with higher anticipated pedestrian traffic such as the Sydney Smith Junction.*

Phasing

- Development in the Planning Area is expected to be organized into three (3) phases as shown in Figure 7: Proposed Development Phasing.



Figure 7: Proposed Development Phasing

- The first phase of development is expected to occur over the next ten (10) years in the area south of Markham Road and east of University Crescent. The second phase of development is expected to occur between University Crescent and Pembina Highway

generally south of Markham Road. The third phase of development is then anticipated to occur north of Markham Road sometime after 2045.

Servicing

- It is understood there is inadequate wastewater capacity to support full build-out of the site (50-year time frame). Key issues include constraints at the North End Sewage Treatment Plant, the D'Arcy pumping station, and the capacity of the Fort Garry South Interceptor. Constraints at the North End Sewage Treatment Plant and the D'Arcy pumping station are being investigated by the City.
- The Fort Garry South Interceptor sewer may have adequate capacity to support Phase 1 (to 2030). Contributions from Phases 2 (2030 to 2045) and 3 (beyond 2045) would likely exceed system capacity unless sewer relief works are completed.
- The fire flow target of 250 L/s does not appear to be achievable at all points in the Planning Area until after Phase I of development. It is understood that proposals for development occurring in each phase of development will have to demonstrate that an acceptable fire flow target can be achieved.
- As with road infrastructure, all new sewer, water, and land drainage outside of existing City-owned rights-of-way will be privately owned and operated as provided in the following policies:

  4.2.2(7) *Sewer, water and drainage infrastructure on private land, including private right-of-ways, shall be privately owned and maintained.*

  4.3.2(8) *The stormwater management ponds shall be privately-owned and maintained.*

- It is understood that the drainage infrastructure, including ponds, will remain under private ownership and will not contribute to, or have impact on, the regional drainage infrastructure. As such, the Public Service recommends rewording following policy under section 4.3.2 (Drainage Policies) from:

  (2) *Land drainage systems and stormwater management features shall be designed to reduce the impact on the regional infrastructure system.*

  To:

  (2) *Land drainage systems and stormwater management features shall be designed to adequately and efficiently serve the phased and ultimate development of the Plan Area, which shall be determined through an engineering review and analysis to the satisfaction of the City.*

- University Crescent and Markham Road west of University Crescent will remain under City jurisdiction. Drainage flow from Markham Road and University Crescent will need to be accommodated by the drainage infrastructure of the Planning Area, which will be owned by the University of Manitoba. The Public Service recommends adding the following policy under section 4.3.2 (Drainage Policies):

  (9) *The land drainage flow from Markham Road public right-of-way and the University Crescent public right-of-way shall be adequately accommodated by the private drainage system.*

Flood Protection

- All new development within the City of Winnipeg is required to be flood protected. A Primary Line of Defense (PLD) is a right-of-way, often containing a dike, between the river and development. In the case of a flood event, the PLD can accommodate the construction or raising (ie. increase the height) of a dike to protect development from flooding. The existing PLD in the Planning Area includes University Crescent and Sifton Road.
- It is recognized that a majority of the area east of University Crescent, and outside of the area protected by the PLD, is above the 100-year event Flood Protection Level. However, re-alignment of the PLD will ensure that the Planning Area can be flood protected beyond a 100-year flood event without having to implement flood protection measures for individual buildings.
- Phase I of development is expected to occur east of University Crescent and closer to the Red River than the existing PLD. Flood protection of development in Phase I will require re-alignment of the PLD.
- The Proposed Plan includes a two-phased approach to re-aligning the PLD to defer some riverbank stability improvements until they are required to support development. (see Figure 8: PLD Alignment Phasing).

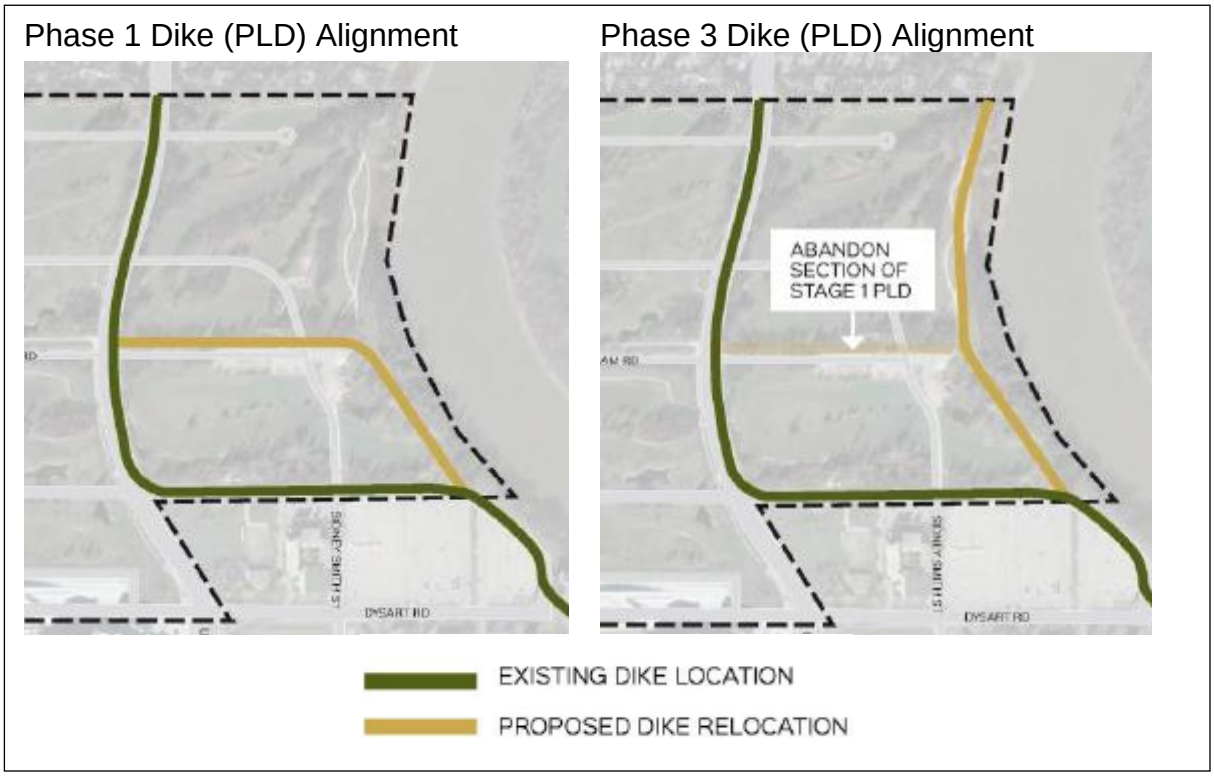


Figure 8: PLD Alignment Phasing

- This approach facilitates the phasing of development which begins east of University Crescent and south of Markham Road. As development progresses into the third phase, the PLD that follows the Markham Road alignment, east of University Crescent will be abandoned and the PLD will be re-aligned to follow the Red River.
- While the Public Service is supportive of this approach, the Public Service recommends changes to policies in section 4.4.2 (Flood Protection Policies). First, Policy 4.4.2(1) recognizes that all development must comply with Provincial and City flood protection regulations. However, the Public Service recommends that policy 4.4.2(1) be altered to require all development to be protected by the PLD. It is recommended that the following policy:

  (1) *All development within the Plan Area shall comply with Provincial and City regulations pertaining to flood protection and waterways.*

  Be reworded to:

  (1) *All development of the Plan Area shall be protected by the Primary Line of Defense (PLD). As part of the development application process, developers shall be required to construct primary diking.*

- The Public Service recommends replacing the following policy of section 4.4.2 (Flood Protection Policies):

  (2) *Re-alignment and/or relocation of the PLD may be required in advance of development. The re- alignment and/or relocation may occur in phases in accordance with the development and as determined through the Development Application process.*

  With:

  (2) *The re- alignment and/or relocation of the PLD may occur in phases in accordance with the development and as determined through the Development Application process.*

- The wording of policy 4.4.2(3) needs to be clarified to ensure a pathway is not required along the portion of the interim PLD alignment that is not adjacent to the river. The Public Service recommends that policy 4.4.2(3) be reworded to read:

  (3) *Re-aligned and/or relocated sections of the Primary Line of Defense (PLD) should be designed as an integrated element of the parks and open space system. The design of the PLD along the river should accommodate a trail or pedestrian pathway running along its highest point, connecting with and forming part of the larger regional active transportation network.*

- Policy 4.4.2(4) provides that the easements for the PLD alignment will be granted to the City. However, there is an expectation that portions of the PLD alignment along the river will be permanent and transferred to the City. It is only the interim portions of the PLD that are not adjacent to the river (ie. Markham Road east of University Crescent) that will require an easement. This also assumes that ownership of this property is transferred to the University. The Public Service recommends that policy 4.4.2(4) be reworded to read:

  (4) *As part of the development application process, Developers shall:*

- *transfer lands associated with the ultimate alignment of the PLD to the City; and*
- *grant dike easements for any interim primary dike works.*

Other

- The Public Service recommends the following minor alterations be made to the Proposed Plan. These recommended alterations are included as an itemized list of recommended alterations found in Appendix 'D'.

- The Public Service recommends replacing the following paragraph of section 1.5 (Interpreting the Secondary Plan):

  Where "must" or "shall" is used in a policy, it indicates the policy is mandatory. Where numbers or other numerical standards are referenced in a policy, these standards or quantities may be deviated from, provided that deviation is needed to address unique circumstances and otherwise conforms to the Secondary Plan.

  With:

  Where "must" or "shall" is used in a policy, it indicates the policy is mandatory.

- The Public Service recommends adding the word 'to' to the wording of policy (4) of section 3.2.2 Policies (Mixed-Use Village) so that the policy reads:

  (4) *Residential at-grade units should have direct access to the sidewalk with appropriate privacy measures such as porches, setbacks and landscaping.*

- The Public Service recommends removing the words 'active transportation' from the Pre-amble of section 3.4 (Parks and Open Space) so that the sentence reads:

  In addition to the Major Parks identified on the Land Use Plan, North Campus will contain numerous other open space areas, including: smaller pocket parks, urban plazas, and courtyards that are connected throughout the Plan Area by a pedestrian and cycling network for the enjoyment of residents, students, employees, and visitors.

- The Public Service recommends adding the words 'City of Winnipeg' in front of the words 'Development Agreement Parameters' in the Pre-amble of section 3.4 (Parks and Open Space) so the sentence reads:

  With the North Campus Lands expected to remain privately owned, the policies of this section outline the provisioning expectations in accordance with the City of Winnipeg Development Agreement Parameters.

- Policy 4.2.2(2) of the Sewer, Water and Utilities section refers to section '4.4.2(1)' instead of '4.2.2(1).' This reference should be corrected accordingly.

ALIGNMENT WITH OURWINNIPEG AND COMPLETE COMMUNITIES

- *OurWinnipeg* identifies the Planning Area as a Major Redevelopment Site (see Figure 9: *OurWinnipeg* Area Structure Map).

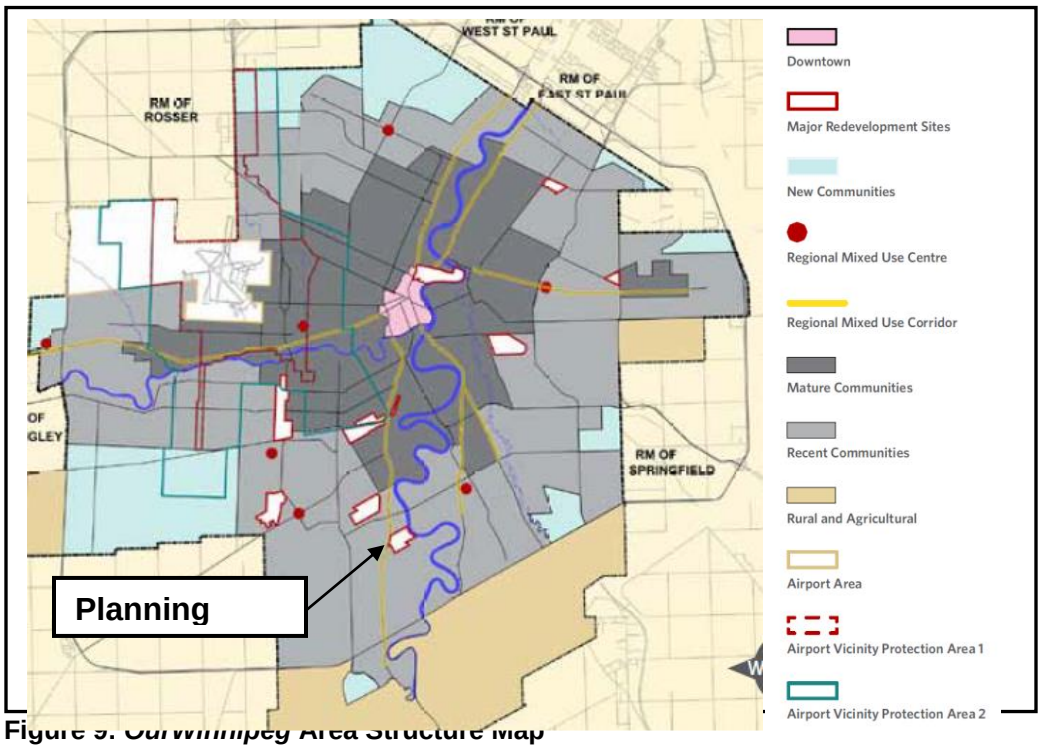


Figure 9: *OurWinnipeg* Area Structure Map

- **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.**

- Figure 03f of *Complete Communities* identifies the Planning Area as *Major Redevelopment Site 'I'* (see Figure 10: Complete Communities Major Redevelopment Sites).

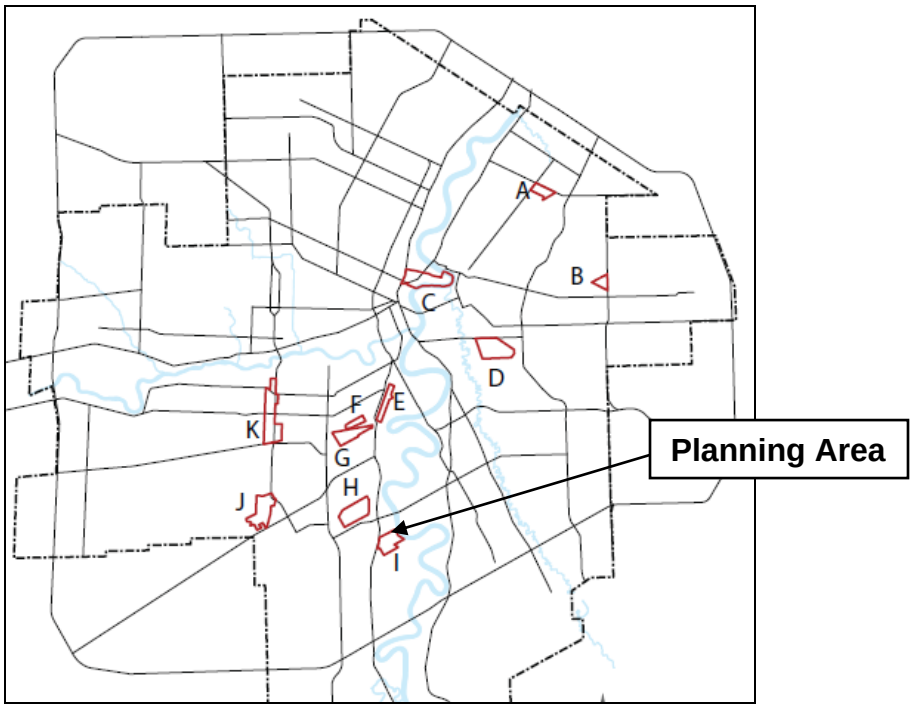


Figure 10: *Complete Communities* Major Redevelopment Sites

- *Complete Communities* provides the following characteristics of a Major Redevelopment Site:
  - *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.*
  - *Present opportunities for transformative and strategic mixed-use infill and intensification.*
  - *May present challenges to redevelopment, such as inadequate infrastructure capacity or contamination.*

- 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.

- The following table provides an overview of how the Proposed Plan supports the directions and enabling strategies of the Major Redevelopment Sites section of *Complete Communitie*s.

Complete Communities	**Proposed Plan**
DIRECTION 1 *Promote development of Major Redevelopment Sites with proactive and collaborative planning process.*	The applicant undertook a consultation program and provided supporting studies to inform the policies of the Proposed Plan. The applicant also worked closely with the Public Service to help ensure that the vast majority of concerns raised by the Public Service were addressed.
Enabling Strategies:	
Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops.	The Mixed-Use Campus policy area, which includes lands adjacent to the SWBRT line, provides for higher density residential and mixed-use development.
Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to the Downtown, other Major Redevelopment Sites, Centres, Corridors, Parks, major attractions and employment areas.	The SWBRT and Pembina Highway (Regional Mixed-Use Corridor) provide strong multi-modal linkages, including AT, to other areas of the City, including Downtown.
DIRECTION 2 *Capitalize on the proximity of Major Redevelopment Sites to Rapid Transit and High Frequency Transit*	The land use concept and supporting policies of the Proposed Plan direct higher density mixed-use development to areas along the SWBRT line.
Enabling Strategies:	

Complete Communities	**Proposed Plan**
Promote Development in accordance with Transit-Oriented Principals	The Mixed-Use Campus policy area provides for pedestrian-friendly development, in close proximity to existing and future rapid transit stations, that is consistent with the Urban Centre TOD typology.
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 includes policy designations that accommodate a range of residential, commercial, park, and cultural and institutional land uses, and includes urban design policies to help create attractive streetscapes and urban areas.
Enabling Strategies:	
Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that complements the needs of adjacent communities.	Within the surrounding context, the key missing component to creating an Urban Centre TOD typology in the area is significant multi-family housing and, perhaps to a lesser extent, local-oriented commercial developments or cultural uses. All of these uses are accommodated in the Proposed Plan.
Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments. *Promote high-quality plazas, parks and streetscapes as focal points and networks that are connected to the greater community.*	The Proposed Plan includes multiple urban design-related policies that address incorporating active street-fronts and high-quality urban spaces.
Incorporate pedestrian elements like street trees, street furniture, wide sidewalks, bicycle parking and public art in new development.	The Proposed Plan includes a section on streetscaping (3.4.5) and public spaces, such as urban plazas and courtyards (3.4.4). Multiple policies are found throughout the Proposed Plan that are dedicated to enhancing the pedestrian realm.

Complete Communities	**Proposed Plan**
Encourage the transition of development towards the outer edges of major redevelopment sites that is sensitive to the scale, massing, height, form and character of the surrounding area. *Mitigate any negative impacts new development may have on neighbouring streets, parks and properties.*	Proposed policies provide appropriate guidance for both use and form (notably height) in order to support compatible development with adjacent communities.
Support a range of different types, tenures and unit sizes in housing opportunities.	The Proposed Plan supports the development of a variety of housing types.

- The Proposed Plan aligns with the key Major Redevelopment Site policies contained within *OurWinnipeg* and *Complete Communities*.

CONCLUSION:

- The Proposed Plan aligns with *OurWinnipeg* and the *Complete Communities Direction Strategy.*
- Alterations to the Proposed Plan, recommended by the Public Service, address issues related to flood protection, drainage of Markham Road and University Crescent, and typographical errors.
- Adoption of the Proposed Plan would provide for the orderly development of the Planning Area over a 50-year time horizon.

RECOMMENDATIONS:

1. That the North Campus Lands Secondary Plan By-law No. 82/2020 (the “By-law”) be amended in accordance with Appendix “D” to this report.
2. That Council give second and third reading to the By-law, as amended.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.