Minute No. 242
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – February 7, 2022

Item No. 9 Exchange District Plan 2022

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 "Exchange District Plan 2022", attached as Appendix A, be referred to the Public Service for consideration in the creation of the Downtown Plan, as contemplated in CompleteCommunities 2.0, as well as considered on future plans, strategies, guidelines and by-laws affecting the area.

2. 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 – February 7, 2022

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 by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 16, 2022, 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 February 7, 2022, 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: Exchange District Plan 2022

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

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	J. Kiernan	N/A	M. Jack

EXECUTIVE SUMMARY

The Public Service is recommending that the "Exchange District Plan 2022" ("The Plan") be referred to the Downtown Plan, as contemplated in CompleteCommunities 2.0. The Public Service will also consider The Plan for other strategies, guidelines and bylaws affecting the area as they are being developed.

The Exchange District Plan 2022 is a 25-year plan, intended to help manage change, and help respond proactively to new opportunities for the Exchange District BIZ. It outlines specific direction for new and enhanced policies, regulations and procedures to be administered by the City of Winnipeg and its partner organizations. The Plan provides the following targeted approach as described further in Appendix A:

- Certainty – clear planning policies and design guidelines that provide greater certainty when it comes to planning and development approvals.
- Consistency – consistent application of policies and guidelines through a streamlined and coordinated approvals process that mitigates incremental planning approvals and administrative delays.
- Integration - integrated decision-making based on guidance that consider the range of social, cultural, environmental, and economic needs of the neighbourhood and its precincts.
- Value Generation – alignment between planning tools and public investment strategies that stimulates private development, reduces development cost/risk, elevates design quality, and contributes to an overall uplift in community value.

The Public Service will provide specific reports and financial analyses regarding projects recommended pursuant to this plan for Council's consideration as they are developed.

RECOMMENDATIONS

1. That the "Exchange District Plan 2022", attached as Appendix A, be referred to the Public Service for consideration in the creation of the Downtown Plan, as contemplated in CompleteCommunities 2.0, as well as considered on future plans, strategies, guidelines and bylaws affecting the area.

2. 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

As per Section 11 of the City Organizational Bylaw, The Standing Policy Committee on Property and Development, Heritage and Downtown Development shall provide policy advice to Council on matters relating to Planning and Land Use.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the report are concurred in, the *"Exchange District Plan 2022"* document will be used by the Public Service, related agencies and organizations, for consideration in future planning for the District.

"Exchange District 2022" is a 25-year vision that seeks to:

- *define a shared vision for the continued growth and evolution of the Exchange District;*
- *establish a set of priorities and objectives to align efforts and guide decision-making; and,*
- *identify corresponding directions and actions to help achieve the vision and objectives. (p.8).*

There are no immediate financial implications related to recommending the referral of the *"Exchange District Plan 2022"* plan to the Downtown Plan or considering The Plan for other strategies, guidelines and bylaws affecting the area as they are being developed. Specific reports and financial analyses regarding projects recommended pursuant to this plan will be submitted for Council's consideration as they are developed. Therefore, any costs associated with the recommended projects would be considered by Council on their individual merit, and only after Public Service involvement, budgetary review, Councillor review, and necessary public engagements within the community.

The intent of the "Exchange District Plan 2022" would be for the Public Service to use it as a collaborative tool to help inform the future Downtown Plan, as well as other strategies, guidelines and bylaws affecting the area, based on additional stakeholder input and additional public engagement.

HISTORY/DISCUSSION

The plan is a 25-year plan, intended to help manage change, and help respond proactively to new opportunities for the Exchange District BIZ. The boundaries of the "Exchange District Plan 2022" are larger than the Exchange BIZ boundaries, and also include parts within the Downtown BIZ boundaries. The Exchange District National Historic Site is within the proposed boundary.

The "Exchange District Plan 2022" makes recommendations that the Public Service may use for consideration and input into the Downtown Plan or future plans, strategies, guidelines and bylaws for the area.

The document also surmises that:

A key aspect of the Exchange District's evolution has been the way in which old and new elements have supported one another over time. The unique character of the Exchange, most notably defined by the large collection of heritage buildings featuring turn-of-the-century architectural styles and materials, has continued to draw people to the area and help create a special sense of place. In turn, new interpretations of the Exchange have continued to infuse these historic buildings and spaces with life, often spilling out into the surrounding streets, sidewalks, alleyways, and parks.

Additionally, the document hopes to provide a target approach which focuses on key targets:

***Certainty** – clear planning policies and design guidelines that provide greater certainty when it comes to planning and development approvals.*

***Consistency** – consistent application of policies and guidelines through a streamlined and coordinated approvals process that mitigates incremental planning approvals and administrative delays.*

***Integration –** integrated decision-making based on guidance that consider the range of social, cultural, environmental, and economic needs of the neighbourhood and its precincts.*

***Value Generation** – alignment between planning tools and public investment strategies that stimulates private development, reduces development cost/risk, elevates design quality, and contributes to an overall uplift in community value.*

Project Initiation
Work on this document began in the spring of 2020. Funding was provided from the Mayor's Office and the Exchange District BIZ retained the consultants Scatliff + Miller + Murray, Landscape Architect and Planners, as well as MORR Consulting, for transportation engineering.

Consultation for the plan included, property owners, developers, heritage experts, BIZ owners, and residents resulting in over 450 engagements. The pandemic required most of the meetings to be held virtually.

Phase 1
Project Initiation – Background Review

- An extensive planning study began, researching past planning documents, studies and plans that have been done in the Exchange District and surrounding neighbourhoods
- The project began by meeting with the Public Service and key stakeholders to map out a community engagement strategy.

Phase 2
Vision and Ideas

- Through October to December 2020, twenty-six stakeholder interviews were held. These included property owners, biz owners, arts groups, developers and other organizations to identify challenges and their priorities for the District.
- A community survey was produced as part of Phase 2, resulting in 147 responses. The purpose of the survey, was to ask residents and business owners their priorities for the area, and to identify areas that they liked and what could be improved. The survey was online for approximately 30 days.
- In addition, 30 individuals participated in Roundtable discussions beginning in January 2021. This was an opportunity for the community to share detail ideas and opinions on

the District's future. Included in this was a summary of survey's findings; mapping exercises, and additional questions.

Phase 3
Developing the Plan

- A further public survey was created to inform the general public about the proposed plan. 265 surveys were completed, and were based on the following four themes: (1) Community, (2), Character, (3) Connectivity, and (4) Resilience. The surveys were released consecutively and were live for approximately 30 days. These surveys were in February and March 2021.

Phase 4
Finalizing the Plan

- In April 2021, meeting updates were held to ensure key stakeholders that have been integral to the planning process remained informed on the status of the Plan, as well as to allow early feedback to be provided in regard to the vision, principles, objectives, and supporting actions. Final meetings with the Public Service were held in October and November 2021.

OurWinnipeg Development Plan 2045 & Complete Communities 2.0
"Exchange District Plan 2022" supports the implementation of several Directions in the Downtown, and Urban Design sections of the Complete Communities 2.0, one of the companion documents of the OurWinnipeg Development Plan 2045:

Goal 1 1.0 Ensure coordinated planning Downtown.
Planning approach
1.1 Pursue a district, destination and cluster approach to development Downtown that:

a) Formally identifies Downtown's unique districts, destinations and clusters, and characterizes them as distinct and complementary for the purpose of Downtown growth and development planning;
b) Establishes development goals and public investment priorities for each district, destination, and cluster;
c) Identifies and supports existing entertainment, arts, culture, education, and retail clusters that can be enhanced or further developed as major destinations; and
d) Reflects input from Downtown stakeholders.

The Exchange District
1.6 Ensure the Exchange District continues to thrive as a historically important character district with architecturally significant resources that speak to the city's key economic role in Western Canada.

In addition, the Public Service is in the preliminary stages of working on a Downtown Plan, which would include the Exchange District within its boundaries. This plan, as listed in Complete Communities 2.0 is intended to:

1.7 (A) Develop a Downtown plan that:

a) Clearly articulates/defines a framework of districts, nodes, destinations, and corridors;
b) Defines a vision, parameters, and policies for future development and redevelopment, all modes of transportation, the transportation network, and urban design.

FINANCIAL IMPACT

Financial Impact Statement Date: January 13, 2022

Project Name:

Exchange District Plan 2022

COMMENTS:

Specific reports and financial analyses regarding projects recommended pursuant to the "Exchange District Plan 2022" plan will be submitted for Council's consideration as they are developed. Therefore, any costs associated with the recommended projects would be considered by Council on their individual merit, and only after Public Service involvement, budgetary review, Councillor review, and necessary public engagements within the community.

As such, there are no financial implications associated with this report.

Mike McGinn Jan.13, 2022
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Public Works Department – Active Transportation, Transportation, Parks and Open Space Divisions
- Winnipeg Parking Authority
- Assets and Project Management Department – Universal Design

OURWINNIPEG POLICY ALIGNMENT

6.11 Downtown Economic Investment Support development that reflects the Downtown's designation as a Transformative Area and preeminent complete community, as detailed in Complete Communities.

6.12 Downtown Economic Investment Facilitate the intensification of Downtown commercial and office uses, innovation, and local enterprises that promote the Downtown as a primary location for economic activity.

6.13 Downtown Economic Investment Facilitate the intensification of Downtown residential development that supports the diversity of housing needs, and builds on the character of existing Downtown districts and destinations.

6.37 Heritage Conservation Conserve cultural, natural, and heritage resources and districts, as defined in Complete Communities, and Indigenous land-based practices to celebrate sense of place through community history, architecture, civic identity and cultural perspectives.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

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 (Primary Responsibility: Planning, Property and Development Department)

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Planning, Property and Development
Division: Planning and Urban Design Division
Prepared by: Marsha Christiuk
Date: January 20, 2022
File No: N/A

Attachments:

Appendix A: Exchange District Plan 2022