Agenda – Executive Policy Committee – April 18, 2023

Report – Standing Policy Committee on Property and Development – April 6, 2023

Item No. 2 Golf Repurposing Study

STANDING COMMITTEE RECOMMENDATION:

On April 6, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That the report be received as information.

Agenda – Executive Policy Committee – April 18, 2023

Report – Standing Policy Committee on Property and Development – April 6, 2023

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On April 6, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

The following persons submitted communications with respect to the matter:

- Derek Page, Director at Large, CCSAM
- Pam Lucenkiw, OURS Winnipeg
- Shelley Sweeney

COUNCIL DECISION:

On February 23, 2023, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and granted a further extension of time of up to 60 days for the Winnipeg Public Service to report back on the matter.

On May 26, 2022, Council adopted the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and granted a further extension of time of up to 180 days for the Winnipeg Public Service to report back on the matter.

On November 25, 2021, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and granted a further extension of time of up to 180 days for the Winnipeg Public Service to report back on the matter.

On June 24, 2021, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and granted a further extension of time of up to 120 days for the Winnipeg Public Service to report back on the matter.

On December 17, 2020, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and granted an extension of time of up to 180 days for the Winnipeg Public Service to report back on the matter.

Report – Standing Policy Committee on Property and Development – April 6, 2023

DECISION MAKING HISTORY (continued):

COUNCIL DECISION (continued):

On March 20, 2020, Council adopted the 2020-2023 Multi-Year Budget, which included the following recommendation:

1.G. That Council direct the Public Service to report back in 2020 with a plan to repurpose up to 30% of all City owned golf lands. The re-purposing options of these golf lands may include, but are not limited to, public green space, active transportation, reforestation, community gardens, residential development (with affordable housing) and recreational opportunities. The report from the Public Service is to include a policy to deposit a portion of any proceeds from the sale of these lands into the Transformative Fun.

ADMINISTRATIVE REPORT

Title: Golf Repurposing Study

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

AUTHORIZATION

Author	Department Head	CFO	CAO
G. Chappell (Acting)	M. Pittet (Acting)	N/A	M. Jack

EXECUTIVE SUMMARY

On March 20, 2020, Council directed the Public Service to report back on a plan to repurpose up to 30% of City owned golf lands. The Public Service issued a Request for Proposals and hired HTFC Inc. who produced two reports (attached as Schedule A and B) which address golf land repurposing.

HTFC evaluated the site conditions, identified recreational gaps in the immediate area and reviewed the Indigenous history of each golf course. Once the due diligence was completed, HTFC outlined a variety of general repurposing options for all City courses and then proposed site specific opportunities for the 11 City courses (attached as Schedules C to N).

Repurposing golf courses was not limited to a singular land use conversion, but rather any use which would provide greater benefit to the City. Several courses have limited repurposing ability due to local site constraints (existing tree canopies, access, etc.) while others have far greater options where multiple types of recreational uses could be possible (subject to further investigations).

In cases where limited site-specific opportunities are available (Crescent Drive, Kildonan, Transcona, Tuxedo), options such as expanding the operating season to winter use or naturalizing portions of the land may be viable.

Assiniboine Golf Course and Wildewood Golf Course also have limited options, but each include a small parcel of land which could be repurposed into another land use (i.e., community garden).

With the last set of courses (Canoe Club, Harbourview, St. Boniface, Windsor and John Blumberg), HTFC has identified far greater potential to explore alternative land uses where either golf would no longer serve as the primary form of recreation or the golf experience would be completely reimagined.

The contents of the repurposing studies do not propose any opportunities where golf land is sold or used for non-recreation purposes as that would potentially contradict OurWinnipeg 2045.

RECOMMENDATION

That this report be received as information.

REASON FOR THE REPORT

On March 20, 2020, Council approved the 2020-2023 Multi-Year Operating and Capital Budget which included the following recommendation:

"1.G. That Council direct the Public Service to report back in 2020 with a plan to repurpose up to 30% of all City owned golf lands. The re-purposing options of these golf lands may include, but are not limited to, public green space, active transportation, reforestation, community gardens, residential development (with affordable housing) and recreational opportunities. The report from the Public Service is to include a policy to deposit a portion of any proceeds from the sale of these lands into the Transformative Fund."

It is noted that the Transformative Fund was adopted as policy through a separate administrative report in 2022. The golf repurposing study does not recommend the sale of golf course lands.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to the recommendations of this report. Should Council decide to pursue any of the repurposing opportunities, further analysis will be required to validate the option and public engagement may be required. The analysis would also include any capital and operating costs for the repurposing opportunities.

HISTORY/DISCUSSION

In 2020, Council directed the Public Service to report back with a plan to repurpose up to 30% of City owned golf lands. At the time, ten of the 12 City courses were deemed to be in scope:

Golf Course	Acres	Hectares	Address
Assiniboine Golf Course	59.4	24	2045 Ness Avenue
Canoe Club Golf Course	48.2	19.5	56 Dunkirk Drive
Crescent Drive Golf Course	29.3	11.8	781 Crescent Drive
Harbour View Golf Course	62.3	25.2	1867 Springfield Road
Kildonan Park Golf Course	100.6	40.7	2021 Main Street
St. Boniface Golf Club	117.9	47.7	100 Youville Street
Transcona Golf Club	135	54.6	2120 Dugald Road
Tuxedo Golf Course	118.4	47.9	400 Shaftesbury Boulevard
Wildewood Club	67.9	27.5	761 North Drive
Windsor Park Golf Course	129.6	52.4	10 Des Meurons Rue

Rossmere Golf & Country Club was not included in the study as the City only owns one-half of the course and the Club recently exercised a 50-year lease extension (negotiated as part of the original lease). John Blumberg Golf Course was also not initially included in the study as Council directed the Public Service to sell the golf course as part of the 2020 budget. John Blumberg was subsequently included in the study after Council did not approve its sale in 2022.

The Public Service issued RFP 716-2020 which sought consulting services for a plan to repurpose City land. The RFP requested the consultant complete site visits, a market analysis and provide the Indigenous history of each course. Once the due diligence was completed, the consultant was to explore the repurposing options and ultimately provide four to six design concepts. The RFP was posted at the end of 2020 and the contract was awarded to HTFC in the summer of 2021.

Just prior to the RFP being awarded, the City's primary planning document was adopted by Council. OurWinnipeg 2045 included a key amendment which ultimately impacted the scope of services for the RFP. Under Environmental Resiliencies, section 2.20 Leverage Green Infrastructure states:

> *Create a master green space and natural corridor plan by-law that enables conservation, management, restoration, and enhancement of the inherent value and ecological functioning of parks, waterways, natural areas and systems year-round, to support the environment, advance climate change adaptation and mitigation, and increase quantity of such lands by 1,000 acres that can be accessed for recreation, social interaction, active living and connection of people and nature with nature, as population growth occurs.*

At the risk of a misalignment between the repurposing study and the master green space plan, the Public Service modified the scope of the contract to require that the consultant provide repurposing opportunities rather than options. The nuance in terminology meant that the consultant would not provide any detailed design and the opportunities would be presented at a high level for Council's consideration. The master green space and natural corridor plan may need to be completed before certain uses are further explored (e.g., recreational uses along riverbanks rather than naturalization).

Over the latter half of 2020, HTFC undertook the site and market analysis, both of which are included as part of the repurposing study. HTFC engaged a researcher to provide the Indigenous history of each course, the contents of which were shared with the Indigenous Relations Division. The repurposing study summarizes the findings of the Indigenous research but a separate report is also available.

During their assignment HTFC regularly engaged the Public Service for feedback, consulting with Real Estate, Golf Services, Urban Planning, Parks and Open Spaces, Transportation, Indigenous Relations and Community Services. The results of the study were shared with the golf clubs prior to finalizing the report.

The analysis of each course differed due to local market conditions but several general repurposing opportunities were applicable to all the City's golf lands:

<u>General Repurposing Opportunities</u>

1. Indigenous stories and place keeping

- Community-based gardens, cultural spaces/healing spaces, land-based education programs and tours, growing Indigenous medicines
- Acknowledgments, commemoration, renaming, or land dedications on the courses.
- Support public art and cultural expression for placemaking and identity through installations and public art installations.

2. Redevelopment to increase recreational opportunities
   - Repurposing selected municipally-owned course lands to include more recreational opportunities in neighbourhoods that are experiencing proportionately higher barriers would help distribute resources to achieve a more equitable, resilient, and sustainable recreation system.

3. Expanding the operating season
   - The City of Winnipeg municipal courses could prioritize improving trail access and linkages, while considering in-season access outside of course hours. Integrating skating, skiing, snowshoeing and tobogganing during the off-season makes better use of the City's land base.

4. Reduction to golf course layout – 9- or 12-hole courses
   - Reduction of maintenance costs by removing golf holes, reducing number of bunkers, and incorporating hollows, slopes, and shelves for creative shot-making.
   - Integrate or expand areas of naturalization and/or public uses.

5. Golf courses as winter homeless shelters
   - Allowing a program to take place at Winnipeg's municipal courses would help to address key factors highlighted by *End Homelessness Winnipeg.* Implementing this programming at any municipal course would need to be thoroughly investigated to ensure it is offering community benefit.

6. Allowing dogs on the golf course
   - The *City of Winnipeg Off-Leash Dog Areas Master Plan* highlights an increase in domestic dog ownership in the city and the need for more Off-Leash Areas (OLAs). During specific days or hours when play is reduced, golf courses could adopt 'dog friendly' tee times. Dogs must be on leash, but can accompany their owner at no additional cost.

7. Fairway to table
   - Integrating opportunities for gardens will help address food security challenges within the City. Food production can help courses achieve certification under the Audubon Cooperative Sanctuary Program, which helps golf courses protect the environment while preserving golf play.

8. Integrating trails and pathways on golf courses
   - In certain situations, trails can be integrated into or along golf courses, allowing the general public to pass through and enjoy these greenspaces while maintaining a reasonable level of safety and security.

While the Public Service may not support all of the general repurposing opportunities presented by the consultant (e.g., 12-hole layouts), any opportunity could be further explored to determine its feasibility.

In addition to the general repurposing opportunities, HTFC also evaluated specific opportunities for each City-owned course. Repurposing is not necessarily limited to a singular use that eliminates golf, but rather, repurposing could represent complementary land utilization or enhancements. Introducing natural areas and the ecological benefits they provide is an example of repurposing land but still retains golf play. In the context of the study, repurposing is a broad and inclusive term.

Course Specific Repurposing Opportunities

1) Assiniboine Course Club
   a. Introduce naturalized areas (grasslands) between holes 2, 3 & 4
   b. Expand naturalized areas (grasslands) along Truro Creek, hole #3
   c. Expand the existing low area on hole #5 into a true water hazard and use the pond for irrigation water storage
   d. Utilize unused space behind #8 tee and to the left of #7 green for community garden and enhanced pedestrian connection to Ness
   e. Opportunity to introduce interpretive content/acknowledgement

2) Canoe Club Golf Course
   a. Planned pedestrian/cycle bridge across the Red River
   b. Repurpose east side of Dunkirk for alternate recreation (soccer & disc golf or tennis)
   c. Repurpose west side of Dunkirk for park/greenspace or alternate recreation such as a disc golf course and or dog park
   d. Opportunity to introduce interpretive content/acknowledgement
   e. Opportunity to include community or healing garden

3) Crescent Drive Golf Course
   a. Opportunity to introduce interpretive content/acknowledgement

4) Harbour View Golf Course
   a. Repurpose the golf course area for alternate recreation (disc golf or BMX/mountain bike/fat bike trails)
   b. Opportunity to introduce interpretive content/acknowledgement
   c. Opportunity to introduce infrastructure for canoe/kayak/Dragonboat

5) Kildonan Park Golf Course
   a. Introduce naturalized areas (grasslands) between holes 13, 14 & 16 and 1 & 14
   b. Opportunity to introduce interpretive content at hole #17 tee area

6) St. Boniface Golf Club
   a. Implement planned AT trail connection and bridge over the Seine River south of #11 green and #12 tee
   b. Integrate holes #13 & 14 from Windsor Park GC into St. B layout, allowing for development of a practice range within the St. Boniface GC property
   c. Opportunity to introduce interpretive content/acknowledgement

7) Transcona Golf Club
   a. Introduce naturalized areas (grasslands) between holes 4, 12 & 13, behind #14 green and between holes 3, 4 & 7
   b. Naturalize pond edges in areas not in play
   c. Opportunity to introduce interpretive content/acknowledgement

8) Tuxedo Golf Course
   a. Introduce naturalized area (grasslands) to the right side of #18 green
   b. Introduce naturalized area (grasslands & trees) to the left side of #2 fairway and #3 tee
   c. Introduce/initiate winter use of the golf course grounds
   d. Opportunity to introduce interpretive content/acknowledgement

9) Wildewood Golf Course
   a. Utilize available space at Netley Street and North Drive if new clubhouse is constructed
   b. Opportunity to introduce interpretive content/acknowledgement

10) Windsor Park Golf Course
   a. Implement planned AT trail connection and bridge over the Seine River north of hole #14
   b. Integrate holes #13 & 14 from Windsor Park GC into the St. Boniface layout
   c. Reconfigure the existing course into a nine-hole course and six-hole short loop course
   d. Create outdoor patio space behind current #9 green
   e. Open space along the left side of hole #14
   f. Opportunity to introduce interpretive content/acknowledgement

11) John Blumberg
   a. Remain as 27 Hole Course, Add Naturalized Areas
   b. Reduce to 18 Hole Course, Add Naturalized Areas and New Recreation
   c. Naturalize Entire Site
   d. Sell or Lease to the RM of Headingley
   e. Expand parking at the John Blumberg softball facility (approx. 150-180 stalls)
   f. Add pedestrian/cycling trail parallel to riverbank along both facilities
   g. Tree planting
   h. Add riverfront drive per RM of Headingley Conceptual Plan along both facilities
   i. Opportunity to introduce interpretive content/acknowledgement

<u>Next Steps</u>

If the Public Service is instructed to pursue or further explore any of the repurposing opportunities, the selected opportunities should be evaluated against the future master green space and natural corridor plan. The analysis would also include any capital and operating costs for the repurposing opportunities.

Community engagement will be an important part of any future repurposing where a significant change in land use is proposed.

FINANCIAL IMPACT

Financial Impact Statement Date: February 10, 2023

Project Name:

Golf Repurposing Study

COMMENTS:

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

Mike McGinn Feb. 10, 2023
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- HTFC Inc.
- Golf Services
- Indigenous Relations
- Public Works
- Community Services

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 seeks to protect greenspace and natural areas through Environmental Resiliencies.

2.19 Leverage Green Infrastructure Value

Protect and integrate green infrastructure solutions within the urban environment, to achieve highest and best use for biodiversity and ecosystem integrity, mitigate servicing capacity constraints, and accommodate only park, recreation, open space, or City operations related uses in City-owned land used as parks or under parks jurisdiction.

Section 2.20 Leverage Green Infrastructure states:

Create a master green space and natural corridor plan by-law that enables conservation, management, restoration, and enhancement of the inherent value and ecological functioning of parks, waterways, natural areas and systems year-round, to support the environment, advance climate change adaptation and mitigation, and increase quantity of such lands by 1,000 acres that can be accessed for recreation, social interaction, active living and connection of people and nature with nature, as population growth occurs.

5.9 Heritage Conservation

Provide opportunities for heritage education, truth-telling, and reconciliation, through the commemoration, conservation, and stewardship of both tangible and intangible heritage resources, including Indigenous land-based practices and artifacts, public names, places, and art, museum artifacts, and archived information. LG, HW

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #7
Community Climate Resiliency

7.1 Implement Opportunities to Improve Winnipeg's Resilience and Adaptability to the Effects of a Changing Climate
7.2 Increase and Preserve Tree Canopy
7.3 Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

If any of the repurposing opportunities are pursued, it is possible that the Poverty Reduction Strategy could be advanced by meeting two goals:

Goal 6 – All City services are equitable, inclusive and accessible
Goal 7 – Food security and food system resilience is expanded

SUBMITTED BY

Department: Planning, Property and Development
Division: Real Estate and Land Development
Prepared by: Gord Chappell, Acting Manager of Real Estate and Land Development
Date: February 23, 2023
File No:

Attachments:

Schedule A – Golf Repurposing Report

Schedule B – John Blumberg Repurposing Report

Schedule C – Assiniboine Course Club Map

Schedule D – Canoe Club Golf Course Map

Schedule E – Crescent Drive Golf Course Map

Schedule F – Harbour View Golf Course Map

Schedule G – Kildonan Park Golf Course Map

Schedule H – St. Boniface Golf Club Map

Schedule I – Transcona Golf Club Map

Schedule J – Tuxedo Golf Course Map

Schedule K – Wildewood Golf Course Map

Schedule L – Windsor Park Golf Course Map

Schedule M – John Blumberg Map A

Schedule N – John Blumberg Map B