Minutes – Executive Policy Committee – January 16, 2024

Report – Standing Policy Committee on Property and Development – January 11, 2024

Item No. 8 Local Area Planning Initiatives Update 2023

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That the 2023 Local Area Planning Initiatives report be received as information.

2. That all future Local Area Planning Initiatives reports be submitted to the Standing Policy Committee on Property and Development only.

3. That these initiatives be fully costed for the consideration of the Standing Committee.

4. 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 – January 11, 2024

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

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

Carried

Moved by Councillor Rollins,

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

Carried

STANDING COMMITTEE RECOMMENDATION:

On January 11, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Add the following new Recommendation 3 and renumber the remaining accordingly:

  "3. That these initiatives be fully costed for the consideration of the Standing Committee."

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

ADMINISTRATIVE REPORT

Title: Local Area Planning Initiatives Update 2023

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

AUTHORIZATION

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

EXECUTIVE SUMMARY

Since the first report in 2012, the Public Service has used the Local Area Planning Initiatives Update to provide a summary of recently-completed local area plans, those currently underway, and a compilation of outstanding requests. This report provides an update for 2023, as well as a description of planned future work.

One new Planned Development Overlay (PDO), two plan amendments, and other studies and reports have been completed since receipt of the last report. The Urban Planning and Design Division has continued its work on CentrePlan 2050 and commencement of the planning process leading up to the Master Greenspace and Natural Corridors Plan. The Division also prepared a Business Case for submission to the Capital Budget process to secure ongoing funding for a Local Area Planning program. It has recorded 13 outstanding requests for planning services. The appendices provide further details on the local area planning initiatives completed and underway, as well as a list of requests and maps showing the extent of coverage of existing local area plans.

RECOMMENDATIONS

1. That the 2023 Local Area Planning Initiatives report be received as information.

2. That all future Local Area Planning Initiatives reports be submitted to the Standing Policy Committee on Property and Development only.

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

On July 3, 2012, the Standing Policy Committee on Property and Development directed the Planning, Property, and Development Department to report back to its September 11, 2012,

meeting with a list of secondary plan initiatives. Since that time, the Department has provided annual updates.

On September 25, 2013, Council directed that future Local Area Planning Initiatives reports be submitted concurrent with the annual Complete Communities update (formerly called OurWinnipeg Urban Structure Update) report to Council. An annual *Complete Communities* update is no longer being produced and the annual Local Area Planning Initiatives report can now be directed to the Standing Policy Committee on Property and Development.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no implications to receiving this report as information.

Any new requests for local area planning initiatives will have additional human resource and financial implications.

HISTORY/DISCUSSION

WHAT IS "LOCAL AREA PLANNING"?

The term "Local Area Planning" refers to the use of a wide range of planning tools, including but not limited to secondary plans, background studies, and design guidelines. Secondary plan bylaws, one of the most common forms of local area plans, direct how an area of land is to be developed, designed, and used.

Local area planning precedes most other City services. Before infrastructure is installed and City operations such as Transit, snow clearing, and recreation programming are administered, the location of land uses and transportation networks are determined. The planning of an area's physical layout is one of the City's most impactful tools to promote its policy objectives. For example, effective planning can promote environmental resilience through sustainable land use patterns, or generate sufficient City revenue to cover the City's costs. Conversely, ineffective planning may distance it from its goals.

RECENT CHANGES TO THE CITY OF WINNIPEG CHARTER

Over the last several years, the Province of Manitoba has adopted a number of changes to the *City of Winnipeg Charter Act.*

Most recently, Bill 34 (42nd Legislature, 4th session) now allows property owners to apply for a secondary plan where they are prerequisites to development. It also allows the City to establish criteria regarding the acceptance of these plans. Bill 34 came into force on September 1, 2023.

DRIVERS OF LOCAL AREA PLANNING

There are four main drivers of local area planning:

- Complete Communities establishes planning as a prerequisite to development in Major Redevelopment Sites, New Communities, Greenfield and Redevelopment Employment Lands, Rural and Agricultural sectors, and a re-designated Private Major Open Space.

Planning for new greenfield areas shall be undertaken in accordance with CCDS's timing and phasing policies in its General Growth section.
- CCDS policy B1.2.3.3 directs the City to achieve its intensification target by ensuring that the intensification target area is planned to facilitate development.
- CCDS policy B1.1.1.3 directs the City to encourage compatible development; local area plans are a critical tool in helping define land use compatibility.
- There is a need to maintain existing plans to ensure they align with current land use objectives. Some plans recommend reviews at regular prescribed intervals.

Local area plans can also help identify an area's servicing requirements, including phasing and the identification of constraints and solutions, as well as public realm improvements.

WORK COMPLETED SINCE THE LAST REPORT

Since the previous Local Area Planning Initiatives report was received as information by Council in April 2023, the following local area planning work has been completed (additional detail can be found in Appendix A). These initiatives were directed from a variety of sources, including development applications, Council committee motions, and adopted by-laws.

- CentrePort Development Handbook – report to SPC-PD
- 2023 Complete Communities Land Monitoring Report
- Crescentwood-Enderton Park Heritage Conservation Plan
- Densification Referrals to the Manitoba Municipal Board (infill development pacing) – report to SPC-PD
- Glenwood Planned Development Overlay
- Governance Review recommendations
- Precinct E secondary plan amendment (SPA 3/2022, approved by Council on April 27, 2023)
- Wilkes South secondary plan amendment (SPA 7/2022, approved by Council on May 30, 2023)

Urban Planning and Design Division resources also contributed to the completion of other projects being led by other divisions and departments, as per their request:

- Development Agreement Parameters review
- Henderson Hwy North Improvements Study
- OurWinnipeg Strategic Priorities Action Plan

LOCAL AREA PLANNING INITIATIVES IN PROGRESS

The Urban Planning and Design Division is currently leading or involved in a number of local area planning initiatives (additional detail can be found in Appendix B) derived from a number of sources:

- CentrePlan 2050 (Downtown Plan)
- Master Greenspace and Natural Corridors Plan
- Naawi Oodena Secondary Plan

- North and South Point Douglas Secondary Plan
- South Transcona Precinct Plan
- Zoning By-law Review Phase 1

In addition to these initiatives, the Urban Planning and Design Division continues to provide significant support to projects being led by other divisions and departments, as per their request:

- CentrePort South Phase 1A detailed design study
- Eastern Corridor Study
- 2024 Infrastructure Plan
- Moving on Marion Street
- Poverty Reduction Strategy implementation
- Transportation Master Plan
- Water and Wastewater Capacity Study

Significant staff time is also devoted to mandated activities, including:

- Representing the City at Manitoba Municipal Board hearings;
- Residential and non-residential land monitoring;
- Responding to inquiries from various sources, including members of Council, the public, the development industry, and research-oriented firms/organizations;
- Reviewing development applications, including confirming policy interpretations;
- Reviewing development applications in the surrounding Capital Region;
- Supporting other City projects by providing land use and development forecasts.

PLANNED FUTURE WORK

In addition to the continuation of local area planning initiatives already in progress, the following initiatives are planned.

Proposed Local Area Plans Development Program

- The Planning, Property, and Development Department has prepared a business case for the preparation of secondary plans and has submitted it for consideration in the 2024 Budget process. The proposed approach relies on both City and external parties to deliver timely local area plans in accordance with Complete Communities policies, recognizing that, from a budgeting perspective, it is desirable to outsource planning costs where possible. The program requests funding for consulting fees and two FTEs. This program is needed to allow the City to accommodate forecasted dwelling units in greenfield areas, thereby avoiding land supply shortages, and to direct dwelling units to strategic areas that best promote Council policy, such as the intensification target area.

- The program proposes the following workplan of City-led plans over the next 10 years. Where planning areas are characterized by a large number of unique landowners, City leadership is needed to ensure that all interests are fairly represented. The accountability of the public sector is also critical to establishing trust in complex planning processes.

Insufficient engagement and trust can threaten a plan's approval in the decision-making process, leading to potentially significant delays that could jeopardize City land supplies.

- Specific plans are identified in accordance with CCDS timing and phasing policies. Timing may be subject to further refinement based on forecasted demand for greenfield land as well as PPD resources. Where placeholders are identified, specific initiatives will be determined through future prioritization.

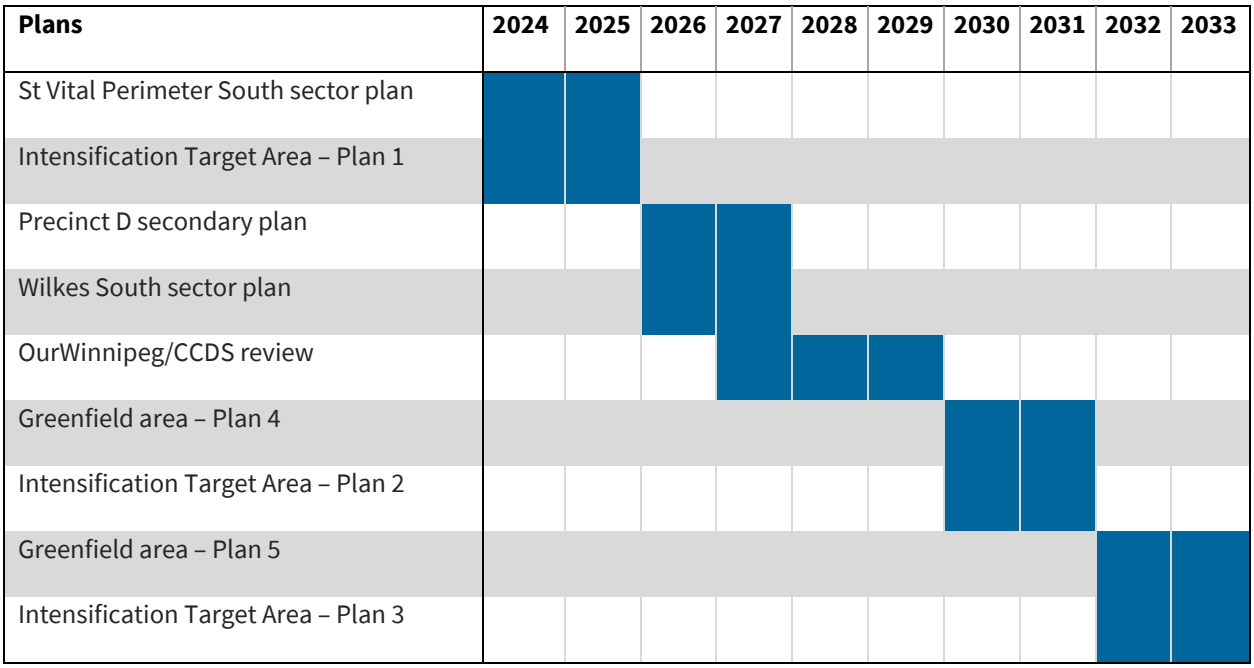


Figure 1: Proposed workplan, Secondary Plans Development Program, to be considered as part of the 2024 Budget process

- In accordance with the City of Winnipeg Charter, a review of OurWinnipeg must be initiated by May 26, 2027. Funding is needed to ensure the City can fulfill this statutory requirement.
- Beyond this workplan, additional planning would be undertaken by external parties, reviewed by the Public Service, and considered by Council.

Housing Accelerator Fund local area plan initiative

- The City applied to the Canada Mortgage and Housing Corporation's (CMHC) Housing Accelerator Fund (HAF). The primary objective of the fund is to create more housing supply at an accelerated pace and to enhance certainty in the approvals and building process.
- The City's application is centered around seven action initiatives, including one focused on amendments to existing local area plans. This initiative is intended to be delivered in two phases. The first will identify and advance local area plan amendments on an accelerated timeline, while the second will prioritize and initiate amendments requiring higher levels of analysis and stakeholder consultation.

Other initiatives

In addition to these initiatives, the Urban Planning and Design Division will be undertaking the following local area planning work in the short-to-medium term:

- Preparing an omnibus set of amendments to CCDS 2.0 in response to recent changes to the City of Winnipeg Charter (Bill 34) as well as corrections and points of clarification compiled since CCDS came into force.

- Undertaking a review of OurWinnipeg and Complete Communities to ensure conformance with the regional plan -- Plan 20-50 following its adoption by the Capital Planning Region (CPR), in accordance with Provincial legislation. This review must be completed within three years of the regional plan's adoption by the CPR.

- The Public Service will leverage Corridor design studies undertaken by Public Works and Winnipeg Transit to include a land use/urban design component. Corridor planning will also be undertaken where planning processes overlap with designated Corridors.

- Participating in the implementation of other HAF action items to accelerate housing (e.g. accelerated and comprehensive zoning by-law reviews, development of an infrastructure incentive program, a Downtown and Corridor-focused incentive program, etc.).

Requested Changes

At a briefing on November 22, 2023, an earlier draft of this administrative report was reviewed by Mayor's Office staff and the following revisions were requested:

- Appendix E: Organize the numbering of secondary plans (preferably alphabetically).

FINANCIAL IMPACT

Financial Impact Statement Date: October 17, 2023

Project Name:

Local Area Planning Initiatives Update 2023

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Oct. 17, 2023
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

N/A

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 policies related to local area planning priorities and level of service reporting include the following:

LEADERSHIP AND GOOD GOVERNANCE

1.5. **Evidence-Informed Decisions**. Invest in data and technology in order to support objective, evidence-informed decision-making; support open government and open data principles for collection and sharing; help coordinate records and information management; and improve process efficiency, results-based serviced delivery, and accountability.

1.9. **Responsive Change Management**. Monitor and evaluate municipal investment and divestment, activities, risk of action or inaction, and outcomes for effectiveness through a relevant set of sustainability goal indicators, benchmarks and targets, and analysis of local and global community trends.

ENVIRONMENTAL RESILIENCE

2.4 **Climate Resilient Growth**. Facilitate compact, dense, complete and physically and virtually connected communities through integrated land use, transportation, and infrastructure planning, to achieve climate change mitigation and adaptation goals and objectives and greenhouse gas emissions reduction targets.

CITY BUILDING

6.6 **Intensification Target**. Achieve the intensification target by making development in the intensification target areas easier and more desirable and predictable, as directed in Complete Communities.

6.9 **Secondary Plans**. Require the criteria for the preparation of secondary plans for sectors, precincts, Major Redevelopment Sites, Major Open Space redevelopment, greenfield Employment Lands, rapid transit station areas, and other locations, identified in detail in Complete Communities, where the City requires a comprehensive land use, servicing, and design solution for a particular area of the city.

6.10 **Secondary Plans**. Secondary plans may be initiated and led by either the City of Winnipeg or external parties in collaboration with the City. Complete Communities will provide direction, where appropriate.

6.11 **Secondary Plans**. The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan’s goals.

Complete Communities will provide more specific direction with regards to secondary plan content.

6.13 **Secondary Plans**. Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.

6.14 **Greenfield Phasing**. Provide for timely capital infrastructure and local area plans to enable and support the full build out of greenfield lands in accordance with Complete Communities greenfield phasing policies.

6.19 **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.

6.20 **Corridors**. Designate Corridors within the Urban Structure as targeted segments of the primary transit network that provide the best opportunity for mixed use intensification outside of the Downtown. Prioritize the creation and maintenance of vibrant pedestrian and transit-oriented places in Urban Mixed Use Corridors, while encouraging the transition of Regional Mixed Use Corridors towards this character over the longer term.

6.24 **Transit-Oriented Development**. Support Rapid Transit and other primary transit corridors with strategically located transit stations that facilitate transit ridership through development intensification, a mix of complementary land uses, and a pedestrian and cycling-oriented environment consistent with transit-oriented development principles.

6.28 **New Communities**. Designated Precincts within New Communities must have secondary plans, to ensure these areas are developed as complete and connected communities from the outset, and are available to accommodate growth.

6.29 **New Communities**. Plan New Communities to identify and include a defined level of service for public infrastructure and resource requirements, or approved alternative, to achieve complete communities, including an integrated and sustainable transportation system, recreation, parks, libraries, emergency services, and digital communications technology.

6.39 **Affordable and Supportive Housing Options**. Facilitate affordable and supportive housing in all neighbourhoods through a continuum of private and non-profit housing development that includes a mix of sizes, forms, and tenures; resilient, low-carbon, and energy-efficient construction; adaptable, universal design accessibility; and proximity to integrated and sustainable transportation options.

6.43 **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

The Winnipeg Climate Action Plan prescribes key directions and actions to implement the City's climate change mitigation efforts. The following plan directions relate to local area planning:

- Direction 3.2 Increase the Density of Urban Development Along Key Transit Corridors.
- Direction 3.3 Design New Suburban Communities to Enable Enhanced Transit Services and Access to Transit Corridors.
- Direction 4.1 Increase Strategic Infill Development that Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.
- Direction 4.2 Ensure New Areas of Growth are Designed According to the Principles of Complete Communities.
- Direction 4.3 Pursue Transit-Oriented Development
- Direction 4.4 Support Redevelopment of Former Commercial and Industrial Lands into Active Use

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The Winnipeg Poverty Reduction Strategy (2021-2031) is framed around 10-year goals and objectives intended to implement the plan's mission to demonstrate leadership in poverty reduction and to provide City services using a poverty reduction lens. The following goals and objectives relate to growth management:

Goal 2: The City Actively Plans for and Partners in Affordable Housing. 10-year objectives include:

C. Municipal tools, resources, and partnerships are developed and used to encourage and facilitate affordable housing development.

Goal 5: Transportation System Equity is Enhanced. 10-year objectives include:

A. The affordability and accessibility of transportation and transit service is increased.
B. Improvements to transportation and transit infrastructure and services prioritize areas of higher poverty, and increased interconnectivity to employment and affordable goods and services.

Goal 6: All City Services are Equitable, Inclusive, and Accessible. 10-year objectives include:

C. Use of City's tools and resources are maximized to reduce systemic inequities.

Goal 7: Food Security and Food System Resilience is Expanded. 10-year objectives include:

C. The City's tools and resources are maximized to increase food security for residents in areas of higher poverty, particularly the shelterless population.

SUBMITTED BY

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

Date: November 30, 2023

Attachments: APPENDIX A – Work completed since the last Local Area Planning Initiatives report
APPENDIX B – Local Area Planning-related initiatives in progress
APPENDIX C – List of outstanding plan requests and potential initiatives
APPENDIX D – Applicable Complete Communities 2.0 policies
APPENDIX E – Map of existing local area plans

APPENDIX A – Work completed since the last Local Area Planning Initiatives report

As of September 2023, there are 41 adopted local area plans (see map in Appendix E) across the City of Winnipeg. Below is a description of local area planning-related activities undertaken since the previous Local Area Planning Initiatives report was received by Council on April 27, 2023:

CentrePort Development Handbook

On March 24, 2022, Council directed the Public Service to report to SPC-PD with recommendations on how to best align development processes, costs, and timelines in CentrePort South (Winnipeg) with those in CentrePort North (Rosser) in an effort to achieve competitiveness for development. It also directed the Public Service to draft a developer's handbook to provide information and answers to questions about land use planning in CentrePort South, and to consult with landowners in doing so.

On February 2, 2023, SPC-PD granted an extension of up to 180 days to undertake this.

On September 13, 2023, SPC-PD received this report. This report found that Winnipeg's development timelines are competitive with those in the RM of Rosser. While the City may have higher taxes, this can be attributed to higher standard of municipal services, such as transit and fire protection. These higher taxes are also offset in part by capital cost levies in Rosser. Stakeholders suggested measures to align development standards between jurisdictions as well as handbook content, although they alternatively expressed a preference for a webpage.

2023 Complete Communities Land Monitoring Report

Council is expected to receive the 2023 Complete Communities Land Monitoring Report by the end of 2023. This report describes recent residential and non-residential development activity and estimated land supplies to support policy and decision-making. It also reports on City initiatives that were recently completed, underway, or planned that will help it achieve its intensification targets, as well as minor updates to the Greenfield Development Opportunities and Constraints table found in the Appendix of Complete Communities 2.0. This report is an annual reporting requirement as per Policy B1.5.2 (General Growth) of Complete Communities 2.0.

Crescentwood-Enderton Park Heritage Conservation Plan

On January 18, 2021, SPC-PD directed the Public Service to prepare a Heritage Conservation District Plan for the Crescentwood-Enderton Park area to manage growth and change in a manner that conserves and reinforces the area's history.

On March 23, 2023, Council designated the Crescentwood-Enderton Park as a Heritage Conservation District. In order to do so, the Heritage Conservation By-law No. 87/2018 was amended to add the Crescentwood-Enderton Heritage Conservation District Plan as a schedule to the bylaw. The area-wide objectives of the designation are to:

- Conserve and commemorate the district's heritage values and character-defining elements as identified through both community and expert contributions;
- Support the ongoing use and adaptive reuse of existing building stock and infrastructure as a means to achieve broader civic goals of economic development, sustainability, and neighbourhood planning;
- Conserve the distinct heritage character and streetscape of the district;
- Manage the tree canopy, individual specimen trees, and planted boulevards that contribute to the cultural heritage value of the district; and
- Encourage the establishment of land uses and associated built forms that individually would be in keeping with the district and cumulatively would not have detrimental impacts on the district's character.

Densification Referrals to the Manitoba Municipal Board (infill development pacing)

On February 2, 2023, SPC-PD directed the Public Service to review initiatives and regulations other municipalities have implemented with respect to the pace of development, including municipalities that have taken measures to both limit and accelerate pace. It also directed the Public Service to provide a definition of low-to-moderate densification and options to ensure alignment with this definition.

Council is expected to receive this report this fall. The Public Service contacted nine Canadian municipalities and found that all nine are implementing development plans that support intensification. While some municipalities have explored pacing policies, they have not been successfully implemented. The report also notes that "low to moderate" policy language was not carried over from the Complete Communities Direction Strategy (2011) to CCDS 2.0, and that the Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities are now used to assess compatibility.

Glenwood Planned Development Overlay

On January 26, 2023, Council approved a Planned Development Overlay (PDO) for the Glenwood neighbourhood, with the by-law having come into force on March 23, 2023.

A PDO is a zoning tool that modifies land uses and/or development standards beyond base zoning rules within a defined area, applied in unique or special circumstances to achieve local objectives. This PDO implements quantitative standards from the Council-approved *Small-Scale and Low-Rise Residential Development Guidelines for Mature Communities*.

Governance Review recommendations

On January 27, 2022, Council received the City of Winnipeg Governance Review Final Report, prepared by MNP LLP. It provided fifteen recommendations on where the City could further strengthen its governance structure and processes. Upon receipt, Council directed the Public

Service to report back with information regarding the implementation of these recommendations.

On February 23, 2023, Council received a report on information for the implementation of these recommendations. The Urban Planning and Design Division contributed analysis on Recommendations 7 and 15, which respectively focused on discontinuing the role of community committees in the development application process, and streamlining the development application process. Its reporting noted that significant changes to the approvals process would require a major project to study and implement, and that if Council wished to undertake these recommendations, a separate report should be sought, with recommendations for level of effort and costs.

Precinct “E” secondary plan amendment (SPA 3/2022)

On February 23, 2023, Council approved an amendment to the Precinct “E” precinct plan, with the by-law having come which into force on April 27, 2023. This amendment re-designated the land located at 45 and 55 Court Ave from “Medium Density Residential” to “Higher Density Residential” to allow for the potential future development of mid-rise apartments with ground-floor commercial uses.

Wilkes South secondary plan amendment (SPA 7/2022)

On April 27, 2023, Council approved an amendment to the Wilkes South secondary plan, with the by-law having come into force on May 30, 2023. This amendment re-designated 12 acres of land into the “Charleswood Road Rural Residential Area” to allow for the creation of 2.5-acre rural residential lots through a future subdivision application.

APPENDIX B – Local Area Planning Initiatives in progress

The following Local Area Planning-related initiatives are currently in progress:

CentrePlan 2050 (Downtown Plan)

Work is ongoing on CentrePlan 2050, a long-term plan for the Downtown that will guide development and public investments to ensure a coordinated approach to revitalization. Public and stakeholder engagement for Phase 1 of the project occurred in June 2023. A consultant has been retained to create urban design guidelines, prepare a streetscape design standards manual, develop a design for a re-imagined Graham Avenue, and develop functional designs for several key planned bike routes conceptually identified in the Winnipeg Pedestrian and Cycling Strategies. CentrePlan 2050 is expected to be brought to Council for approval in 2024.

Master Greenspace and Natural Corridors Plan

Policy G3.4.8 (Parks and Recreation) of CCDS 2.0 directs the City to develop a greenspace and natural corridor plan that includes:

- Consideration for municipal golf courses as major nature preserves and green space;
- A biodiversity policy;
- A corridor plan to protect and enhance Winnipeg's forests, green spaces, natural environment, and natural area corridors; and
- A methodology for tracking green space status for regular reporting to the public and Council.

Phase 1 of this work, which is nearing completion, has involved preliminary scoping of the project assignment. Recognizing this assignment is broad, complex, and far-reaching, the Public Service engaged a consultant to develop preliminary guiding principles, goals and objectives, and a preliminary vision. The assignment also included preliminary stakeholder engagement, historical review, data collection, and gap analysis. Phase 1 will inform the scope of the Phase 2 consultant assignment for plan delivery.

Naawi-Oodena Secondary Plan (Kapyong Barracks)

Council is expected to receive a secondary plan application for the Naawi-Oodena (Kapyong Barracks) Major Redevelopment Site this fall. Approximately two-thirds of the larger site is designated as an Urban Reserve and will be serviced in accordance with the Gaawiijiigemangit Agreement. The balance will be developed by Canada Lands Company (CLC). While the secondary plan will only apply to the CLC lands, it is in alignment with the Naawi-Oodena Master Plan, which articulates a collective vision for the site.

Through the transformation of the subject lands, the plan aspires to catalyze First Nations economic development, provide a focal point for Treaty One identity and culture, and promote sustainable community design. Between both the Urban Reserve and CLC lands, the plan

anticipates accommodating between 2,300 to 3,000 residential dwelling units and between 915,000 and 1.2m sq. ft. of non-residential floor space.

North and South Point Douglas secondary plan

Work on a Point Douglas secondary plan is expected to begin this fall. Once complete, the secondary plan will guide land use and transportation investments in anticipation of emerging development interest, driven by its proximity to Downtown, its river frontage, planned rapid transit, and declining viability of industrial uses.

South Transcona precinct plan

The Public Service is in the early stages of collaborating with the proponent on the preparation of a secondary plan enabling development of the South Transcona precinct, which is a prerequisite to development as per Complete Communities 2.0. This is expected to be a developer-led plan. At the time of writing, both parties are looking to finalize a Terms of Reference prescribing roles and responsibilities throughout the process.

Zoning by-law review Phase 1

On September 29, 2023, Council received the Zoning By-law Review – Phase 1 report as information. The Phase 1 report identified ways in which the current by-laws work well, or are ineffective/difficult to use, and ways to make them more user-friendly. It also included an annotated outline of a new zoning by-law and estimated scope of work for Phase 2.

The City has proposed to fund Phase 2 under its Housing Accelerator Fund application to Canada Mortgage and Housing Corporation.

APPENDIX C – List of outstanding plan requests and potential initiatives

The list below compiles existing direction for local area planning. Requests are mostly derived from Council/Council committee motions, or are directed by bylaw.

Requests are compiled for prioritization in future work planning. The timing of some potential initiatives will be driven by regulatory requirements, which must be taken into consideration.

Initiatives directed by motions from Council or its committees

Item	Description	Action
Central St Boniface	On January 18, 2021, SPC-PD directed the Public Service to report back on the scope of work and cost estimate for creating a Central St Boniface Secondary Plan.	Maintain for future prioritization
Erin-Wall Industrial Corridor background study	Policy D1.1.20 (Established Neighbourhoods) of Complete Communities 2.0 directs the Public Service to undertake a background study of the Erin and Wall industrial corridor (properties fronting Erin and Wall streets, between Portage Ave and Richard Ave) in order to establish planning objectives for the area, including identifying the appropriate balance between industrial and non-industrial uses.	Maintain for future prioritization
Fort Whyte precinct plan	Policy B1.4.4 (General Growth) of Complete Communities 2.0 directs the prioritization of the servicing and planning of greenfield areas. Fort Whyte is identified as “Short-to-medium term lands, Tier 2”, which means that it, along with South Transcona, is the next priority for precinct planning. The timing of precinct planning shall be undertaken in accordance with Policy B1.4.2, which directs the City to maintain an approximately 10-year supply of planned greenfield land. It is expected that this planning process will be led by the landowner.	Undertake in accordance with CCDS 2.0 policies regarding the timing and phasing of greenfield development and landowner leadership

Glenelm and Chalmers Area	On September 20, 2016, SPC-PD directed the Public Service to consider the inclusion of the Glenelm and Chalmers area for a neighbourhood plan in the 2016/2017 Local Area Planning Initiatives report.	Maintain for future prioritization
Henderson Hwy secondary plans	The Henderson Highway corridor is currently covered by two adopted secondary plans: the Henderson Highway Corridor Secondary Plan, and the North Henderson Highway Secondary Plan. On June 7, 2011, SPC-PD directed the Public Service to initiative a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area. On September 4, 2018, SPC-PD received a report from the Public Service as information suggesting that consideration be given to repealing the North Henderson plan upon completion of the OurWinnipeg/Complete Communities review. Right-of-way improvements along Henderson from Gilmore Ave to the City boundary have been studied by the Public Works Department; this study is expected to recommend that the North Henderson plan either be repealed, left as-is, updated, or replaced. A recommendation as to the disposition of the Plan will be included in the Functional Design report prepared by Public Works.	Maintain for future prioritization
Osborne Village Neighbourhood Plan review	On September 20, 2016, SPC-PD directed the Public Service to consider a small-scale review of the Osborne Village Neighbourhood Plan for inclusion in the 2016/2017 Local Area Planning Initiatives report. More recently on May 17, 2023, City Centre Community Committee referred “Blueprint for a	Maintain for future prioritization

	Vibrant & Healthy Neighbourhood", a report prepared by the Osborne Village BIZ, to SPC-PD and Standing Policy Committee on Public Works for potential action. No work is currently being undertaken.	
New Community design guidelines	Policy C6.5.1 (New Communities) of Complete Communities 2.0 directs the City to develop and implement a set of neighbourhood site design guidelines for New Communities in concert with key stakeholders. Ensure that these guidelines consider: a. Multi-modal connections with adjacent neighbourhoods; b. The network of collector and local streets and paths; c. Land use siting considerations; d. Location and design of school sites; e. Green design principles and opportunities to conserve and enhance natural features and biodiversity; f. Crime Prevention Through Environmental Design (CPTED) and universally accessible and age-friendly design principles; and g. Transit accessibility.	Maintain for future prioritization
Plan 20-50 Regional Context Statement and development plan review	In 2019, the Province of Manitoba mandated the Winnipeg Metropolitan Region to prepare a draft plan for the Winnipeg Capital Region, while a draft plan was released for consultation in 2021. This was prepared in anticipation of Bill 37 (3rd Session, 42nd Legislature, Legislative Assembly of Manitoba), which will create a Capital Planning Region and a need for its Board to prepare and adopt a regional plan by-law within two years of its creation. Based on the draft Plan 20-50, member municipalities will have to update existing	Undertake review within three years of the Capital Planning Region's adoption of a regional planning by-law in accordance with Section 223.1 of the *City of Winnipeg Charter* and Section 10.8(2) of the *Planning Act.*

	development plans within three years of the date it comes into force. All municipalities will first be required to prepare a Regional Context Statement indicating how an existing development conforms with, or diverges from, Plan 20-50 and how municipalities will bring their development plan into compliance.	
Precinct D precinct plan	Policy B1.4.4 (General Growth) of Complete Communities 2.0 directs the prioritization of the servicing and planning of greenfield areas. Precinct D is identified as “Short-to-medium term lands, Tier 3”, which means that it should be only undertaken after Fort Whyte and South Transcona in accordance with Policy B1.4.2, which directs the City to maintain an approximately 10-year supply of planned greenfield land. It is expected that this planning process will be led by the Public Service.	Undertake in accordance with CCDS 2.0 policies regarding the timing and phasing of greenfield development.
Seine River Greenway	On June 26, 2014, the Riel Community Committee requested that SPC-PD direct the Public Service to embark on a secondary plan of the Seine River Greenway from Warde Ave south to the City boundary to identify natural, cultural, and historically significant parcels of land on both sides of the Seine River. On July 8, 2014, SPC-PD received this recommendation as information. There are a number of factors to consider in initiating a secondary plan for the Seine River Greenway: - The City’s Greenspace Plan will include the identification of key natural areas for preservation, restoration, and enhancement city-wide. Policy and strategic direction for the Seine River Greenway Plan will be informed by the Greenspace Plan.	Maintain for future prioritization

	- The Winnipeg Parks Strategy, approved in 2022, offers high level policy regarding waterways. - The Regional Parks Investment Strategy (RPIS), intended to consider the need for new regional parks as Winnipeg's population grows and demands increase, will have implications on the planning for the Seine River Greenway. - The St Vital Perimeter South sector plan, intended to be undertaken within five years as per Policy B1.4.8 of Complete Communities 2.0, will provide opportunities to plan for land uses around the Seine River. PPD will assess the need for a Seine River Greenway Plan as these other initiatives evolve, including the opportunity to address the area's issues through them.	
Southwest Rapid Transit Corridor station area planning	Policy C3.1.2 (Rapid Transit Corridors) of Complete Communities 2.0 directs the City to prepare Station Area Plans for areas within 400-800m of rapid transit stations, prioritizing station areas with significant development potential.	Maintain for future prioritization
St Vital Perimeter South sector plan	The Rural Agricultural section of Complete Communities 2.0 identifies the St Vital Perimeter South area as a sector, which means that, as per Policy E2.5.1, a high-level plan for the sector must be prepared in advance of individual precinct planning. Phasing policies in the General Growth section (B1.4.4) designate the area as "Long term lands, Tier 1". Policy B1.4.8 states that, "Sector plans should be initiated for the Wilkes South and St Vital Perimeter South sectors before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual sector will be needed to accommodate forecasted growth within the time horizon of the next plan".	Undertake before or in concurrence with the next planned review of OurWinnipeg and Complete Communities in accordance with CCDS 2.0 policies regarding the timing and phasing of greenfield development.

	It is expected that this planning process will be led by the Public Service, while subsequent precinct planning may be led by external parties.	
Wilkes South sector plan	The Rural Agricultural section of Complete Communities 2.0 identifies the Wilkes South area as a sector, which means that, as per Policy E2.5.1, a high-level plan for the sector must be prepared in advance of individual precinct planning. Phasing policies in the General Growth section (B1.4.4) designate the area as “Long term lands, Tier 1”. Policy B1.4.8 states that, “Sector plans should be initiated for the Wilkes South and St Vital Perimeter South sectors before or in concurrence with the next planned review of this By-law to allow for identified precincts to inform the update of the greenfield phasing plan, if it is anticipated that at least some of the lands within an individual sector will be needed to accommodate forecasted growth within the time horizon of the next plan”. It is expected that this planning process will be led by the Public Service, while subsequent precinct planning may be led by external parties.	Undertake before or in concurrence with the next planned review of OurWinnipeg and Complete Communities in accordance with CCDS 2.0 policies regarding the timing and phasing of greenfield development.

APPENDIX D – Applicable Complete Communities 2.0 policies

Applicable OurWinnipeg 2045 policies are described in the body of the report, while relevant Complete Communities 2.0 policies are as follows:

- Secondary plans are a prerequisite to development in a number of Urban Structure designations, including New Communities, Major Redevelopment Sites, Sectors (Rural Agricultural), and greenfield and redevelopment Employment Lands. Complete Communities describes plan requirements.
- Policies B1.4.4 and B1.4.5 (General Growth) direct the City to prioritize the sequencing of greenfield planning in accordance with the plan's greenfield phasing, where precinct planning should not commence for lower priority lands until plans for higher priority lands have, at minimum, been initiated.
    - As per B1.4.7, Short-to-Medium Tier 4 lands and long-term lands should not be considered a priority for precinct planning until at least the next planned Complete Communities review.
    - As per B1.4.8, sector plans for the Wilkes South and St Vital Perimeter South sectors should be initiated before or in concurrence with the next planned Complete Communities review, while a sector plan for the St Norbert sector may be initiated.
- Policy B1.4.2 (General Growth) directs the timing of greenfield planning by establishing a target of approximately 10 years of planned greenfield land to support a well-functioning, competitive land market and to manage competing demands for planning, infrastructure, and operating costs.
- Policy B1.6.1 (General Growth) directs the City to consider the following prioritization when using enabling tools such as local area planning to facilitate development:

    1. Downtown
    2. Corridors
        a. Priority Corridors
        b. All other Corridors
    3. Intensification target area
    4. Greenfield development in accordance with phasing plan

- Policy C2.8.1 (Corridors) directs the City to carry out local area Corridor plans to build on Corridor policies and design guidelines to address unique, area-specific planning and design considerations, plan for areas without Corridor frontage but within a larger walkshed, and consider necessary streetscaping improvements and make recommendations for further study.
- Policy C3.1.2 (Rapid Transit Corridors) directs the City to prepare a station area plan for areas within 400-800m of rapid transit stations, with priority for station areas that have significant development potential.

- Policy D1.7.2 (Established Neighbourhoods) directs the City to consider the creation of secondary plans when the City determines an area is a strategic location for growth and that more detailed direction is needed for matters beyond the general framework of Complete Communities 2.0.
- Policy D1.7.4 (Established Neighbourhoods) directs the City to repeal a secondary plan intended to guide the build-out of an Emerging Community if it is no longer needed.

The Implementation section of Complete Communities 2.0 prescribes actions needed to implement the plan. Complete Communities direction related to local area planning has been captured in Appendix C of this report.

APPENDIX E – Map of existing local area plans

