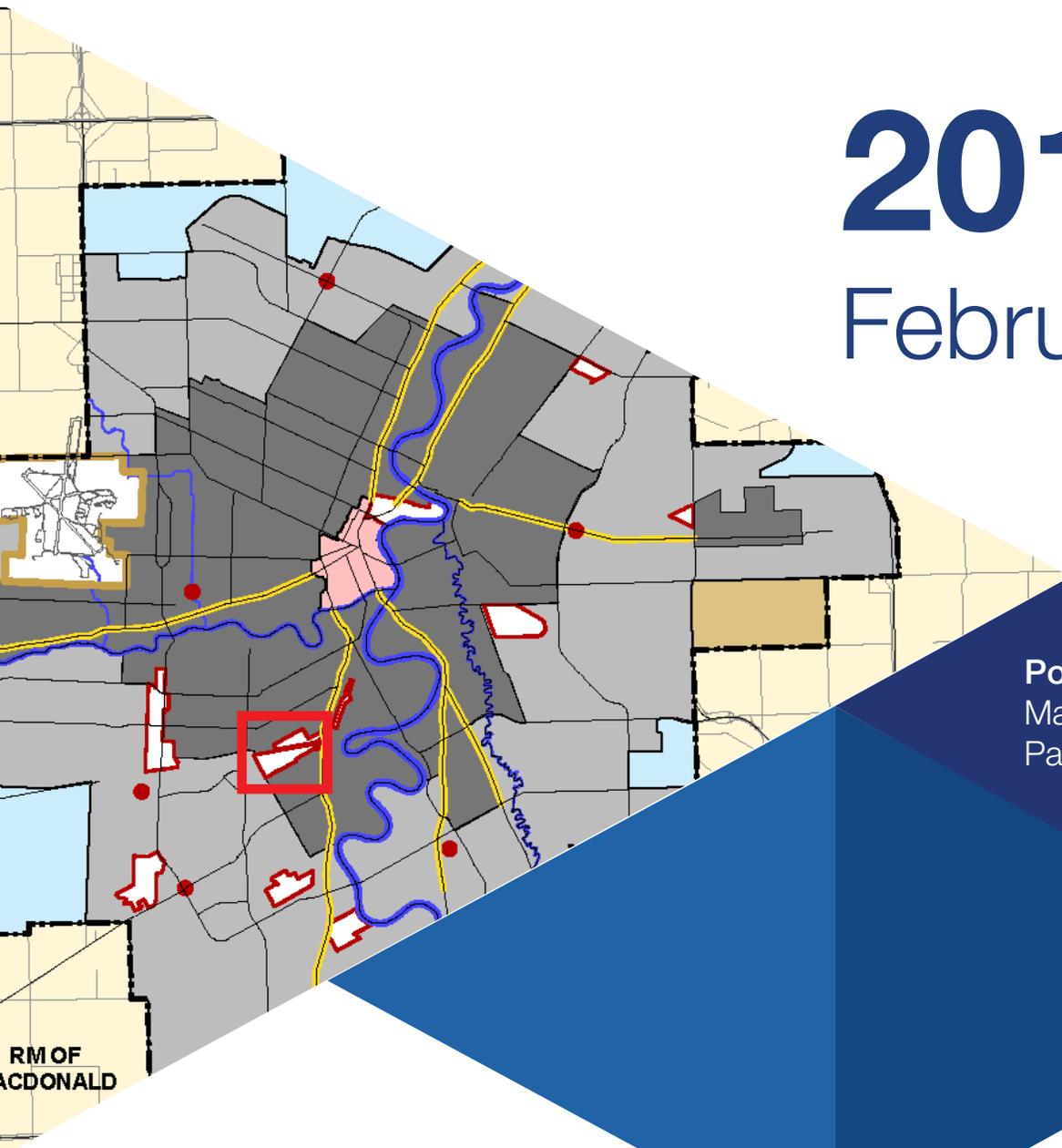


2017

February



Policy Framework Review
Major Redevelopment Site G
Parker Lands

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Executive Summary

This report sets out the series of City of Winnipeg policy decisions that inform development expectations for the Major Redevelopment Site known as the Parker Lands.

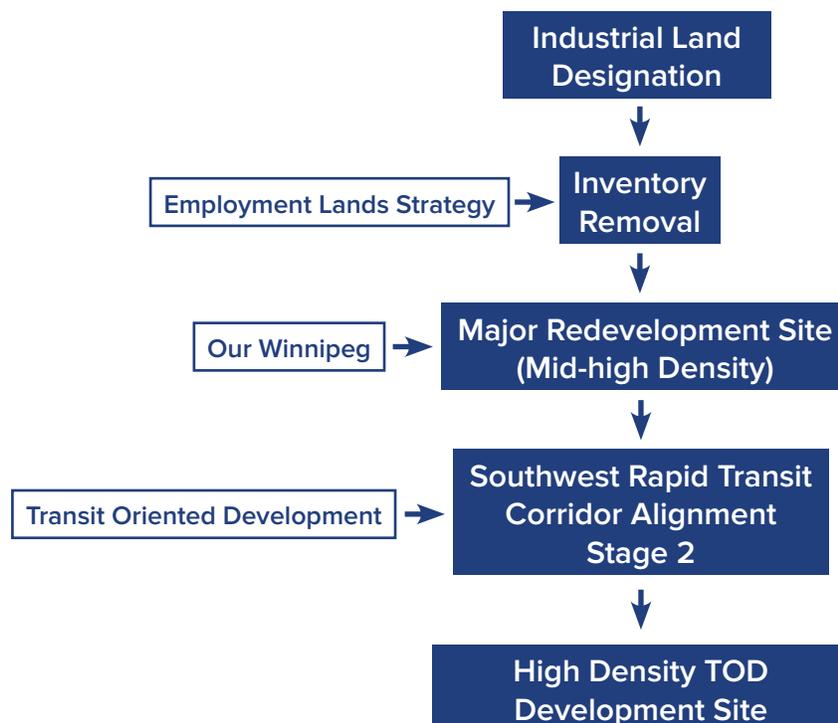
Specifically, it looks at the lead up to *Our Winnipeg*; the *Our Winnipeg* plan, the decision to designate the Parker Lands as a Major Redevelopment Site and subsequent decisions to support further densification of the site, including realignment of the Southwest Rapid Transit Corridor Stage 2 through the site.

The report concludes that the Parker Lands have been slated for redevelopment and re-purposing from an industrial land designation to a mid-high density mixed use site since 2007.

Since 2007, a progression of key policy decisions regarding the Parker Lands have occurred:

- Removal from the Industrial Lands inventory – *Employment Lands Strategy*
- Designation as high density mixed use to accommodate growth – *Our Winnipeg*
- Realignment of Southwest Rapid Transit Corridor Alignment Stage 2 through the Parker Lands and an increase in density targets (*Transit Oriented Development*)

With each policy decision, the City of Winnipeg reinforced its expectation that the Parker Lands – Major Redevelopment Site G be developed as high density mixed use.



1.0 Sequence Summary - Policy Decisions

1.1 Pre- Our Winnipeg

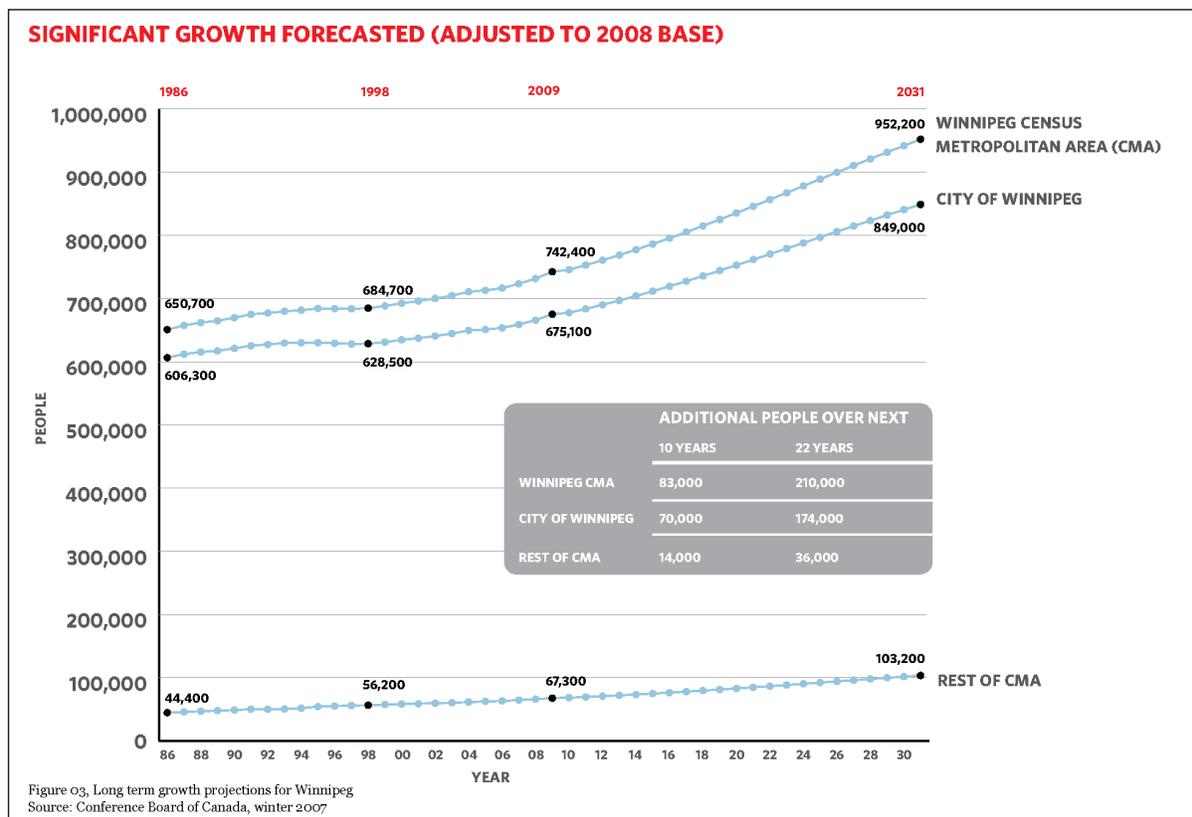
In the lead up to the Our Winnipeg plan the city commissioned three critical studies including the Conference Board of Canada 2007 Population Forecast, the Comprehensive Employment Lands Strategy and the Residential Land and Infill Strategy. These three studies initiated the City dialogue around how growth moving forward would be accommodated; the use of old industrial sites to accommodate growth and finally, the type and character of that growth as high density Major Redevelopment Sites.

These three studies would inform the policy foundation for the Our Winnipeg – Complete Communities plan.

1.1.1 Conference Board of Canada Population Forecast (2007)

The Conference Board of Canada was commissioned to forecast growth for the City of Winnipeg from 2007 to 2031. It predicted that that Winnipeg would grow by 188,000 people and 87,000 housing units between 2008 to 2031 or 3800 units per year. It predicted an annual growth rate between 1.5% and 1.9% or approximately 7520 people per year.

Winnipeg’s Population Growth (*Our Winnipeg*)



The Conference Board of Canada forecast was used as the basis for a thorough review of the City’s existing land use supplies and how well existing supplies were positioned to accommodate demand. Both studies recommended significant and fundamental shifts to how growth and demand should be accommodated in the City of Winnipeg moving forward.

1.1.2 Winnipeg Employment Lands Strategy (2008)

In 2007, the City of Winnipeg retained the Altus Group – Economists to review the City’s Industrial Lands Supply. The City’s Employment Lands Strategy (2008) provided the foundation for the OurWinnipeg plan. It set out a robust vision to accommodate Winnipeg’s changing economy. It looked at the City’s growing sectors and identified land that best aligned with those sectors. It also looked at areas within the City’s industrial land supply that weren’t functioning or were considered obsolete and recommended that they be removed and repurposed for a higher and better use.

The strategy looked at all industrial lands against a set of criteria including: access, utilities, regulation, adjacent uses, amenities, and links to industry, site configuration and size. It identified the Parker Lands as unsuitable for industrial development for the following reasons:

- Transected by major hydro utility corridor making it difficult to develop for industrial purposes
- Major transportation access issues
- Requiring major infrastructure improvements including sewer separation that could best be accommodated through redevelopment to another use
- Adjacency to existing neighbourhoods.

The strategy recommended that the Parker Lands be removed from the industrial inventory and be designated for ‘neighbourhood development’.

Parker Lands Policy Direction (*City of Winnipeg Comprehensive Employment Lands Strategy*)

Plan Winnipeg IPA Policy Recommendation: It is recommended that the Parker Industrial Policy Area be redesignated to a Neighbourhood Policy Area in view of its unsuitability for development as employment lands due to servicing and access constraints.

1.1.3 Winnipeg Residential Land and Infill Strategy (2009)

The Winnipeg Residential Land and Infill Strategy (2009 – Office for Urbanism) looked at overall anticipated housing starts to 2031 based on projected growth and demographic change, using the Conference Board of Canada 2007 population forecast.

It assessed the current development patterns of the city and overall implications. It also looked at development capacity of range of land categories including greenfield, infill, redevelopment land and rural lands. It also reviewed and assessed industrial lands identified for removal in the Employment Lands Strategy, including the Parker Lands.

The Strategy identified the Parker Lands as critical supply if the City is to accommodate residential/mixed use growth within its urban boundary. It states that without considering other forms of development such as redevelopment sites and only relying on greenfield expansion (suburban areas), the City of Winnipeg will have insufficient capacity (15 years supply) to accommodate anticipated housing start activity to 2031.

The strategy further stated that even with build out of existing suburban areas, redevelopment sites such as Parker Lands at 25 du/acre (net), identified infill (only using vacant land) and assuming development of downtown surface parking lots (3,954 units), the City of Winnipeg would still only have 18.6 years of supply.

It further suggested that the Parker Lands site would be most efficiently developed to a mid/high net density scenario to justify infrastructure and transportation interventions.

The strategy concludes that the Parker Lands site is a critical input into the City of Winnipeg's growth forecast to 2031.

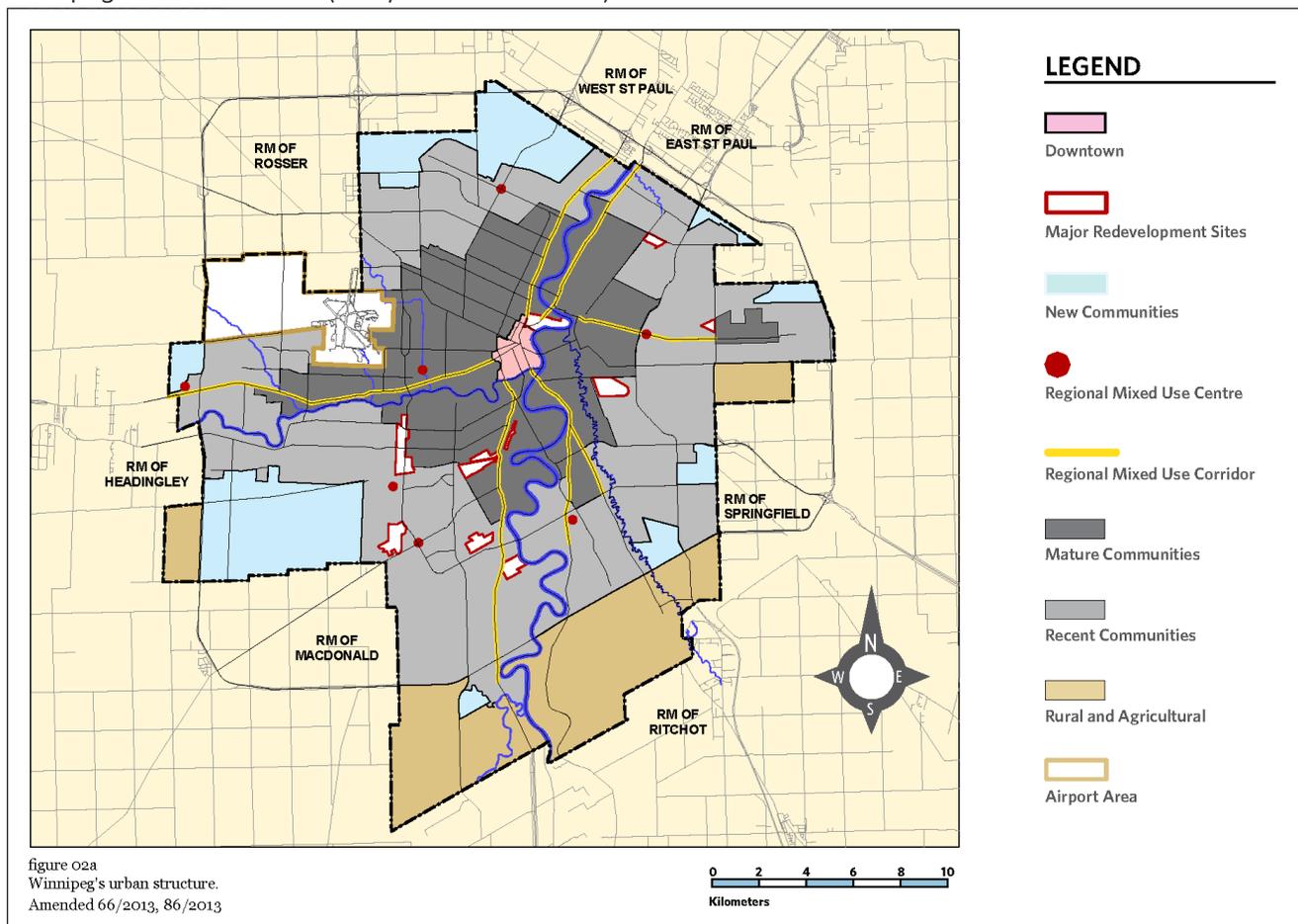
1.2 Our Winnipeg

The Our Winnipeg plan was drafted in 2009 and approved unanimously by City of Winnipeg Council in 2010.

The plan was a significant departure from all previous Plan Winnipeg versions. Up until Our Winnipeg, the City’s official development plan focused almost entirely on accommodating suburban growth.

The Our Winnipeg plan and its companion direction strategies re-framed the previous focus on suburban growth to include directing growth to the existing city through redevelopment sites, infill, corridors and nodes. It strongly supports the redevelopment and densification of the Parker Lands. The Parker Lands were designated as one of eleven Major Redevelopment Sites.

Winnipeg’s Urban Structure (*Complete Communities*)



1.2.1 Complete Communities Direction Strategy

Our Winnipeg – Complete Communities Direction Strategy was based on the Conference Board of Canada 2007 population forecast, the Employment Lands Strategy (2008) and the Residential Land and Infill Strategy (2009). It was also informed through robust engagement with the community and stakeholders including the Winnipeg development industry.

It directs the City to support redevelopment and densification of The Parker Lands as Major Redevelopment Site – G. The Our Winnipeg plan identifies each of Major Redevelopment Site as necessary ‘supply’ required to meet growth demand.

The plan states that Major Redevelopment Sites, including Site G - Parker Lands are to “provide for complete communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places and open spaces”. (Section 3.04 – Major Redevelopment Sites: Complete Communities, page 69)

Major Redevelopment Sites (*Complete Communities*)

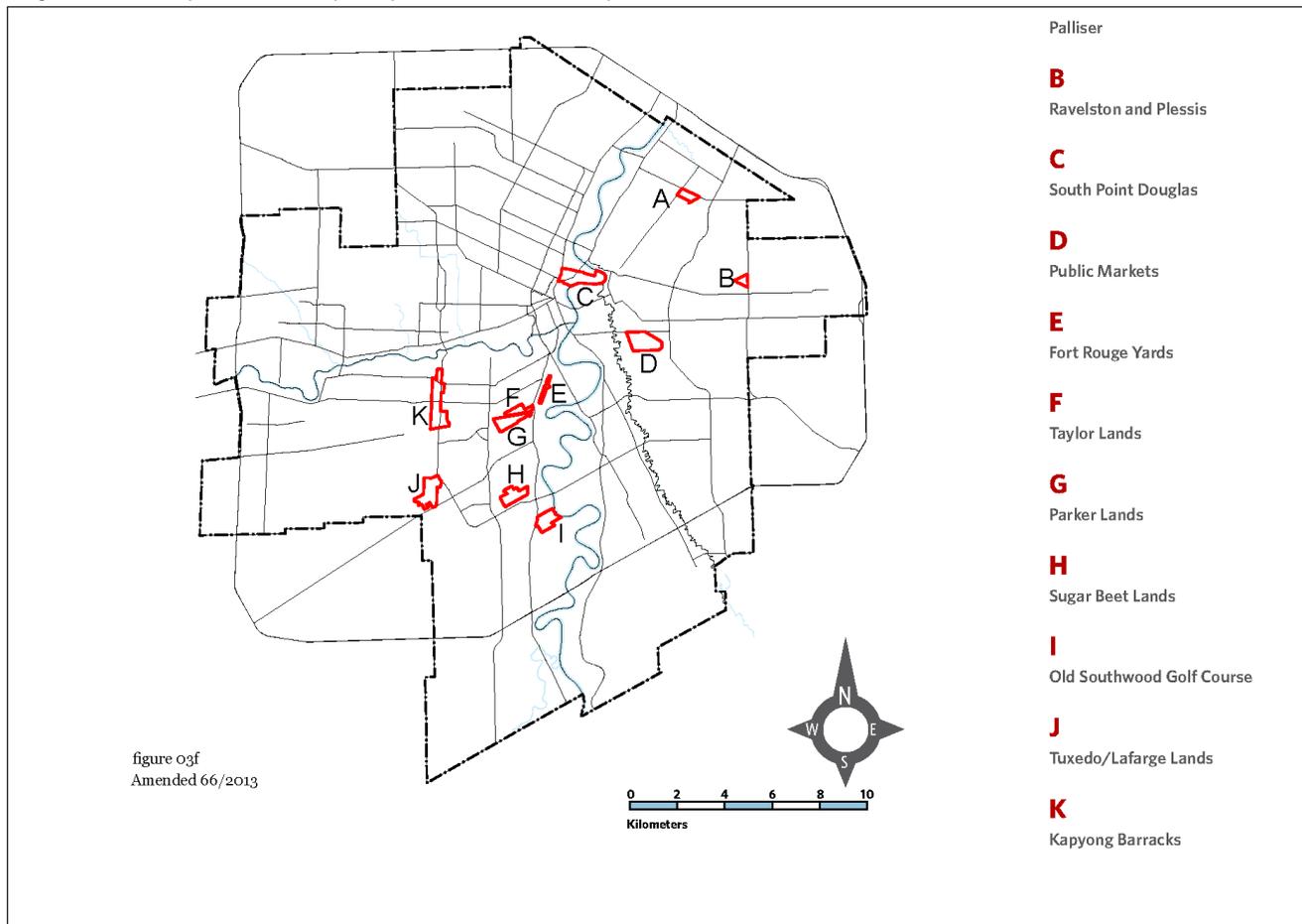


figure 03f
Amended 66/2013

1.2.2 Sustainable Winnipeg Direction Strategy

Sustainability is an overarching aspiration of the OurWinnipeg plan. The Sustainable Winnipeg Direction Strategy encourages responsible growth, environmental stewardship to reduce greenhouse gas emissions.

1.2.3 Winnipeg Water and Waste Direction Strategy

The Sustainable Water and Waste Direction Strategy provides important policy and tools that could enable, under the right circumstances, the application of innovative practices that move away from traditional servicing requirements.

1.2.4 Winnipeg Sustainable Transportation Direction Strategy

The Winnipeg Sustainable Transportation Direction Strategy is the precursor to the City of Winnipeg Transportation Master Plan. It sets out that a transportation system must be dynamically integrated with land use and should be developed to minimize resource consumption by transportation.

1.3 Post Our Winnipeg

A series of policy decisions were approved by Council subsequent to the adoption of Our Winnipeg that further reinforce the City's expectation that the Parker Lands should be redeveloped to support significant levels of mixed use, high density development. Perhaps the most significant decision was the realignment of the Southwest Rapid Transit Corridor Stage 2 through the Parker Lands.

1.3.1 Conference Board of Canada 2012 Population Forecast Revision

Since Our Winnipeg – Complete Communities was adopted in 2010, the City of Winnipeg through its growth forecasts revised its 2009 forecast, predicting more growth. In fact, the Our Winnipeg population forecast, conducted by the Conference Board of Canada, projected that annual population growth over the period 2007 – 2031 will average 7,525 persons per year. In 2012, this forecast was adjusted to 9,000 persons per year.

1.3.2 Transportation Master Plan (Adopted by Winnipeg City Council – November 16th, 2011)

The Winnipeg Transportation Master Plan (TMP) was adopted after Our Winnipeg. It strongly reinforced the need for a greater proportion of the City's future growth to be allocated within the existing built boundary to reduce impact on existing roadway infrastructure and encourage other less harmful transportation choices to the automobile including active transportation and public transit.

The Plan provided a framework that guides how the Major Development Site will be developed to efficiently and effectively accommodate all transportation modes to improve access, movement and mobility.

The TMP states, "A key goal in Our Winnipeg is to accommodate a greater proportion of the City's future growth within the existing built boundary. This would be accomplished through redevelopment and intensification in the City's transit-supportive land use areas: the downtown, mixed-use centres, mixed-use corridors, and major redevelopment sites." (Section 4 Integrating Transportation and Land Use; Winnipeg Transportation Master Plan, page 30)

The Transportation Master Plan further clarified the specific importance of the Parker Lands Major Redevelopment Site by introducing a possible Southwest Rapid Transit Corridor alignment concept that runs through the site.

1.3.3 Winnipeg Transit Oriented Development Handbook (TOD Handbook) (Adopted by Winnipeg City Council – Feb 22nd, 2012)

The Winnipeg Transit Oriented Development Handbook (TOD Handbook) was endorsed as policy (TR-006) by Winnipeg Council on February 22, 2012. It is the most definitive and establishes the following definition:

“Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of convenient and sustainable modes of transportation, including public transit and Active Transportation.”

- (Section 2A - TOD Defined; TOD Handbook, pg 6)

The TOD Handbook identifies the Parker Lands as fitting the TOD Urban Neighbourhood Typology:

Density

- 99 - 247 units per net hectare (40 - 100 units per net acre) enabled by:
 - Height: 3 - 12 storey buildings.
 - Site Coverage: 80% min - 90% max.

Pedestrian Environment

- 4.25 - 5.5 metres (14 - 18 feet) wide sidewalks (typ.), convenient connections, and other amenities.

Land Use Mix

- **Employment:** Office centre, retail, commercial, and urban entertainment. Primarily local serving retail; need for some community-serving retail.
- **Residential:** Mid-rise residential, condos, ground-related units, and mixed-use structures, with ground floor retail or office use required. Minimum ground floor height of 4.8 metres (16').

Transit Frequency

- 5-15 minutes.

Implementation of TOD

Urban Neighbourhood

Density

99 - 247 units per net hectare (40 - 100 units per net acre) enabled by:

Height: 3 - 12 storey buildings

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Residential: Mid-rise residential, condos, ground-related units, and mixed-use structures, with ground floor retail or office use required. Minimum ground floor height of 4.8 metres (16').

Transit Frequency

5-15 minutes.

1 High density: Predominantly residential district with a diversity in housing types. Good access to other regional and subregional centres.



2 A mix of uses: Horizontal and vertical mixed-use helps create an 18 hour activity zone. Retail spaces should articulate corners to help define a comfortable pedestrian zone.



4 Active defined centre: Public amenities creates a dynamic area for a variety of users. Art installations, farmer's market and programmed events activate these spaces all year around.



5 Innovative parking strategies: On-street parking, minimum surface parking, and some structured parking integrated into development.



1.3.4 Southwest Rapid Transit Corridor Stage 2 – Alignment Study – January 2013

The City of Winnipeg commissioned an alignment study to review the Southwest Rapid Transit Corridor Alignment as described in Our Winnipeg. It looked at a series of alignment options and concluded that the Our Winnipeg alignment be rerouted through the Parker Lands to maximize growth and densification opportunity.

The study focused largely on Our Winnipeg – Complete Communities directive and the Transit Oriented Development Handbook to use rapid transit to maximize development potential of Major Redevelopment Sites:

“In order to maximize the development potential of both the Major Redevelopment Sites and the viability of the transit system, these lands should be developed in accordance with the principles of Transit Oriented Development.” (Complete Communities, p.66)

“Redevelopment Sites feature Neighbourhood Centres, including Parks, Places, and Open Spaces, that are the nodes with which to integrate public transit stations. The City’s policy is to help reduce Major Redevelopment Site barriers related to the complexity of location, infrastructure, land assembly, and potential contamination.”

The study went on to build the case that development of Major Redevelopment Sites along the corridor, including the Parker Lands MRS should be maximized to finance the rapid transit system:

“The potential for new development adjacent to the transit corridor creates a possible option to finance the transit project through a tax increment financing model. Both the current tax base for those areas with potential for TOD, and the future potential tax base resulting from projected TOD have been quantified. The differential represents the potential incremental tax revenues that could be utilized for project financing.” (Southwest Rapid Transit Stage 2 Alignment Study – Final Report, Page 34)

1.3.5 City of Winnipeg Housing Policy – Endorsed by Winnipeg City Council – September 25th, 2013

City of Winnipeg’s Housing Policy (ED-006) was endorsed by Winnipeg Council on September 25, 2013. The purpose of the Winnipeg Housing Policy is to support the implementation of OurWinnipeg and Complete Communities to achieve a sustainable and healthy housing environment that meets the needs of the Winnipeg population.

The City of Winnipeg Housing Policy is focused on key areas within the jurisdiction of the City of Winnipeg, and provides a leadership role to help strengthen policies and programs of other levels of government to ensure they support needs of the Winnipeg population. The City of Winnipeg Housing Policy forms an integral part of the overall policy framework and by-laws relevant to housing in Winnipeg. The City of Winnipeg’s Housing Policy is aligned around four major priorities:

- 1. Targeted Housing Development** – The objective is to encourage new housing development that promotes and supports City of Winnipeg policy goals. Including affordable housing, diverse housing options, universal design, and appropriate density to support infrastructure and creates complete communities.
- 1. Neighbourhood Revitalization** - Support for revitalization and maintenance of existing housing that promotes adequate, safe living conditions for homeowners and tenants, and supports safe, orderly, viable and sustainable communities which brings new life back to Mature Communities.
- 1. Building Community Capacity** - Enable communities to develop and implement locally planned, community supported housing renewal initiatives that are consistent with

OurWinnipeg and Complete Communities.

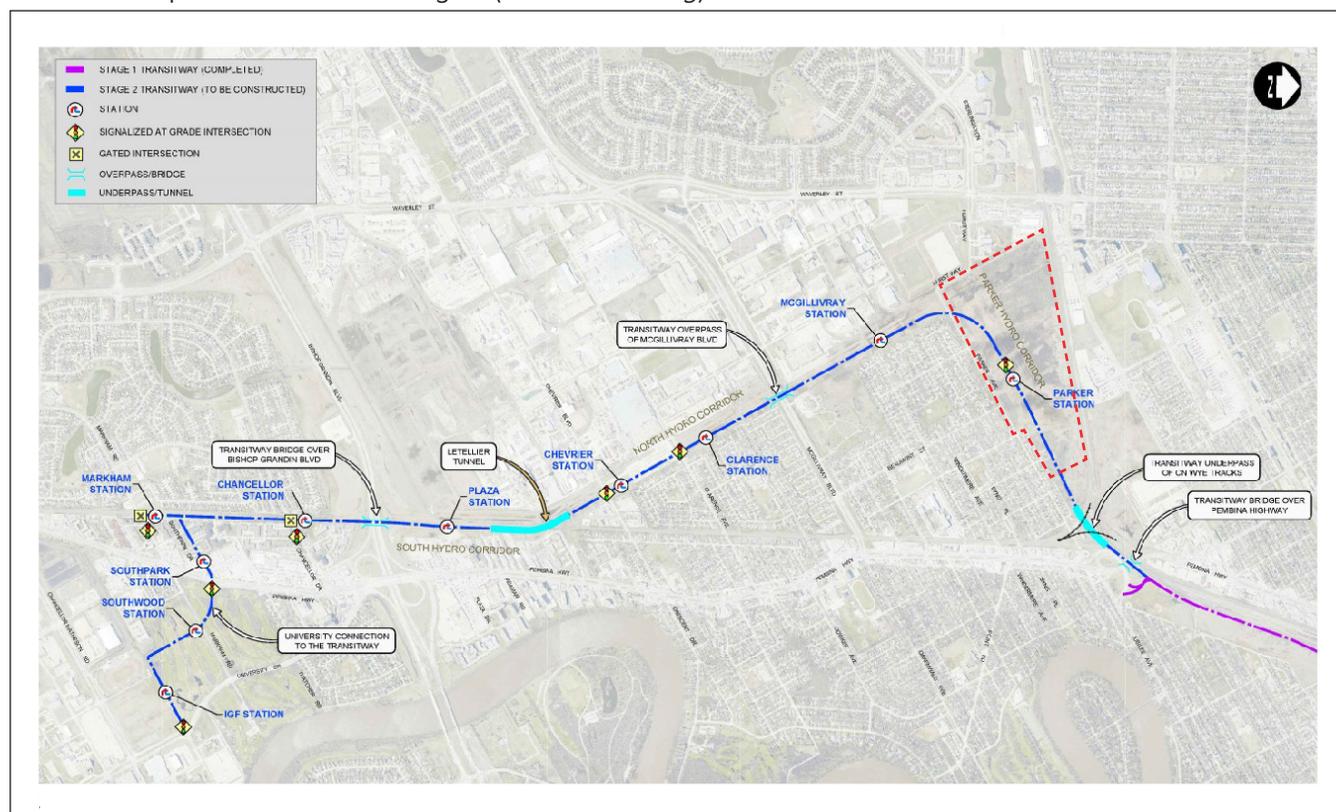
1. **Building Partnerships** - Establish the framework for complementary programs, tools, resources, and partnerships, including collaboration with other levels of government to meet the housing needs of the population of Winnipeg.

1.3.6 Re-alignment of SWRTC Stage 2 through the Parker Lands Major Redevelopment Site – Stage 2 – Approved by Winnipeg City Council – June 25th, 2014

Winnipeg City Council approved the realignment of SWRTC Stage 2 through the Parker Lands Major Redevelopment Site on June 25th, 2014. Council, in their decision, cited the imperative to align rapid transit to Major Redevelopment Sites, including Parker Lands, to maximize opportunity afforded through Transit Oriented Development.

“Following an alignment study in 2012, Council approved an alignment for Stage 2 of the Southwest Transitway through the Parker Lands, along a Manitoba Hydro corridor and then along the CN Letellier Subdivision south of Chevrier. Stage 2 will connect the existing Stage 1 (which currently ends at Pembina & Jubilee) to the University of Manitoba at Southpark” (Winnipeg City Council Minutes – June 25th, 2014)

Southwest Rapid Transit Corridor Stage 2 (Dillon Consulting)



2.0 Conclusion

In conclusion, this report demonstrates that the Parker Lands have been slated for redevelopment and repurposing from an Industrial Land Designation to a mid-high density mixed use site since 2007.

Since 2007, a progression of key policy decisions has occurred:

- Removal from the Industrial Lands inventory – Employment Lands Strategy
- Designation as high density mixed use to accommodate growth – Our Winnipeg
- Realignment of Southwest Rapid Transit Corridor Alignment Stage 2 through the Parker Lands and an increase in density targets – Transit Oriented Development

With each policy decision, the City of Winnipeg reinforced its expectation that the Parker Lands – Major Redevelopment Site G be developed as high density mixed use.

Author

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Michelle Richard is an urban planner with more than 20 years experience in community and development planning, strategic policy and economic development.

Michelle holds both Master of City Planning and Bachelor of Arts degrees from the University of Manitoba. She coordinated the “OurWinnipeg” Plan for the City of Winnipeg. The plan was the recipient of the Canadian Institute of Planners National Award of Excellence in 2011.

Michelle is a nationally recognized planner having presented at 50 + conferences and seminars over the course of the last 15 years, including Canadian Institute of Planners National Conference, Canadian Green Building Council National Conference, Federation of Canadian Municipalities National Conference, and the Manitoba Planning Conference.