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CITY OF
Selkirk

West End
Concept Plan

APRIL 2020

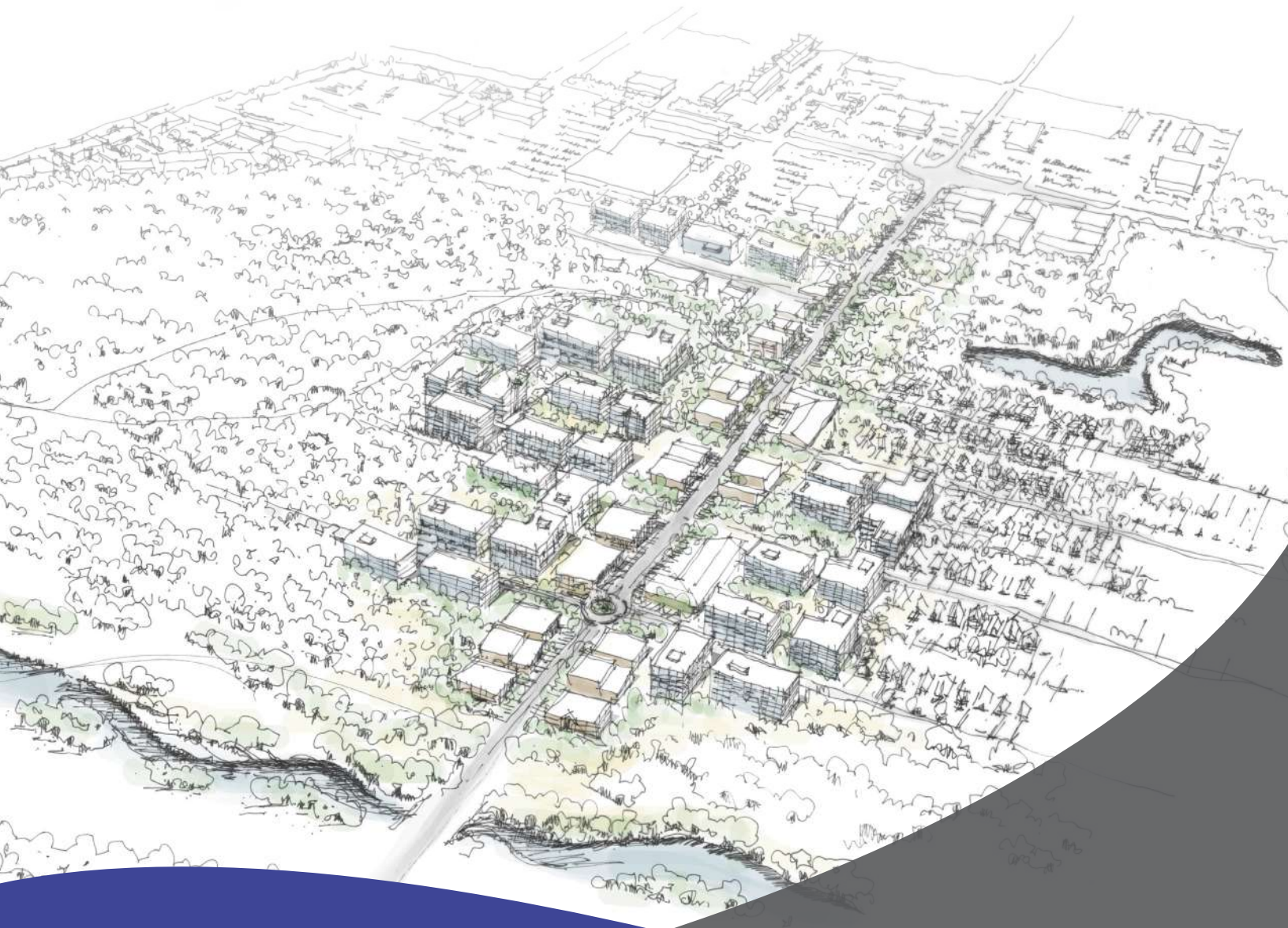


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1.0 INTRODUCTION

1.1 Purpose

The City of Selkirk is a growing urban centre and an important regional hub. Over the last decade, it has experienced increasing growth, including significant residential, commercial and industrial investments. At the same time, it has positioned itself as a leader in sustainable urban development, adopting a strategic and forward-thinking approach to economic development, environmental sustainability, asset management, and planning for its future.

The development of Selkirk’s West End is a major element of the City’s long-range planning efforts. It will shape the City’s urban structure and serve to accommodate Selkirk’s urban growth for generations to come.

This Concept Plan (the Plan) establishes an overarching vision and set of core principles to guide the long-term development of Selkirk’s West End. Aligned with the City’s broader strategic planning objectives, the purpose of the Plan is to provide the City of Selkirk with a progressive planning framework to direct the West End’s long-term development consistent with its pursuit of a sustainable future.

What sets the Plan apart from others, is that the City is not just the development authority, but also a major landowner, recently acquiring more than half of the Plan area. In of itself, the acquisition exemplifies the City’s bold approach to municipal land development. At the same time, the acquisition creates an opportunity for the City to demonstrate leadership and innovation in sustainable urban development and planning.

1.2 Planning Context

The City of Selkirk’s planning regime is multi-layered. While the development of the West End remains a long-term vision, alignment with current municipal, district, and provincial planning policies is important to ensure the Concept Plan is consistent with broader objectives in the region.

The Selkirk and District Development Plan (By-law 190/08) establishes the City’s overall land use framework. The Development Plan designates the West End lands as Urban Neighbourhood (UN). The overarching goal of UN designation is “...to ensure all residential development is planned in an orderly, cost-effective manner.” In broad terms, the objective of the UN designation is to ensure growth is managed responsibly, the City’s housing supply meets the needs of all residents, and that new development is sustainable.

The Development Plan is primarily implemented by the Selkirk Zoning By-law No. 4968 (2013). Within the By-law, the subject West End lands are zoned as Agricultural-Urban Reserve (A-UR). The intent of the A-UR designation, consistent with the directions and objectives of the Concept Plan, is to preserve areas for future urban expansion.

Along with the Development Plan and Zoning By-law, the City has also developed a number of municipal plans and strategy documents that collectively establish strategic priorities and actions to guide long-range planning and day-to-day decision making. The City of Selkirk Strategic Plan, The Path to a Brighter Future (2014), outlines a number of priorities relevant to the West End lands. These priorities include:

- building a strong and stable local economy;
- maintaining safe and sustainable infrastructure; and,
- practicing environmental stewardship.

Further, the City has also introduced its widely acclaimed Climate Change Adaptation Strategy (2019), outlining adaption actions that should be integrated into all future development and land use projects. Additional plans, including the Selkirk Recreation Master Strategy (2016) and Capital Assessment Management Strategy (2016), have also been considered in the preparation of this Plan and should be referenced throughout its implementation.

1.3 Concept Plan Area

The West End lands are located within Selkirk's urban boundary, southwest of the City's main developed area. Its western boundary is defined by PTH 9, its eastern boundary by the CP Winnipeg Beach Subdivision rail line and the southern boundary encompassing the properties along the southside of Selkirk Avenue.

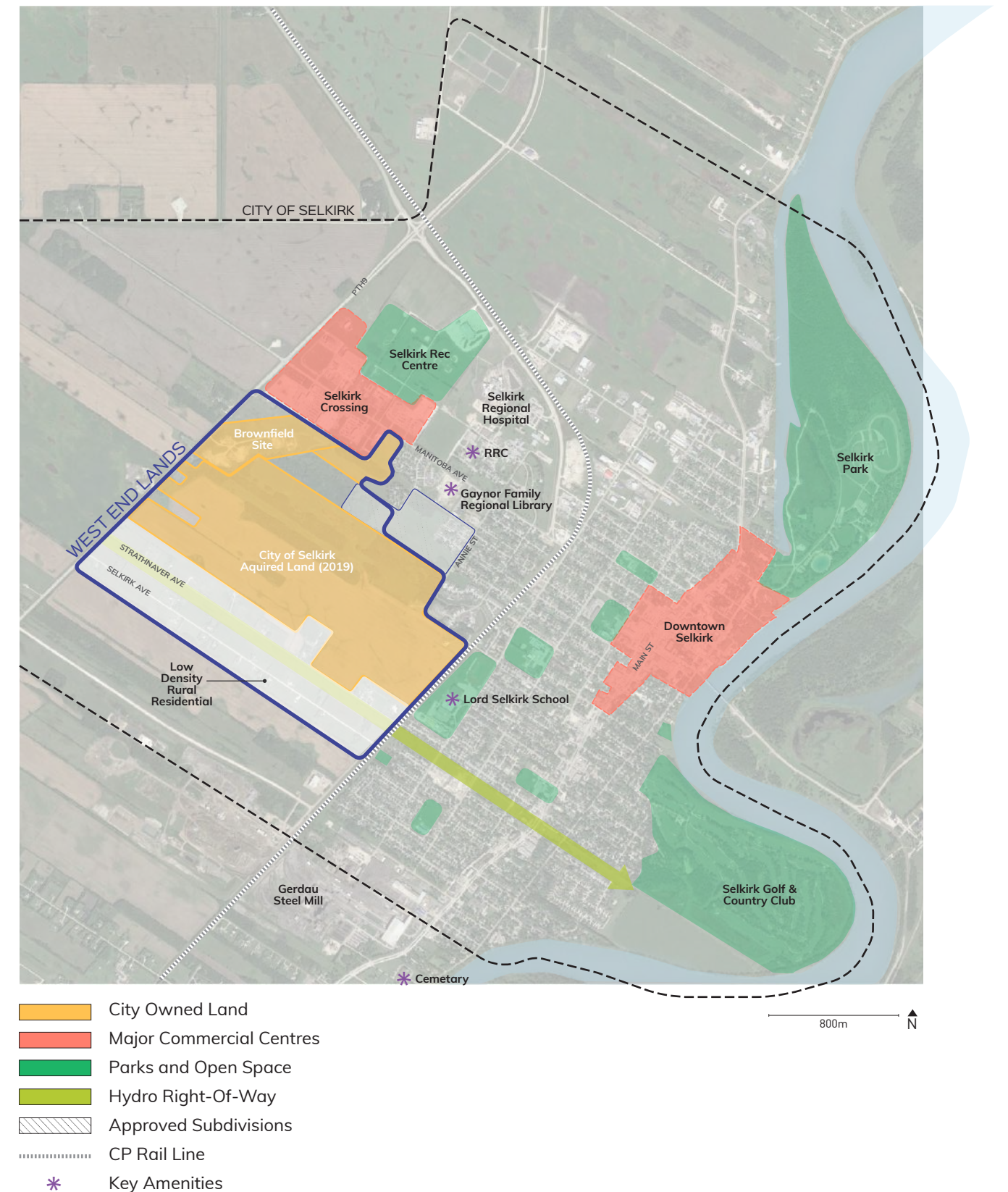
Current uses within the Plan Area are relatively limited. At the northeast corner is a 40-acre brownfield site, formerly used for landfill, snow disposal, and gravel pit operations¹.

The south end of the Plan Area is characterized by low-density rural residential along Strathnaver Avenue (11 lots) and Selkirk Avenue (23 lots). There is some current development activity at the north edge of the Plan Area, including two new residential subdivisions (one approved and one proposed) west of Annie Street and a new duplex/triplex bungalow condominium project that is underway on the south side of Manitoba Avenue, next to the Gaynor Family Regional Library.

The remainder of the subject lands is undeveloped, comprised of mature woodlots and agricultural lands.

The total Plan Area is approximately 670 acres, of which the City of Selkirk owns approximately 55%, including the 326.5 acres which were purchased at the end of 2019.

¹ Environmental Site Assessments (ESA) were completed in 2003, 2014 and 2015 for different properties surrounding the former landfill site. Those sites have since been developed. The general conclusion from those prior ESAs was that there was limited contamination or minimal impact from the former use of land. Notwithstanding that, monitoring continues in some areas, with proper protocols and approvals required for development within proximity of the former landfill site.



GUIDING PRINCIPLES

1.

COMMUNITY IDENTITY

Build a welcoming, inclusive and diverse community that celebrates Selkirk's unique identity as an innovative and progressive urban centre, supports its values, and advances a high quality of life for all residents.

2.

SUSTAINABILITY

Create a model sustainable community – aligned with the City's Strategic Plan and Climate Change Adaptation Strategy – that provides future generations with a safe and viable place to live for many years to come.

3.

INNOVATION

Showcase continued leadership in sustainable city building by promoting innovation in new development models, land management, community planning strategies, urban design, green infrastructure, capital asset management, and brownfield redevelopment.

4.

CONNECTIVITY

Ensure that future development becomes an extension of the City by creating and enhancing connectivity for all transportation modes, with a particular emphasis on integration with broader active transportation and transit networks.

5.

RECREATION & OPEN SPACE

Develop a connected parks and open space system – aligned with Selkirk's Recreation Master Strategy – that protects and enhances natural features, provides access to all-season recreational opportunities, and introduces new amenities, including a new Regional Park.

6.

ECONOMIC DEVELOPMENT

Support innovation and attract investment that propels economic development through a diverse mix of uses, new forms of housing, and sustainable approaches to development.

7.

MANAGING & DIRECTING GROWTH

Establish a comprehensive planning framework to guide the long-term development of the Plan Area in order to attract, manage, and support future growth in a manner that is aligned with the City's broader vision and Capital Asset Management Program.

2.0 VISION

The overall vision for the West End is to signal the future direction of Selkirk's urban development, through the creation of a new mixed-use village, surrounding neighbourhoods, and connected open space system. The aim is to create a dynamic place for current and future Selkirk residents that offers a full spectrum of experiences available within a complete and sustainable community.

Striving to embody the best-in-class sustainable development principles and design approaches, the West End lands will feature a diverse mix of land uses to expand opportunities for housing, employment, learning, cultural experience, connecting with nature, and leveraging the City of Selkirk's existing recreation and community facilities.

As a major landowner in the Plan Area, the City of Selkirk has a significant opportunity to implement its vision for the long-range development, not only as a regulator, but as an owner, investor and developer. Strategically leveraging this position, Selkirk has an opportunity to:

- explore new approaches in municipal-led land development, public-private partnership models, and land banking;
- practice and substantiate innovative sustainable design and development approaches;
- realize significant financial returns, not only through new development, but through future property taxes; and
- demonstrate how municipalities can use land as an instrument of change and self-definition.

Ultimately, the development of the West End lands will have a transformative impact on the City's urban fabric and stature as a leader in sustainable urban development. The build-out of the West End will provide the City with an opportunity to accommodate future growth, and allow it to evolve at a pace and scale that suits its character, culture and commitment to sustainability.

2.1 Guiding Principles

The principles on the adjacent page shall be considered as the City of Selkirk advances the planning and development of the West End. They are intended to reflect the City's aspirations for the West End lands, guide consistent municipal decision-making, and convey expectations to private development interests.

2.2 Creating a Sustainable Community

The West End lands are surrounded by a broad range of existing cultural, recreational and commercial amenities. Capitalizing on this, development within these lands will provide a variety of engaging public spaces and community amenities to serve the needs of current and future residents. Accordingly, to achieve its vision for a sustainable community, development within the Plan area should strive to achieve the following objectives:

1. **Promote development that enhances community health and wellbeing, while minimizing environmental impact, energy use and reliance on non-renewables.**
 - a. Invest in active transportation infrastructure.
 - b. Reduce reliance on car ownership by investing in public transit and micro-mobility initiatives.
 - c. Create compact neighbourhoods that support walkability by establishing a mix of uses and developing a connected network of streets and pathways.
 - d. Develop quality public spaces that are safe and accessible, in all seasons.
 - e. Engage the community in making sustainable life choices.
2. **Cultivate innovation and stimulate economic development.**
 - a. Demonstrate adaptability through the integration of green technology in building and design.
 - b. Stimulate diverse employment opportunities within the West End.
 - c. Encourage the development of storefront and production spaces for local start-ups, creative industries, artists and makers.
 - d. Promote collaborative consumption, including but not limited to development of shared amenities, such as a car sharing programs.
3. **Nurture social cohesion and cultural inclusion.**
 - a. Provide a diverse mix of housing types that are accessible for all income levels and stages of life.
 - b. Support the development of new cultural and community facilities.
 - c. Activate public spaces through programming, public art and events.
 - d. Sustain meaningful community engagement as the planning and development of the West End evolves.
4. **Protect and enhance natural heritage features.**
 - a. Recognize the site's natural features as a major attribute of the West End.
 - b. Preserve and integrate natural heritage features into new developments.
 - c. Implement strategies to mitigate tree loss and promote development that protects and enhances woodlands, forested areas, and mature trees.
 - d. Establish a connected parks and open space system that is integrated with the site's natural heritage features.
 - e. Avoid fragmentation of wildlife habitats and corridors.



SELKIRK'S WEST END MIXED-USE VILLAGE
PERSPECTIVE RENDERING



3.0 DEVELOPMENT FRAMEWORK

The Concept Plan for the West End is organized around a series of new residential neighbourhoods, anchored by a central Mixed-Use Village, a new Regional Park, and an interwoven system of open space amenities and natural habitats that connect the West End lands with the wider City and surrounding community amenities. The Land Use Concept Plan is illustrated on **Schedule A**. An alternate option is also included in **Schedule B**, which shows the development potential without a proposed paddling facility (see Section 4.2).

3.1 Development Potential

Over generations, Selkirk’s West End will evolve as a complete and sustainable community, forming a vital part of Selkirk’s growth and identity. Given the size of the Concept Plan area, the development potential of the West End is immense. Based on Selkirk’s current growth trends, the anticipated development horizon could exceed 75 years. Although difficult to anticipate how development might evolve over that length of time, at full-build out, the West End lands could support the following:

- + More than 5,000 dwelling units
- + Over 90 acres of new parks and open spaces, including a new regional park
- + 200,000 or more square feet of local retail / service commercial space
- + More than 10,000 new residents, effectively doubling Selkirk’s existing population

In part, the intent of this Plan is to elevate Selkirk’s preparedness to accommodate that future growth, provide high-level guidance to shape the form of development, and set the stage for future generations to determine how that growth occurs. At the same time, this Plan can serve to promote the concept and drive the market – raising the profile and awareness of the opportunity to the broader development community.

Table 1 - Summary of Land Use Plan Areas

Land Use Area Type	Land Use Plan (Schedule A)	Land Use Plan - Option B (Schedule B)
Mixed-Use Village	22.8 ac	22.8 ac
Neighbourhoods	243 ac	336 ac
Commercial	9.5 ac	9.5 ac
Regional and Community Parks	170 ac	76.7 ac
Approved Subdivision	12 ac	12 ac
Development Reserve Lands	213 ac	213 ac
Total Area	670 ac	670 ac

3.2 Overall Development Objectives

The West End shall be developed in a manner that is generally consistent with the land use framework illustrated in **Schedule A**. In doing so, the area will support balanced growth and new development that is cohesively planned, economically viable, environmentally sustainable, and complementary to Selkirk's community character.

- A. All new development should result in the creation of complete, compact, and connected neighbourhoods – neighbourhoods that support for a diversity of lifestyles, meet the needs of all residents, regardless of age, income or ability, and offer opportunities to live, work, play, and learn in a well-designed, compact urban environment.
- B. New growth should be phased in a logical and efficient manner based upon the extension of municipal services and infrastructure.
- C. New development shall conform to the regulations established in the City of Selkirk Zoning By-law and the Selkirk and District Development Plan, as those regulations evolve.
- D. New commercial development shall, until such time that demand for commercial space exceeds the available land supply, be restricted to Commercial and Mixed-Use Village land use areas.
- E. In accordance with the City's Downtown Renewal Strategy, ensure that the City's long-term objectives for both downtown renewal and the evolution of the West End are aligned.
- F. All new development should align with the City's sustainability objectives, as per the Climate Change Adaptation Strategy, as it evolves.
- G. The development of the West End should result in a connected parks and open space system, that provides opportunities for passive and active recreation at the neighbourhood, community, and regional scale.
- H. The form and density of all new development shall support transit ridership, promote active transportation, and contribute to the City achieving its growth management objectives.
- I. The scale and form of all new development shall provide an appropriate transition between defined land use areas.
- J. Ensure that the built environment within the West End is accessible to all residents, workers, and visitors, regardless of ability or age. Further, all new development within the West End lands shall be developed with regard to the Province's Design of Public Spaces Accessibility Standard, as it evolves.

3.3 Mixed-Use Village

The Mixed-Use Village is envisioned as a pedestrian-oriented, transit supportive, urban village, and a dynamic gateway into the West End. The Mixed-Use Village area will accommodate a full range of land uses, including mid-rise residential development types with dwellings varying in size and tenure, as well as institutional, retail, commercial and cultural uses that provide current and future residents with convenient access to a variety of amenities.

STRATEGIC DIRECTIONS:

Development Types

- Mixed-use buildings are encouraged, with active uses at-grade and residential or office uses above, as to create a lively and engaging public realm, as well as encourage more eyes on the street at all times.
- Hotels are permitted, including accessory restaurant, retail and service uses.
- Stand-alone residential buildings are also permitted and may include the following building types:
 - Small plex-type, multiple unit buildings;
 - Mid-rise apartment buildings; and,
 - Live/work units.
- Single Family detached dwellings shall not be permitted in the Mixed-Use Village.
- So as to not compete with the commercial services provided in Selkirk Crossing, standalone commercial development within the Mixed-Use Village should be limited.

Scale, Design and Density

- Higher density housing in combination with smaller scale retail and service commercial uses that serve the surrounding residential neighbourhoods.
- Sidewalks and public plaza areas shall contribute to an activated and attractive streetscape, encouraging the introduction of landscaped elements, site furnishings, and public artwork.
- All development within the Mixed-Use Village shall be consistent with Urban Design Guidelines, which will be prepared prior to any development approvals to the satisfaction of City.
- Commercial spaces shall be integrated at-grade, oriented towards the street, supporting pedestrian friendly areas, with residential units and/or offices above.
- Large expanses of blank walls are discouraged. Windows, architectural details and façade treatments shall be used to protect visual interest.
- Development shall be oriented to the public road, with a main entrance facing the public road and minimal front yard setbacks.
- The design of public spaces and building entryways shall incorporate universal accessibility design standards, consistent with the provincial guidelines currently being produced.
- Streetscape design should incorporate signage or placemaking features to contribute to the character of the development.

- The Mixed-Use Village shall be characterized by mid-rise buildings, generally between 4 and 6 storeys, with a maximum height of 8-storeys.
- Non-residential densities within the Mixed-Use Village shall generally be within 0.75 to 2.0 Floor Area Ratio (FAR).
- Residential development should achieve a minimum average density of 25 units per gross developable acre.

Access and Connectivity

- The area shall be developed as a pedestrian-oriented urban village with the design, scale, and speed of streets guided by principles of pedestrian comfort and safety.
- Local roads shall incorporate sidewalks on both sides of the street to encourage walking.
- As illustrated on **Schedule A**, the Mixed-Use Village is centred on the introduction of a new north/south corridor connecting to Manitoba Avenue to serve as a primary access and gateway into the West End.
- The new corridor should provide connections to surrounding neighbourhoods to establish community focal points and convenient access to services and amenities.
- Encourage compact development forms that support a range of mobility options, with a particular emphasis on active transportations infrastructure.
- Establish a connected network of sidewalks, cycling lanes, and off-road paths leading to key locations and integrating with the City's existing transportation system.
- Off street parking areas shall be located either underground, to the side or behind buildings.
- Provide clear pedestrian connections to all buildings entrances to and from the public road and any off-street parking areas.
- The mixed-use corridor should provide connections to surrounding neighbourhoods to establish community focal points and convenient access to services and amenities.

Village Gateway

The Village Gateway, as identified on **Schedules A and B**, should function as an identifiable entranceway into the Mixed-Use Village and the broader West End lands. Encompassing both public right-of-ways and abutting public and private lands, the design of the Village Gateway should create a strong sense of place, reflecting both the natural character of the West End and the vision for a dynamic new urban community.

The design of the Village Gateway should:

- Exemplify design excellence;
- Be coordinated with the overall streetscape design of the future Village Main Street to create a lively and active pedestrian-friendly environment;
- Integrate existing mature trees, forested areas, and native vegetation; and,
- Incorporate signage, lighting, public art, seating, and other public realm enhancements to demarcate this important entrance into the future West End lands.



BIRD'S EYE VIEW LOOKING SOUTH FROM
MANITOBA AVENUE

3.4 Neighbourhoods

The development of the West End should focus on building great neighbourhoods that support a broad range of housing forms, appropriate for different ages and income levels, while also connecting to the wider community through active transportation networks and open space systems. It is anticipated that neighbourhoods will be developed in phases as dictated by demand for new residential.

STRATEGIC DIRECTIONS:

Development Types

- Neighbourhoods shall support a diversity of housing types, encouraging a range of unit sizes, designs, tenures, at price-points, to effectively meet the diverse and evolving housing needs of future residents.
- Secondary suites shall be permitted in association with a principal dwelling on single-family detached or duplex lots to provide smaller scale or affordable housing options. The size, design, and location of Secondary suites shall be established in the Zoning By-law.
- The planning and development of neighbourhood areas shall be subject to the preparation of a detailed Neighbourhood Plan and Urban Design Guidelines, to ensure cohesively planned communities and avoid fragmented development patterns.
- Small scale neighbourhood commercial uses shall be permitted in appropriate locations within neighbourhood areas, as determined by the compatibility of surrounding uses, so long as the proposed use does not negatively impact community character.
- Institutional uses, such as educational and health care facilities, may be permitted in locations where the site can be conveniently accessed and parking requirements can be accommodated.

Scale, Design and Density

- Recognizing the long-term build out of the various Neighbourhood areas, it is likely the design style of residential structures will change over time. While diversity in architectural styles should be encouraged, a consistent standard of design should be established and, as deemed appropriate, enforced through design guidelines or conditional development approvals.
- A market study / analysis shall be required for all new developments in Neighbourhood areas.
- Building designs that minimize resource use and incorporate sustainable energy sources shall be encouraged.
- Innovation in neighbourhood planning shall be encouraged to address the social and economic, objectives of the City as they evolve.
- The established character and stability of surrounding areas within the City shall be protected through compatible land uses and public realm enhancements.
- High quality park and open spaces that integrate existing natural heritage features and mature trees, shall be included as part of all proposed development within all Neighbourhood areas in order to provide residents with convenient access to outdoor amenities.
- Neighbourhood areas shall be planned to achieve a minimum average density of 15 units per developable acre.

Access and Connectivity

- All neighbourhoods shall establish street, sidewalk, and pathway connections to surrounding areas within the West End, as well as adjacent developments where appropriate.
- Neighbourhoods shall be planned to ensure a high degree of connectivity internally, encouraging shorter residential blocks and limited cul-de-sacs.
- Development proposals for neighbourhood sites shall consider surrounding vacant lands to ensure adequate access points are maintained to accommodate prospective growth.
- All new neighbourhoods shall be required to include pathways or sidewalks to encourage active modes of transportation within the Residential area, providing linkages to public open spaces, the mixed-use corridor, or other key local destinations as well.



3.5 Commercial

The Commercial area within the West End is intended to be developed as an extension of Selkirk Crossing. With primary access and exposure to PTH 9, the relatively small commercial area poses significant potential to accommodate larger scale commercial developments that serve the regional trade area, as well as the local community.

STRATEGIC DIRECTIONS:

Development Types

- Highway commercial or other services catering to regional commuters, such as hotels, shopping centres, or other larger scale commercial developments with significant parking or display requirements, shall be permitted in the area.
- Approval of all development types within commercial areas will be subject to the availability of required municipal services, including municipal sewer and water, sidewalks, access to public transit, adequate vehicular access, accessible and off-street parking, and loading facilities.

Scale, Design, and Density

- The design, appearance and scale of new commercial development shall be in harmony with adjacent land uses, including existing commercial developments at Selkirk Crossing.
- Adequate screening, buffering and noise protection shall be provided, including the use of natural features such as berms or trees, to mitigate impacts on the adjacent planned Regional Park.
- Accessory parking facilities to commercial uses shall be encouraged to include site enhancing elements, such as landscaping and lighting features, to create a comfortable environment for users.
- Porous surface materials, as opposed to standard concrete or asphalt, shall be encouraged to enhance site drainage and ease pressure on municipal stormwater infrastructure.

Access and Connectivity

- Development within this policy area shall recognize future residential growth in surrounding lands by providing connectivity that ensures compatibility with surrounding uses.
- Large format commercial development will be planned to ensure site access meets the requirements of the Provincial Highway system.
- Active transportation facilities should be provided to establish convenient access from residential areas without requiring the use of a motorized vehicle.
- Traffic calming strategies shall be encouraged within the internal transportation network to prioritize pedestrian safety while traveling from private vehicles or surrounding areas.

3.6 Regional and Community Park

The intent of the Regional and Community Park area is to support the creation of a major destination for active and passive recreation through the:

- Enhancement and preservation of existing natural heritage features;
- Development of planned stormwater management facilities; and,
- Rehabilitation and redevelopment of the existing brownfield site in the northwest portion of the West End into a major Regional Park.

Connected as part of the City's evolving open space system, the Regional and Community Park area is envisioned not only as a defining character element of the West End lands, but also as an amenity for the future residents of the West End and the wider Selkirk region.

STRATEGIC DIRECTIONS:

Development Types

- In general, all development types shall offer recreational value, provide access to outdoor amenities, or contribute to environmental and climate change adaptation objectives.
- Programmed recreational amenities, such as mountain bike course shall be permitted, as to take advantage of existing terrain and natural topography.
- Permanent structures may only be permitted if they contribute to the overall outdoor or recreational experience, such as an integrated trail head/pavilion, washroom facilities, or stages.
- Prior to any development commencing, a completion of environmental assessments to define extent of potential contamination and identify appropriate remedial and risk management strategies shall be required. Prior to permitting used of the site, the implementation of a phased remediation / naturalization program may be required, consistent with provincial standards and regulations.
- Non-programmed passive areas shall be maintained to allow for leisure activities and adaptable outdoor spaces.

Scale, Design, and Density

- Promote high quality programmed open space development featuring activities for all age groups.
- Consider public art as part of the regional park landscape.
- Protect and preserve the natural environment in order to create opportunities for people to explore and enjoy the natural features in the area.
- Use native vegetation for all naturalized areas in order to maintain the quality and integrity of the landscape typology, and to maintain an identity relating the site to its regional context.
- Ensure that the development potential does not exceed the lands capability to support such activities and/or threaten ecological integrity.
- Lighting should be integrated into the park design to encourage use throughout the day and evenings.
- Strategies for blocking wind and maximizing solar exposure along pathways and in key areas should be encouraged to allow for all-season use.

Access and Connectivity

- Trails and pathways shall be integrated throughout the Regional and Community Park Area to allow for controlled exploration and engagement.
- All trails and pathways shall establish linkages to the broader trail network of the West End and the City's existing facilities.
- Wayfinding strategies should be implemented along trails and pathways to enhance the experience and increase overall safety for users of all ages and abilities.



3.7 Development Reserve Lands

The intent of the Development Reserve Lands area is to protect long-term opportunities for accommodating future infill and intensification of existing large residential lots along Selkirk Avenue and Strathnaver Avenues. Due to ownership, lot configuration, and access to municipal servicing and infrastructure, the future redevelopment in the Development Reserve Lands area will be a complex process. As such, the Plan simply aims to:

- Outline factors for the City and others to address as a means of managing potential development pressures in the area; and,
- Take some initial steps in preparation for the longer-range transition of the area from its existing rural residential character towards a more integrated component of the broader development area.

STRATEGIC DIRECTIONS:

- Prioritize the build-out of the Neighbourhood and Mixed-Use Village areas prior to the Development Reserve Lands.
- The subdivision of land and new residential uses may only be established the within the Development Reserve Lands area if they are connected to a full range of municipal services.
- Current land owners should be consulted to convey the City's long-term plans, coordinate potential land assembly, and initiative conversations about consolidation for future development.
- Cooperation among area property owners should be encouraged by being clear and transparent about future infill potential or opportunities for collaborative development approaches.
- Avoid sporadic lot splitting and incompatible lot configurations by encouraging larger scale subdivision plans and considering impacts on surrounding properties.
- Engage private interests regarding the development potential of the area and establish strategic partnerships when appropriate.

4.0 COMMUNITY DESIGN

4.1 Urban Design

Urban design is essential in creating a vibrant and attractive community for its residents, businesses and visitors. The development of the West End is an opportunity to elevate urban design through great public spaces, animated streetscapes, and high-quality architecture and landscaping. The design of new neighbourhoods and the community overall should enhance the comfort, safety, accessibility, and aesthetics of the built and natural environments of the West End lands.

STRATEGIC DIRECTIONS:

- Develop and adopt Urban Design Guidelines, as part of a more detailed Neighbourhood Plans, that:
 - i. promotes an urban built form that is massed, designed and oriented to people, and creates active and attractive streets for all seasons (climate responsive design);
 - ii. encourages excellence in urban design and sustainable construction methods; and,
 - iii. supports a high quality and consistent level of urban design for the public and private realms through adherence to the principles and directions of this Plan.
- Recognize that the preparation of Urban Design Guidelines is not solely the responsibility of either the City or the development applicant, but is a mutual responsibility.
- All new development within the West End shall be developed with regard to the Province's Design of Public Spaces Accessibility Standard, as it evolves.
- Consider integration of public art in all significant public and private developments, as part of an overall public realm strategy.

4.2 Parks and Open Space

Parks and Open Spaces are an essential element to creating complete communities. They enhance value, define character, can serve important ecological functions (i.e. stormwater management), and contribute to the health and well-being of humans and local wildlife.

A connected system of parks and open spaces is a fundamental feature of the vision for the West End as it develops. As identified on **Schedule A**, the Plan includes a major new Regional Park and a new Community park adjacent to the Mixed-Use Village, as well as the potential for a new professional paddling facility. **Schedule B** illustrates an alternate concept that does not include the padding facility, which is subject to further feasibility work, and instead includes a naturalized stormwater management facility integrated as part of the overall parks and open space system.

In addition to those major open space features, all neighbourhood areas will be designed to incorporate neighbourhood-scale parks, parkettes, and plazas, which will become the central focus of those neighbourhoods.

STRATEGIC DIRECTIONS:

- The overall parks and open space system shall be designed for a variety of year-round recreational opportunities, including active and passive recreation, leisure opportunities;
- Parks and open spaces should be designed to incorporate and enhance natural heritage features conceptually illustrated on **Schedule C**.
- Parks and open spaces should be designed to be beautiful and attractive, reflecting the highest quality in design, innovation, function, and sustainability.
- Parks and open spaces should be designed for use during all seasons, with shelter from winds, places to enjoy sun exposure, and lighting for safe evening use.
- Parks and open spaces, and the public realm in general, should be designed for universal accessibility.
- The City shall use ability to acquire and secure parkland through the land dedication provisions set out in The Planning Act, C.C.S.M. c. P80.
- Trail connections to other surrounding land use areas should be established to ensure all Selkirk residents have convenient access to parks and open space.
- All parks and open spaces within the West End should implement low impact development strategies, emphasizing conservation and use of on-site natural features to filter, store and detain runoff water.



Paddling Facility

The Manitoba Paddling Association has identified Selkirk as a prospective location for the development of a paddling venue. The Concept Plan illustrates how the venue could be integrated into the West End development, extending from the planned Regional Park and also functioning as a component of the overall stormwater management system.



5.0 GREEN DESIGN AND DEVELOPMENT

Design plays a major role in creating a healthy, vibrant and sustainable community. This section establishes strategic directions that promote green building technologies, renewable and alternative energy options, waste management efforts and other sustainable design options for development with the aim of supporting the City's objectives for a healthy, vibrant and sustainable community. Key green design and development objectives include:

- Demonstrate leadership in sustainable forms of development and green technologies to mitigate and adapt to climate change.
- Encourage development proposals that include energy efficient neighbourhood and/or building design and practices in all new development.
- Establish made-in-Selkirk green development and design standards that apply to all public and private sector developments.
- Control and, where possible, eliminate water, soil, noise and air pollution to safeguard the natural and human environment.
- Reduce per-capita consumption of energy, water, land and other non-renewable resources.
- Reduce per-capita generation of storm water run-off, sanitary sewage and solid and hazardous waste.
- Develop policies and programs designed to reduce per-capita greenhouse gas emissions.

STRATEGIC DIRECTIONS:

- The City, in collaboration with key stakeholders, shall develop Green Development and Design Standards to ensure that the vision and directions of this Plan are achieved through the development process.
- The Green Development and Design Standards shall be used to evaluate development applications and prioritize development approvals.
- All development shall meet the minimum standards established by the Green Development and Design Standard upon coming into effect.
- Until such time as the Green Development and Design Standards are adopted by Council, all development applications shall include submission of a Green Development and Design Report describing how the development is aligned with the City of Selkirk's sustainability objectives and sustainable initiatives being implemented within the proposed development.

- Development applications that have received required approvals prior to the adoption of this Plan are encouraged to demonstrate a commitment to achieving the City's sustainability objectives.
- The Green Development and Design Standards shall be comprised of, but not limited to, the following elements and initiatives that contribute to sustainable community design and green development:
 - i. minimum standards for energy efficiency in building design;
 - ii. standards for community design, including but not limited to, compact forms of development, Transit Oriented Development and active transportation, in accordance with the vision and policies of this Plan;
 - iii. design standards to maximize solar gains and facilitate future on-site solar energy technologies;
 - iv. design measures to facilitate future on-site renewable energy and/or energy recovery systems;
 - v. minimum standards for water conservation, including rainwater harvesting, in all buildings and landscaping;
 - vi. green building material requirements to promote durability, resource reuse and renewable resource use;
 - vii. design measures to facilitate the future installation of plug-ins/outlets for electric vehicles;
 - viii. requirements for green and/or white roofs into building design;
 - ix. requirements for Dark Sky compliant practices for exterior lighting;
 - x. minimum standards for waste reduction and diversion in the construction process;
 - xi. design standards for permeable surfaces, including permeable driveways and parking areas; and,
 - xii. landscape design standards to promote water efficient, drought resistant landscaping and the elimination of pesticide/herbicide use, including the use of native plants and xeriscaping.
- The Green Development and Design Standards shall be reviewed and revised periodically to respond to technological advancements, design innovations and relevant regulatory changes.
- The City should promote and encourage the use of recognized and accredited third-party certification for all new development, including LEED, Green Globes, One Planet Living or similar standard.
- The City should commit to a minimum target of LEED Silver certification, or its equivalent, for any new municipal buildings and projects within the West End.
- The City should encourage the achievement of greater energy and water efficiency in all new buildings, beyond the above minimum requirements.

6.0 SUSTAINABLE INFRASTRUCTURE

The City's infrastructure system, including its transportation and pedestrian networks, transit system, sewer, water and stormwater systems and utilities, serve an essential role in a community's successful operation and ability to support development. This Concept Plan seeks to ensure that the physical infrastructure developed within the West End meets the needs of all new residents and businesses, and is consistent with the City's Capital Asset Management Program (CAMP) and the objectives within its Climate Change Adaptation Strategy (CCAS).

Furthermore, the development of new infrastructure, including roads, should be sensitive to adjacent natural heritage features their associated functions, and shall incorporate design treatments and approaches that minimize negative impacts and, where practical, enhance the natural heritage features in the West End.

6.1 Transportation

Transportation is fundamental to Selkirk's sustainability objectives for the West End. The development of the West End lands and its transportation networks has the potential to become a catalyst for altering the way that people travel through Selkirk, with greater emphasis on public transit and active transportation, including walking and cycling.

The primary objective of the West End in terms of transportation is to create an environment that supports a modal shift; where residents, visitors, and workers have multiple transportation options available to them and do not always need to rely on their cars.

The conceptual Circulation Network to support the initial phases of development is illustrated in **Schedule D**. Building off of Selkirk's existing grid network, the design of the Circulation Network will ensure connectivity within the West End and with the City's wider transportation network.

STRATEGIC DIRECTIONS:

- Streets and lanes should be aligned to create a modified rectilinear grid pattern that defines development blocks and establishes a highly inter-connected and permeable network that maximizes accessibility and support for transit.
- Promote neighbourhood design and urban form that facilitate pedestrian movements and use of other active modes.
- Streets should be designed using a 'complete streets' approach – enabling safe, convenient, and comfortable travel and access for all users regardless of their mode of transportation.
- Provide universally accessible transportation options for residents, employees and visitors to the Plan Area.
- Transportation facilities for various modes of travel should form an integrated network, connecting to multi-use paths, sidewalks, and feeder streets at key transportation nodes.

6.2 Stormwater Management

Stormwater management facilities are intended to manage development impacts on local infrastructure and natural watercourses in order to maintain and enhance water quality, protect fish and wildlife habitat and prevent erosion.

It is the intent of this Plan to ensure that stormwater management facilities are not only functional components of the community, but are also aesthetically pleasing and a key component of the connected open space system. Stormwater management facilities are identified schematically on **Schedule A**.

The locations, size, and configuration of stormwater management facilities identified on **Schedule A** shall be confirmed through detailed drainage plans, required as part of subsequent Neighbourhood or Block Plans, Plans of Subdivision/Condominium, and/or implementing zoning by-law amendments.

STRATEGIC DIRECTIONS:

- Maximize permeable surfaces through water-sensitive urban design (i.e. rain gardens, soakways, green roofs, infiltration trenches and permeable paving) and strive for a minimum of 20% reduction in asphalt and concrete compared to typical urban development.
- Promote on-roof retention, green roofs or other innovative building design approaches, where feasible, to reduce run-off.
- Eliminate the use of fertilizers on both public and private lands to reduce sources of nutrients impacting Red River and Lake Winnipeg;
- Integrate naturalized bio-retention systems, that use native upland, flood tolerant shoreline and aquatic species, into the overall public realm design (i.e. constructed wetlands, bio-swales, etc.).
- Stormwater management facilities and the overall drainage system shall be incorporated into Plan Area's overall open space system.
- Where feasible, rain runoff shall be reused to lower the use of potable water in municipal operations.
- Residential rainwater collection should be encouraged.

6.3 Energy

Energy conservation is a key objective of this Plan. The aim of the energy strategy for the West End is the promotion of renewable energy systems that minimize, or even eliminate, the use of fossil fuels.

STRATEGIC DIRECTIONS:

- Establish targets for reduction in design energy consumption benchmarked against the National Energy Code for Buildings (NECB);
- Work with partners, like the Federation of Canadian Municipalities, Manitoba Hydro, Efficiency Manitoba, and Province of Manitoba, to promote and invest in innovative building approaches and technologies that reduce energy consumption and generate renewable energy on site (zero net energy);
- Design and orient buildings to optimize solar exposure to promote passive solar design;
- Examine the viability of developing an adaptable and scalable district utility that provides centralized and efficient heating and cooling for the West End development.
- Engage the community about ways to conserve energy.

6.4 Water and Waste Water

With the recent development of a new state-of-the-art wastewater treatment, Selkirk has positioned itself as a leader in waste water management and water conservation. The development of the West End should occur in a manner that is consistent with the City's priorities for water conservation and protection of healthy waterways.

STRATEGIC DIRECTIONS:

- Implement water conservation approaches that are alignment with updated Water Master Plan, as identified in the CCSA.
- Mandate water efficient appliances and low flow fixtures throughout development.
- Mandate construction methods that encourage water reuse and savings.
- Promote and implement water efficient landscaping.
- Engage the community about ways to conserve water.



7.0 IMPLEMENTATION

7.1 Development Phasing

Development of the Plan Area shall occur in logically planned phases. Phasing is generally planned to occur from the North to the South, with new development extending from existing built-up areas.

Recognizing that the pace of development will be subject to a variety of factors, including market conditions, growth trends, and timing of planning infrastructure investments, the phasing and timeframes for the development of the West End must be flexible. Until such time that an area of land is deemed necessary for development, it should function as a publicly accessible open space for passive community use, or in some capacity contribute to the viability of more imminent development activity.

Approval of new development shall be conditional upon commitments from the appropriate authorities and the proponents of development to the timing and funding of the required transportation, stormwater management, sanitary sewer and water supply facilities, as required in order for development to proceed.

7.2 Administering the Plan – Neighbourhood Plans

All future development in the Plan Area should be consistent with the Vision and Guiding Principles of this Plan. In order to ensure this is achieved, proposals to further demise and develop Neighbourhoods within the Plan Area shall be supported by a Neighbourhood Plan to illustrate the proposed design and development of neighbourhood areas or blocks in more detail. The Neighbourhood Planning process should also include the preparation of Urban Design Guidelines.

Neighbourhood Plans should be submitted and reviewed as part of the Plan of Subdivision, Plan of Survey, and/or Consent Application process. At minimum, Neighbourhood Plans should demonstrate the following:

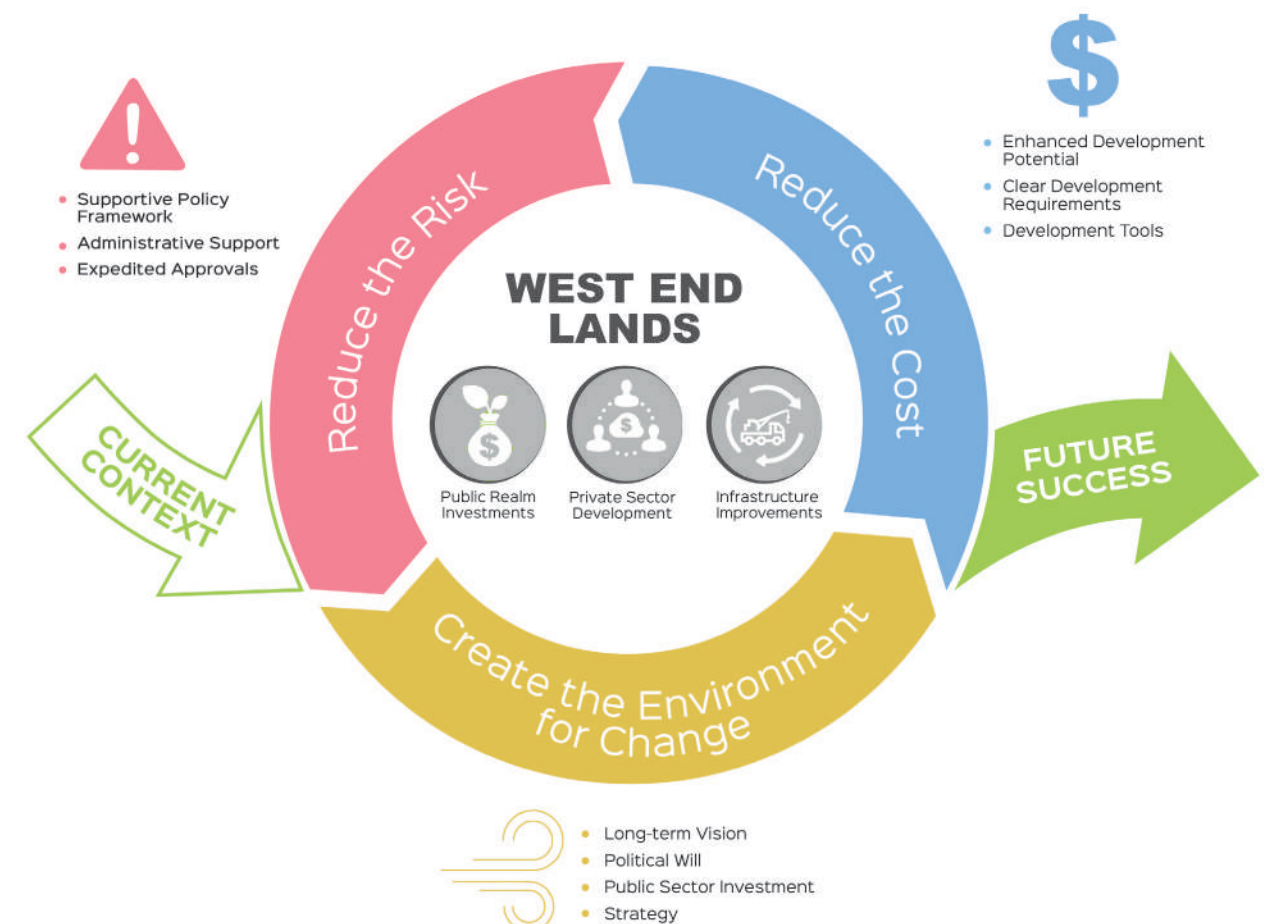
- Alignment with the Vision, Objectives, and Strategic Directions outlined in this Plan;
- Conformity with applicable development standards and regulations;
- Land use and dwelling mix;
- Proposed sustainable development approaches;
- General composition and scale of lots and buildings – illustrating how block configurations facilitate pedestrian movement;
- Compatibility with existing and planned land uses;
- Integration with the current and proposed transportation and transit network;
- Contribution of public space and community amenities;
- Tree inventory and preservation plan;
- Parking management strategy; and,
- Location of easements and right-of-way for public utilities.

7.3 Monitoring and Review

Given that the development of the West End will occur over generations, this Concept Plan should be considered as a living document that must adapt to changing circumstances and emerging innovations, over time. Therefore, the City of Selkirk should periodically review the West End Concept Plan and monitor development outcomes in accordance with the Plan's principles and objectives. If deemed necessary, the vision, objectives, and strategic directions of the Plan may be updated to ensure they remain relevant and consistent with the City of Selkirk's broader strategic planning objectives, as they evolve.

7.4 Strategy for Success

Undertaking large-scale, transformational urban development projects requires leadership, investment, and sustained commitment, as demonstrated by the experiences of other municipalities.



The successful implementation of this Concept Plan will require the City of Selkirk to strategically focus its efforts in the following three (3) main areas:

1. CREATING THE ENVIRONMENT FOR CHANGE

The City of Selkirk has already made significant strides in establishing conditions conducive for private development and investment. The acquisition of more than 325 acres within the West End and the preparation of this Concept Plan demonstrate the City's strong political will, a significant level of development readiness, and a real commitment to a long-range vision, all of which contribute to creating a favourable environment for private development.

With this foundation in place, the following core strategies will help to ensure these conditions are sustained and enhanced:

- **Appoint a champion** – Having a dedicated individual or team in place to facilitate and oversee the coordination of Selkirk's planning and development efforts in the West End is an important first step. The role of that individual or team should be to ensure adherence to the vision, to oversee planned public investments, and to actively pursue private development partners to help realize the vision for Selkirk's West End.
- **Make strategic investments in community infrastructure** – Capital investment in public infrastructure and amenities, including green infrastructure, stormwater management, sewer and water services, streetscaping, community and recreational amenities, open space, and affordable housing, can send a strong signal of the City's intent and commitment.

2. REDUCING THE COST OF DEVELOPMENT

There are a number of ways in which cities can effectively use policies and creative fiscal tools to help moderate development costs and, in turn, incent private development. The City of Selkirk has direct experience delivering development incentives through its Downtown Renewal efforts. Even modest cost offsets can be enough to attract development interest, and can be particularly effective in encouraging development forms or approaches that may be new to the local marketplace. Some key strategies that the City of Selkirk can use to reduce development costs include:

- **Leverage City's ownership stake** – As a major landowner within the West End, the City has the ability to use land holdings as a means to entice and facilitate new development. This can be achieved through strategic or innovative land deal structures (sale or lease) that attenuate upfront land costs, or other unique partnership approaches where the City's participation involves a land contribution and/or a reduction in typical land dedication requirements. Likewise, public investments in major infrastructure can also serve to reduce up-front development costs.
- **Consider opportunities to establish area-specific financial incentives** – The reduction of development costs can also be achieved through the provision of financial incentives (eg. property tax credits, direct grants, Tax Increment Financing, etc.). Incentives, either direct or indirect, can be used to induce the type of sustainable urban development the City of Selkirk envisions.
- **Leverage other public funding sources** – As part of the overall implementation strategy, the City should actively pursue other public funding sources, including from the Federation of Canadian Municipalities (FCM), Efficiency Manitoba, and Provincial and Federal governments, to fund and invest in community infrastructure and other major capital projects that are aligned with shared social, economic, and environmental objectives.

3. REDUCING THE RISKS OF THE APPROVALS PROCESS

There are inherent risks associated with land development. In particular, those risks can be amplified when talking about forms of development that may be new to the local marketplace.

Without a doubt, a clear vision, significant public investments, and tools to incent development all help ameliorate risk. In addition to those things, the City can further moderate risk by providing greater certainty when it comes to development approvals. In addition to a well-defined planning framework, the most obvious way to diminish risk is by expediting approvals through coordinated administrative processes, which can be made even more efficient through the appointment of a dedicated person or team. The combination of clearly articulated rules and expectations around development, combined with a streamlined approvals process, can not only provide assurance to the local and regional development community, but can also serve to effectively stimulate development by generating new interest and demand.



