Agenda – Council – May 29, 2013

Report – Standing Policy Committee on Property and Development – May 7, 2013

Item No. 1 Taylor Redevelopment Master Plan
(River Heights-Fort Garry Ward)
File SP 1/2013

STANDING COMMITTEE RECOMMENDATION:

On May 15, 2013, the Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee, as amended, and submitted the following to Council:

1. That the Taylor Redevelopment Master Plan as outlined in Attachment "A" be endorsed in principle, with the following amendments:

    A. Delete any reference to "C4" and replace it with "C3", on page 13, section 3. B., "Planned Development Overlay – Planning for Success".

    B. Delete the numbers "80-300" and replace it with the numbers "80-500", on page 27, "Multi-Family Residential".

2. That the Operationalizing the Taylor Redevelopment Master Plan as outlined in Attachment "B" be endorsed in principle.

3. 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 – May 7, 2013

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 15, 2013, the Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee, as amended, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On May 7, 2013, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee, with the following amendment:

- Recommendation 2., delete the following:

  ", with the following amendments:

  A. Add the following new condition:

     1.(2). That the property tax generated from this Master Plan be earmarked to help finance major infrastructure improvements, such as the Pembina Highway underpass, Waverley Street underpass, Bus Rapid Transit, etc..., in the area.

  B. Renumber the remaining conditions accordingly."

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

COMMUNITY COMMITTEE RECOMMENDATION:

On April 16, 2013, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Recommendation 1., add the following after the word "principle":

  ", with the following amendments:

Report – Standing Policy Committee on Property and Development – May 7, 2013

DECISION MAKING HISTORY: (continued)

COMMUNITY COMMITTEE RECOMMENDATION: (continued)

A. Delete any reference to "C4" and replace it with "C3", on page 13, section 3. B., "Planned Development Overlay – Planning for Success".

B. Delete the numbers "80-300" and replace it with the numbers "80-500", on page 27, "Multi-Family Residential"."

- Recommendation 2., add the following after the word "principle":

  ", with the following amendments:

  A. Add the following new condition:

     1.(2). That the property tax generated from this Master Plan be earmarked to help finance major infrastructure improvements, such as the Pembina Highway underpass, Waverley Street underpass, Bus Rapid Transit, etc..., in the area.

  B. Renumber the remaining conditions accordingly."

and forwarded to the Standing Policy Committee on Property and Development.

ADMINISTRATIVE REPORT

Title: Taylor Redevelopment Master Plan

Issue: Seeking endorsement of Taylor Redevelopment Master Plan as Council Policy that will apply to the area identified in the plan

Critical Path: City Centre Community Committee – Standing Policy Committee on Property and Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith			

RECOMMENDATIONS

1. That the *Taylor Redevelopment Master Plan* as outlined in Attachment "A" be endorsed in principle.

2. That the *Operationalizing the Taylor Redevelopment Master Plan* as outlined in Attachment "B" be endorsed in principle.

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

The OurWinnipeg Complete Communities Direction Strategy requires that an area master plan precede development at Major Redevelopment Sites. *The Taylor Redevelopment Master Plan* provides vision, directions and strategies for the redevelopment of the Taylor Lands Major Redevelopment site, as required by the Complete Communities Direction Strategy.

The Taylor Redevelopment Master Plan outlines the general development concept for the Taylor Lands Major Redevelopment Site based on TOD principles and provides strategies for land use, connectivity, open space, urban design, transportation, and the environment.

The Taylor Redevelopment Master Plan will be submitted for endorsement as Council Policy.

IMPLICATIONS OF THE RECOMMENDATIONS

Endorsement of the *Taylor Redevelopment Master Plan* as Council Policy provides a set of guidelines for the City of Winnipeg Public Service to follow with respect to the future review of development applications for construction within the plan area. It expresses Council's will and expectations and provides transparency to the public. Council Policy is not legislation and therefore does not have the force of legislation, like OurWinnipeg, secondary plans and zoning by-laws.

The Taylor Redevelopment Master Plan is a non-statutory plan that outlines the intent of the developer and articulates their vision for the property. It will be used as the standard for the evaluation of all future plan approvals.

HISTORY

The applicant, 3346234 Manitoba Ltd, has submitted a subdivision and rezoning application for an approximately 48 acre area referred to in the Complete Communities Direction Strategy as Taylor Lands Major Redevelopment Site. (DASZ 4/13). The master plan supports this application and clearly articulates the developer's intent and vision for the property.

CONSULTATION

In preparing this report there was consultation with:
Public Works Department
Transit Department
Water and Waste Department

SUBMITTED BY

Department: Planning, Property and Development
Division: Planning and Land Use
Date: April 9, 2013
File No.

List of Schedules and Attachments

1. Appendix "A" – Planning Discussion
2. Appendix "B" - Land Use Concept Map
3. Attachment "A" – The Taylor Redevelopment Master Plan
4. Attachment "B" – Operationalizing the Taylor Redevelopment Master Plan

APPENDIX 'A'
Planning Discussion

DATE: April 9, 2013
FILE:
RELATED FILES: DASZ 4/13
COMMUNITY: City Centre

SUBJECT: To endorse the *Taylor Redevelopment Master Plan* as council policy.

LOCATION: Taylor Avenue between Wilton Street and 1130 Taylor Avenue

LEGAL DESCRIPTION:

APPLICANT: 3346234 Manitoba Ltd.

OWNER: 3346234 Manitoba Ltd, 3177786 Manitoba Ltd, City of Winnipeg, Manitoba Hydro

RECOMMENDATION: That the *Taylor Redevelopment Master Plan* be endorsed in principle

SUMMARY:

- The applicant has submitted the *Taylor Redevelopment Master Plan* in support of their application for subdivision and rezoning of the site. This plan is a non-statutory plan that outlines the intent of the developer and articulates their vision for the property. It will be used as the standard for the evaluation of all future plan approvals within the plan area.
- The proposed development aligns with *OurWinnipeg* and the *Complete Communities Direction Strategy*
- That the *Taylor Redevelopment Master Plan* as outlined in Attachment "A" and *'Operationalizing the Taylor Redevelopment Master Plan* as outlined in Attachment "B" be endorsed in principle.

WHAT IS AN AREA MASTER PLAN?

An Area Master Plan illustrates the development proposal and guides its implementation through detailed recommendations. It provides a policy framework on which the growth of the development will be based. It is context sensitive and will acknowledge and enhance the attributes of the surrounding established neighbourhood.

It is based on a series of broad principles or goals for the new development which are created to build consensus and provide a structure to monitor conformity.

The Area Master Plan is based on an evaluation of issues including developer needs for density, strategic priorities and phasing, building and landscape design, sustainable development, transportation and parking.

An Area Master Plan should address the following topics:

- Illustrate ‘the vision’ for the whole site
- General Development Concept based on TOD principles
- Land Use Strategy
- Open Space / Parks
- Urban Design Strategy / Design Criteria
- Transportation Strategy
- Environmental Strategy
- Housing Diversity
- Phasing and Implementation
- Monitoring and Performance

WHAT IS THE PURPOSE OF THE MASTER PLAN?

The Master Plan provides a planning framework for the growth and change that will occur in the Taylor Redevelopment Area resulting from the proposed development.

- It should guide public and private development and infrastructure investment in the vicinity of the Taylor Redevelopment Area
- It clearly articulates a vision and establishes goals and objectives for the development.
- It will act as a set of planning principles that apply to the entire development area.
- It will provide guidance for land use, development, or infrastructure investment over a longer term to provide a consistent framework should the development be phased over multiple stages.

WHAT WILL THE PLAN BE USED FOR?

Once endorsed, the *Taylor Redevelopment Master Plan* will become Council Policy providing a set of guidelines for the City of Winnipeg Public Service to follow with respect to the future review of development applications for construction within the plan area. It expresses Council's will and expectations and provides transparency to the public. It will be used as the standard for the evaluation of all future plan approvals within the plan boundaries.

INTRODUCTION:

The introduction to the document introduces the concept of an Area Master Plan, its purpose, and how it fits into the larger Winnipeg planning policy framework. For further details regarding how this plan fits within Winnipeg’s planning framework, please see the administrative report for DASZ 4/2013.

SITE INFORMATION:

The Area Master Plan describes the site, covering the site’s history, boundaries, existing and surrounding zoning, existing and surrounding land uses, infrastructure, and the opportunities and constraints of the parcel.

OURWINNIPEG/COMPLETE COMMUNITIES

The subject property is identified as a Major Redevelopment Site in *Complete Communities*, the City's blueprint for development. *Complete Communities* describes the characteristics of Major Redevelopment Sites as follows:

- Large, functionally obsolete or under-utilized lands, such as former industrial areas.
- Located within the existing urban framework, often along rail lines, major corridors or rapid transit.
- Often serviced by some level of existing infrastructure
- Present opportunities for transformative and strategic mixed use infill and intensification
- May present challenges to redevelopment, such as inadequate infrastructure capacity and contamination
- Site area typically 15 acres or more

It provides direction that Major Redevelopment Sites should: *Provide for Complete Communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places, and open spaces.*

It also states that Major Redevelopment Sites may be hampered to various extents by a number of impediments that reduce or preclude economic viability and that given its interest in the redevelopment of these sites, the City will work to reduce these barriers.

Complete Communities requires that landowners and other stakeholders establish local goals and objectives for a Major Redevelopment Site while taking into account its relationship to OurWinnipeg, Sustainable Transportation Direction Strategy, Downtown, Redevelopment Areas, Corridors and other Centres. This could include minimum and maximum density and employment targets.

Design guidelines are being included Appendix 'C' to help guide the plan approval process to ensure that the design principles spoken of in *Complete Communities* are considered in the final design for the site.

DEVELOPMENT CONCEPT:

General Development Concept

The site will be subdivided and rezoned to create a total of sixteen parcels zoned "C3" and organized into four districts. The districts have the following names and general land use concepts:

District One – Powersmart Pavilion

- Anchored by large format retailer with pad development to accommodate accessory commercial uses
- May also include office, hotel, restaurant, entertainment. flex space, residential and other uses intensifying the existing employment and retail uses that occur within the planned area

District Two – Grant Park Row

- A mix of uses vertically (residents, hotel, and offices above shops) as well as horizontally (stand alone residential buildings and commercial/employment buildings within walking distance of one another but not in the same building
- Building heights may vary from low scale (1-3 stories) to medium scale (4-8 stories)
- Residential density may be moderate (approximately 35 units per acre) and may include destination retail of smaller scale (boutiques) and neighbourhood scale retail

District Three – Grant Park Mews

- Many uses will be accommodated in this hybrid flex space including possible employment, office, retail, multiple-family residential, and seniors accommodations

District Four – The Meeting Place

- Pedestrian and active transportation oriented gathering area. Features will include walkways, landscaping, benches, and other urban elements

Urban Design Strategy

- A high level of street design is proposed including sidewalks, seating areas, public art (if feasible), outdoor spaces, landscaping, and possibly pedestrian lighting.

Transportation Strategy

The plan indicates that quality infrastructure for all modes of transportation will be provided.

- Sidewalks and open spaces will connect to existing sidewalks and parks helping to connect the existing neighbourhood to the new development. Internally a pathway system will provide access through the development.
- The development will be served by public transit

Environmental Strategy

- Access to alternative transportation that reduce the reliance on automobiles and their associated environmental impacts.
- On site storm water management
- Reduce the urban heat island effect through landscaping.
- Secure bicycle parking and new pathways to connect to local AT paths

Housing

It is anticipated that the residential component will contain between 80-300 units within buildings of 4-8 stories

RECOMMENDATION:

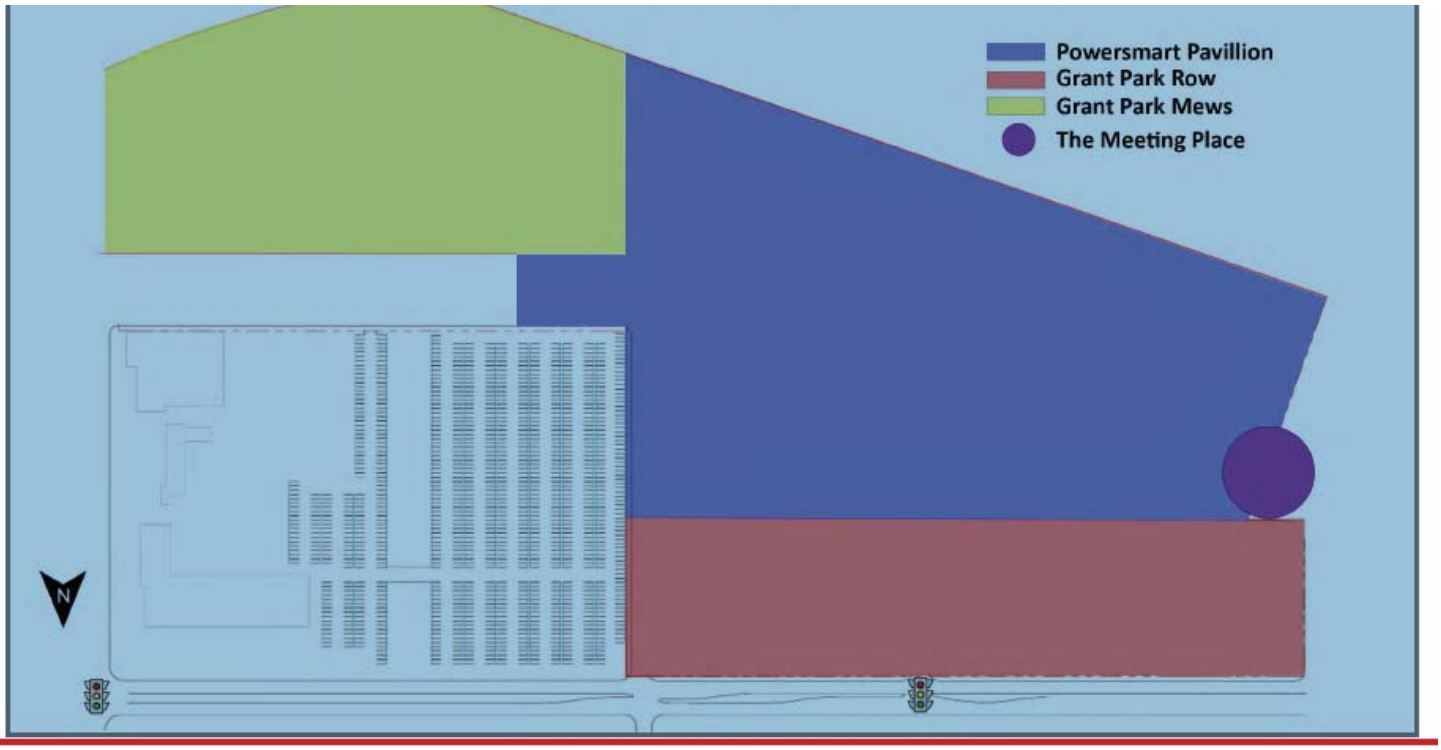
The Planning and Land Use Division recommends **endorsement** of the *Taylor Redevelopment Master Plan* for the following reasons:

- The proposed development is consistent with OurWinnipeg and the Complete Communities Direction Strategy, For further details please see the administrative report DASZ 4/13.
- The endorsed document assists the City's administration when considering future plan approvals for the development.

The Planning and Land Use Division recommends **endorsement** of *Operationalizing Taylor Redevelopment Master Plan* for the following reasons:

- To provide a clear and transparent process for the adoption and amendment of the plan and any subordinate plans such as a parking management plan or common signage plan.
- To ensure that owners within the plan area are notified and have an opportunity to comment on any future amendments to the plan and any subordinate plans such as a parking management plan or common signage plan.

APPENDIX 'B'
LAND USE CONCEPT MAP



ATTACHMENT A - Taylor Redevelopment Area Master Plan



ATTACHMENT B - Operationalizing the Taylor Redevelopment Area Master Plan

Operationalizing the Taylor Redevelopment Area Master Plan

1. Area Master Plans

Adoption

1(1) The Area Master Plan will be endorsed in principle.

1(2) The critical path for endorsement is:

- City Centre Community Committee – Standing Policy Committee on Property and Development - Executive Policy Committee - Council

Amendment

1(3) Application can be made by:
a. The owner.
b. An agent of the owner authorized in writing by the owner.

1(4) Application for the amendment is made to the Director of Planning Property and Development.

1(5) Amendments proposing significant change to any one of the following must be endorsed by council and follow the critical path identified in provision1(2) above:
i. Maps
ii. Density
iii. Text
iv. Height
v. Land Use/Zoning

Notification

1(6) Notification for the adoption of a Master Plan or amendment to a Master Plan must follow provisions 3.1. through 3.6..

2. Parking Management Plans and Master Signage Plans

Adoption

2(1) Parking management plans shall be submitted to and approved by the Director of Planning, Property, and Development and thereafter maintained to the satisfaction of the Director of Planning, Property, and Development.

2(2) Master signage plans shall be submitted to and approved by the Director of Planning, Property, and Development and thereafter maintained to the satisfaction of the Director of Planning, Property, and Development

Amendment

2(3) Application can be made by:
a. The owner.

b. An agent of the owner authorized in writing by the owner.

2(4) Application for the amendment is made to the Director of Planning Property and Development.

Notification

2(5) Notification for the adoption of a Parking Management Plan or Master Signage Plan or amendment to a Parking Management Plan or Master Signage Plan must follow provisions 3.1. through 3.6..

3. Notification

3(1) Notification of the adoption or an amendment must be sent to all property owners, or condominium corporations where established, within the Master Plan Boundaries by registered mail.

3(2) Letters must include a description of the intent of the plan or amendment and a copy of the proposed amendment.

3(3) If the plan or amendment proceeding to the Community Committee, letters must identify the time, date, and location of the meeting and where and when a copy of the administrative report for the proposed amendment will be available.

3(4) All letters will indicate that the recipient has 17 days from the date the letter was sent to express their comments, in writing, concerning the amendment to the Director of Planning Property and Development. For those plans or amendments being scheduled for a public meeting the commenting period must expire at least 14 days prior to the public meeting.

3(5) All letters must include the mailing address for submission of comments and contact information for further inquiries.

3(6) Prior to acceptance of a plan or amendment application proof of notification, in accordance with provisions 3.1. through 3.5., must be provided to the Director of Planning Property and Development.