Agenda – Council – September 25, 2013

Report – Standing Policy Committee on Property and Development – September 10, 2013

Item No. 3 Palliser Major Redevelopment Site Area Master Plan (North Kildonan Ward) File SP 2/2013

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 18, 2013, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, as amended, and submitted the following to Council:

1. That the Palliser Major Redevelopment Site Area Master Plan (the Plan), which is Attachment B to this report, be approved with the following amendments:

    A. Throughout the Plan, italicize all names of documents, such as "Complete Communities" or "Sustainable Transportation Direction Strategy".

    B. In the Table of Contents, replace "Existing and Approved Land Uses and Zoning and Planning Policies" with "Existing and Approved Land Uses, Zoning and Land Use and Development Policies".

    C. In the Table of Contents, replace "Road Network with "Motor-vehicle Network".

    D. In A-1.1, in the third sentence of the second paragraph, insert "the centre-lines of" after "bounded by" and "the centre-line of" before "a Manitoba".

    E. In A-1.3.2, replace "fixed" with "established".

    F. In A-2.2, replace "Sustainable Water & Waste" with "Sustainable Water and Waste" and only italicize titles of documents.

    G. In the last paragraph of A-2.2, replace "These plans" with "This plan".

    H. In A-3.1, after "elected officials" insert "(who only commented on the Palliser MRS and its context)".

    I. In A-3.1, delete "as part of the public input component of the planning process".

    J. In A-3.4, replace "These City departments'" with "Their".

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K. On Figure 3, insert "*" after the label "Chief Peguis Trail" and insert, below or beside the legend, "* The City of Winnipeg is in the process of establishing the Chief Peguis Trail Public Right-of-Way".

L. In the first sentence of B-1.2, replace "Districts" with "District".

M. In the last sentence of B-1.2, replace "operational" with "operations".

N. In B-4.1, replace the first paragraph with "The natural lands of Palliser MRS consist of low and mid quality areas. The majority of the undeveloped land is disturbed grassland with the exception of a small portion of "B/C" quality habitat identified by the City Naturalist adjacent to the Chief Peguis Trail. The "B/C" quality habitat has a reasonably good composition of native plants mixed with non-natives.

O. In the subheading B-5.4.1, replace "Road" with "Motor-vehicle".

P. In B-5.4.2, insert "on-road" after "Proposed low traffic" and delete from the third paragraph ", where it forms the western limit of the Palliser MRS".

Q. On Figure 4, delete the line representing an AT Path in the Springfield Road Public Right-of-Way and replace the words "bicycle boulevard" in the legend with "on-road cycling route".

R. In the sentence in C-2, Objective 6, change the bold font to regular font.

S. In C-3.1, delete Point 7 and renumber the subsequent points accordingly.

T In C-3.1, Point 8, delete "By having 'front' facades (facades adjacent to the street or the internal pedestrian path) with attractive architectural details that are pedestrian in scale and have prominent entrances" and insert, after "environment" in Point 8, "by having facades, that are pedestrian in scale with attractive architectural details and well-defined entrances, visible from the street or the internal pedestrian path.".

U. In C-3.1, insert, below Point 10, "10. Motor-vehicle parking and garbage and recycling storage and removal areas should be located behind buildings, away from nearby sidewalks, paths and outdoor places, or within buildings where feasible".

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V. In C-3.1, in Point 11, replace "the development's vehicular paved areas" with "surface parking facilities excluding on-road parking spaces".

W. In C-3.1, replace Point 13 with "13. The portion of any development that will be next to the Market Square in the Mixed-Use Town Centre (C-6), a sidewalk or a path should be pedestrian oriented, with:

i. the most important pedestrian oriented area being the Market Square;
ii. followed by Lexington Park and the northerly extension of Brunswick Street;
iii. followed by the internal pedestrian path, and lastly;
iv. followed by Gateway Road and the proposed road and sidewalks to extend north from Lexington Park.

X. In C-3.1, insert after "exception of" in Point 14 "a" and replace in Point 14 "signs" with "sign".

Y. In C-3.1, insert after Point 14 "15. Free-standing signage alongside Gateway Road should be consolidated into no more than two signs in order to avoid visual clutter."

Z. In C-3.1.1 replace "on average, no" with "No".

AA. In C-3.2.3, insert after the last sentence "Said study shall show shadow casting by any proposed development in the Palliser MRS on the equinox and the summer solstice at 10 AM, 12 PM, 3 PM and 5 PM and on the winter solstice at 10 AM, 12 PM and 3 PM or on other dates or times as determined by the Director of Planning, Property and Development. It is anticipated that the study results will show that some proposed developments would cast shadows onto residential uses outside the Palliser MRS, for certain periods of time during certain seasons. The degree to which the shadows would be cast must be considered in order to determine whether there would be a substantial adverse effect on any residential use outside the Palliser MRS.

BB. In C-3.2.4, insert after the last sentence "These areas are depicted conceptually on the Land Use and Transportation Policy Map.

CC. In C-3.2.5, after "few times a year" insert ", so that streets adjacent or near the Palliser MRS are rarely needed for parking by visitors to the MRS".

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DD. In C-3.2.5, after "provision of on-street parking" insert " in the Palliser MRS."

EE. In C-4.1, replace "High-rise multi" in Point 1 with "multi-storey multiple" and replace "limited to the corner of Lexington Park and" with "alongside Lexington Park or Gateway Road.

FF. In C-4.1, in Point 2, after "residential units" insert "in the High-Density Residential Policy Area".

GG. In C-4.2, delete "1. " and "should".

HH. In C5.1, replace the first sentence with "The main focus of these policies is to encourage the provision of a variety of housing types and tenure in the Medium-Density Residential policy areas that would meet the life cycle and socio-economic needs of residents of northeast Winnipeg."

II. In C5.1, replace "mid-rise multi" with "multi-storey multiple".

JJ. In C5.1, Point 1, delete Clause "d" and insert, after Point 1, "2. Ground floor units facing the market square should be constructed to commercial requirements (to allow flexibility of use as commercial, institutional or residential) to respond to potential changes in market demand."

KK. In C5.1, Point 1, replace "adjacent to the market square" in Clause "c" with "alongside the market square, Lexington Park, the northerly extension of Brunswick Street or Gateway Road".

LL. In C5.1, insert after "total residential units" in Point 2 "in the Medium Density Residential Policy Area and the area shown as either Medium Density Residential or Mixed-Use Town Centre," and renumber Point 2 to Point 3.

MM. In C6.1, delete "ground-floor commercial or institutional".

NN. On Figure 12, show sidewalks alongside the north and east facades of the repurposed building, alongside the western limit of the multi-storey developments shown east of said building and alongside the northerly extension of the road in Brunswick Street where it is not flanked by parking.

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OO. In C6.2, delete Point 2.

PP. In C-7.1, Point 2, after "provide" insert "opportunities for". In Point 3 replace the first bullet with "• comprised of 1 or 2 sites, the combined area of which shall be no less than two-thirds of the required park land dedication, as per the Development Agreement Parameters, with under dedication compensated for as cash-in-lieu;". As this is a major redevelopment, further reductions can be considered for publicly accessible private green space in subsequent phases.

QQ. In C-7.1, in Point 4, delete "approximately."; and in Point 5, replace "Apply" with "be designed and constructed consistent with the".

RR. On Figure 14, which is the Land Use and Transportation Policy Map:

i. extend the green area indicating a landscaped buffer alongside Springfield Road west to Gateway Road;
ii delete the proposed sidewalk on the map that extends north from Burnett Ave., where it is beside an existing sidewalk;
iii add a proposed sidewalk to the map, extending east from the existing sidewalk in Gatewalk Rd., along the southern limit of Springfield Rd., to the internal pedestrian path that intersects with Springfield Rd.;
iv. replace the legend with the attached legend (Attachment D) and revise the map accordingly;
v. delete the aerial/satellite photography (but retain the property lines).

SS. In the last sentence of C-7.1, replace "development plans for the Palliser MRS" with "any development application pertaining to land in the Palliser MRS".

TT. In C-8.4.3, add the following:
"1.c. For any application, other than DASZ 21/13 , to develop land within the Palliser MRS Plan Area, a Traffic Impact Study must be completed to the satisfaction of the Director of Public Works and East Kildonan-Transcona Community Committee and any improvements to Gateway Road that are identified in the Traffic Impact Study must be included in conditions of approval that are deemed warranted by the development applications."

UU. At the end of C-9, insert the following as a new paragraph:
"See also C-8.4.3 1.c."

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2. That Operationalizing the Palliser Major Redevelopment Site Area Master Plan (Attachment C), be approved with the following amendment:

   A. Subsection 1.(2):

      Delete the words “Lord Selkirk – West Kildonan Community Committee” and replace it with the words “East Kildonan – Transcona Community Committee”.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda – Council – September 25, 2013

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DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 18, 2012, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development with the following amendments, namely:

- Add the following new Recommendations:

  1. TT. In C-8.4.3, add the following:
     "1.c. For any application, other than DASZ 21/13 , to develop land within the Palliser MRS Plan Area, a Traffic Impact Study must be completed to the satisfaction of the Director of Public Works and East Kildonan-Transcona Community Committee and any improvements to Gateway Road that are identified in the Traffic Impact Study must be included in conditions of approval that are deemed warranted by the development applications."

  1. UU. At the end of C-9, insert the following as a new paragraph:
     "See also C-8.4.3 1.c."

and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 10, 2013, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Recommendation 1. D.: Delete the word "second" and replace it with the word "third".

- Recommendation 1. N.: Delete the following sentence, "Consideration should be given to preservation of some of the "B/C" quality areas either within site landscaping or public reserve dedication."

- Recommendation 1. T.: Delete the word "facing" and replace it with the words "visible from".

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DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Delete Recommendation 1. W. in its entirety and replace it with the following:

  "W. In C-3.1, replace Point 13 with "13. The portion of any development that will be next to the Market Square in the Mixed-Use Town Centre (C-6), a sidewalk or a path should be pedestrian oriented, with:

  i. the most important pedestrian oriented area being the Market Square;
  ii. followed by Lexington Park and the northerly extension of Brunswick Street;
  iii. followed by the internal pedestrian path, and lastly;
  iv. followed by Gateway Road and the proposed road and sidewalks to extend north from Lexington Park."

- Add the following to the end of Recommendation 1. AA.:

  "It is anticipated that the study results will show that some proposed developments would cast shadows onto residential uses outside the Palliser MRS, for certain periods of time during certain seasons. The degree to which the shadows would be cast must be considered in order to determine whether there would be a substantial adverse effect on any residential use outside the Palliser MRS."

- Delete Recommendation 1. EE. In its entirety and renumber all remaining recommendations accordingly.

- Delete Recommendation 1. PP. in its entirety and replace it with the following:

  "PP. In C-7.1, Point 2, after "provide" insert "opportunities for". In Point 3 replace the first bullet with "• comprised of 1 or 2 sites, the combined area of which shall be no less than two-thirds of the required park land dedication, as per the Development Agreement Parameters, with under dedication compensated for as cash-in-lieu;". As this is a major redevelopment, further reductions can be considered for publicly accessible private green space in subsequent phases."

Report – Standing Policy Committee on Property and Development – September 10, 2013

DECISION MAKING HISTORY (continued):

STANDING COMMITTEE RECOMMENDATION (continued):

- Add the following to the end of Recommendation 1. QQ.:

  "and in Point 5, replace "Apply" with "be designed and constructed consistent with the".

- Delete Recommendation 1. RR. in its entirety and replace it with the following:

  "RR. On Figure 14, which is the Land Use and Transportation Policy Map:

  i. extend the green area indicating a landscaped buffer alongside Springfield Road west to Gateway Road,
  ii delete the proposed sidewalk on the map that extends north from Burnett Ave., where it is beside an existing sidewalk;
  iii add a proposed sidewalk to the map, extending east from the existing sidewalk in Gatewalk Rd., along the southern limit of Springfield Rd., to the internal pedestrian path that intersects with Springfield Rd.;
  iv. replace the legend with the attached legend (Attachment D) and revise the map accordingly;
  v. delete the aerial/satellite photography (but retain the property lines)".

- Add the following new Recommendation 1. SS.:

  "1. SS. In the last sentence of C-7.1, replace "development plans for the Palliser MRS" with "any development application pertaining to land in the Palliser MRS".

- Delete Recommendation 2 in its entirety and replace it with the following:

  2. That Operationalizing the Palliser Major Redevelopment Site Area Master Plan (Attachment C), be approved with the following amendment:

  A. Subsection 1.(2):

  Delete the words "Lord Selkirk – West Kildonan Community Committee" and replace it with the words "East Kildonan – Transcona Community Committee".

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

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DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION:

On July 16, 2013, the East Kildonan-Transcona Community Committee submitted the matter to the Standing Policy Committee on Property and Development without recommendation.

Susan Russell, McGowan Russell Group Inc., submitted a communication dated July 16, 2013 in support of the Palliser Major Redevelopment Site Area Master Plan.

ADMINISTRATIVE REPORT

Title: Palliser Major Redevelopment Site Area Master Plan, SP 02/2013

Issue: Seeking endorsement of the *Palliser Major Redevelopment Site Area Master Plan* and *Operationalizing the Palliser Major Redevelopment Site Area Master Plan* as Council policies that will apply to the area identified in said olan and generally shown in *Complete Communities* as the Palliser Major Redevelopment Site

Critical Path: East Kildonan – Transcona Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
P. Regan	N/A	N/A	

RECOMMENDATIONS

1. That the *Palliser Major Redevelopment Site Area Master Plan* (the Plan), which is Attachment B o this report, be endorsed as Council policy subsequent to being amended as follows:
   1) throughout the Plan, italicize all names of documents, such as "*Complete Communities*" or "*Sustainable Transportation Direction Strategy*";
   2) in the Table of Contents, replace "Existing and Approved Land Uses and Zoning and Planning Policies" with "Existing and Approved Land Uses, Zoning and Land Use and Development Policies";
   3) in the Table of Contents, replace "Road Network with "Motor-vehicle Network";
   4) in A-1.1, in the second sentence of the second paragraph, insert "the centre-lines of" after "bounded by" and "the centre-line of" before "a Manitoba";
   5) in A-1.3.2, replace "fixed" with "established";
   6) in A-2.2, replace "*Sustainable Water & Waste*" with "*Sustainable Water and Waste*" and only italicize titles of documents;
   7) in the last paragraph of A-2.2, replace "These plans" with "This plan";
   8) in A-3.1, after "elected officials" insert "(who only commented on the Palliser MRS and its context)";
   9) in A-3.1, delete "as part of the public input component of the planning process";

10) in A-3.4, replace “These City departments’” with “Their”;

11) on Figure 3, insert “*” after the label “Chief Peguis Trail” and insert, below or beside the legend, “* The City of Winnipeg is in the process of establishing the Chief Peguis Trail Public Right-of-Way”;

12) in the first sentence of B-1.2, replace “Districts” with “District”;

13) in the last sentence of B-1.2, replace “operational” with “operations”;

14) In B-4.1, replace the first paragraph with “The natural lands of Palliser MRS consist of low and mid quality areas. The majority of the undeveloped land is disturbed grassland with the exception of a small portion of “B/C” quality habitat identified by the City Naturalist adjacent to the Chief Peguis Trail. The “B/C” quality habitat has a reasonably good composition of native plants mixed with non-natives. Consideration should be given to preservation of some of the “B/C” quality areas either within site landscaping or public reserve dedication.”

15) in the subheading B-5.4.1, replace “Road” with “Motor-vehicle”;

16) in B-5.4.2, insert “on-road” after “Proposed low traffic” and delete from the third paragraph “, where it forms the western limit of the Palliser MRS”;

17) on Figure 4, delete the line representing an AT Path in the Springfield Road Public Right-of-Way and replace the words “bicycle boulevard” in the legend with “on-road cycling route”;

18) in the sentence in C-2, Objective 6, change the bold font to regular font;

19) in C-3.1, delete Point 7 and renumber the subsequent points accordingly;

20) in C-3.1, Point 8, delete “By having ‘front’ facades (facades adjacent to the street or the internal pedestrian path) with attractive architectural details that are pedestrian in scale and have prominent entrances“ and insert, after “environment” in Point 8, “by having facades, that are pedestrian in scale with attractive architectural details and well-defined entrances, facing the street or the internal pedestrian path.”;

21) in C-3.1, insert, below Point 10, “10. Motor-vehicle parking and garbage and recycling storage and removal areas should be located behind buildings, away from nearby sidewalks, paths and outdoor places, or within buildings where feasible”;

22) in C-3.1, in Point 11, replace “the development’s vehicular paved areas” with “surface parking facilities excluding on-road parking spaces”;

23) in C-3.1, replace Point 13 with “13. The portion of any development that will be next to the Market Square in the Mixed-Use Town Centre (C-6), a sidewalk or a path should be pedestrian oriented, with:

- the most important pedestrian oriented area being the Market Square;
- followed by Lexington Park and the northerly extension of Brunswick Street;
- followed by the internal pedestrian path;
- followed by Gateway Road and the proposed road and sidewalks to extend north from Lexington Avenue; and, lastly,

- followed by the AT paths to be in Springfield Road and in the Manitoba Hydro transmission line ROW."

24) in C-3.1, insert after "exception of" in Point 14 "a" and replace in Point 14 "signs" with "sign";

25) In C-3.1, insert after Point 14 "15. Free-standing signage alongside Gateway Road should be consolidated into no more than two signs in order to avoid visual clutter."

26) in C-3.1.1 replace "on average, no" with "No";

27) in C-3.2.3, insert after the last sentence "Said study shall show shadow casting by any proposed development in the Palliser MRS on the equinox and the summer solstice at 10 AM, 12 PM, 3 PM and 5 PM and on the winter solstice at 10 AM, 12 PM and 3 PM or on other dates or times as determined by the Director of Planning, Property and Development."

28) in C-3.2.4, insert after the last sentence "These areas are depicted conceptually on the Land Use and Transportation Policy Map."

29) in C-3.2.5, after "few times a year" insert ", so that streets adjacent or near the Palliser MRS are rarely needed for parking by visitors to the MRS";

30) in C-3.2.5, after "provision of on-street parking" insert " in the Palliser MRS.";

31) in C-3.3, delete "and view corridors" from the heading and from Point 2 and delete Point 4;

32) in C-4.1, replace "High-rise multi" in Point 1 with "multi-storey multiple" and replace "limited to the corner of Lexington Park and" with "alongside Lexington Park or Gateway Road.";

33) in C-4.1, in Point 2, after "residential units" insert "in the High-Density Residential Policy Area"

34) in C-4.2, delete "1. " and "should";

35) in C5.1, replace the first sentence with "The main focus of these policies is to encourage the provision of a variety of housing types and tenure in the Medium-Density Residential policy areas that would meet the life cycle and socio-economic needs of residents of northeast Winnipeg.";

36) in C5.1, replace "mid-rise multi" with "multi-storey multiple";

37) in C5.1, Point 1, delete Clause "d" and insert, after Point 1, "2. Ground floor units facing the market square should be constructed to commercial requirements (to allow flexibility of use as commercial, institutional or residential) to respond to potential changes in market demand.";

38) In C5.1, Point 1, replace "adjacent to the market square" in Clause "c" with "alongside the market square, Lexington Park, the northerly extension of Brunswick Street or Gateway Road";

39) in C5.1, insert after "total residential units" in Point 2 "in the Medium Density Residential Policy Area and the area shown as either Medium Density Residential or Mixed-Use Town Centre," and renumber Point 2 to Point 3;

40) in C6.1, delete "ground-floor commercial or institutional";

41) on Figure 12, show sidewalks alongside the north and east facades of the repurposed building, alongside the western limit of the multi-storey developments shown east of said building and

alongside the northerly extension of the road in Brunswick Street where it is not flanked by parking;

42) in C6.2, delete Point 2;

43) in C-7.1, in Point 3, replace the first bullet with "• comprised of 1 or 2 sites, the combined area of which shall be no less than 66% of the required park land dedication, with under dedication compensated for as cash-in-lieu;";

44) in C-7.1, in Point 4, delete "approximately."; and

45) on Figure 14, which is the Land Use and Transportation Policy Map

- extend the green area indicating a landscaped buffer alongside Springfield Road west to Gateway Road,
- delete the view corridor on the map and in the legend,
- add "see section" after the hyphens in the legend and add an "*" after the section references in the legend,
- below the legend, insert "* See also Sections C1, C2, C3, C7, C8 and C9." and
- after "landscaped buffer" in the legend insert " – see Subsection C3.2.4 ".

2. That *Operationalizing the Palliser Major Redevelopment Site Area Master Plan*, which is Attachment C to this report, be endorsed as Council policy.

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

Palliser Major Redevelopment Site Area Master Plan provides the general development concept of the Palliser Major Redevelopment and provides strategies for land use, connectivity, open space, urban design, transportation, and the environment.

The *Palliser Major Redevelopment Site Area Master Plan* is submitted for endorsement as Council Policy.

IMPLICATIONS OF THE RECOMMENDATIONS

Endorsement of *Palliser Major Redevelopment Site Area 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 of *OurWinnipeg*, secondary plans and zoning by-laws.

The Palliser Major Redevelopment Site Area Master Plan is intended to be a non-statutory plan that describes 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 development applications.

HISTORY

The applicant, McGowan Russell Group, has submitted an application to subdivide and rezone approximately 6.2 acres of the approximately 61 acres comprising the Palliser Major Redevelopment Site under File DASZ 21/13. The Planner's Report on File DASZ 21/13 explains whether that application is consistent with the *Palliser Major Redevelopment Site Area Master Plan* and makes a recommendation on how to proceed with DASZ 21/13.

CONSULTATION

In preparing the Plan there was:

- internal consultation with Public Works, Winnipeg Transit, Water and Waste, Community Services, the Fire-Paramedic Service and the Winnipeg Police Service; and
- external consultation with the General Council of Winnipeg Community Centres, he River East Transcona School Division and Manitoba Hydro.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: J. Glen Doney, Senior Planner
Date: July 9, 2013
File: SP 02/2013

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Schedules and Attachments

1. Attachment A – Planning Discussion
2. Attachment B – *Palliser Major Redevelopment Site Area Master Plan*
3. Attachment C – *Operationalizing the Palliser Major Redevelopment Site Area Master Plan*

Attachment A - Planning Discussion

DATE: July 9, 2013
FILE: SP 02/2013
RELATED FILE: DASZ 21/2-13
COMMUNITY: East Kildonan – Transcona
SUBJECT: To endorse the *Palliser Major Redevelopment Site Area Master Plan* as council policy
LOCATION: between the centerline of Springfield Road to properties along the north side of Burnett Avenue and the centrelines of Gateway Road and an electricity transmission line ROW
APPLICANT: McGowan Russell Group
RECOMMENDATION:

That the *Palliser Major Redevelopment Site Area Master Plan* be endorsed as Council policy subsequent to it being amended as stated in the Subsection "Recommended Amendments."

SUMMARY

The applicant has submitted the *Palliser Major Redevelopment Site Area Master Plan* in support of their application for subdivision and rezoning of part of the Palliser Major Redevelopment 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.*

CONTENTS OF 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

PURPOSE OF AN AREA MASTER PLAN

The Master Plan provides a planning framework for the growth and change that will occur in the *Palliser Major Redevelopment Site* resulting from the proposed development. It should guide public and private development and infrastructure investment in the vicinity of the *Palliser Major Redevelopment Site.*

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.

Once endorsed, the *Palliser Major Redevelopment Site Area 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.

AREA MASTER PLAN'S 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.

AREA MASTER PLAN'S 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 Site.

OURWINNIPEG AND *COMPLETE COMMUNITIES*

The planning area 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.

AREA MASTER PLAN'S DEVELOPMENT CONCEPT

General Development Concept

The Palliser Major Redevelopment SIte will be subdivided, rezoned and developed in several phases. It will primarily be developed into a high-density residential area with some commercial and institutional uses, including a market square.

Urban Design Strategy

A high level of street design is proposed including sidewalks, outdoor places, 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 additional access through the development.

The development will be served by public transit.

Environmental Strategy

Access to alternative transportation reduces the reliance on automobiles and their associated environmental impacts.

Bicycle parking and new AT paths are to be provided.

Housing

It is anticipated that the residential component will contain approximately 2000 units within several multi-storey buildings.

RECOMMENDATION

The Planning and Land Use Division recommends endorsement of the *Palliser Major Redevelopment Site Area Master Plan* subsequent to being amended as described below for the following reasons:

- With the amendments It will be consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy.*
- It will assist the Public Service in evaluating applications to development land in the Palliser Major Redevelopment Site.

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 a 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.

Recommended Amendments

Most of the recommended amendments are to improve the ease of use of the Plan. The recommended amendments that are of a substantive nature are shown in bold font and the reasons for them are provided in italics, below.

1) throughout the Plan, italicize all names of documents, such as "*Complete Communities*" or "*Sustainable Transportation Direction Strategy*";
2) in the Table of Contents, replace "Existing and Approved Land Uses and Zoning and Planning Policies" with "Existing and Approved Land Uses, Zoning and Land Use and Development Policies";
3) in the Table of Contents, replace "Road Network with "Motor-vehicle Network";
4) in A-1.1, in the second sentence of the second paragraph, insert "the centre-lines of" after "bounded by" and "the centre-line of" before "a Manitoba";
5) in A-1.3.2, replace "fixed" with "established";
6) in A-2.2, replace "*Sustainable Water & Waste*" with "*Sustainable Water and Waste*" and only italicize titles of documents;
7) in the last paragraph of A-2.2, replace "These plans" with "This plan";
8) in A-3.1, after "elected officials" insert "(who only commented on the Palliser MRS and its context)";
9) in A-3.1, delete "as part of the public input component of the planning process";
10) in A-3.4, replace "These City departments'" with "Their";

11) on Figure 3, insert "*" after the label "Chief Peguis Trail" and insert, below or beside the legend, "* The City of Winnipeg is in the process of establishing the Chief Peguis Trail Public Right-of-Way";

12) in the first sentence of B-1.2, replace "Districts" with "District";

13) in the last sentence of B-1.2, replace "operational" with "operations";

14) In B-4.1, replace the first paragraph with "The natural lands of Palliser MRS consist of low and mid quality areas. The majority of the undeveloped land is disturbed grassland with the exception of a small portion of "B/C" quality habitat identified by the City Naturalist adjacent to the Chief Peguis Trail. The "B/C" quality habitat has a reasonably good composition of native plants mixed with non-natives. Consideration should be given to preservation of some of the "B/C" quality areas either within site landscaping or public reserve dedication."

15) in the subheading B-5.4.1, replace "Road" with "Motor-vehicle";

16) in B-5.4.2, insert "on-road" after "Proposed low traffic" and delete from the third paragraph ", where it forms the western limit of the Palliser MRS";

17) on Figure 4, delete the line representing an AT Path in the Springfield Road Public Right-of-Way and replace the words "bicycle boulevard" in the legend with "on-road cycling route";

18) in the sentence in C-2, Objective 6, change the bold font to regular font;

19) in C-3.1, delete Point 7 and renumber the subsequent points accordingly;

20) in C-3.1, Point 8, delete "By having 'front' facades (facades adjacent to the street or the internal pedestrian path) with attractive architectural details that are pedestrian in scale and have prominent entrances" and insert, after "environment" in Point 8, "by having facades, that are pedestrian in scale with attractive architectural details and well-defined entrances, facing the street or the internal pedestrian path.";

21) in C-3.1, insert, below Point 10, "10. Motor-vehicle parking and garbage and recycling storage and removal areas should be located behind buildings, away from nearby sidewalks, paths and outdoor places, or within buildings where feasible";

22) in C-3.1, in Point 11, replace "the development's vehicular paved areas" with "surface parking facilities excluding on-road parking spaces";

23) **in C-3.1, replace Point 13 with "13. The portion of any development that will be next to the Market Square in the Mixed-Use Town Centre (C-6), a sidewalk or a path should be pedestrian oriented, with:**

- **the most important pedestrian oriented area being the Market Square;**
- **followed by Lexington Park and the northerly extension of Brunswick Street;**
- **followed by the internal pedestrian path;**
- **followed by Gateway Road and the proposed road and sidewalks to extend north from Lexington Avenue; and, lastly,**
- **followed by the AT paths to be in Springfield Road and in the Manitoba Hydro transmission line ROW."**

This is to ensure a high quality pedestrian environment is created while providing some flexibility in the design of buildings and their sites where a pedestrian environment is expected on multiple sides.

24) in C-3.1, insert after "exception of" in Point 14 "a" and replace in Point 14 "signs" with "sign";

25) **In C-3.1, insert after Point 14 "15. Free-standing signage alongside Gateway Road should be consolidated into no more than two signs in order to avoid visual clutter."**

This is to avoid development in the Palliser Major Redevelopment Site to have a cluttered appearance as seen from Gateway Road.

26) in C-3.1.1 replace "on average, no" with "No";

27) in C-3.2.3, insert after the last sentence "Said study shall show shadow casting by any proposed development in the Palliser MRS on the equinox and the summer solstice at 10 AM, 12 PM, 3 PM and 5 PM and on the winter solstice at 10 AM, 12 PM and 3 PM or on other dates or times as determined by the Director of Planning, Property and Development."

28) in C-3.2.4, insert after the last sentence "These areas are depicted conceptually on the Land Use and Transportation Policy Map."

29) in C-3.2.5, after "few times a year" insert ", so that streets adjacent or near the Palliser MRS are rarely needed for parking by visitors to the MRS";

30) in C-3.2.5, after "provision of on-street parking" insert " in the Palliser MRS.";

31) **in C-3.3, delete "and view corridors" from the heading and from Point 2 and delete Point 4;**

This is to remove an inconsistency in the plan, which is that the view corridor would not allow for the creation of a high-density, pedestrian-oriented environment along parts of Lexington Park and Gateway Road.

32) **in C-4.1, replace "High-rise multi" in Point 1 with "multi-storey multiple" and replace "limited to the corner of Lexington Park and" with "alongside Lexington Park or Gateway Road.";**

This is to provide more flexibility in locating ground-floor commercial or institutional uses.

33) in C-4.1, in Point 2, after "residential units" insert "in the High-Density Residential Policy Area"

34) in C-4.2, delete "1. " and "should";

35) in C5.1, replace the first sentence with "The main focus of these policies is to encourage the provision of a variety of housing types and tenure in the Medium-Density Residential policy areas that would meet the life cycle and socio-economic needs of residents of northeast Winnipeg.";

36) in C5.1, replace "mid-rise multi" with "multi-storey multiple";

37) in C5.1, Point 1, delete Clause "d" and insert, after Point 1, "2. Ground floor units facing the market square should be constructed to commercial requirements (to allow flexibility of use as commercial, institutional or residential) to respond to potential changes in market demand.";

38) **In C5.1, Point 1, replace "adjacent to the market square" in Clause "c" with "alongside the market square, Lexington Park, the northerly extension of Brunswick Street or Gateway Road";**

This is to provide more flexibility in locating ground-floor commercial or institutional uses.

39) in C5.1, insert after "total residential units" in Point 2 "in the Medium Density Residential Policy Area and the area shown as either Medium Density Residential or Mixed-Use Town Centre," and renumber Point 2 to Point 3;

40) in C6.1, delete "ground-floor commercial or institutional";

41) **on Figure 12, show sidewalks alongside the north and east facades of the repurposed building, alongside the western limit of the multi-storey developments shown east of said building and alongside the northerly extension of the road in Brunswick Street where it is not flanked by parking;**

This is to make Figure 12 consistent with the Plan's policies on creating a high quality pedestrian environment.

42) in C6.2, delete Point 2;

43) **in C-7.1, in Point 3, replace the first bullet with "• comprised of 1 or 2 sites, the combined area of which shall be no less than 66% of the required park land dedication, with under dedication compensated for as cash-in-lieu;";**

This is to ensure a reasonable amount of land is provided as City-owned, public parks and open spaces.

44) in C-7.1, in Point 4, delete "approximately."; and

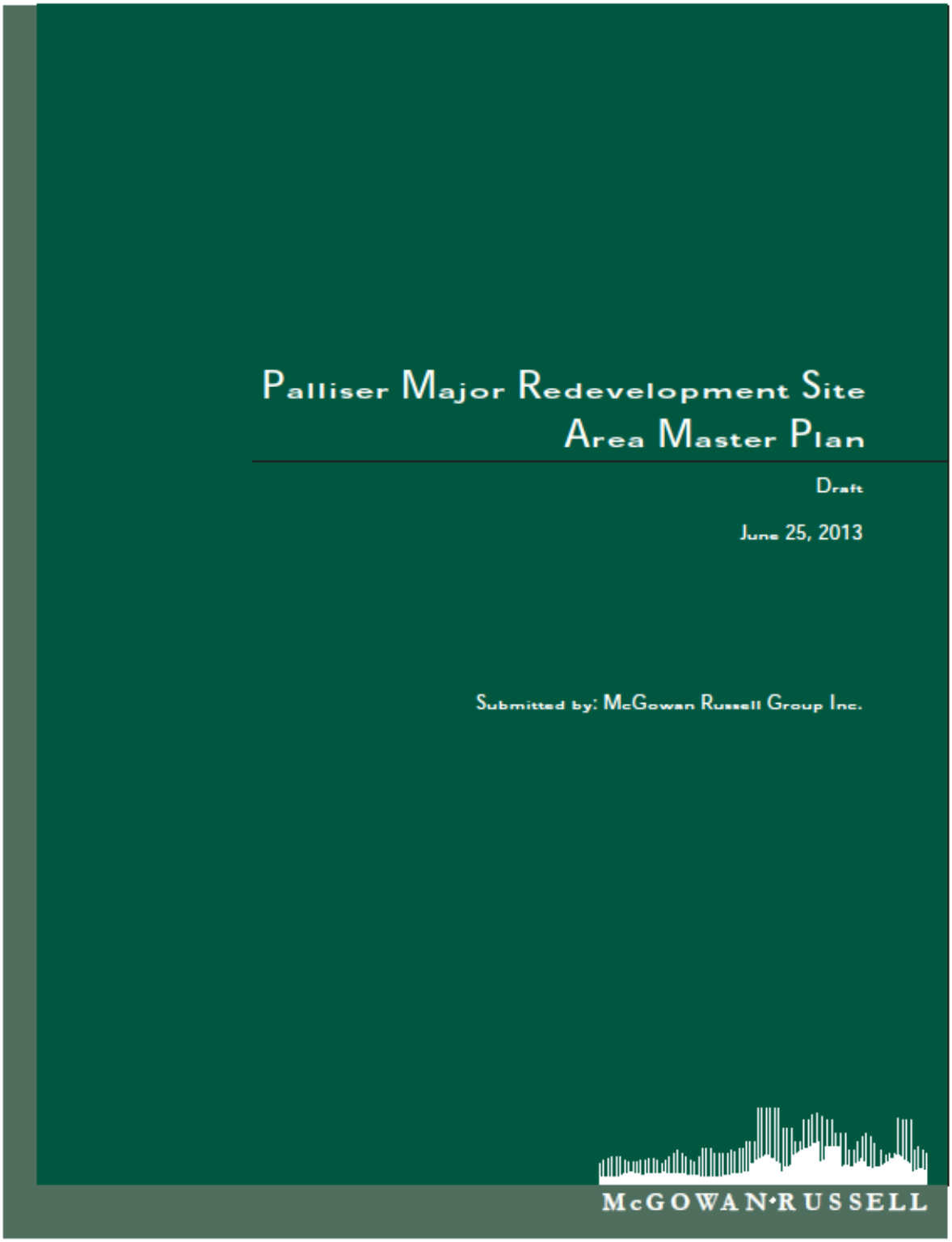
45) **on Figure 14, which is the Land Use and Transportation Policy Map**

- **extend the green area indicating a landscaped buffer alongside Springfield Road west to Gateway Road,**
- **delete the view corridor on the map and in the legend,**
- add "see section" after the hyphens in the legend and add an "*" after the section references in the legend,
- below the legend, insert "* See also Sections C1, C2, C3, C7, C8 and C9." and
- after "landscaped buffer" in the legend insert " – see Subsection C3.2.4".

The recommended amendment in the first bullet, above, is ensure the Plan is consistent in establishing a buffer between development in the Palliser Major Redevelopment Site and the residential neighbourhood to the north.

The recommended bullet in the second bullet, above, is to remove an inconsistency in the plan, which is that the view corridor would not allow for the creation of a high-density, pedestrian-oriented environment along parts of Lexington Park and Gateway Road.

Attachment B – ***Palliser Major Redevelopment Site Area Master Plan***



Operationalizing the *Palliser Major Redevelopment Site Area Master Plan*

1. Major Redevelopment Site Area Master Plan

Adoption

1(1) The *Palliser Major Redevelopment Site Area Master Plan* will be endorsed as Council policy.

1(2) The critical path for endorsement is Lord Selkirk - West Kildonan 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. Plan of Subdivision
v. Height
vi. Land Use/Zoning

Notification

1(6) Notification for the adoption of a *Palliser Major Redevelopment Site Area Master Plan* or amendment to a *Palliser Major Redevelopment Site Area Master Plan* must follow provisions 2.1. through 2.6.

2. Notification

2(1) Notification of the adoption or an amendment must be sent to all property owners, or condominium corporations where established, within the *Palliser Major Redevelopment Site Area Master Plan* Boundaries by registered mail.

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

2(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.

2(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.

2(5) All letters must include the mailing address for submission of comments and contact information for further inquiries.

2(6) Prior to acceptance of a plan or amendment application, proof of notification, in accordance with provisions 2(1) through 2(5), must be provided to the Director of Planning Property and Development.