Agenda – Council – September 25, 2013

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

Item No. 15 Local Area Planning Initiatives for 2013-2014

STANDING COMMITTEE RECOMMENDATION:

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

1. That the Local Area Planning Initiatives for 2013-2014 be received as information.

2. That future Local Area Planning Initiatives reports be submitted concurrent with the annual Complete Communities Update (OurWinnipeg Urban Structure Update) report.

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 – September 10, 2013

DECISION MAKING HISTORY:

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

ADMINISTRATIVE REPORT

Title: ***Local Area Planning Initiatives for 2013-2014***

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

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	B. Thorgrimson	N/A	D. Joshi COO

RECOMMENDATIONS

1. That the Local Area Planning Initiatives for 2013-2014 be received as information;

2. That future Local Area Planning Initiatives reports be submitted concurrent with the annual *Complete Communities Update* (*OurWinnipeg* Urban Structure Update) report.

REASON FOR THE REPORT

This report is to provide an update on Local Area Planning endeavors since the previous report in September 2012, and outline current Local Area Planning Initiatives for 2013-2014.

It is important to note that the *OurWinnipeg* Urban Structure Update report has been renamed to the Annual *Complete Communities* Update report and future Local Area Planning Initiatives reports will be submitted concurrently with said report.

IMPLICATIONS OF THE RECOMMENDATIONS

- This report reviews the current Local Area Planning Initiatives for 2013-2014 for the Planning, Property, and Development Department, Urban Planning Division. This report will have implications on the Urban Planning Division's 2013-2014 work plan;

- Future Local Area Planning Initiatives reports will be submitted for information concurrent with the annual *Complete Communities Update* (*OurWinnipeg* Urban Structure Update) report.

- The current Local Area Planning Initiatives for 2013-2014 include:
    - Corydon-Osborne Neighbourhood Plan
    - Review of Existing Plans for Compliance with Complete Communities Direction Strategy
    - Development of Local Area Planning Handbook
    - Development of Infill Guidelines for Low Density Housing in Mature Communities
    - Collaborative planning with other interests on the following:
        - Palliser Area Master Plan (*Major Redevelopment Site*)
        - Brady Resource Management Centre Plan (Garbage and Recycling Master Plan)
        - Public Markets (Major Redevelopment Site)
        - Sugar Beet Lands (Major Redevelopment Site)
        - Ravelston and Plessis (Major Redevelopment Site)
        - Old Southwood Golf Course (Major Redevelopment Site)
        - Precinct Q (Ridgewood South) Precinct Plan (*New Communities*)

- Precinct R (Red River Ex) Precinct Plan (*New Communities*)
- Precinct E Precinct Plan (*New Communities*)
- Precinct F Precinct Plan (New Communities)
- Precinct I (North Transcona) Precinct Plan (*New Communities*)

DISCUSSION

DISCUSSION:

A. RATIONALE FOR REPORT

This report is to provide an update to the Standing Policy Committee on Property and Development on Local Area Planning endeavors over the last 12 months, and outline current initiatives for 2013-2014.

B. WORK COMPLETED SINCE LAST SECONDARY PLAN PRIORITIES REPORT

Since the previous Local Area Planning Initiatives report was received for information by the Standing Policy Committee on Property and Development, the following plans have been completed (additional detail can be found in Appendices A & B).

- *Taylor Redevelopment Master Plan*
- *Waterford Green Precinct Plan*
- *Waverley West West Neighbourhood Area Structure Plan – By-Law No. 90/2012*
- *Waverley West Southwest Neighbourhood Area Structure Plan – By-Law No. 4/2013*

C. LOCAL AREA PLANNNING

As part of aligning area specific planning with *OurWinnipeg* and *Complete Communities,* the term 'Local Area Planning' has been used to embrace a wide range of planning tools, such as statutory and non-statutory plans, background studies, design guidelines, and others. A local area plan is any plan that addresses the issues and concerns of a portion of the City, ranging in scale from dozens to thousands of acres – from the size of West Alexander-Centennial to Waverley West.

D. OURWINNIPEG AND COMPLETE COMMUNTIES DIRECTION STRATEGY ALIGNMENT

Priorities and approaches to Local Area Planning will focus on the following:

- *A Focus on Transformative Areas* – Local area planning should primarily be focused on Transformative Areas identified in the Urban Structure (see map in Appendix C), such as the Downtown, Centres & Corridors, Major Redevelopment Sites, and New Communities; or facilitating special initiatives that will assist in the implementation of *Complete Communities*.

- *Establishing an Enabling Framework* – It is critical that local area plans be developed and utilized in a manner that establishes an enabling high level framework for desired forms of growth and development consistent with *Complete Communities.*

- *Balancing local community context and aspirations with larger City-wide goals and civic responsibilities* – While each local area plan should meet the needs and aspirations of the local context, local area plans must be in alignment with larger City-wide goals, objectives, and vision for the future.

- *Implementing new and innovative approaches to delivery of local area plans* – In order to deliver local area plans in a timely and cost effective manner within existing resources, new and innovative approaches to service delivery must be pursued – one that is based not upon a strict dichotomy of City versus developer led planning efforts, but an evolution towards new approaches, such as a collaborative planning partnership approach.

3. As Local Area Planning is linked to the Urban Structure, future Local Area Plan Initiatives reports will be submitted concurrently with the annual *Complete Communities Update* (*OurWinnipeg* Urban Structure Update) report.

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E. CURRENT LOCAL AREA PLANNING INITIAVES FOR 2013-2014

The following are the current Local Area Planning initiatives for 2013-2014 (see map in Appendix B):

- Corydon – Osborne Neighbourhood Plan
- Review of Existing Plans for Compliance with Complete Communities Direction Strategy
- Development of Local Area Planning Handbook
- Development of Infill Guidelines for Low Density Housing in Mature Communities
- Collaborative Planning with other interests on:
    - Palliser Area Master Plan (*Major Redevelopment Site*)
    - Brady Resource Management Centre Plan (Garbage and Recycling Master Plan)
    - Public Markets (Major Redevelopment Site)
    - Sugar Beet Lands (Major Redevelopment Site)
    - Ravelston and Plessis (Major Redevelopment Site)
    - Old Southwood Golf Course (Major Redevelopment Site)
    - Precinct Q (Ridgewood South) Precinct Plan (*New Communities*)
    - Precinct R (Red River Ex) Precinct Plan (*New Communities*)
    - Precinct E Precinct Plan (*New Communities*)
    - Precinct F Precinct Plan (New Communities)
    - Precinct I (North Transcona) Precinct Plan (*New Communities*)

Corydon – Osborne Neighbourhood Plan (NP)

The City Centre Community Committee passed a resolution asking that a neighbourhood plan be developed for the Corydon Village area, which was concurred in by the Standing Policy Committee on Property and Development on January 10, 2006. Two background studies related to this area were completed: the *Corydon Village Pre-Plan Assessment*, and the *Corydon Avenue Drinking Establishments Study*. Both studies contained a variety of recommendations and concluded that a secondary plan is warranted for this area. The Public Service delayed the start of the neighbourhood planning process until after the completion of the *OurWinnipeg* initiative to ensure consistency with the new municipal development plan. The *Complete Communities Direction Strategy* identifies Corydon Avenue as a *Community Mixed Use Corridor*, while the eastern portion of the plan area falls within a *Rapid Transit Corridor* (South West Rapid Transit Corridor & Osborne Station).

The formal planning process for the Corydon-Osborne area commenced in the Spring of 2011, and included a variety of public engagement opportunities, including design workshops, public open houses, and numerous meetings with the Community Planning Advisory Committee (CPAC). In response to stakeholder concerns, the Executive Policy Committee directed on July 11th, 2012 that the Public Service engage an independent third party to assist in the completion of the plan.

Review of Existing Adopted Plans for Compliance with Complete Communities Direction Strategy

As a best practice, plans are reviewed approximately every five years to ensure alignment to market realities, changing conditions, and new policy direction. There are a number of plans in excess of five years old, and seven plans that were adopted at least ten years ago. In light of the City's new municipal development plan, *OurWinnipeg,* there is a need to review existing plans for compliance with *OurWinnipeg* and the *Complete Communities Direction Strategy*. Plans will be reviewed for compliance with *Complete Communities Direction Strategy* and the Urban Structure, and recommendations made as to whether a plan should be monitored, minor amendments made, major amendments made, repealed or replaced with a new plan. These plans include, at minimum:

- Wilkes South Secondary Plan

- St. Vital Perimeter South Secondary Plan
- North St. Boniface Secondary Plan
- Henderson Highway Corridor Secondary Plan
- North Henderson Highway Secondary Plan
- Kil-Cona Park Area (West) Secondary Plan
- Airport Area West Structure Plan

Collaborative Planning

An implementation component of the *Complete Communities Direction Strategy* is the concept of collaborative planning. This concept involves the Public Service assisting and participating with other interests (land owners, developers, organizations, etc) in a collaborative and iterative manner to deliver local area plans and development projects. This approach recognizes the strengths of the private sector and other interests in shaping development, and the proactive role that Public Service can play in terms of ensuring development concepts that are enabling and consistent with *Complete Communities,* by participating in the planning process in a collaborative manner from the beginning to the conclusion of the project. This permits other interests to move forward to capitalize on opportunities, while allowing the Public Service to be responsive, maximize resources, and enable development consistent with *Complete Communities*.

At present the Public Service is engaged in collaborative planning process on a number of local area plans and area master plans.

Development of Local Area Planning Handbook

Complete Communities identifies the development of a planning handbook in support of the implementation of *Complete Communities* (*Complete Communities*, Page 138). A planning handbook would provide detailed guidance on the spectrum of planning tools (i.e. statutory plans, design guidelines, planned development overlays, non-statutory plans, etc.) including when and where certain tools should be utilized, as well as the common process, content and format for each tool. This will provide development partners and other stakeholders with a greater level of certainty and predictability.

Development of Infill Guidelines for Low Density Housing in Mature Communities

On June 11th, The Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and directed the Winnipeg Public Service to develop infill guidelines for low density housing in mature communities and report back to the Standing Policy Committee on Property and Development.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 8, 2013

Project Name:

Local Area Planning Initiatives for 2013-2014

COMMENTS:

There are no financial implications associated with this report.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:
N/A

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning
Prepared by: Brett Shenback
Date: August 27, 2013
File No.

Appendix:
A. Local Area Planning Work Completed Since Previous Report
B. Local Area Planning Map – as of June 2013
C. Complete Communities Direction Strategy Urban Structure Map – as of June 2013

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APPENDIX A: LOCAL AREA PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

Plans Completed

Since the previous Priorities report was received for information by the Standing Policy Committee on Property & Development, the following plans have been completed. As of August, 2013, there are currently 21 adopted statutory plans and three adopted non-statutory plans (see map in Appendix B).

Waverley West West Neighbourhood Area Structure Plan (NASP) – By-Law No. 90/12
This plan provides direction for the development of the fifth Waverley West neighbourhood, an approximately 374 acre area in the west portion of Waverley West, to the south of Bridgwater Lakes. The Neighbourhood Area Structure Plan provides a higher level of policy direction in terms of land use, infrastructure, transportation, and open space, and builds upon the policies and visions established in the Waverley West Area Structure Plan. The plan was given final approval by Council on November 14, 2012.

Waverley West Southwest Neighbourhood Area Structure Plan (NASP) – By-Law No. 4/13
This plan provides direction for the development of the sixth Waverley West neighbourhood, an approximately 636 acre area in the southwest portion of Waverley West. The Neighbourhood Area Structure Plan provides a higher level of policy direction in terms of land use, infrastructure, transportation, and open space, and builds upon the policies and visions established in the Waverley West Area Structure Plan. The plan was given final approval by Council on May 29, 2013.

Waterford Green (Precinct C) Precinct Plan
This plan provides direction for the development of approximately 165 acres of land in the northwest portion of the city, located to the south of the future Chief Peguis Trail extension and east of King Edward Street. The Precinct Plan provides policy direction in terms of land use, infrastructure, transportation, and open space. The plan was endorsed by City Council as a non-statutory plan on December 12, 2012.

Taylor Redevelopment Master Plan
This plan provides direction for the redevelopment of the Taylor Lands Major Redevelopment Site, an approximately 44 acre site located in the Grant Park neighbourhood, to the south of Taylor Avenue and west of Harrow Street. 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 development will feature possible employment, office, retail, multiple-family residential, and seniors accommodations. The plan was endorsed by City Council as a non-statutory plan on May 29, 2013.

The following plan amendments were also completed during this period:

Plan Amendment:	*By-Law No.:*	*Council Approval:*	*Plan:*	*Reason:*
SPA 2/2012	147/2012	27-Feb-2013	Complete Communities	Removal of the General Manufacturing designation (1270 Notre Dame) to facilitate the redevelopment of an obsolete warehouse building for residential use.
SPA 3/2012	136/2012	30-Jan-13	North Henderson Highway Secondary Plan	Amendment (2090 Henderson Hwy) from Low Density Residential to Medium Density Residential.
SPA 4/2012	55/2013	26-Jun-2013	Complete Communities	Removal of the General Manufacturing designation (1171 Fife St) to facilitate the development of nine single-family dwelling units.
SPA5/2012	3/2013	17-Jul-2013	North Henderson Highway Secondary Plan	Amendment (1745 Henderson Hwy) from Low Density Residential to High Density Residential.

Outstanding Plan Requests

The Public Service has been previously directed to initiate the following local area planning processes:

South Point Douglas Area Master Plan

The Public Service commenced a planning process for this area in December 2008. An Area Master Plan will guide redevelopment of the South Point Douglas area from its current industrial heritage into a substantive mixed-use community, and will address land use, transportation, infrastructure, heritage, transit, and riverbank stabilization issues in the area. The area was designated *Industrial Policy Area* under *Plan Winnipeg*, and is designated as a *Major Redevelopment Site* under the *Complete Communities Direction Strategy.*

This planning process was placed on hold due to a variety of issues. These include lack of development partners, significant and complex infrastructure challenges, and the potential for the Eastern Rapid Transit Corridor (ERTC) to go through the area as opposed to North St. Boniface, which would result in a significant change in redevelopment potential. It is anticipated that the ERTC Alignment Study will commence in the near future.

Action – This planning process is currently on hold pending development interest, and results of the ERTC Alignment Study. Due to the potential transformative nature of this area, and its *Major Redevelopment Site* designation, this planning process should be considered a priority when land owner(s) are ready to proceed and the results of Alignment Study are known.

West Broadway Neighbourhood

The City Centre Community Committee passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations regarding a plan for the West Broadway neighbourhood, which was concurred by the Standing Policy Committee on Property and Development on May 5th, 2009. This plan is intended to address the evolving character of this inner City community, encouraging the type and scale of development appropriate to a mature neighbourhood with a diversity of land uses. The neighbourhood is designated as a *Mature Community (Area of Stability)* under the *Complete Communities Direction Strategy,* with two streets (Sherbrook and Broadway) conforming to the characteristics of a *Community* or *Neighbourhood Mixed Use Corridor*. The neighbourhood is experiencing land use change, redevelopment, and reinvestment; however, substantive land use conflicts have not been noted at this time.

Action – The Public Service will continue to monitor this area.

Parker Lands

On July 22nd, 2009, City Council approved a motion requiring a developer-led secondary plan for the Parker Lands area, with appropriate public consultations as part of the secondary planning process. The approximately 60 acre site is currently undeveloped, crossed by several high-tension transmission lines, and is currently designated a *Major Redevelopment Site* under the *Complete Communities Direction Strategy*.

Action – The Public Service will work collaboratively with the land owner(s) in the formulation of an Area Master Plan for this area. Due to the potential transformative nature of this area, and its *Major Redevelopment Site* designation, this planning process should be considered a priority when land owner(s) are ready to proceed.

Henderson Highway

The East Kildonan – Transcona Community Committee passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area, which was concurred by the Standing Policy Committee on Property and Development on June 7th, 2011. The Henderson Highway area is currently covered by two adopted plans: the *Henderson Highway Corridor Secondary Plan* (adopted in 1983); and the *North*

Henderson Highway Secondary Plan (adopted in 1977). Henderson Highway is designated as a *Regional Mixed Use Corridor* under the *Complete Communities Direction Strategy*, while the surrounding neighbourhoods are designated as *Mature* and *Recent Communities.*

Action – The review of these adopted plans will occur as part of the Public Service's review of existing plans for compliance with the *Complete Communities Direction Strategy*.

South Transcona

On July 20th, 2011 the Standing Policy Committee on Property and Development requested that the Public Service report back within 90 days on the establishment of a secondary plan for the South Transcona area. The area is designated as *Rural and Agricultural* under the *Complete Communities Direction Strategy*. The area had been proposed as a *New Community* during the *OurWinnipeg* initiative; however, the area was removed as a *New Community* and changed to a *Rural and Agricultural* designation via motion by Council during the 2nd reading of the *Complete Communities Direction Strategy* by-law on July 21st, 2010.

Action – No action is planned at this time. Potential development of this area would require an *OurWinnipeg* amendment (with Provincial approval), a Complete *Communities Direction Strategy* amendment from a *Rural and Agricultural* designation to a *New Communities* designation, and the development and approval of a *Precinct Plan* for the area in collaboration with area land owners.

Kapyong Barracks (Canadian Forces Base Kenaston)

The Public Service has had preliminary discussions with the Federal Government Agency (Canada Lands) which may be charged with the responsibility of developing the former CFB Kenaston site. The former Canadian Forces Base is divided into two components: Kapyong Barracks proper, with is approximately 180 acres in size and has been declared surplus; and the Permanent Military Quarters (PMQ) section, which may be declared surplus in the near future, and is approximately 80 acres in size. Canada Lands and their consultants have held discussions with the Public Service to define appropriate development parameters addressing the City's transportation needs (Kenaston Blvd), the need to effectively integrate with the surrounding neighbourhood and the potential for this to be an innovatively designed predominately residential mixed-use neighbourhood. This area was identified under the Secondary Plan Priorities 2006-2007 report. The Kapyong Barracks area is designated as a *Major Redevelopment Site* under the *Complete Communities Direction Strategy*.

This site is currently subject to an ongoing court challenge in regards to outstanding Treaty Lands Entitlement (TLE) claims, and ultimate ownership of the lands.

Action – Upon resolution of the outstanding land ownership issues, the Public Service will work collaboratively with the land owner(s) in the formulation of an Area Master Plan for this area. Due to the potential transformative nature of this area, and its *Major Redevelopment Site* designation, this planning process should be considered a priority upon resolution of the land ownership issue.

Wildwood Park

On September 7th, 2010, the City Centre Community Committee requested that the Public Service act as a technical resource for the community of Wildwood Park in the development of a planning analysis and potential background study. On September 14th, 2010, the Standing Policy Committee on Property and Development referred this request to the Public Service for inclusion in the report on Secondary Planning initiatives.

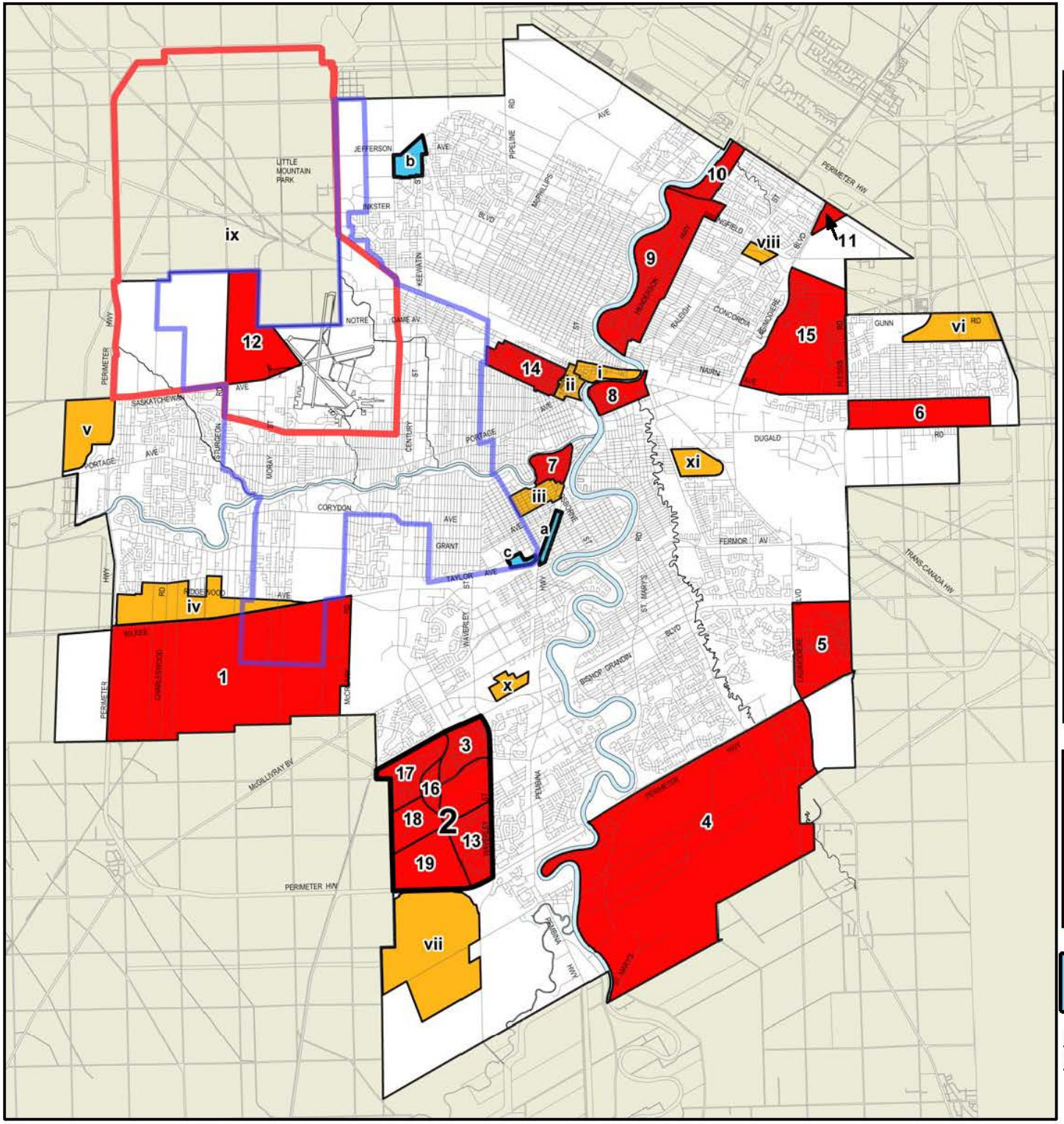
Action – The Public Service continues to provide technical assistance to the community of Wildwood Park on this matter. The community has held several open house events, has conducted a community survey, and has met with the Public Service on several occasions since this request has been made.

APPENDIX B: LOCAL AREA PLANNING MAP



Local Area Plans 2013.pdf

LOCAL AREA PLANS



CITY OF WINNIPEG
PLANNING, PROPERTY
AND DEVELOPMENT DEPT.

EXISTING PLANS

1 - WILKES SOUTH
Secondary Plan
2 - WAVERLEY WEST
Area Structure Plan
3 - WAVERLEY WEST NE
Neighbourhood Area Structure Plan
4 - ST. VITAL PERIMETER SOUTH
Secondary Plan
5 - SOUTH ST. BONIFACE
Area Structure Plan
6 - TRANSCONA YARDS
Area Redevelopment Plan
7 - OSBORNE VILLAGE
Neighbourhood Plan
8 - NORTH ST. BONIFACE
Secondary Plan
9 - HENDERSON HIGHWAY CORRIDOR
Secondary Plan
10 - NORTH HENDERSON HIGHWAY
Secondary Plan
11 - KIL-CONA PARK AREA (WEST)
Secondary Plan
12 - AIRPORT WEST
Area Structure Plan
(Note: West boundary not accurately shown. See original By-Law)
13 - WAVERLEY WEST SE
Neighbourhood Area Structure Plan
14 - WEST ALEXANDER-CENTENNIAL
Neighbourhood Plan
15 - TRANSCONA WEST
Area Structure Plan
16 - WAVERLEY WEST TOWN CENTRE
Neighbourhood Area Structure Plan
17 - WAVERLEY WEST NW
Neighbourhood Area Structure Plan
18 - WAVERLEY WEST WEST
Neighbourhood Area Structure Plan
19 - WAVERLEY WEST SW
Neighbourhood Area Structure Plan

PLANS UNDER DEVELOPMENT

i - *South Point Douglas*
ii - *Warehouse District*
iii - *Corydon-Osborne*
iv - Precinct 'Q' (*Ridgewood South*)
v - Precinct 'R'
vi - Precinct 'I' (*North Transcona*)
vii - *Brady Resource Management Centre* Plan
viii - *Palliser* Area Master Plan
ix - *Centre Port*
x - *Sugar Beets* Area Master Plan
xi - *Public Markets* Area Master Plan

NON-STATUTORY PLANS

a - FORT ROUGE YARDS Area Master Plan
b - Precinct 'C' (*Waterford Green*) Precinct Plan
c - TAYLOR LANDS Area Master Plan

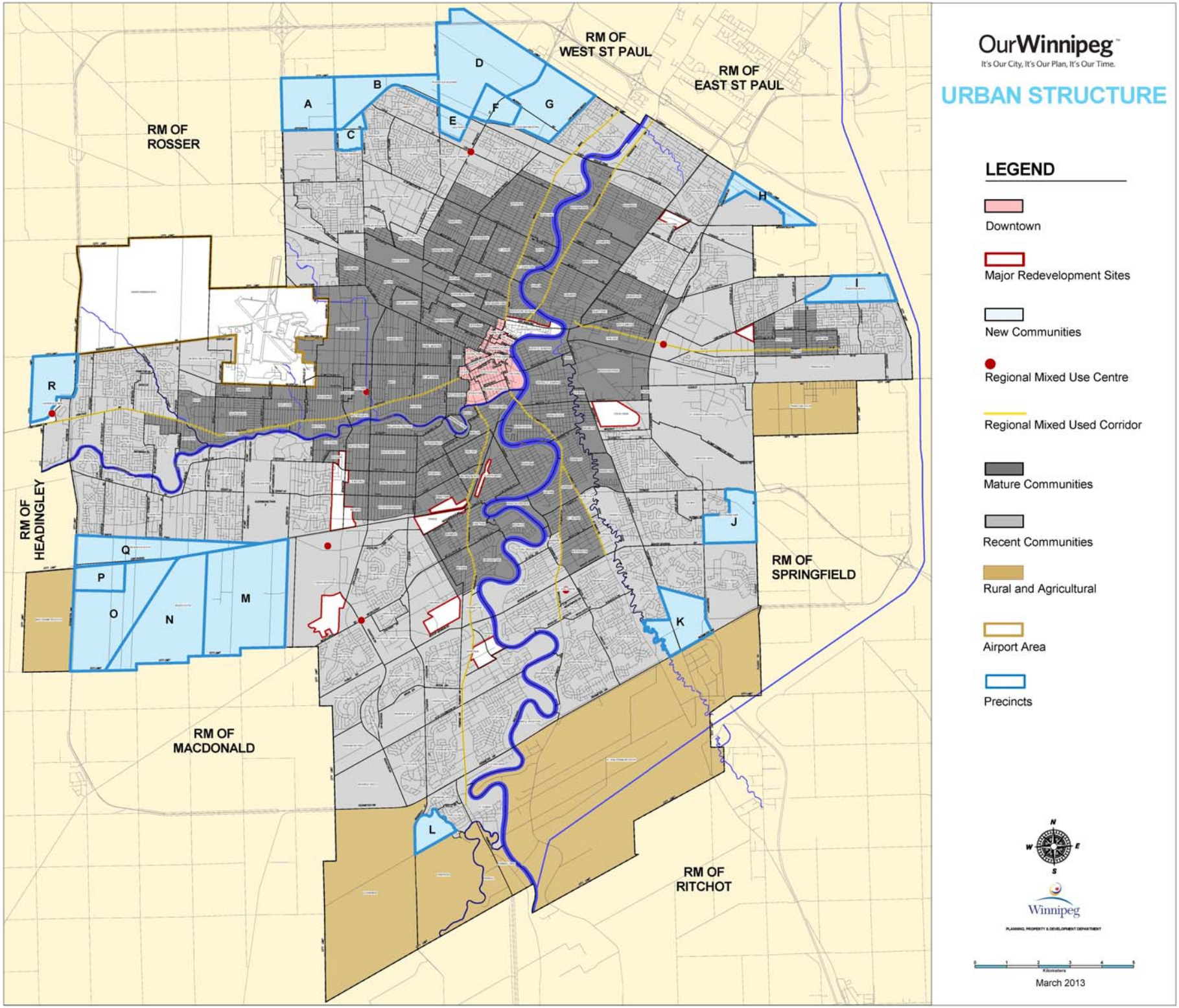
AIRPORT VICINITY PROTECTION AREA Secondary Plan

June 21, 2013

APPENDIX C: COMPLETE COMMUNITIES DIRECTION STRATEGY URBAN STRUCTURE MAP



Urban Structure plus Precincts 2013.pdf



OurWinnipeg
It's Our City, It's Our Plan, It's Our Time.

URBAN STRUCTURE

LEGEND

- Downtown
- Major Redevelopment Sites
- New Communities
- Regional Mixed Use Centre
- Regional Mixed Used Corridor
- Mature Communities
- Recent Communities
- Rural and Agricultural
- Airport Area
- Precincts

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March 2013