Minute No. 649
Report – Executive Policy Committee – October 2, 2013

Item No. 1 **Precinct Plan 'T' – North Inkster Industrial Neighbourhood (Old Kildonan Ward)**
File SP 3/2013

COUNCIL DECISION:

On October 23, 2013, Council referred the item back to the Executive Policy Committee.

Report – Executive Policy Committee – October 2, 2013

DECISION MAKING HISTORY:

Moved by His Worship Mayor Katz,
That the recommendation of the Executive Policy Committee be adopted.

Moved by Councillor Sharma,
That the item be referred back to the Executive Policy Committee.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 2, 2013, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

On September 18, 2013, the Executive Policy Committee laid over the matter to its meeting on October 2, 2013.

ADMINISTRATIVE REPORT

Title: SP 3/2013 - Precinct Plan 'T'

Issue: Seeking endorsement of *Precinct Plan 'T'* as Council Policy that will apply to the area identified in the plan.

Critical Path: Executive Policy Committee → Council

AUTHORIZATION

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

RECOMMENDATIONS

1. That the *Precinct Plan 'T'* (*the Plan*), which is Attachment C to this report, be endorsed as Council policy.

2. That *Operationalizing Precinct Plan 'T'*, which is Attachment B 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 applicant has submitted a Precinct Plan for a 120 acre area of land currently the subject of a proposed re-designation to 'New Community' by By-law 86/2013 (SPA 1/2013).

The purpose of a Precinct Plan is twofold. Firstly, it refines and implements the City's broader planning objectives, as contained in its strategic planning documents by promoting community development that is logical, compatible and sustainable. Secondly, a precinct plan guides and directs specific land use, road and servicing infrastructure, parks and recreation infrastructure, subdivision and development decisions that collectively determine the form a community will take.

Precinct Plans are the primary tool used to implement new communities under *OurWinnipeg* and the *Complete Communities Direction Strategy.*

All development applications submitted with respect to any lands within the plan area are to be reviewed pursuant to compliance with the policies of this plan identified as such and numbers in accordance with the relevant sections of the plan.

The proposed new precinct (Precinct 'T') of the *Complete Communities Direction Strategy* is located in the northern portion of the City of Winnipeg between the centrelines Jefferson Ave to the north and Commercial Ave to the south, King Edward St to the east and the western boundary of east ½ of NW 26-11-2 EPM.

In addition to the Precinct Plan, three (3) supporting documents were also submitted:

- Draft Engineering Report (See Attachment D)
- Cost / Benefit Analysis (See Attachment E)

The subdivision and rezoning of land in Precinct 'T', as proposed by DASZ 30/13, cannot proceed without *Precinct Plan 'T'* being approved by Council or its designate, as stated in *OurWinnipeg* and *Complete Communities.*

The Plan articulates a vision of, and directions on, how Precinct 'T' of the *Complete Communties Direction Strategy* (*Complete Communities*) shall be developed.

The Plan is submitted for endorsement as Council Policy.

IMPLICATIONS OF THE RECOMMENDATIONS

Endorsement of *the 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 Precinct 'T' planning 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 Plan is intended to be a non-statutory plan that describes the intent of the developer and articulates a vision for the entire precinct area. It will be used as the standard for the evaluation of all future development applications.

HISTORY

On July 17, 2013, Council gave First Reading to By-law 86/2013 (SPA 1/2013) which proposes to amend the *Complete Communities Direction Strategy* By-law by re-designating approximately 120 acres of land from 'General Manufacturing' to 'New Community'.

The applicant, Terracon Development Ltd, has prepared and submitted a precinct plan, known as *Precinct Plan 'T'*, for the lands being re-designated by By-law 86-2013 (SPA 1/2013).

The applicant has also submitted an application to rezone and subdivide approximately 74 acres of the total 120 acres contained within Precinct 'T'. The Planner's Report on File DASZ 30/13 explains whether that application is consistent with proposed *Precinct Plan 'T'* and makes a recommendation on how to proceed with DASZ 30/13.

FINANCIAL IMPACT

Financial Impact Statement **Date:** August 26, 2013

Project Name:

SP 3/2013 - Precinct Plan 'T'

COMMENTS:

There are no financial implications associated with this report.

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

CONSULTATION

In preparing the Plan there was internal consultation with Public Works, Winnipeg Transit, Water and Waste, Community Services.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: B. Shenback
Date: August 27, 2013
File: SP 3/2013

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UD2013-094

Schedules and Attachments

1. Attachment A – *Planning Discussion*
2. Attachment B – *Operationalizing Precinct Plan 'T'*
3. Attachment C – *Precinct Plan 'T'*
4. Attachment D – *Precinct Plan 'T': Draft Engineering Report*
5. Attachment E – *Precinct Plan 'T': Cost / Benefit Analysis*

ATTACHMENT A - *Planning Discussion*

DATE:	August 25, 2013
FILE:	SP 3/2013
RELATED FILES:	SPA 1/2013 (By-law 86/2013) DASZ 30/2012
COMMUNITY:	Lord Selkirk/West Kildonan (LSWK)
SUBJECT:	To endorse the *Precinct Plan 'T'* as Council policy.
LOCATION:	All lands between the centrelines Jefferson Ave to the north and Commercial Ave to the south, King Edward St to the east and the western boundary of east ½ of NW 26-11-2 EPM.
APPLICANT:	Terracon Development Ltd.
RECOMMENDATION:	That the *Precinct Plan 'T'* and 'Operationalizing Precinct Plan 'T' be endorsed as Council policy

SUMMARY

The applicant has submitted the *Precinct Plan 'T'* in support of their application for subdivision and rezoning (DASZ 30/13). This plan is a non-statutory plan that outlines the intent of the developer and articulates a vision for the entire 120 acre Precinct 'T' area. The Plan will be used as the standard for the evaluation of all future plan approvals within the plan area.

The *Precinct Plan 'T'* policies align with *OurWinnipeg* and the *Complete Communities Direction Strategy.*

PRECINCT PLANS AND NEW COMMUNITIES

Proposed SPA 86/2013 (SPA 1/2013) designates the subject land as a 'New Community' in the *Complete Communities Direction Strategy* By-law. Precinct plans provide a policy framework with which to evaluate any proposed development application of land within a precinct. They are context sensitive, acknowledging and enhancing the attributes of the adjacent established neighbourhoods. The *New Communities* areas of *Complete Communities* have been divided into precincts. Each precinct shall have its own plan.

Complete Communities' Section *03-4, New Communities,* states:

> *New Communities* are large undeveloped land areas identified for future urban development and are not currently served by a full range of municipal services. Many were previously designated as Rural Policy Areas in Plan Winnipeg 2020. Planning for *New Communities* will ensure orderly, market aligned development that should provide opportunities for a mix of uses, a range of housing types, parks, places and open spaces, employment options and transit access within walking distance of diverse residential neighbourhoods. *New Communities* should be developed with a supporting street network that connects residents, jobs and commercial services through direct and

efficient active transportation, transit and automobile routes. They should integrate protected natural areas with open space and sustainable infrastructure systems.

The development of *New Communities* will be supported by a planning process and organized within planning precincts. All *New Communities* will require some degree of planning, with the scope determined by several factors, including land use, area size, infrastructure constraints and surrounding context. In many cases, given the complexity of issues present in greenfield areas, a statutory plan may be the most appropriate planning tool. However, the final scope of planning will be determined on a case by case basis, generally including at the minimum:

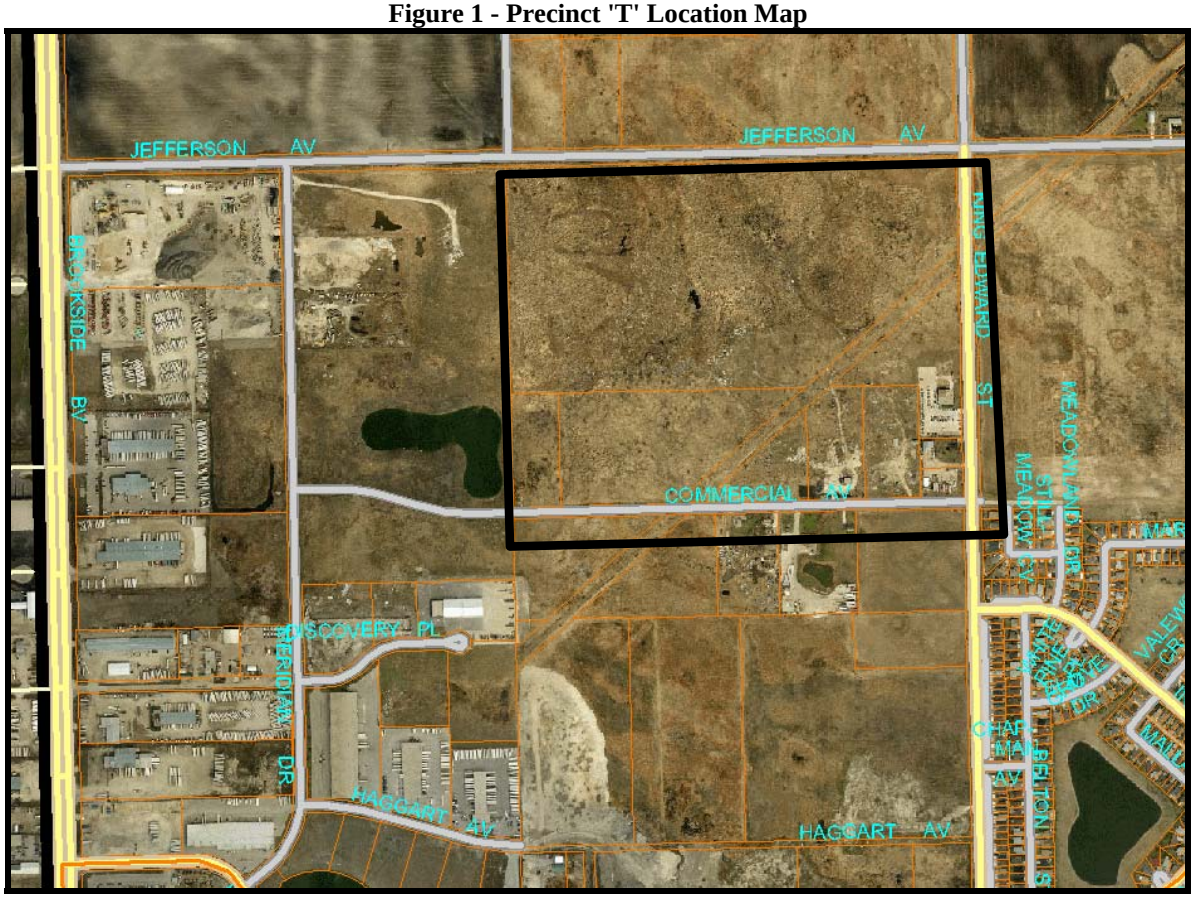
> Definition of the study area.
> Public engagement to identify local character and community needs.
> Assessment of parks, community facilities and service capacities.
> Assessment of infrastructure conditions and capacities.
> Vision and sustainability principles.
> Locations for intensification, transition and conservation.
> Land use diversity and development densities.
> Multi-modal transportation infrastructure, locations and connectivity.
> Development phasing, staging and public investment.
> Cultural Heritage, including buildings, sites, archaeological, or other issues or features, as applicable.
> Implementation.
> Other policies or context-specific guidelines as deemed appropriate.
> A cost/benefit analysis

The proposed Precinct Plan 'T' should provide direction on all of these areas.

SITE DESCRIPTION

Precinct 'T' is comprised of 120 acres of land located in the North Inkster Industrial Neighbourhood of the City of Winnipeg. The subject land is located in the northern portion of the City of Winnipeg between the centrelines Jefferson Ave to the north and Commercial Ave to the south, King Edward St to the east and the western boundary of east ½ of NW 26-11-2 EPM (see Figure 1 – Precinct 'T' Location Map)

Figure 1 - Precinct 'T' Location Map



ANALYSIS AND ISSUES

Proposed *Precinct Plan 'T'* is within the *New Communities* policy area of the *Complete Communities Direction Strategy*. Analysis of proposed *Precinct Plan 'T'* will therefore be evaluated against the following relevant Direction and Enabling Strategies:

- **Direction 1** – New Communities will be developed in a sustainable manner.
    - *New Communities should contribute to the City's balance of residential, commercial, industrial, natural and recreational land uses to ensure economic, social and environmental sustainability.*
        - Only approve new development when a full range of municipal services, as defined in **OurWinnipeg**, can be provided in an environmentally-sound, economical and timely manner.
        - Only approve new development when there is a reasonable relationship between the supply of land and the projected demand.
        - Support new development that is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

- **Direction 2** – New Communities will be established through a planning process.
    - *'… All New Communities will require some degree of planning,.. the final scope of planning will be determined on a case by case basis, generally including at the minimum:'*
        - Definition of the study area.
        - Public engagement to identify local character and community needs.
        - Assessment of parks, community facilities and service capacities.
        - Assessment of infrastructure conditions and capacities.
        - Vision and sustainability principles.
        - Locations for intensification, transition and conservation.
        - Land use diversity and development densities.
        - Multi-modal transportation infrastructure, locations and connectivity.
        - Development phasing, staging and public investment.
        - Cultural Heritage, including buildings, sites, archaeological, or other issues or features, as applicable.
        - Implementation.
        - Other policies or context-specific guidelines as deemed appropriate.
        - A cost/benefit analysis.

- **Direction 3** – New Communities will increase opportunities to live, work, learn and play in the same neighbourhood.
        - Encourage higher residential density in areas adjacent to commercial and employment lands, especially where the area is served by transit, services and other community amenities.
        - Encourage New Communities to include a mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents.
        - Encourage greater choices in housing type, density, style and tenure.
        - Provide parks at the neighbourhood and community level that address both active and passive requirements for recreation, sport and leisure and that promote connectivity and walkability between park sites and neighbourhood features.

- **Direction 4** – New Communities will be developed with complete streets (see Sustainable Transportation), enabling safe and convenient spaces for pedestrians, bicyclists, public transit ridership and motorists to promote physical activity, health and active transportation.

- Promote the design of all streets to maximize connectivity, visual appeal, amenity space and safety where practical and cost effective.

- **Direction 5 –** Encourage green development and conserve natural areas (see ecologically significant natural lands policy strategy) to develop new communities in a sustainable manner.
    - Balance the provision (scale, distribution and design) of parks and open space with density, demographics and distance.
    - Park sites will be selected in ways that maximize the conservation, protection and integration of existing natural features.
    - Parks will be integrated purposively into the overall community design.
    - Promote and expand biodiversity and 'green' principles consistent with the local natural ecosystem to all Parks, Places and Open Spaces, beyond the expected environments of the urban forest and designated 'natural areas'.
    - Support green design principles and construction methods for new buildings and neighbourhoods where practical and cost effective.

- **Direction 6** – Reflect local heritage in the development of New Communities.
    - Identify and conserve heritage resources, encouraging awareness, understanding, and appreciation of them.
    - Man-made or natural features with particular cultural or historic significance should be identified, conserved, and incorporated into New Communities.
    - Street names and parks should reflect and contribute to the heritage of New Communities.

Section A-6 – '*Policy Content*', of *Precinct Plan 'T'* addresses the above noted Directions for New Communities by acknowledging the need for New Communities to be planned as *"complete" from the outset* and stating that the purpose of the plan is to provide:

> *… a variety of housing options; incorporate all modes of transportation; encourage an integrated mix of land uses; and provide recreational and other amenities that meet the community's needs*
>
> and
>
> *…direction on the mix of land uses, phasing, development density access, servicing and a concept plan.*

Section C-1 '*Goals for the Neighbourhood*'
The stated goals support the Directions of the *Complete Communities Direction Strategy.* These goals include:

- Ensuring transition from employment lands to residential uses;

- Providing a diverse range of housing types and choices for varying income groups and lifestyles;
- Access to greenspaces, walking trails and active transportation corridors with linkages to surrounding neighbourhoods;
- Encouraging walking and cycling;
- Promoting the use of public transit within the neighbourhood; and
- Addressing the recreation needs of the neighbourhood.

Section C-2 '*Land Use Concept Plan*'
As a non-statutory Planning document it is understood that *Precinct Plan 'T'* will be interpreted with a certain degree of flexibility. The Plan recognizes this 'flexibility' with the statement:

> *The plan is conceptual and therefore flexible with respect to the precise location of land uses…*

Despite this flexibility it is also understood that the purpose of the Plan is to provide guidance for evaluating development proposals. The Plan recognizes that:

> *Development applications are to be generally in accordance with the Precinct 'T' Land Use Concept Plan*

It is understood that the *Land Use Concept Plan* refers to Map 4 – *Land Use and Transportation Policy Map*.

Section C-3 '*Residential Policies*'
Direction 3 of *Complete Communities* promotes the ability to *live, work, learn and play in the same neighbourhood.* Achieving this requires a mixture of housing types, higher residential densities adjacent to employment lands, and a mixture of uses supported by multiple transportation options.

The proposed residential policies address New Communities Direction 3 of *Complete Communities Direction Strategy* as follows:

- C-3.1 '*General Policies'* encourages *Diverse housing choices that offer a range of housing styles and options within the neighbourhood.*
- C-3.2 '*Low Density Residential Area Policies*' allows for *alternative housing forms, institutional uses, recreational uses, public uses, and local commercial sites.* This section also encourages the incorporation of active transportation networks and secondary suites.
- C-3.3 '*Medium Density Residential Area Policies*' encourages medium density residential development to locate with *convenient and easy access to collector streets.* Proximity to a collector street serves to promote a wider range of transportation options, such as transit, within the community.
- Access to a wider range of transportation options is also promoted by Section C-3.3.1b)i. which allows for higher densities when *the additional density can be effectively linked to the greenspace and recreational areas and can be appropriately accommodated by the transit routes and transit stops.*
- C-3.4 '*High Density Residential Area Policies'* indicates that *High Density Residential Areas will be encouraged to locate in areas close to the adjoining employment land uses*.

Section C-4 '*Institutional Policies*'
The Plan identifies an existing religious institution, *Gurdwara Kalgidhar Darbar,* as a *unique community node* which is designated as 'Institutional' on Map 4 of the Plan.

Section C-4.1 b) indicates that the *Institutional area of Precinct 'T' shall function as a community node and be linked to the adjoining areas by the active transportation network pathway system as outlined in Map 4 - Land Use Concept Plan.*

The incorporation of institutional uses within a community is supported by Direction 3 of *Complete Communities* which encourages a *mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents.*

Section C-5 '*Parks/Open Space Policies*'
The Plan proposes *a linear pathway system designed to provide a well-integrated system of parks that supports and becomes part of the active transportation network.* While the concept plan depicted in Map 4 contains a suggested alignment of park space, it is recognized that *the specific location, size and configuration of the parks/open spaces will be determined at the Development Application stage.* As per section C-5, evaluation of park dedication *shall be on both qualitative and quantitative aspects* and will be guided by the policies found under section C-5.1.

Policies under C-5.1 require:

- Parks / open space areas and pathways to be provided throughout the neighbourhood which address local needs;
- Parks / open space areas located along storm water retention basins to accommodate space for a path;
- A pathway linking adjacent employment lands with residential areas; and
- CPTED (Crime Prevention Through Environmental Design) and Universal Design principles to be applied.

Additional policies found under Section 5.1 provide guidance and are not required. These policies include such items as:

- Provision of sports fields, pathways and active transportation corridors;
- Parks/open space areas located within 400 metres of 95% of residences;
- Minimizing street crossings of pathways when appropriate; and
- Pathway surfacing standards.

These policies support the following item under Direction 3 of *Complete Communities:*

- *Provide parks at the neighbourhood and community level that address both active and passive requirements for recreation, sport and leisure and that promote connectivity and walkability between park sites and neighbourhood features.*

In addition, these policies speak directly to the following item under Direction 5 of *Complete Communities*:

- *Balance the provision (scale, distribution and design) of parks and open space with density, demographics and distance.*

Section C-6 '*Transportation Policies*'
The Plan indicates that *transportation policies have been created to ensure a motor-vehicle and pedestrian network that is functional, safe, accessible, and integrated into surrounding neighbourhoods and the community at large.* Section C-6 goes onto state that the transportation system will accommodate pedestrians, cyclists, private motor-vehicles and public transit.

These statements support Direction 4 of *Complete Communities*, which states:

- *New Communities will be developed with complete streets, enabling safe and convenient spaces for pedestrians, bicyclists, public transit ridership and motorists…;* and
- *Promote the design of all streets to maximize connectivity, visual appeal, amenity space and safety where practical and cost effective.*

Sections C-6.1 through C-6.4 then provides specific policies which may be applied. These policies will be used to evaluate development proposals in the area. These include provisions for:

- Sidewalks along collector streets;
- Active transportation;
- Transit stops along collector streets no more than 400m from most residences; and
- Streets designed to calm traffic and manage speed.

The policies provided under Section C-6 support the Directions of *Complete Communities* and provide guidance when evaluating development proposals.

Section C-7 '*Infrastructure Policies*'
The stated goal of the Plan is to *strive to integrate a sustainable infrastructure system that ensures cost fairness and equity for existing residents, future residents, and developers while meeting the overall community objectives laid out in Complete Communities Direction Strategy.* Policies provided in support of the stated goal are general; although specific policies are provided for:

- Fire flow rates;
- Water and wastewater servicing connection locations; and
- Water retention (a single 5 acre pond)

The Plan provides sufficient general policies and directions adequate for guiding development proposal review. Proposals will be reviewed and appropriate agreements will be implemented at the application stage.

Section C-8 '*Communications, Electricity and Natural Gas*'
This section contains little direction and is of little relevance to guiding evaluation of future development proposals.

Section C-9 '*Implementation*'
The Plan indicates that Map 4 – *Precinct 'T' Land Use and Transportation Policy Map* is intended to inform development applications and provide an *overview of phasing of development.* This appears to be missing as Map 4 contains no indication of phasing.

It is understood that future development applications should generally conform with the design as presented in Map 4.

Map 4 – *Precinct 'T' Land Use and Transportation Policy Map*
Section C-2 indicates that *development applications are to be generally in accordance with* Map 4 and that Map 4 is *conceptual and therefore flexible with respect to the precise location of land uses.* Interpreting the map otherwise would make the concept plan provided in Map 4 inconsistent with many of the policies provided throughout plan and *Complete Communities*.

It is understood that development applications will be evaluated more closely with the policies of *Precinct Plan 'T',* than with the map itself.

RECOMMENDATION

The Planning and Land Use Division recommends endorsement of *Precinct Plan 'T'* under the understanding that development applications will be evaluated against the policies contained within the document and not Map 4.

Attachment B – *Operationalizing Precinct Plan 'T'*

Operationalizing Precinct Plan 'T'

1. Precinct Plans

Adoption

1(1) The Precinct Plan will be endorsed as Council policy.

1(2) The critical path for endorsement is 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 provision 1(2) above:

i. Maps
ii. Density
iii. Text
iv. Plan of Subdivision
v. Land Use/Zoning

Notification

1(6) Notification for the adoption of a Precinct Plan or amendment to a Precinct 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 Precinct 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.

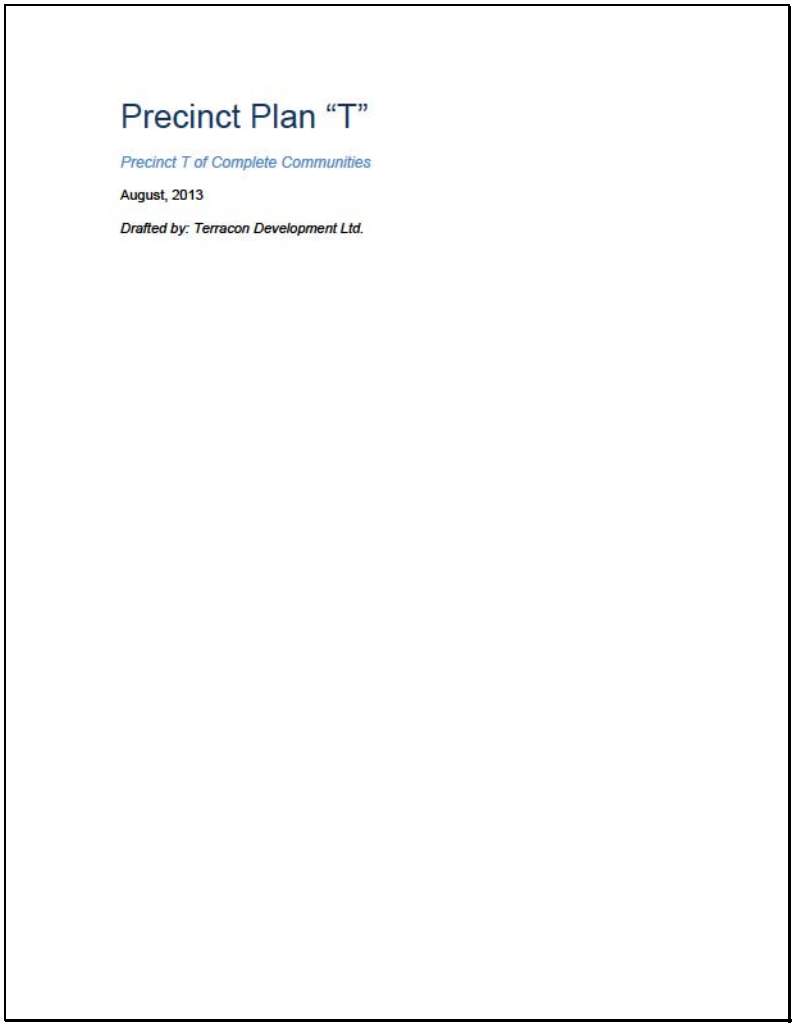
2(3) If the plan or amendment proceeding to the Community Committee, letters must identify the time, date, and location of the meeting and where and when a copy of the administrative report for the proposed amendment will be available.

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.

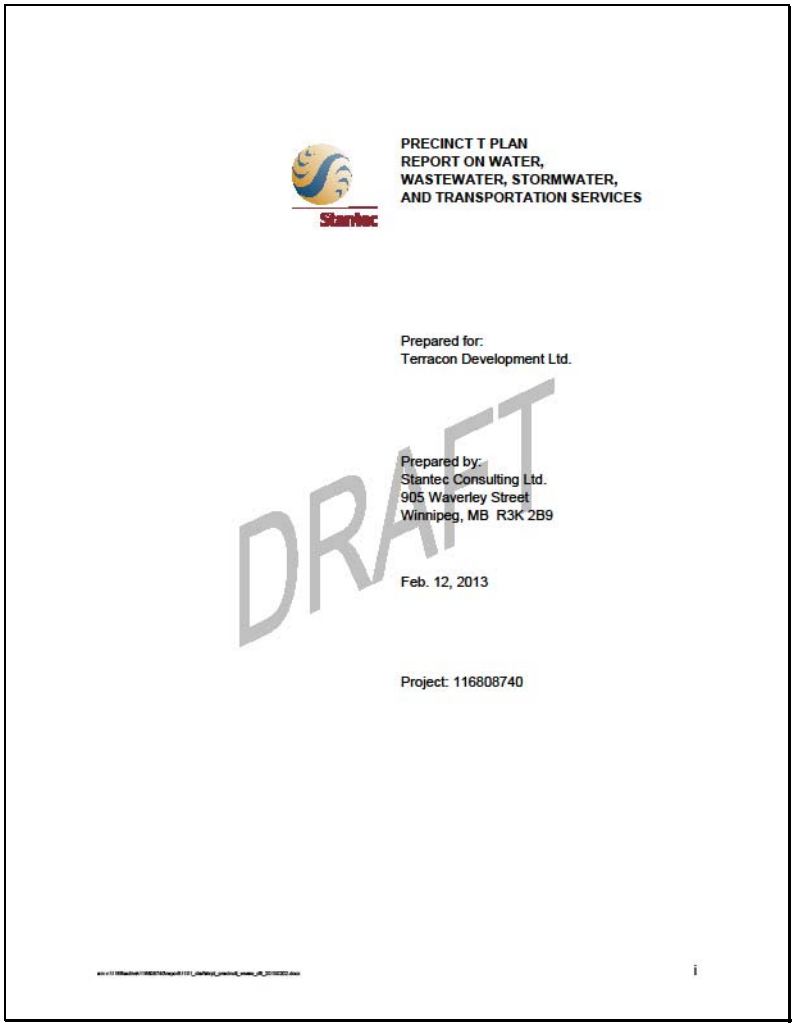
2(5) All letters must include the mailing address for submission of comments and contact information for further inquiries.

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.

Attachment C – *Precinct Plan 'T'*



Attachment D – *Precinct Plan 'T': Draft Engineering Report*



PRECINCT T PLAN
REPORT ON WATER,
WASTEWATER, STORMWATER,
AND TRANSPORTATION SERVICES

Prepared for:
Terracon Development Ltd.

DRAFT

Prepared by:
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Feb. 12, 2013

Project: 116808740

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Attachment E – *Precinct Plan 'T': Cost / Benefit Analysis*

Precinct Plan "T"
APPENDIX "C": COST-BENEFIT ANALYSIS

Prepared for:

City of Winnipeg
Planning, Property & Development

August, 2013

TERRASON DEVELOPMENT LTD.