Agenda – Council – March 26, 2014

Report – Standing Policy Committee on Property and Development – March 11, 2014

Item No. 7 Precinct Plan "F" - North Point Village
(Old Kildonan Ward)
File SP 04/2013

STANDING COMMITTEE RECOMMENDATION:

On March 19, 2014, 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 North Point Village Precinct Plan be endorsed as Council policy with the following amendments:

   A. in 1.5.1, make "location" and "feature" plural and replace "boundaries and networks shown on the figures" with "limits of the policy areas and collector roads shown in Figure 4"

   B. in 2.2.1, after "retail stores" stores insert ". East of this destination is a predominantly single-family neighbourhood."

   C. in 4.1.1, replace Clause 3 with "3. Ensure enough land is allocated for active recreation, passive recreation, leisure and active transportation."

   D. in 4.2.1, delete the second paragraph, in the third paragraph insert "less than" before "approximately", at the end of the last sentence of Clauses 2 and 6 insert "unless warranted otherwise"

   E. in 5.2, make the last word of Clause d plural

   F. in 8.1, replace the first sentence with "With the completion of one or more phases of development, public transit service may be provided by Winnipeg Transit subject to factors such as available resources and potential ridership considerations"

   G. Delete Section titled "STANDARD LIMITATIONS", located at the beginning of the Precinct Plan document.

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2. That Operationalizing the North Point Village Precinct Plan, 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.

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DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 19, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and the Lord Selkirk-West Kildonan Community Committee, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 11, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On February 18, 2014, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Delete Recommendation 1.C. and substitute the following Recommendation:

  "1.C. in 4.1.1, replace Clause 3 with "3. Ensure enough land is allocated for active recreation, passive recreation, leisure and active transportation."

- Delete Recommendations 1.F. and 1.H.

- Add the following Recommendation:

  "Delete Section titled STANDARD LIMITATIONS, located at the beginning of the Precinct Plan document"

- Renumber Recommendations accordingly,

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

Bryan Ward, Senior Planner, MMM Group Ltd. submitted a PowerPoint Presentation titled "North Point Village Precinct F – Precinct Plan" dated February 18, 2014.

ADMINISTRATIVE REPORT

Title: Precinct F (North Point Village) Plan, SP 04/2013

Issue: Seeking endorsement of the *Precinct F (North Point Village) Plan* and *Operationalizing the North Point Village Precinct Plan* as Council policy that will apply to the area identified in the plan and generally shown in *Complete Communities*, as amended, as Precinct F

Critical Path: Lord Selkirk - West Kildonan Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
Braden Smith	N/A	N/A	

RECOMMENDATIONS

1. That the *North Point Village Precinct Plan* be endorsed as Council policy with the following amendments:
   1) in 1.5.1, make "location" and "feature" plural and replace "boundaries and networks shown on the figures" with "limits of the policy areas and collector roads shown in Figure 4";
   2) in 2.2.1, after "retail stores" stores insert ". East of this destination is a predominantly single-family neighbourhood.";
   3) in 4.1.1, replace Clause 3 with "3. To ensure enough land is allocated for the active recreation and for other uses a 50/50 split of active and passive or linear park spaces is encouraged. A minimum of 30 percent of the park land shall be for active recreation and at least 30 percent shall be for passive recreation, leisure and active transportation.";
   4) in 4.2.1, delete the second paragraph, in the third paragraph insert "less than" before "approximately", at the end of the last sentence of Clauses 2 and 6 insert "unless warranted otherwise";
   5) in 5.2, make the last word of Clause d plural;
   6) in 7.2, change Clause 1 by replacing "two" with "three" and "one" with "two", and change Clause 4 by replacing "should" with "may";
   7) in 8.1, replace the first sentence with "With the completion of one or more phases of development, public transit service may be provided by Winnipeg Transit subject to factors such as available resources and potential ridership considerations"; and
   8) change Figure 4 by removing the blurred colours such that only the colours on the legend are shown on the map.

2. That *Operationalizing the North Point Village Precinct Plan*, 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

This report is required because the subdivision or rezoning of land in Precinct F cannot proceed without the *North Point Village Precinct Plan* being approved by Council or its designate, as stated in *OurWinnipeg* and *Complete Communities.*

The *North Point Village Precinct Plan* articulates the future use and development of *Complete Communties'* Precinct F and supplements the policies of *OurWinnipeg* and *Complete Communities.*

IMPLICATIONS OF THE RECOMMENDATIONS

Endorsement of the *North Point Village Precinct Plan* as Council Policy shall provide the City of Winnipeg Public Service with policies to provide direction on the review of development applications of land within Precinct F. Endorsement of the Plan shall make the Plan an expression of Council's will and expectations and shall provide the public with an accurate expectation of how Precinct F shall be developed. If Council endorses the Plan as policy, the Plan will not become legislation and, therefore, will not have the force of legislation as a by-law of the City of Winnipeg.

HISTORY

In the summer of 2013, MMM Group Limited began the planning of Precinct F in collaboration with the Urban Planning and the Urban Design Divisions of the City of Winnipeg, which later included other City departments, the Seven Oaks School Division, Manitoba Hydro and the General Council of Winnipeg Community Centres. This process included several meetings and iterations of the plan and portions thereof.

On June 26th, 2013, the planning area boundary between Precinct F and Precinct D was change by the Director of Planning, Property and Development such that the portion of Precinct F that was west of the centreline of the McPhillips Street Public Right-of-Way became part of Precinct D. This was done in accordance with Section 03-4, New Communities, of *Complete Communities*, which states: "When a natural boundary or servicing limit supports the change, planning may deviate from the precinct boundaries with the approval of the Director of Planning, Property, and Development Department."

On October 2nd, 2013, MMM Group held a public open house and received a wide range of feedback, including comments expressing:

- an interest in future residential development in northwest Winnipeg;
- preferences for lower density residential uses, retail sales uses, green spaces, buildings to be less than seven storeys and adequate public transit; and

- concerns over potential traffic congestion and overland flooding.

On October 23rd, 2013, the formal application for approval of the Precinct F Plan (File SP 04/2013) was accepted by the City.

On February 4th, 2014, MMM Group held a second public open house and received a wide range of feedback, including comments expressing:

- preferences for public transit access to the Precinct, preserving wildlife habitat and native plants in general and for development to occur in the Precinct; and
- concerns that the development of Precinct F would be premature, given that the lands north, west and east are largely undeveloped and that the land drainage and wastewater plans were too vague.

Subsequent to these open houses, MMM Group made changes to the Plan, which were then reviewed by the Urban Planning and Urban Design Divisions.

CONSULTATION

In preparing the Plan there was consultation with:

- Public Works;
- Winnipeg Transit;
- Water and Waste;
- Community Services;
- the Fire-Paramedic Service;
- the Winnipeg Police Service;
- the General Council of Winnipeg Community Centres;
- the Seven Oaks School Division; and
- Manitoba Hydro.

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	Glen Doney, Senior Planner
Date:	February 11th, 2014
File:	SP 04/2013

Attachments

A – Planning Discussion
B – *Operationalizing the North Point Village Precinct Plan*

Attachment A - Planning Discussion

DATE:	February 11th, 2014
RELATED FILES:	DASZ 54/2014
COMMUNITY:	Lord Selkirk – West Kildonan
SUBJECT:	To endorse the *North Point Village Precinct Plan* and *Operationalizing North Point Village Precinct Plan* as Council Policies.
LOCATION:	Precinct F of *Complete Communities* – bounded on the north by the future route of Chief Peguis Trail, on the east by the CPR Arborg branch line and Dr. Jose Rizal Way, on the south by Old Commonwealth Path and the lands zoned R1 and RMF and on the west by King Edward Street
LEGAL DESCRIPTION:	Part of the NW ¼ of 25-11-2E
APPLICANT:	Lombard North Group 505 – 93 Lombard Avenue Winnipeg, R3B 3B1
OWNERS:	SGS Properties and Terrascape Developments
RECOMMENDATION:	That the '*North Point Village Precinct Plan*' and '*Operationalizing North Point Village Precinct Plan'* be endorsed as Council policy.

SUMMARY

- The applicant has submitted the *North Point Village Precinct Plan* (the Plan) in conjunction with an application for approval of a proposed plan of subdivision and rezoning of all of Precinct F. The Plan is a non-statutory plan that articulates the vision of Precinct F. All development applications of land within the Precinct shall comply with the policies of this plan.
- The Plan is consistent with *OurWinnipeg* and *Complete Communities.*
- The Plan's introduction, portions of which are in the following seven sections, describes its purpose, authority, timeframe, how it was prepared, how it is to be interpreted, how it can be amended and that it will be monitored, reviewed and evaluated.

PURPOSE OF THE PLAN

The purpose of the Plan is to provide a planning and policy framework that will:

- Guide public and private development and infrastructure investment.
- Articulate a vision and establish phasing, goals, and objectives for the development.
- Provide planning principles and policies that apply to the entire development area.
- Provide guidance for any aspect of land use, development, or infrastructure investment over the longer term to provide a consistent framework should the development be phased over multiple stages.
- Provide transparency and certainty to the public, landowners, and developers.
- Become City Policy that will apply to applications to develop land in the plan area, in addition to the policies of *OurWinnipeg* and *Complete Communities.*

AUTHORITY OF THE PLAN

The land that is the subject of the plan is located in a New Communities policy area of *OurWinnipeg* and *Complete Communities*.

These documents state: “Lands designated as New Communities will conform with the policies that apply to the Rural and Agricultural designated lands until an appropriate planning process is complete and approved by City Council and/or a designated committee of Council.”

One of the policies of *Complete Communities* that applies to the Rural and Agricultural designated lands states: “Support agriculture and related support functions as the principle use in the Rural/Agricultural designated areas through the requirement of a minimum site area of 16 ha (40 acres) except where an applicable statutory plan allows a smaller site or to facilitate the consolidation of land.”

Therefore, the land that is the subject of this plan cannot be rezoned to allow urban development until a process of planning the subject lands has been completed and approved by City Council or its designate.

OurWinnipeg states: “Support the preparation of detailed planning studies for New Communities through the local area planning process, where warranted, to ensure the coordination of municipal infrastructure with proposed land-uses; and the future development of adjacent lands with a full range of municipal services.”*Complete Communities* divides the New Communities policy areas into precincts in order “to ensure that planning for New Communities is comprehensive, complete, and aligns with citywide goals and objectives.” It states: “Planning efforts are required to cover an entire precinct, ensuring new infrastructure and community services optimize existing facilities and connections while identifying any necessary upgrades from the outset.”

This plan shows the future use and development of the planning area of Precinct F. This area consists of the land bounded on the north, west, and south by the approximate centrelines of Murray Avenue, McPhillips Street and the Chief Peguis Trail Public Right-of-Way (ROW), respectively and, on the east by a property line west of the McGregor Street Public ROW that extends from the Chief Peguis Trail Public ROW to the Murray Avenue Public ROW.

The planning area was modified by the Director of Planning, Property and Development in accordance with the Precinct Boundaries provisions in Section 03-4 of *Complete Communities.* The modification removed land west of McPhillips Street from the Precinct.

TIMEFRAME OF THE PLAN

The Plan is future-oriented and is intended to guide development over the next five to ten years. The timing of development will be influenced over the long-term by market changes, supply and demand for housing, commercial land demand, and the general health of Winnipeg’s economy.

PLAN PREPARATION PROCESS

The Plan was developed in consultation with a range of stakeholders including various land owners, City Departments and interested citizens. In addition to several meetings with City staff, a public consultation process was held to engage area residents and provide opportunities for feedback from members of the public. Information on the consultation process is in Appendix X to the Plan.

PLAN INTERPRETATION

The boundaries and networks shown on the Figures contained herein are intended to be approximate only and should be considered as such. They are not intended to identify specific locations, except where a boundary is located on an easily identifiable natural or manmade landmark such as a river or roadway. They do, however, identify the locations of policy areas and some of the future infrastructure, with-respect-to one another and to the limits of the Precinct F planning area.

This plan should be read as a whole and understood as a comprehensive vision of, and guide for, the development of Precinct F that will inform the application of regulatory tools such as zoning.

Where may is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.

In cases where the word shall is included in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from, provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, so that the intent of the policy is still achieved.

In cases where the word should is used in a policy, the policy is intended to apply to a majority of situations. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, or to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.

AMENDING THE PLAN

Application to amend the Plan must be submitted to the Planning, Property and Development Department for review and approval by Council or its designate. Where appropriate, the amendment process should include public consultation.

MONITORING, REVIEWING AND EVALUATING THE PLAN

The Plan is intended to be a flexible document that will change as circumstances change within, and adjacent to, the planning area. Periodic review and amendment of the Plan will occur as development conditions within, and adjacent to, the planning area change.

CREATING THE PLAN – PUBLIC ENGAGEMENT

On October 2nd, 2013, MMM Group held a public open house and received a wide range of feedback, including comments expressing:

- an interest in future residential development in northwest Winnipeg;
- preferences for lower density residential uses, retail sales uses, green spaces, buildings to be less than seven storeys and adequate public transit; and
- concerns over potential traffic congestion and overland flooding.

On October 23rd, 2013, the formal application for approval of the Precinct F Plan (File SP 04/2013) was accepted by the City.

On February 4th, 2014, MMM Group held a second public open house and received a wide range of feedback, including comments expressing:

- preferences for public transit access to the Precinct, preserving wildlife habitat and native plants in general and for development to occur in the Precinct; and
- concerns that the development of Precinct F would be premature, given that the lands north, west and east are largely undeveloped and that the land drainage and wastewater plans were too vague.

Subsequent to these open houses, MMM Group made changes to the Plan, which were then reviewed by the Urban Planning and Urban Design Divisions.

THE PLAN – HIGHLIGHTS

Section 3 of the Plan articulates the vision of North Point Village. It states:

> The vision for North Point is for it to become a new mixed use area that takes advantage of its strategic location along McPhillips Street, in proximity to the McPhillips–Leila Regional Mixed Use Centre and the future extension of Chief Peguis Trail to McPhillips Street and further west. North Point Village will include commercial development along McPhillips Street and residential uses to the east.
>
> New commercial development along McPhillips Street will add commercial and employment opportunities to the area. North Point Village will become a commercial destination that serves both local and regional shopping needs of current and future residents of northwest Winnipeg.
>
> A wide range of housing will meet the needs of many segments of Winnipeg's housing market and attract a variety of households to North Point. A mix of lower density single family housing and moderate density multi-family dwellings will be developed to appeal to households looking for their first home, a place for the long term, or a place to retire. Multi- family development will include affordable options, including rental units.
>
> The opportunity to live, work and play in one neighbourhood will be completed by the green space that will provide year round opportunities for passive and active recreation.

Parks

Sub-subsection 4.1.1 states: "Parks should be designed to provide people of all ages and abilities with opportunities for a range of seasonal and year-round activities."

Design

Sub-subsection 4.1.2 states: "Site and building design within North Point Village, including its parks, should consider: a. Crime Prevention through Environmental Design Principles; b. Universal Design Principles; and c. Energy efficiency and sustainability, which may include the principles of Leadership in Energy and Environmental Design."

Sub-subsection 4.1.3 states: “Where warranted, dwellings may be buffered from sounds originating from McPhillips Street or the Chief Peguis Trail.”

Municipal Transportation Infrastructure

Sub-subsection 4.2.1 states: “The municipal transportation infrastructure in North Point Village shall efficiently and effectively accommodate pedestrians, public transit riders, cyclists and private motor vehicle users to and from land uses in North Point Village and to adjacent transportation infrastructure, existing and anticipated.”

The Policy Map

The Land Use and Transportation Policy Map (Figure 4) shows three land use policy areas and two collector roads, a future intersection, a future interchange and the general location of a potential school site (K to 8). The three policy areas are Commercial Mixed-Use, Higher Density Residential and Lower Density Residential. It also blurs the boundaries between the policy areas.

Commercial Mixed Use Area

Section 5 states that, In the Commercial Mixed Use Area, commercial uses, ranging from the community scale to the regional scale, shall be the predominant land uses and higher density residential and office uses may be accommodated. It also states that community and neighbourhood-scale institutional, or educational uses, that are compatible with the aforementioned commercial, residential, and office uses, and passive parks may also be established.

Higher Density Residential Areas

Section 6 states that, in the Higher Density Residential Areas, apartment buildings (buildings in which dwelling units share a common entrance and hallway), and ground-oriented multiple-family dwellings, such as townhouses and side-by-sides, shall be the predominant land uses. It states that residential densities may range from approximately 25 to 65 dwellings per gross acre and that the total number of dwellings in this policy area may range from 750 to 1,950. In addition, it states that community and neighbourhood-scale institutional or educational uses, single-family dwellings and active recreational parks that are compatible with the aforementioned higher density residential uses and passive recreational parks will also be allowed.

Private Transportation Infrastructure

Sections 5 and 6 also have policies regarding the provision of roads, paths, sidewalks, motor-vehicle and bicycle parking areas and public transit stops and amenities on private lands.

Lower Density Residential Areas

Section 7 states that, in the Lower Density Residential Areas, single-family dwellings shall be the principle land use and that secondary suites, duplexes and ground-oriented multiple-family dwellings, such as townhouses and side-by-sides, may also be allowed. It also states that residential densities may range from approximately six to eight dwellings per gross acre and that the total number of dwellings may range from 300 to 400. In addition, it states that community and neighbourhood-scale

institutional or educational uses, active recreational parks that are compatible with the aforementioned lower density residential uses, and passive recreational parks will also be allowed.

RECOMMENDATIONS

The Winnipeg Public Service recommends endorsement as Council policy of the *North Point Village Precinct Plan,* as amended below, for the following reasons:

- as amended, the Plan will be consistent with *OurWinnipeg* and *Complete Communities*; and
- as amended, the Plan will clearly and transparently articulate Council's expectations of how the Precinct shall be developed.

The following minor amendments to the content should be made so that the Plan will be consistent with City policy and practices:

1) in 4.1.1, replace Clause 3 with "3. To ensure enough land is allocated for the active recreation and for other uses a 50/50 split of active and passive or linear park spaces is encouraged. A minimum of 30 percent of the park land shall be for active recreation and at least 30 percent shall be for passive recreation, leisure and active transportation.";
2) in 4.2.1, delete the second paragraph, in the third paragraph insert "less than" before "approximately", at the end of the last sentence of Clauses 2 and 6 insert "unless warranted otherwise";
3) in 7.2, change Clause 1 by replacing "two" with "three" and "one" with "two", and change Clause 4 by replacing "should" with "may"; and
4) in 8.1, replace the first sentence with "With the completion of one or more phases of development, public transit service may be provided by Winnipeg Transit subject to factors such as available resources and potential ridership considerations".

The following minor amendments should be made as well:

1) in 1.5.1, make "location" and "feature" plural and replace "boundaries and networks shown on the figures" with "limits of the policy areas and collector roads shown in Figure 4";
2) in 2.2.1, after "retail stores" stores insert ". East of this destination is a predominantly single-family neighbourhood.";
3) in 5.2, make the last word of Clause d plural; and
4) change Figure 4 by removing the blurred colours such that only the colours on the legend are shown on the map.

5) The Winnipeg Public Service recommends endorsement as Council policy the document *Operationalizing North Point Village Precinct Plan* for the following reasons:

- to provide a clear and transparent process for the amendment of the Plan and
- to ensure that owners of land within the Precinct are notified and have an opportunity to comment on any future amendments to the plan.

Attachment B – *Operationalizing the North Point Village Precinct Plan*

Operationalizing The North Point Village Precinct Plan

1. Precinct Plans

Adoption

1(1) The Precinct 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 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.