Minutes – Executive Policy Committee – May 21, 2014

Minute No. 356
Report – Standing Policy Committee on Property and Development – May 13, 2014

Item No. 17 Precinct J (Dawson Trail) Plan
(St. Boniface Ward)
File SP 5/2013

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 Precinct J Plan (the Plan) be endorsed as Council policy subsequent to being amended as follows:

   A. delete the Standard Limitations section;
   B. insert, as Appendix C to the Plan, the document Precinct J, Dawson Trail Cost Benefit Analysis dated November 2013;
   C. revise the Table of Contents to include Appendix A, B and C;
   D. revise the Table of Contents as warranted by the amendments to other portions of the Plan;
   E. in Section 4, insert "Subsections 4.1, 4.2, 4.3 and 4.4 apply to their corresponding policy area shown on Figure 5. The remaining subsections apply to all of the policy areas except the Limited Uses area";
   F. in Clause 1 of Sub-subsection 4.3.1, insert "and, alongside collector roads only, low-rise apartment style residential buildings";
   G. replace all references to 'developed area' and 'developed areas' to 'limited uses area' and 'limited uses areas,' respectively;
   H. in Subsection 4.4, replace the second sentence with "The purpose of the Limited Uses Area is to accommodate the existing funeral home, its associated interment and memorial uses, the existing electricity transmission and distribution infrastructure, uses that are similar to any of these uses and uses that are compatible with these uses and with residential uses";
   I. in Sub-subsection 4.4.1, replace clauses (1) and (2) with "(1) Funeral homes, cemeteries and similar uses, utility facilities that are infrequently staffed (such as electricity stations, pumping stations, or transmission or distribution infrastructure) and uses that are generally compatible with these uses, and with all uses allowed in the Lower Density Residential Area, are allowed in the Limited Uses Area"; and
   J. replace Figure 5 with the figure attached as Attachment 3.

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2. That Operationalizing the Dawson Trail Precinct Plan, which is Attachment 2 to this report, be endorsed as Council policy and be an Appendix to the Precinct J (Dawson Trail) Plan.

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:

Moved by Councillor Browaty,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On May 13, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 5, 2014, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- Delete Recommendation G in its entirety and replace with "replace all references to 'developed area' and 'developed areas' to 'limited uses area' and 'limited uses areas,' respectively"

- Delete and replace in the Operationalizing the Dawson Trail Precinct Plan, Attachment 2 the following:

    - in 1(3), delete "aAn" and replace with "an"

    - in 1(5), delete in its entirely and replace with "Amendments proposing significant change to Section 3, 4, 5, 6, 7 or 8 must be endorsed by council and follow the critical path identified in provision 1(2) above:"

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

On April 7, 2014, the Riel Community Committee laid over the matter to its meeting on May 5, 2014.

ADMINISTRATIVE REPORT, REVISED

Title: Precinct J (Dawson Trail) Plan, SP 05/2013

Issue: Seeking endorsement of the *Precinct J (Dawson Trail) Plan* and *Operationalizing the Dawson Trail Precinct Plan* as Council policy that will apply to the area identified in the plan and generally shown in *Complete Communities* as Precinct J.

Critical Path: Riel 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 Precinct J Plan (the Plan) be endorsed as Council policy subsequent to being amended as follows:

A. delete the Standard Limitations section;

B. insert, as Appendix C to the Plan, the document *Precinct J, Dawson Trail Cost Benefit Analysis* dated November 2013;

C. revise the Table of Contents to include Appendix A, B and C;

D. revise the Table of Contents as warranted by the amendments to other portions of the Plan;

E. in Section 4, insert "Subsections 4.1, 4.2, 4.3 and 4.4 apply to their corresponding policy area shown on Figure 5. The remaining subsections apply to all of the policy areas except the Limited Uses area";

F. in Clause 1 of Sub-subsection 4.3.1, insert "and, alongside collector roads only, low-rise apartment style residential buildings";

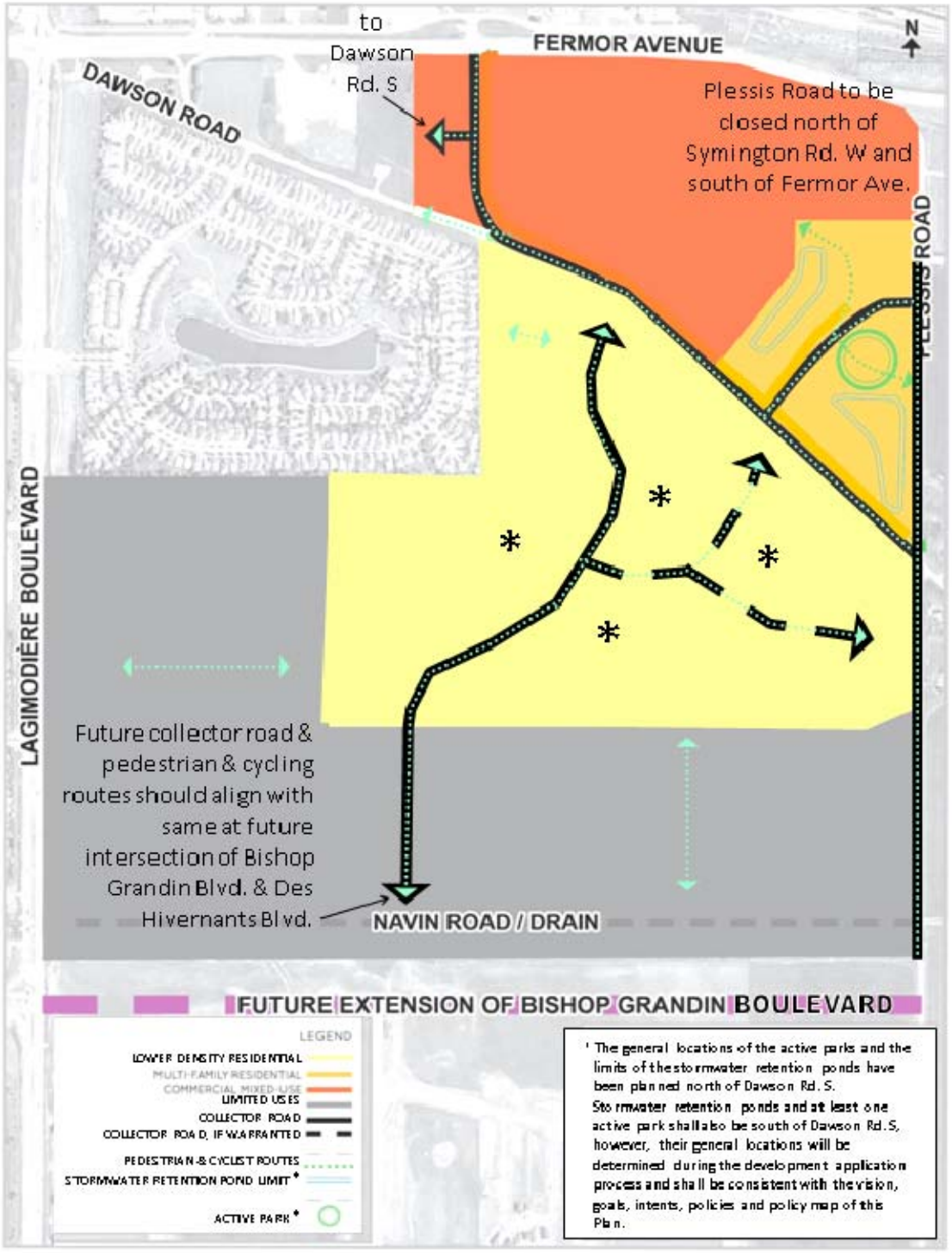
G. replace "4.4 Developed Areas" with "4.4 Limited Uses";

H. in Subsection 4.4, replace the second sentence with "The purpose of the Limited Uses Area is to accommodate the existing funeral home, its associated interment and memorial uses, the existing electricity transmission and distribution infrastructure, uses that are similar to any of these uses and uses that are compatible with these uses and with residential uses";

I. in Sub-subsection 4.4.1, replace clauses (1) and (2) with "(1) Funeral homes, cemeteries and similar uses, utility facilities that are infrequently staffed (such as electricity stations, pumping stations, or transmission or distribution infrastructure) and uses that are generally compatible

with these uses, and with all uses allowed in the Lower Density Residential Area, are allowed in the Limited Uses Area"; and

J. replace Figure 5 with the following figure.



2. That *Operationalizing the Dawson Trail Precinct Plan*, which is Attachment 2 to this report, be endorsed as Council policy and be an Appendix to the Precinct J (Dawson Trail) Plan.

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 J cannot proceed without The *Dawson Trail Precinct Plan* being approved by Council or its designate, as stated in *OurWinnipeg* and *Complete Communities.*

The *Dawson Trail Precinct Plan* articulates a vision of, and directions on, how Precinct J of *Complete Communities* shall be developed.

The *Dawson Trail Precinct Plan* also articulates the general development concept of Precinct J based on *OurWinnipeg* and *Complete Communities.* The Plan has specific policies on land use, urban design and the provision of municipal services.

IMPLICATIONS OF THE RECOMMENDATIONS

Endorsement of the *Dawson Trail Precinct Plan* as Council Policy*,* subject to the aforementioned amendments, shall provide the City of Winnipeg Public Service with sound policies to provide direction on the review of applications to develop land within Precinct J and the provision of infrastructure flanking Precinct J. Endorsement of the Plan shall make the Plan an expression of Council's will and expectations and shall provide developers and the public with an accurate expectation of how Precinct J shall be developed.

The reasons for the recommended amendments to the Plan ations are provided in Attachment 1 to this report.

HISTORY

In May of 2013, MMM Group entered into discussions with the Urban Planning Division regarding the planning of Precinct J. The Division and other City divisions and departments worked with MMM Group in the creation of the land use and development plan of Precinct J. During that process, the precinct was named Dawson Trail, in recognition of the historic Dawson Road that extends through the precinct.

The formal application, for Council approval of the Dawson Trail Plan, was received by the Urban Planning Division on December 9, 2013. The submitted plan was subsequently modified by MMM Group, after receiving comments from Urban Planning and other City divisions and departments and after open houses held by MMM Group on September 24, 2013, and on March 19, 2014.

At their April 7, 2014, meeting, the Riel Community Committee adjourned consideration of the Precinct J Plan, which provided an opportunity for the Plan to be revised in accordance with the amendments

recommended in the original planner's report. MMM Group has revised the Plan in accordance with most of the amendments in the Plan and submitted it for consideration by Committees of Council and Council itself. This version is the subject of this report.

CONSULTATION

In preparing the Plan and this report 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 Riel School Division; and
- Manitoba Hydro.

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	Glen Doney, Senior Planner
Date:	April 24, 2014
File:	SP 05/13

Attachments

Attachment 1 – Planning Discussion
Attachment 2 - *Operationalizing the Dawson Trail Precinct Plan*

Attachment 1 - Planning Discussion

DATE:	April 24, 2014
RELATED FILES:	DASZ 52/2013
COMMUNITY:	Riel
SUBJECT:	To endorse the Precinct J Plan (the *Dawson Trail Precinct Plan)* and Attachment 2 – *Operationalizing the Dawson Trail Precinct Plan* – as Council Policies.
LOCATION:	Precinct J of *Complete Communities*, bounded by • the approximate centreline of the Fermor Avenue Public Right-of-Way (ROW), • the eastern City limit, • the southern limit of the Manitoba Hydro lands south of the Navin Drain, • the approximate centreline of the Lagimodiere Boulevard Public ROW, • the southern and eastern limits of the existing residential development (known as Southland Park) and • the westerly limit of the properties at 1501 and 1525 Dawson Road South.
APPLICANT:	MMM Group
RECOMMENDATION:	That the *Dawson Trail Precinct Plan* and *Operationalizing the Dawson Trail Precinct Plan* be endorsed as Council policy, subject to the recommended amendments.

SUMMARY

- The applicant has submitted the *Dawson Trail Precinct Plan* (the Plan) in conjunction with a subdivision and rezoning application of a portion of Precinct J (which is File DASZ 52/2013).
- The Plan is a non-statutory plan that articulates the vision of Precinct J.
- If approved, the Plan will provide policies with which to evaluate proposed developments (including proposed infrastructure works) and other land use proposals within the Precinct.
- With the recommended amendments, the Plan would be consistent with *OurWinnipeg* and the *Complete Communities.*

NEW COMMUNITIES AND PRECINCT PLANS

Complete Communities (the City's land use and development guide) designates portions of Winnipeg as New Communities. Section 03-4 of *Complete Communities*, and Section 01 A of *OurWinnipeg* (the City's development plan) state: "New Communities are large undeveloped land areas identified for future urban development and are not currently served by a full range of municipal services."

The requirement to plan New Communities is articulated in Section 01 A of *OurWinnipeg*, which 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.

Section 03-4 *of Complete Communities* describes the purpose of precincts and precinct plans and what a precinct plan should address. It states:

> To ensure that planning for New Communities is comprehensive, complete, and aligns with citywide goals and objectives, New Communities have… been divided into planning precincts… 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 approach will support a more efficient planning process for all parties.
>
> 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

RECOMMENDATIONS

The Winnipeg Public Service recommends endorsement as Council policy, of the *Dawson Trail Precinct Plan,* subject to the recommended amendments, for the following reasons:

- as amended, the Plan will be consistent with *OurWinnipeg* and *Complete Communities*; and

- as amended, the Plan will provide sound direction on the future use and development of the precinct and flanking City infrastructure and will clearly and transparently articulate Council's expectations of how the Precinct will be developed.

The Winnipeg Public Service recommends endorsement, as Council policy, of Attachment 2 to this report – *Operationalizing the Dawson Trail Precinct Plan* – because it establishes a process for amending the Plan, should that be warranted sometime after the Plan is endorsed.

The reason for the recommended amendment to:

A. delete the Standard Limitations section

   is because it no longer applies once the Plan is approved by Council;

B. insert, as Appendix C to the Plan, the document *Precinct J, Dawson Trail Cost Benefit Analysis* dated November 2013

   is because it provides information on the future development of Precinct J that can be compared to the findings of other cost-benefit analyses of areas such as the neighbourhoods of Waverley West and Precinct C;

C. revise the Table of Contents to include Appendix A, B and C

   is for the reader's convenience;

D. revise the Table of Contents as warranted by the amendments to other portions of the Plan

   is to ensure the Plan's sections and subsections are correctly referenced;

E. in Section 4, insert "Subsections 4.1, 4.2, 4.3 and 4.4 apply to their corresponding policy area shown on Figure 5. The remaining subsections apply to all of the policy areas except the Limited Uses area"

   is to direct the user of the Plan to the applicable subsections of Section 4;

F. in Clause 1 of Sub-subsection 4.3.1, insert "and, alongside collector roads only, low-rise apartment style residential buildings"

   is to accommodate a residential building type, in the Lower Density Residential area, that is generally of a higher density than the other residential building types allowed, but, because its intensity of use is generally higher as well, to limit its location to sites alongside collector roads;

G. replace "4.4 Developed Areas" with "4.4 Limited Uses"

   is to reflect that the Plan is oriented to the future development and use of land in the precinct;

H. in Subsection 4.4, replace the second sentence with "The purpose of the Limited Uses Area is to accommodate the existing funeral home, its associated interment and memorial uses, the existing electricity transmission and distribution infrastructure, uses that are similar to any of these uses and uses that are compatible with these uses and with residential uses"

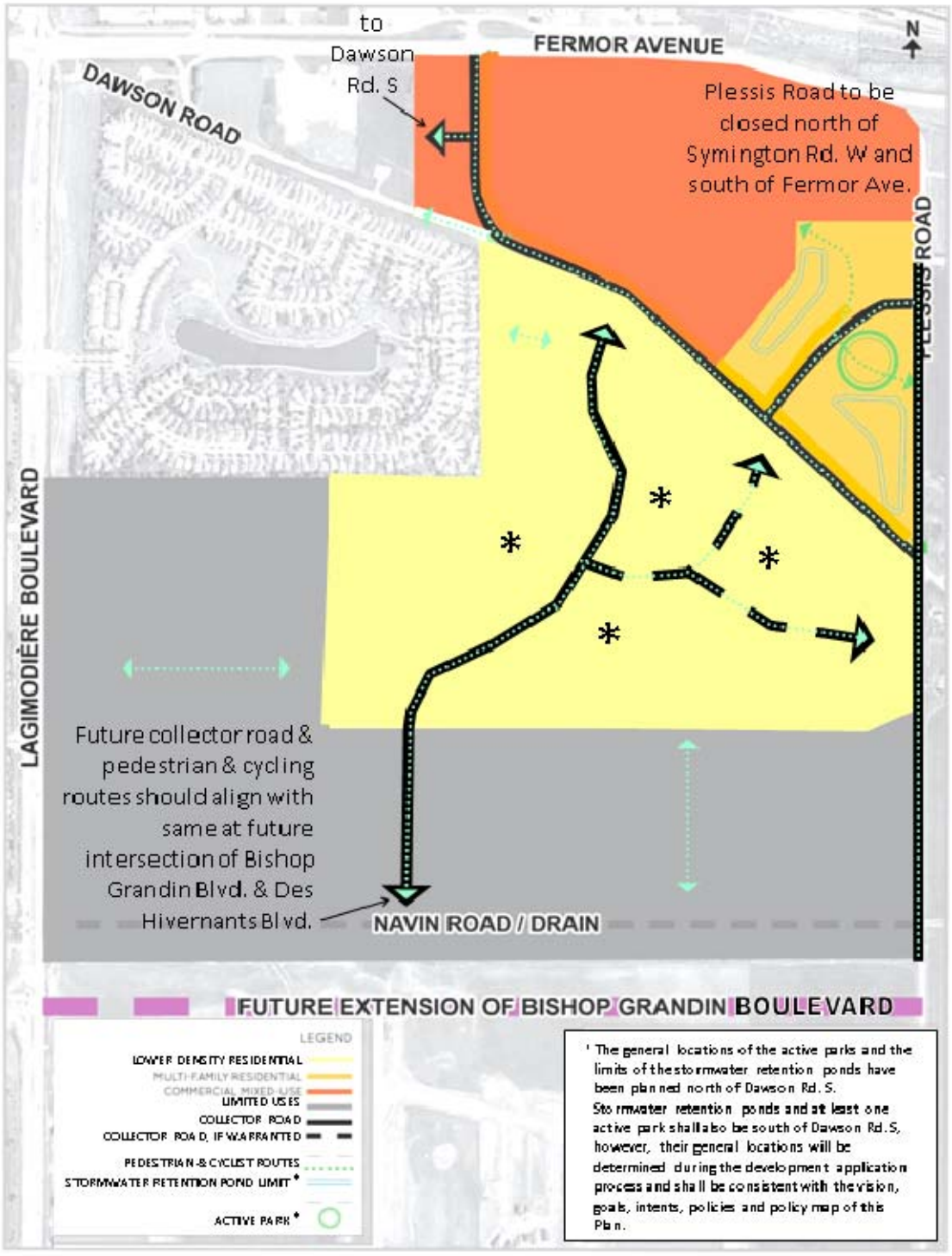
   is so that the purpose of the area in the precinct presently named Developed Areas is to provide future-oriented land development and use policies specific to that area;

I. in Sub-subsection 4.4.1, replace clauses (1) and (2) with "(1) Funeral homes, cemeteries and similar uses, utility facilities that are infrequently staffed (such as electricity stations, pumping stations, or transmission or distribution infrastructure) and uses that are generally compatible with

these uses, and with all uses allowed in the Lower Density Residential Area, are allowed in the Limited Uses Area"

is to provide future-oriented policies specific to the area in the precinct presently named Developed Areas' and

J. replace Figure 5 with the following figure



is because the following figure, along with the policies in the Plan amended as per Clauses D to G above, would result in the Plan being consistent with

- Section 01 A of *OurWinnipeg,* which 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…”
- Section 03-4 of *Complete Communities,* which 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” and
- Other portions of *OurWinnipeg* and *Complete Communties.*

This report is submitted by:

Planning, Property and Development

Urban Planning

This report was prepared by:

Glen Doney

PPD File # SP 5/2013

Attachment 2 – *Operationalizing the Dawson Trail Precinct Plan*

OperationalizingThe Dawson Trail Precinct Plan

1. Precinct Plan

Adoption

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

1(2) The critical path for endorsement is Riel Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

Amendment

1(3) Application can be made by the owner or 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 Section 3, 4, 5, 6, 7 or 8 must be endorsed by council and follow the critical path identified in provision 1(2) above:

Notification

1(6) Notification for the adoption of a Precinct Plan or amendment to a Precinct Plan must follow provisions 2(1) to 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) to 2(5), must be provided to the Director of Planning Property and Development.\



Figure 3: Existing Land Uses in Precinct J

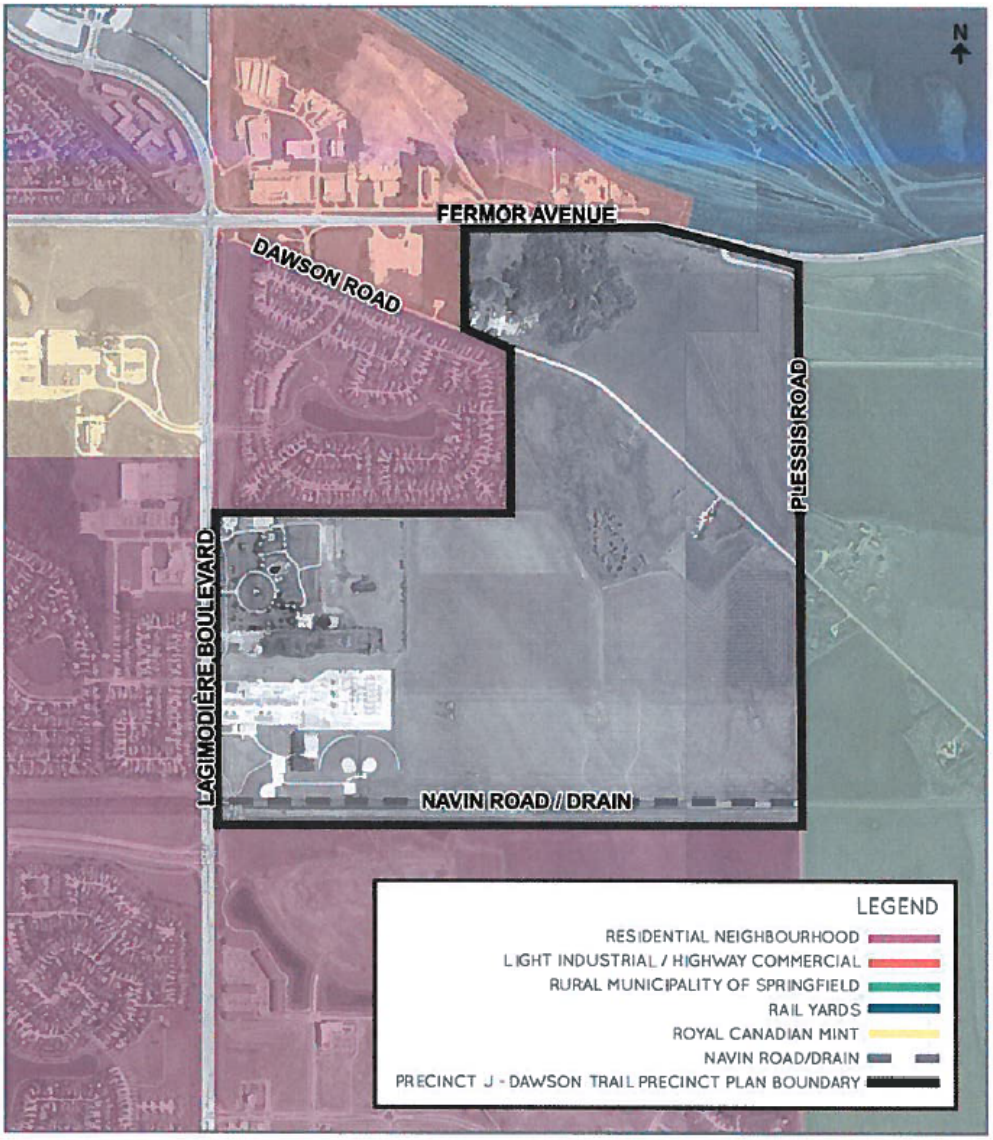


Figure 4: Existing Land Uses in Proximity to Precinct J

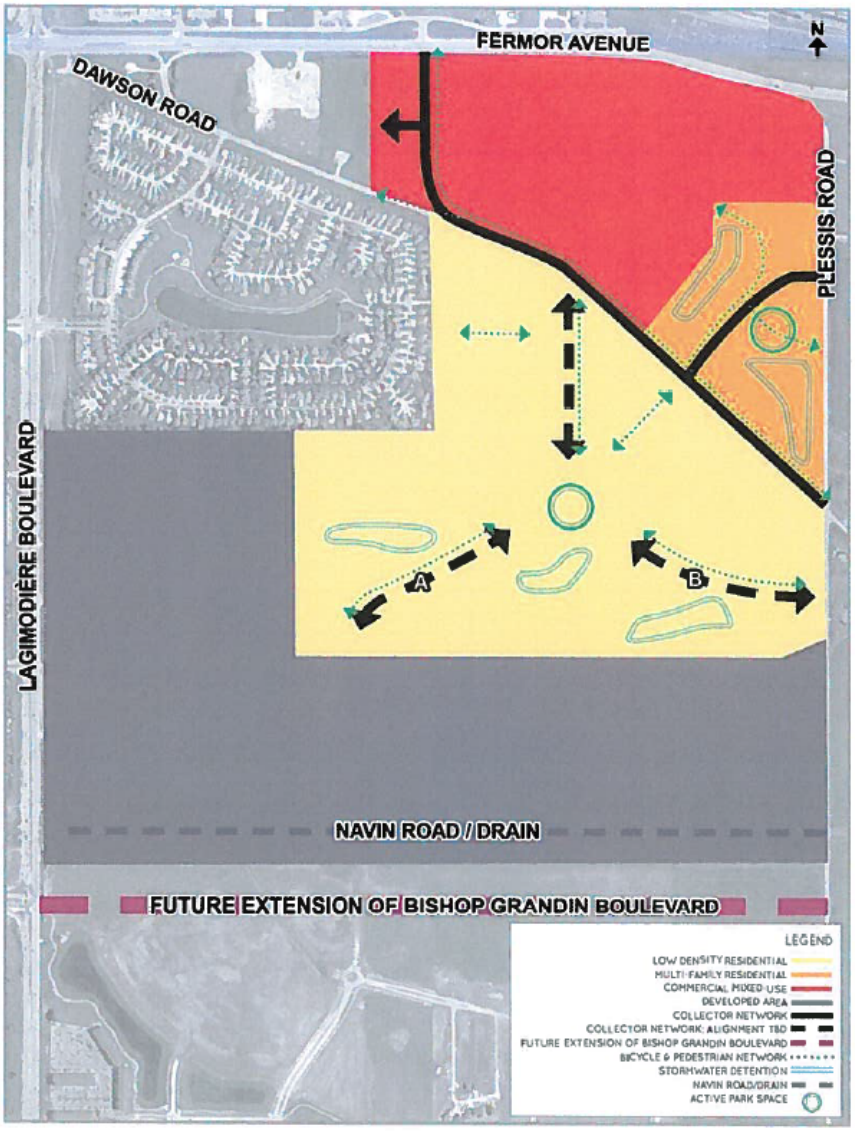
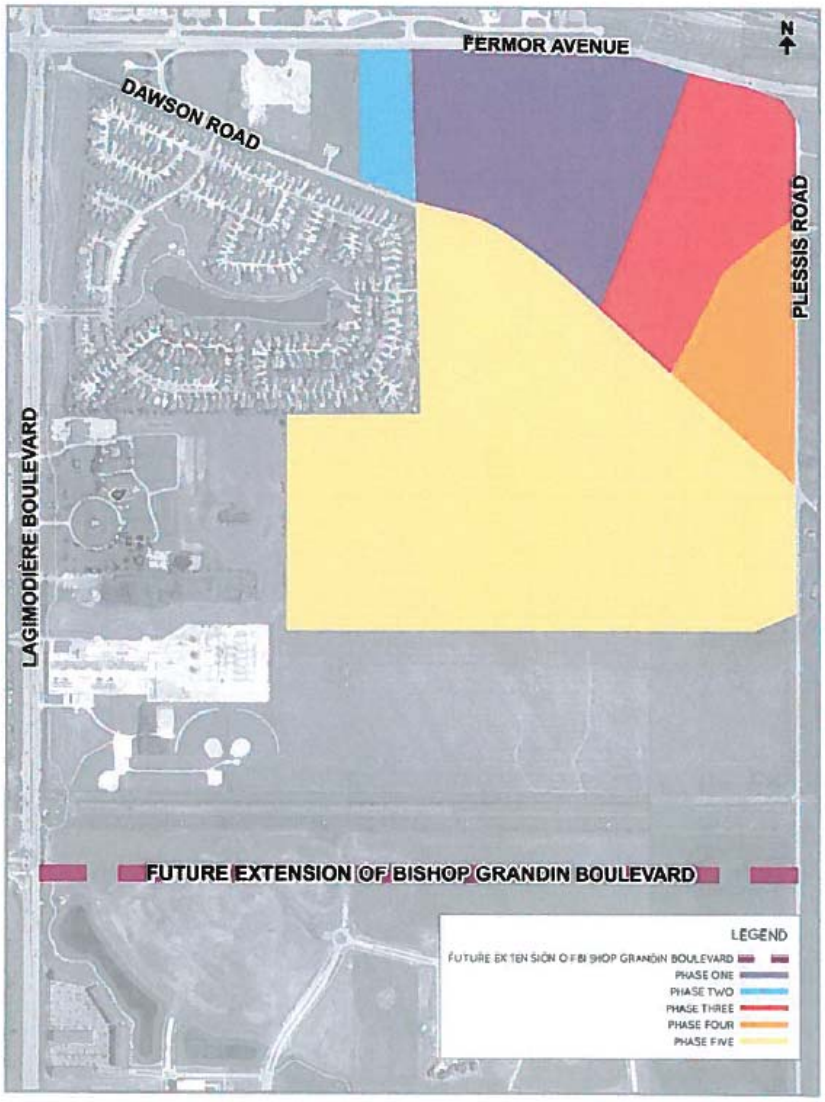


Figure 5: Land Use and Transportation Concept Plan

The conceptual phasing is provided for illustrative purposes and reflects the current understanding of the market and the high level transportation and servicing investigations.

It is possible that once the detailed design of development, transportation, and services is undertaken, the boundaries of the phases will be adjusted to reflect the engineering and market realities.

Generally, development is likely to begin at the north end of the site and move towards the south.



ATTACHMENT 3

