Agenda – Council – May 27, 2014

Report – Standing Policy Committee on Property and Development – May 13, 2014

Item No. 1 Bishop Grandin Crossing Area Master Plan
(River Heights-Fort Garry Ward)
File SP 1/2014

STANDING COMMITTEE RECOMMENDATION:

On May 21, 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 Bishop Grandin Crossing Area Master Plan and the Operationalizing the Bishop Grandin Crossing Area Master Plan as presented in Attachment "B" be endorsed.

2. That the Winnipeg Public Service and the developer Hopewell (Bishop Grandin) Development Inc. (Hopewell) work collaboratively with the applicable parties including CN Rail and Manitoba Hydro to secure a direct connection from the Major Redevelopment Site to the Plaza Drive (rapid transit) Station to facilitate Transit Oriented Development to the satisfaction of the Director, Planning Property and Development Department.

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 – May 13, 2014

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On May 21, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and the City Centre Community Committee, and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

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

COMMUNITY COMMITTEE RECOMMENDATION:

On April 15, 2014, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded to the Standing Policy Committee on Property and Development.

ADMINISTRATIVE REPORT

Title: Bishop Grandin Crossing Area Master Plan, SP 1/2014

Issue: An Area Master Plan has been prepared by the developer (Hopewell) and is being presented for endorsement as Council policy for the Sugar Beets Major Redevelopment Site (Bishop Grandin Crossing) as designated in *Complete Communities*.

Critical Path: City Centre Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

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

RECOMMENDATIONS

1. That the *Bishop Grandin Crossing Area Master Plan* and the *Operationalizing the Bishop Grandin Crossing Area Master Plan* as presented in Attachment "B" be endorsed.
2. That the Winnipeg Public Service and the developer Hopewell (Bishop Grandin) Development Inc. (Hopewell) work collaboratively with the applicable parties including CN Rail and Manitoba Hydro to secure a direct connection from the Major Redevelopment Site to the Plaza Drive (rapid transit) Station to facilitate Transit Oriented Development to the satisfaction of the Director, Planning Property and Development Department.
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

Direction 1 in the *Complete Communities Direction Strategy* regarding Major Redevelopment Sites indicates that the City will promote development of these sites with a proactive and collaborative planning process. This Bishop Grandin Crossing Area Master Plan (BGC AMP) is a culmination of that collaboration with the property owner consistent with the principles and direction in *OurWinnipeg* and *Complete Communities*.

The BGC AMP is based on a community vision and includes land use, circulation and servicing concepts, and a set of policy statements to guide implementation of the vision over time. All future development applications will be considered in the context of the BGC AMP. The City's review of the BGC AMP seeks to ensure compliance with the Key and Supporting Directions and Enabling Strategies in *Complete Communities* and other relevant City policies.

The BGC AMP is being submitted for endorsement as Council policy.

IMPLICATIONS OF THE RECOMMENDATIONS

General - The BGC AMP is intended to guide future Council decision making. It provides a series of policies for the Public Service to follow in its review and analysis of development applications. An Area Master Plan (AMP) is adopted as Council policy and not as a by-law. This provides more flexibility in

interpretation and application and allows the AMP to adapt as circumstances change. The BGC AMP is not intended to be prescriptive or regulatory in nature, and cannot be since it will not be a by-law. Changes to the BGC AMP would follow the process outlined in the BGC AMP's Appendix C: Operationalizing the Bishop Grandin Crossing Area Master Plan.

Environmental – Endorsement of the BGC AMP will allow for the development of a currently underused, vacant site within the built-up area of the city. While there is no registered contamination of the site, development will bring the site into productive use.

HISTORY

In 2007, Hopewell submitted an application for subdivision to provide vehicular access to the former Sugar Beets plant site, and rezoning (DASZ 6/07) from an "A" Agricultural zoning district to an "M2" Industrial zoning district (under the previous Zoning By-law). The intent was to provide for uniform zoning of the site and facilitate development of a major employment and service node. Approval of that application was conditional upon execution of Zoning and Development Agreements and payment of land dedication.

On July 20, 2011 Council adopted the *Complete Communities Direction Strategy* By-law 68/2010 which designated the Sugar Beets lands as a Major Redevelopment Site. On September 25, 2013 Council approved an amendment to the *Complete Communities* By-law to adjust the boundaries of the Sugar Beet Major Redevelopment Site on the Urban Structure map to exclude approximately 45 acres of developed industrial lands in the northeast portion of the site.

On February 14, 2014 Hopewell submitted applications for endorsement of an AMP (SP 1/2014), subdivision, rezoning and Planned Development Overlay (DASZ 3/2014), short form subdivision for the Hydro lands consolidation (DASSF 515/2014) and road opening and closing (DAOC 1/2014). This report covers recommendations related to endorsement of the BGC AMP.

CONSULTATION

In preparing this report there was consultation with:

- External consultation with: Winnipeg Regional Health Authority, Manitoba Hydro, General Council of Winnipeg Community Centres, Pembina Trails School Division
- Internal consultation with: Public Works, Winnipeg Transit, Water and Waste, Community Services, Winnipeg Fire Paramedic Service
- Legal Services Department (as to legal issues)

SUBMITTED BY

Department: Planning Property and Development Department
Division: Urban Planning Division
Prepared by: Valdene Lawson, MCIP
Date: April 10, 2014
File No. SP 1/2014

List of Attachments:

1. Attachment A – Planning Discussion
2. Attachment B – Bishop Grandin Crossing Area Master Plan and Operationalizing the Bishop Grandin Crossing Area Master Plan

ATTACHMENT A: PLANNING DISCUSSION

DATE:	April 8, 2014
FILE NUMBER:	SP 1/2014
RELATED FILES:	DASZ 3/2014, DASSF 515/2014 (Hydro lands), DAOC 1/2014
COMMUNITY:	City Center (River Heights – Fort Garry Ward)
SUBJECT:	Bishop Grandin Crossing Area Master Plan
LOCATION:	South of Chevrier, West of Manitoba Hydro and CN Rail rights-of-way, North of Bishop Grandin Boulevard, East of Waverley
APPLICANT/OWNER:	Hopewell (Bishop Grandin) Development Inc.

Introduction

The applicant, Hopewell (Bishop Grandin) Development Inc., has submitted the BGC AMP in support of related applications for subdivision and rezoning of the site. This BGC AMP is a non-statutory plan that articulates the developer's vision for the property and will be used to evaluate all future development proposals for the area. As a non-statutory plan, there is no requirement for a public hearing. The developer has prepared the BGC AMP in collaboration with the public service and is requesting that the BGC AMP be endorsed as policy by City Council.

Purpose

An AMP is a tool to manage change and guide the orderly, efficient and cost effective development of the built environment. The AMP is formulated based on a widely accepted community vision, and outlines policies for development and servicing, and an implementation strategy. An AMP is an important tool as:

- It formally documents the proposed vision for the site, and provides a blueprint for design and future build-out of the community
- It will outline the City's expectations for development thereby providing predictability and transparency for the public and encouraging private investment in the area
- It will be used to establish the zoning direction for the area and guide public service recommendations and Council decisions for review of development proposals

Process

The process of creating an AMP is as important as the AMP itself. An AMP that has been compiled with the input of the community usually garners more support and is embraced by surrounding property owners and future occupants. The Bishop Grandin Crossing AMP was the subject of an extensive public engagement process that included contact and interaction with the most directly affected commercial and industrial property owners immediately adjacent to the site, and consultation with a wide range of stakeholders including residents of neighbourhoods surrounding the site and the city-at-large, elected City officials, real estate and development interests, Manitoba Hydro, Winnipeg Regional Health Authority, the local school division (Pembina Trails), and the General Council of Winnipeg Community Centres.

One meeting with immediately adjacent private land owners and two public open houses were held as part of the public consultation program. The results of these events are recorded in an Appendix to the BGC AMP. In general, stakeholders were supportive of the development vision presented. Issues raised by respondents included: provide a mix of uses and safe access to the proposed rapid transit station, who will bear the cost of development and operation and maintenance of infrastructure, good for local businesses, stronger focus on linking development to Pembina Highway, more active transportation for system continuity, convenience and safety.

The BGC AMP is the result of a collaborative, proactive planning process between the developer and the City. Input from various City of Winnipeg departments and agencies was coordinated through a Technical Advisory Committee (TAC) which met on four occasions to review and discuss technical information and the draft BGC AMP. TAC comments have been addressed in the BGC AMP or they have been recorded as part of the Administrative Coordinating Group (ACG) Report under DASZ 3/2014.

Contents
An AMP should be tailored to the specific characteristics and qualities of the community, but at a minimum should contain:

- Introduction – definition and purpose of an AMP, policy context, how to use the plan
- Background information – site description, boundaries, opportunities and constraints, history, socio-economic, environmental and economic conditions
- Development Concept – land use, transportation and servicing policies
- Implementation strategy – phasing, roles and responsibilities, timeline, monitoring and performance

Following is a summary of the major sections of the BGC AMP:

Site Characterization
As noted in the BGC AMP, the Sugar Beets Lands Major Redevelopment Site H (MRS) is located in the River Heights-Fort Garry Ward and comprises approximately 131 acres that was occupied by the former Manitoba Sugar Beet Company refinery. The site, as designed in *Complete Communities*, is bounded on the north by private industrial and commercial properties fronting on Chevrier Boulevard, on the south by the north limit of the Lot 16 drain, on the west by Manitoba Hydro lands that front on Waverley, and on the east by a Manitoba Hydro transmission line right-of-way, CN Rail Letellier line and proposed Southwest Rapid Transit Corridor, all west of Pembina Highway.

The majority of the Bishop Grandin Crossing site totaling 52 hectares (128.58 acres), which is the subject of the Area Master Plan, is owned by the developer, Hopewell (Bishop Grandin) Development Inc. The roadway rights-of-way totaling 1.9 hectares (4.69 acres), are owned by the Province (HMQ), and the City owns control strips on either side of the future Scurfield Boulevard extension west to the CPR spur line right-of-way, except near the south end of Scurfield, where Hopewell owns the control strips. Also, Hopewell owns roadway right-of-way control strips at the north end of Newmarket Boulevard.

The site is currently vacant with the exception of stockpiles of lime mud residue remaining from the previous sugar refining process. There is no environmental contamination associated with these stockpiles and the site is not listed on the Manitoba Conservation Impacted Sites List. A Phase 2 Environmental Site Assessment was completed by AMEC in 2005 and updated in 2010. The report concluded that “soil analyses conducted as part of previous ESAs are still within current guidelines and additional Phase II ESAs are not deemed necessary at this time”. The developer has made arrangements to relocate and re-use the lime mud in berms at one location on-site (immediately fronting Bishop Grandin) and one off-site at the Brady landfill subject to various conditions being placed by the City and confirmation from Manitoba Conservation.

Development Concept
With the site being quite large, the BGC AMP area was divided into four sub-areas for planning purposes. Each of these sub-areas has a distinct character, land use focus and function contributing to the overall success of the site. The four sub-areas are described as follows:

Area 1 – Urban Mixed Use Area
This is the prime residential and transit oriented development area of the site. It is located on the east side of the site closest to the proposed transit station. It is intended to contain the broadest and most intense mix of land uses including multi-family residential in various formats plus office, hotel, restaurant, and retail. The tallest buildings on the site will be situated in this area adjacent to the station. The developer is proposing “RMU” Residential Mixed Use zoning with the possibility of some allowances for reduced parking standards. This area will also be subject to reduced front yard setbacks (build-to lines) to bring buildings closer to the street and a preference for active uses located on the ground floor to facilitate a pedestrian oriented environment. The Plan aims to achieve a target density of approximately 40 dwelling units per net acre within this area.

Area 2 – Mixed Use Commercial Area (east and west of Newmarket Blvd)
Area 2 is intended to be a destination commercial and retail node centred at the intersection of Newmarket and Scurfield with traditional auto oriented uses . Other complementary uses would also be considered, including residential. Commercial uses could be a mixture of neighbourhood, community and regional services at a larger scale than Area 1. “CMU” Commercial Mixed Use zoning is proposed to implement the land use direction both east and west of Newmarket.

Area 3 – Mixed Use Employment Area (east and west of Newmarket Blvd)
This is the traditional employment area of the site and will retain its current “M2” Manufacturing General zoning. Area 3 will provide a transition between the existing industrial uses on the south side of Chevrier and east side of Waverley, and the commercial development in Area 2. Uses fronting on Newmarket will have a higher level of design and site treatment and may include supportive commercial or light industrial uses.

Area 4 – Parks and Open Space Area
Area 4 comprises the active recreational area east of the retention pond and the passive park areas around the pond and the trails throughout the development. Public open space in the transit oriented development area (Area 1) takes on a more urban feel with plaza spaces and a linkage to the proposed transit station. The parks and play areas have been situated within a 5 minute walking distance of the concentrated residential development in Area 1. The active park spaces will be zoned to a “PR2” Community Parks and Recreation zoning district and the smaller parcels and trail connections to a “PR1” Neighbourhood Parks and Recreation zoning district. Pedestrian and cycling infrastructure is also an important part of both the transportation and recreational components of the development linking residential development to destinations inside and outside the site.

Urban Design
The BGC AMP is not strictly a land use plan. The plan speaks to the form and design of development and contains a strategy to address density and building height, intensification, build-to lines and setbacks, active edges, shade and shadow, public realm improvements, gateways, view corridors and transit station integration, housing diversity, universal accessible design, crime prevention through environmental design (CPTED) and innovative parking strategies. All of these urban design and placemaking components contribute to achieving its success as a Transit Oriented Development. Design guidelines will be prepared as a supplement to the BGC AMP and will be used by the Public Service to evaluate individual development proposals through the Schedule A (Plan Approval) process to ensure that site and building plans are consistent with the vision and objectives in the BGC AMP.

Traffic and Transportation
The BGC AMP contains a mobility strategy which places a priority on the pedestrian and embraces a “complete streets” approach. “Complete streets” are streets designed for the safe and efficient use of all users. The BGC AMP emphasizes the need for strong linkages between internal movement systems and adjacent communities, and connectivity between living areas and local destinations within the site whether they be for work, play or shopping. An enhanced pedestrian and cycling network is proposed and includes connections to the existing Bishop Grandin Greenway south of the site.

Access to transit plays a major role in contributing to a modal split typically associated with transit oriented communities that separates them from the traditional suburban community. A Traffic Impact Assessment study was completed by Stantec Engineering. It concluded that an increased modal split could be achieved with 15% of trips generated by the development being absorbed by rapid transit rather than the current 5% Winnipeg average. In addition, because of the mixed use nature of the site, an internal trip capture rate of approximately 12% is projected (portion of trips generated by each land use that will occur internally rather than attract external traffic to the site).

Estimated traffic generated by the development can be accommodated within the proposed roadway system but some external area roadway improvements would be required over the projected build out period to 2024, at the responsibility of the developer. This would include upgrades and/or widenings at the following intersections: Bishop Grandin and Waverley (a second westbound left turn), McGillivray and

Hamelin (northbound right turn), construct a fourth leg of the Waverley and Scurfield intersection, construct Bishop Grandin and Newmarket intersection (right in/right out and associated works). Besides adding traffic signals for the fourth leg of the Waverley and Scurfield intersection, no additional traffic signals are required at this time, however, future traffic signals may be required at Chevrier and Newmarket.

Environmental Strategy
The BGC AMP proposes a variety of green infrastructure and sustainable design initiatives aimed at reducing greenhouse gas emissions and energy consumption. Implementation of such innovative techniques and design elements as green roofs, bioswales, rain gardens, naturalized retention pond, green buildings, use of greywater for irrigation, recycling initiatives, permeable pavement and solar powered lighting will be a measure of environmental performance.

Infrastructure and Servicing
Bishop Grandin Crossing is proposed to be developed over a period of 10-15 years (2024-2030). Phasing will be dependent on market demand and the logical sequence of infrastructure servicing. The development will be able to tap into adjacent existing infrastructure in the area making it a true infill development. Construction would commence at the east end in Area 1 with the residential development and commercial development would follow based on market demand.

Implementation
The BGC AMP contains an implementation table which highlights the action items and proposed milestones to be achieved within given timelines for the development to proceed. It also sets out expectations as to which parties will lead or undertake each item. The City will need to take these items under consideration as it plans its future capital and operating budgets and resource commitments over the time of build out of the site.

Operationalizing the Plan
Lastly, the BGC AMP includes an Appendix called “Operationalizing the Bishop Grandin Crossing Area Master Plan” which is intended to set out the steps in the process for future amendments to the BGC AMP. This helps to make the process transparent and clarify interpretation for all parties with an interest in the BGC AMP given that the BGC AMP is not a by-law.

Policy Context and Analysis
The City’s comprehensive planning system is comprised of a hierarchical series of plans, policies and regulations that provide a framework for guiding decisions about the use and development of land. *OurWinnipeg* and its four related Direction Strategies (*A Sustainable Winnipeg*, *Complete Communities*, *Sustainable Transportation* and *Sustainable Water and Waste*) are at the top of the hierarchy. In the middle tier, local area plans seek to translate the broader policy directions expressed by *OurWinnipeg* and the Direction Strategies at the neighbourhood level. AMPs are one type of local area plan. By-laws and regulations fill out the bottom layer of the hierarchy as tools to implement Council’s plans and policies. In reviewing neighbourhood plans, Council should consider how the AMP complies with the City’s Development Plan, *OurWinnipeg* and its complementary Direction Strategies, and other existing Council policies.

The *Complete Communities Direction Strategy* designates the former Sugar Beets plant lands as a Major Redevelopment Site (MRS). Given this designation, the need to examine the BGC AMP in light of the loss of the industrial land base in the city is not applicable. MRSs are defined as a large, functionally obsolete or underutilized lands located within the existing urban fabric and present opportunities for transformative and strategic mixed use infill and intensification (Section 03-3). The Supporting Directions and Strategies in *Complete Communities* guide the City of Winnipeg to accommodate higher density residential development and a mix of uses at MRSs to capitalize on existing infrastructure including transit service and ensure development is compatible with the existing surrounding community through proactive and collaborative planning.

A market demand and supply study prepared by Stevenson Advisors in association with the BGC AMP concluded that:

- The potential for increased demand for multi-family housing units is significant and reflects favourably on the potential for residential development within the subject area. In addition to these favourable projections, the attractiveness of the area in terms of access to the future BRT route cannot be discounted in its relationship to market demand.
- There are opportunities to expand the existing retail inventory in the Winnipeg marketplace.
- The southwest quadrant of the city has recently been a highly attractive area for professional firms and thus we would assume would continue to attract a major share of suburban office development.

The BGC AMP embodies the model of a "complete community". A "complete community" is one that offers and supports a variety of lifestyle choices, providing opportunities for people of all ages and abilities to work, shop, learn and play in close proximity to where they live. The BGC AMP goes one step further in fulfilling this objective by capitalizing on the proximity of the rapid transit corridor and incorporating Transit Oriented Development (TOD) into the site. The Plan is a prime example of translating the rapid transit policies into action. This will offer residents more opportunities to self-select their transportation option of choice and provide an overall benefit to the city. The city achieves a more compact urban form with the introduction of TOD development and it promotes environmental sustainability through the reduction of vehicle km traveled and therefore, greenhouse gas emissions.

Policies in *Complete Communities* suggest that stations situated along the rapid transit corridors provide strategic opportunities for growth, intensification, and redevelopment and should be developed in accordance with TOD principles. There should be minimum density standards for development and high quality, pedestrian oriented public spaces should be promoted that support the transit station. The City's TOD Handbook outlines the principles of transit oriented development in more detail. In general, the characteristics of transit-oriented development are:

- Nodal rather than linear development
- Medium to high density development that is greater than the community average
- A mix of uses
- Compact, high quality pedestrian-oriented environment
- An active, defined centre
- Innovative parking strategies

In addition, the Sugar Beets MRS maintains the dual designation of General Manufacturing. *Complete Communities* notes that General Manufacturing areas generally consist of existing industrial areas that contain a mix of light industrial uses at varying intensities. These districts often include warehousing and distribution components, and outdoor storage areas. The BGC AMP proposes that some parts of the site to the north (Area 3), will remain in industrial use continuing to contribute to the employment base of the area and providing opportunities for working close to where you live, and will remain zoned "M2" – Manufacturing General district. The BGC AMP aims to achieve a target of 15-20 jobs per acre outside the Urban Mixed Use area.

The Winnipeg Transportation Master Plan (TMP) sets out a long-term strategy to guide the planning, development, renewal and maintenance of a multimodal transportation system in a manner that is consistent with the City's growth and the overall vision for a sustainable Winnipeg and region. The TMP is consistent with and builds on the *Sustainable Transportation Direction Strategy*. The key strategic goals of the *Sustainable Transportation Direction Strategy* are to integrate transportation and land use planning, support active and healthy lifestyles and provide a safe, efficient transportation system that is well maintained and financially sustainable.

The TOD Handbook is a synthesis of best practices designed to guide TOD development in Winnipeg. The Handbook identifies a set of typologies to categorize the scale of development and appropriate mix of uses depending on the nature of the transportation network, land uses and station types at various locations along the rapid transit line. For MRSs, the TOD Handbook suggests that Town Centre or Urban Neighbourhood typologies are most suited to guide planning of the area. The Town Centre typology

recommends a density of 35-100 dwelling units/net acre, mixed use residential, local and destination retail and a transit frequency of 5-15 minutes. The Urban Neighbourhood typology recommends a density range of 40-100 dwelling units/net acre, mid-rise residential with ground floor commercial, a mix of retail and employment uses, and a transit frequency of 5-15 minutes. Depending on the extent of build-out, and the nature of complementary development in the station area, the site could evolve to a Town Centre over time.

The Winnipeg Public Service review and analysis indicates that the BGC AMP complies with the City's policy and planning framework. Below are a few highlights exhibiting where the BGC AMP is in alignment with existing City policies:

Complete Communities MRS Policies	**Bishop Grandin Crossing Area Master Plan**
03-04 Mix of employment, high density housing, retail and service uses in a way that complements needs of adjacent communities	3.2 Development should accommodate transit supportive lands uses including residential, retail, services, institutional uses, entertainment and cultural, employment uses. 3.3(c) Encourage a wide variety of retail and service uses within the development to meet the needs of residents and workers.
03-04 Support active uses on the ground floor and offices and housing on the upper floors of multi-storey developments	5.5(g) Locate active uses that generate a higher number of daily trips on a main floor location. Land uses that generate fewer trips are more appropriate on higher floors.
03-04 Promote use of minimum density standards for new development	5.2(a) Promote development to achieve a target of approx. 40 dwelling units per net acre within the Urban Mixed Use Area. 5.2(c) Promote commercial and employment development to achieve a target density of 15-20 jobs per outside the Urban Mixed Use Area.
03-04 Promote high quality plazas, parks, and streetscapes as focal points and networks that are connected to the greater community	4.2 Ensure the plaza is framed by the buildings that surround it. Buildings help shape the plaza and give it a sense of place. 4.1(a) Encourage a diversity of park uses to appeal to a wide variety of ages and abilities.
03-04 Incorporate pedestrian elements like street trees, street furniture, wide sidewalks, bicycle parking and public art in new development	5.7(a) Encourage enhanced streetscaping within community nodes including: well-designed benches and street furniture, landscaping and trees, patios, plazas, weather protection or shelter, unique paving for sidewalks, public art, pedestrian scale signage and lighting.
03-04 Encourage the transition of development toward the outer edges that is sensitive to the scale, massing, height, form and character of the surrounding area	3.3(b) Permit the establishment of larger, low intensity employment uses, such as business park and flex industrial space, outside of the Urban Mixed Use and Mixed Use Retail Village Areas as an effective transition and buffer to the existing industrial park to the north and west.
03-04 Support a range of different types, tenures and unit sizes in housing opportunities	5.9(a) Include the opportunity for a variety of housing types, tenures and unit sizes within the community such as townhouses, live-work units, walk up apartments and mid and high rise condo and apartment buildings.
03-04 Promote development in accordance with Universal Design and Crime Prevention	5.10(h) Utilitze the guiding principles from the 2010 Winnipeg Accessibility Design Standards

Through Environmental Design (CPTED)	when developing Bishop Grandin Crossing, where feasible. 5.11(a) Maximize the amount of active frontages facing public spaces in order to promote more “eyes on the street”.
03-04 Encourage green design and construction by incorporating environmentally friendly design and construction principles	7.1(b) Design buildings in ways that reduce their energy consumption requirements. 7.2(f) Promote the introduction of green infrastructure approaches such as district heating/cooling systems, rain water catchment and harvesting systems, solar powered lighting and others.
03-04 Encourage the development of recreation and community service facilities in these areas in a manner that respects the desired form and character of MRSs	4.1(d) Balance the needs of active recreation (eg, skating rinks, sports fields) and passive recreation (eg, community gardening, public seating areas, walking paths) throughout the community.

Transportation Master Plan – Key Directions	**Bishop Grandin Crossing Area Master Plan**
Integrate transportation and land use – provide a transportation network that supports the urban structure and the concept of complete communities	3.2 Development should accommodate transit supportive lands uses including residential, retail, services, institutional uses, entertainment and cultural, employment uses.
Transportation choice: • AT • rapid transit • internal transit service • safe, connective , sustainable road network	6.4(a) Capitalize on the close proximity of the Southwest Transitway and the Plaza Drive RT Station as a mobility choice. 6.4(b) Promote the inclusion and operation of on-street bus service within Bishop Grandin Crossing. 6.4(d) Provide sidewalks to connect the RT Station and bus stops to key nearby intersections and destinations in a manner that is as short, direct, and visually unobstructed as possible.
Parking – should facilitate access for bicycle and motor vehicle users of the transportation network to adjacent development in a manner that supports the concept of complete communities	5.12(d) Plan parking at the area level, rather than on a building by building basis in areas with comprehensive development plans and consolidated ownership. Parking lots serving more than one building or use can provide the flexibility needed to accommodate a wide range of residents and patrons while minimizing spaces. 5.12(i) Promote increased opportunities and parking for bicycles, carpool and carshare / car coop vehicles, and charging stations for alternative fuel vehicles.

TOD Handbook - Town Centre typology	**Bishop Grandin Crossing Area Master Plan**
• Moderate to high density - range of 35-100 dwelling units/net acre	5.2(a) Promote development to achieve a target of approx. 40 dwelling units per net acre within the Urban Mixed Use Area. 5.2(b) Promote development consistent with a 2:1 ratio of residents to employment.
• Mix of land uses – office, entertainment,	3.2 Development should accommodate transit

multi-family residential, retail, commercial	supportive lands uses including residential, retail, services, institutional uses, entertainment and cultural, employment uses. 3.3(c) Encourage a wide variety of retail and service uses within the development to meet the needs of residents and workers.
• Compact, high quality pedestrian oriented environment and amenities	5.1(a) Promote a high quality of urban and architectural design. 5.1(b) Ensure buildings are designed as pedestrian friendly. 6.1(a) Promote a high level of street design including sidewalks, boulevards, boulevard trees, street furniture and pedestrian lighting.
• Active defined centre	6.1(d) Minimize street widths in the station area to the smallest width needed to accommodate local travel speeds and emergency vehicle access. 6.1(i) Install curb extensions ("bulb out" sidewalks) at all corners with on-street parking to increase pedestrian safety.
• Innovative parking strategies	5.12(d) Plan parking at the area level, rather than on a building by building basis in areas with comprehensive development plans and consolidated ownership. 5.12(i) Promote increased opportunities and parking for bicycles, carpool and carshare/car co-op vehicles and charging stations for alternative fuel vehicles. 5.12(f) Provide the opportunity for structured parking in the highest density areas (eg, near Plaza Drive Station), where economically feasible and practical. 5.12(a) In appropriate locations, situate surface parking areas behind or beside buildings, and screen them from view via landscaping treatments and building location.
• Urban parks and open space	4.1(d) Balance the needs of active recreation (eg, skating rinks, sports fields) and passive recreation (eg, community gardening, public seating areas, walking paths) throughout the community.

Related Files
The application for endorsement of the BGC AMP is accompanied by a few related files. A subdivision and rezoning is proposed under DASZ 3/14 to rezone to the applicable mixed use and parks zoning districts and to create a Planned Development Overlay (PDO) zoning district specific to the site. Also, a road opening and closing and short form subdivision are being processed in association with a land swap with Manitoba Hydro to accommodate the relocation of Scurfield Boulevard to the north to intersect and create a four-way intersection at Newmarket Boulevard.

Recommendations:

1. The Winnipeg Public Service recommends: that Council endorse the BGC AMP and the *Operationalizing the Bishop Grandin Crossing Area Master Plan* as it generally conforms to *Complete Communities* and other City policies.

2. A critical issue tied to the development concept for the site and the potential for success as a transit oriented development community is connection to the proposed Plaza Drive Station and rapid transit line. Without confirmation of this connection, the full development scenario as proposed could not be supported by the City. Traffic analysis, road network configuration, residential densities and height are all predicated on a discounted modal split acknowledging usage of the rapid transit system. Density of the development should be limited until there is confirmation of the pedestrian crossing. The specifics of the density limit is provided in the related subdivision/rezoning report under DASZ 3/2014. If the City and the developer cannot secure commitments from Manitoba Hydro and CN Rail to support a grade level crossing to the transit station at that location, the City and the developer could work together to rework the BGC AMP based a new Traffic Impact Analysis and re-submit the BGC AMP for review and endorsement.

   As such, the Winnipeg Public Service is recommending that: the City and the Hopewell work collaboratively with the applicable parties including CN Rail and Manitoba Hydro to secure a direct connection from the MRS to the Plaza Drive (rapid transit) Station to facilitate transit oriented development.