Agenda – Council – July 16, 2014

Report – Standing Policy Committee on Property and Development – July 8, 2014

Item No. 17 Local Area Planning Initiatives for 2014-2015

STANDING COMMITTEE RECOMMENDATION:

On July 9, 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 Local Area Planning Initiatives for 2014-2015 be received as information;

Report – Standing Policy Committee on Property and Development – July 8, 2014

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 9, 2014, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 8, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: ***Local Area Planning Initiatives for 2014-2015***

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

AUTHORIZATION

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

RECOMMENDATIONS

1. That the Local Area Planning Initiatives for 2014-2015 be received as information;

2. 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 to provide an update on Local Area Planning endeavors since the previous report in September 2013, and outline current Local Area Planning Initiatives for 2014-2015.

It is important to note that this report is being advanced concurrently with the *OurWinnipeg Report to the Community, 2014* report.

IMPLICATIONS OF THE RECOMMENDATIONS

- This report reviews the current Local Area Planning Initiatives for 2014-2015 for the Planning, Property, and Development Department, Urban Planning Division. This report will have implications on the work undertaken by the Urban Planning Division in 2014-2015;
- The current Local Area Planning Initiatives for 2014-2015 include:
    - Corydon-Osborne Neighbourhood Plan
    - Review of Existing Plans for Compliance with Complete Communities Direction Strategy
    - Development of a Local Area Planning Handbook
    - South point Douglas Area Master Plan
    - Review of the Provencher Boulevard Planned Development Overlay (PDO)
    - Mission Industrial Local Area Plan

- Collaborative Planning with other interests which may include the following, in addition to others which may arise:
    - Old Southwood Golf Course (Major Redevelopment Site)
    - Parker Lands (Major Redevelopment Site)
    - Precinct E Precinct Plan (*New Communities*)
    - Precinct I (North Transcona) Precinct Plan (*New Communities*)
    - Precinct K Precinct Plan (New Communities)
    - Precinct R (Red River Ex) Precinct Plan (*New Communities*)
    - Seine River Greenway

DISCUSSION

DISCUSSION:

A. RATIONALE FOR REPORT

This report is to provide an update to the Standing Policy Committee on Property and Development on Local Area Planning endeavors over the last 12 months, and outline current initiatives for 2014-2015.

B. WORK COMPLETED SINCE LAST SECONDARY PLAN PRIORITIES REPORT

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

- Palliser Major Redevelopment Site Area Master Plan
- Bishop Grandin Crossing Area Master Plan (Sugar Beet Lands Major Redevelopment Site)
- North Point Village (Precinct F) Precinct Plan
- Dawson Trail (Precinct J) Precinct Plan
- Ridgewood South (Precinct Q) Precinct Plan
- Precinct T Precinct Plan

C. LOCAL AREA PLANNNING

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

D. OURWINNIPEG AND COMPLETE COMMUNTIES DIRECTION STRATEGY ALIGNMENT

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

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

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

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

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

- As Local Area Planning is linked to the Urban Structure, this report and future Local Area Plan Initiatives reports will be submitted concurrently with the *OurWinnipeg Report to the Community, 2014* report.

E. CURRENT LOCAL AREA PLANNING INITIAVES FOR 2014-2015

The following are the current Local Area Planning initiatives for 2014-2015 (see map in Appendix B):

- Corydon – Osborne Neighbourhood Plan
- Review of Existing Plans for Compliance with Complete Communities Direction Strategy
- Development of Local Area Planning Handbook
- South Point Douglas Area Master Plan
- Review of the Provencher Boulevard Planned Development Overlay (PDO)
- Mission Industrial Local Area Plan
- Collaborative Planning with other interests which may include the following, in addition to others which may arise:
    - Old Southwood Golf Course (Major Redevelopment Site)
    - Parker Lands (Major Redevelopment Site)
    - Precinct E Precinct Plan (*New Communities*)
    - Precinct I (North Transcona) Precinct Plan (*New Communities*)
    - Precinct K Precinct Plan (New Communities)
    - Precinct R (Red River Ex) Precinct Plan (*New Communities*)
    - Seine River Greenway

Corydon – Osborne Neighbourhood Plan

On July 11, 2012 Executive Policy Committee directed the Public Service to engage an independent third party to assist in the completion of a neighbourhood plan for the Corydon-Osborne area. The process is nearing completion and it is anticipated that a plan will be advanced to Council in fall 2014.

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

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

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

Development of Local Area Planning Handbook

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

South Point Douglas Area Master Plan

In 2008 the Public Service was directed to initiate a review and analysis regarding a Secondary Plan and possible *Plan Winnipeg* re-designation for the South Point Douglas area. At that time, a number of background studies were completed before the project was placed on hold for a variety of reasons.

South Point Douglas has since been designated as a Major Redevelopment Site under *Complete Communities* and presents transformative opportunities for the redevelopment of an underutilized area into a sustainable, mixed use community.

An Area Master Plan will ultimately guide redevelopment of the South Point Douglas area from its current industrial heritage into a substantive mixed-use community, and will address land

use, transportation, infrastructure, heritage, transit, and riverbank stabilization issues in the area.

Review of the Provencher Boulevard Planned Development Overlay (PDO)

On May 13, 2014 the Public Service was directed to initiate a review of the Provencher Boulevard PDO to update and modernize the development and design standards and use regulations, create a set of design guidelines for the Boulevard and consider expanding the boundary of the PDO with a view to creating a vibrant street and enriching the culture of the area.

Mission Industrial Local Area Plan

On November 6, 2012, the Standing Policy Committee on Property and Development requested that the Public Service research and analyze planning approaches (including a potential new secondary plan) for mitigating conflicts between residential and heavy industrial uses, with a focus on the Mission Industrial Neighbourhood, in order to promote safe and orderly development. A report was advanced to Standing Policy Committee in October 2013, which recommended that the Public Service initiate a Local Area Planning process.

Collaborative Planning

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

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

Seine River Greenway

On June 16, 2014 The Riel Community Committee passed a resolution asking that the Public Service initiate the development of a Local Area Plan for a portion of the Seine River Greenway. The City of Winnipeg will work collaboratively with key stakeholders in the development of said plan.

FINANCIAL IMPACT

Financial Impact Statement **Date:** June 12, 2014

Project Name:

Local Area Planning Initiatives for 2014-2015

COMMENTS:

There are no financial implications associated with the recommendations in this report.

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

CONSULTATION

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

SUBMITTED BY

Department:	Planning, Property, and Development
Division:	Urban Planning
Prepared by:	Brett Shenback
Date:	July 4, 2014
File No.	O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2014\ Local Area Planning Initiatives for 2014 2015Local Area Planning Initiatives for 2014 2015 - RIS report REVISED JULY 4, 2014.doc

UD2014-084

Appendix:
A. Local Area Planning Work Completed Since Previous Report
B. Local Area Planning Map – as of June 2014
C. Complete Communities Direction Strategy Urban Structure Map – as of June 2014

APPENDIX A: LOCAL AREA PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

Plans Completed

Since the previous Priorities report was received for information by the Standing Policy Committee on Property & Development, the following plans have been completed. As of June 2014, there are currently 20 adopted statutory plans and 8 adopted non-statutory plans (see map in Appendix B).

- Palliser Major Redevelopment Site Area Master Plan
- Bishop Grandin Crossing Area Master Plan (Sugar Beet Lands Major Redevelopment Site)
- North Point Village (Precinct F) Precinct Plan
- Dawson Trail (Precinct J) Precinct Plan
- Ridgewood South (Precinct Q) Precinct Plan
- Precinct T Precinct Plan

Palliser Major Redevelopment Site Area Master Plan

The Palliser Major Redevelopment Site Area Master Plan provides the vision, directions and strategies to guide the future development of the approximately 61 acre site located at the intersection of Springfield Road and Gateway Road. The Palliser Major Redevelopment Site was identified in *Complete Communities* as one of 11 Major Redevelopment Sites – large underutilized sites that present opportunities for strategic mixed use infill and intensification. The plan was endorsed as Council Policy on September 25, 2013.

Bishop Grandin Crossing Area Master Plan (Sugar Beet Lands Major Redevelopment Site)

The Bishop Grandin Crossing Area Master Plan establishes a broad framework for the future development of the131 acre site. The site is located immediately to the west of the South West Rapid Transit Corridor alignment and future rapid transit station (Plaza Drive), presenting opportunities for Transit Oriented Development. The plan was endorsed as Council policy on May 27, 2014.

North Point Village (Precinct F) Precinct Plan

This plan provides direction for the development of approximately 94 acres of land in the northwest portion of the city, located at the intersection of McPhillips Street and the undeveloped Chief Peguis Trail right of way. The vision for the plan area includes a mix of commercial development along McPhillips Street, as well as a range of housing options, including single-family housing and multi-family dwellings. The plan was endorsed as Council policy on March 26, 2014.

Dawson Trail (Precinct J) Precinct Plan

This plan provides direction for the development of approximately 94 acres of land in the southeast portion of the city, located at the intersection of Fermor Avenue and Plessis Road. The vision for the plan area includes a mix of commercial development along Fermor, as well as a range of housing options including single-family housing and multi-family dwellings. The plan was endorsed as Council policy on May 27, 2014.

Ridgewood South (Precinct Q) Precinct Plan

The Ridgewood South area is located in the western portion of the city and is comprised of approximately 947 acres of land. On October 23, 2013 the plan was adopted by Council and will guide the development of this area, which is anticipated to accommodate approximately 3,400 new dwelling units.

Precinct T Precinct Plan

This plan provides direction for the development of approximately 120 acres of land located in the northwest portion of the city, at the intersection of Jefferson Avenue and King Edward Street. The plan was endorsed as Council policy on November 20, 2013.

The following plan amendments were also completed during this period:

Plan Amendment:	*By-Law No.:*	*Council Approval:*	*Plan:*	*Reason:*
SPA 1/2013	86/2013	20-Nov-2013	Complete Communities	Amendment to remove lands at the intersection of Jefferson Avenue and King Edward Street from "General Manufacturing" and add as "New Communities" to enable a predominantly residential development.
SPA 2/2013	66/2013	25-Sept-2013	Complete Communities	As part of the annual update to *Complete Communities,* the boundaries of the Sugar Beet Major Redevelopment Site and Griffin Neighbourhood were amended respectively.
SPA 3/2013	94/2013	26-Feb-2014	Transcona West ASP	Amendment to re-designate lands from "Proposed Commercial" to "Proposed Residential Mixed Use".
SPA 4/2013	121/2013	26-Feb-2014	Complete Communities	Amendment to remove the "General Manufacturing" designation to enable predominantly residential development within the Airport Area.
SPA 5/2013	112/2013	29-Jan-2014	Waverley West Southeast ASP	Amendment to revise the location of the school site.
SPA 6/2013	99/2013	26-Mar-2014	North Henderson Highway	Amendment to re-designate lands from "Commercial" and "Low Density Residential" to "High Density Residential."
SPA 8/2013	2/2014	30-April-2014	South St. Boniface ASP	Amendment to eliminate one of three school sites locations and adjust the location of one of the remaining two.

Outstanding Plan Requests

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

West Broadway Neighbourhood

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

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

Henderson Highway

The East Kildonan – Transcona Community Committee passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations for a planning study or secondary plan for the Henderson Highway area, which was concurred by the Standing Policy Committee on Property and Development on June 7th, 2011. The Henderson Highway area is currently covered by two adopted plans: the *Henderson Highway Corridor Secondary Plan* (adopted in 1983); and the *North Henderson Highway Secondary Plan* (adopted in 1977). Henderson Highway is designated as a *Regional Mixed Use Corridor* under the *Complete Communities Direction Strategy*, while the surrounding neighbourhoods are designated as *Mature* and *Recent Communities.*

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

South Transcona

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

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

Kapyong Barracks (Canadian Forces Base Kenaston)

The Public Service has had preliminary discussions with the Federal Government Agency (Canada Lands) which may be charged with the responsibility of developing the former CFB Kenaston site. The former Canadian Forces Base is divided into two components: Kapyong

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

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

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

Wildwood Park

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

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

South Osborne

On November 6, 2012 The Standing Policy Committee on Property and Development directed the Urban Planning Division to consider the inclusion of the South Osborne area for a Neighbourhood Plan in any future Local Area Planning Initiatives report. The area is designated as *Mature Community (Area of Stability)* under the *Complete Communities Direction Strategy,* with Osborne Street conforming to the characteristics of a *Community* or *Neighbourhood Mixed Use Corridor*. The neighbourhood is experiencing land use change, redevelopment, and reinvestment; however, substantive land use conflicts have not been noted at this time.

Action – No action is planned at this time. The Public Service will continue to monitor this area.

Development of Infill Guidelines for Low Density Housing in Mature Communities

On June 11, 2013 The Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and directed the Winnipeg Public Service to develop infill guidelines for low density housing in mature communities and report back to the Standing Policy Committee on Property and Development.

Action – No action is planned at this time.

APPENDIX B: LOCAL AREA PLANNING MAP



Appendix B: Local Area Plans

APPENDIX C: COMPLETE COMMUNITIES DIRECTION STRATEGY URBAN STRUCTURE MAP



Appendix C: Urban Structure Map