Minutes – Executive Policy Committee – July 9, 2014

Minute No. 482
Report – Standing Policy Committee on Property and Development – July 8, 2014

Item No. 4 **Secondary Plan – South of Royalwood and Island Lakes, West of Lagimodiere Boulevard and North of Perimeter Highway – Precinct "K"**
File SP 3/2014

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 Council make the following amendments to By-law 48/2014, a proposed secondary plan Bylaw for Precinct 'K' of Complete Communities Direction Strategy By-law No. 68/2010, and then give By-law 48/2014 second and third reading:

    A) That Figure 1 Land Use and Transportation Concept be deleted, and replaced with the new Figure 1 Land Use and Transportation Concept, included as Appendix B.

    B) The following policy be added to section 4.6.2 (Network Design):

        i) Access to the Business Oriented Area at the south end of the planning area along the Perimeter Highway will be provided to the collector street system when available and as appropriate.

    C) The existing roads represented as dashed black lines on the map included as Figure 1 'Land Use and Transportation Concept' be shortened in accordance with the thick red arrows as depicted on Figure 2: 'Representation of Existing Roads' as included in Appendix 'A' (of this report)

    D) Reference to the 'MIT Control Zone' as it appears on Figure 1, be altered to read: MIT Highway ROW

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E) The following statement be added under section 3.0 'Land Use Policies' Policies and objectives in this section are to be applied to the land use designations represented on the 'Land Use and Transportation Concept' map included as Figure 1 of this Plan.

F) The words 'as shown on Figure 1', be added to Mixed Use Areas Policy section 3.2.2(c) to read:

Mixed Use areas should be located with access to collector and/or arterial streets, at intersections of higher order roads and/or generally adjacent to Higher Density Residential Areas, as shown on Figure 1.

G) The word 'duplexes' be added to policy 3.1.4.2(a) so that the policy reads:

Multi-family uses such as villas, townhomes, row houses, duplexes and multi-story apartment buildings shall be the predominant style of development in higher density residential areas.

H) The following sentence in section 3.1.4.1 (Higher Density Residential Areas: Objectives) be altered to include the word 'duplexes' so that the sentence reads:

The Higher Density Residential Areas may include townhomes, row-homes, duplexes and multi-story apartment buildings to accommodate a wide variety of housing needs and
demographics.

I) The following policy be added to section 3.7.1.2:

j. Size and location of parks should be appropriate for their intended uses, and determined in consideration of establishing an equitable distribution of parks throughout the neighbourhood. Orientation, configuration and quality of the parks shall also be appropriate for the intended use

J) The words 'multiple structured sport areas including' be added to policy 3.7.2.2(a) so that the policy reads:

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Larger Active Parks, should be sized and configured to properly accommodate multiple structured sport areas including at least one full size sport field, complete with appropriate grading and land drainage, buffering from adjacent land uses and space for other park amenities (playgrounds, parking etc). These will be provided in locations that are easily accessible by a variety of modes of transportation.

K) The words '(see 3.9)' as written in section 3.7.3.2(e) (Passive Parks Policies) be altered to '(see section 3.6 Seine River)'.

L) The words '(CWWAL – Policy 3.9.1.2. (a))' be deleted from section 3.7.3.2(e) (Passive Parks Policies) and replaced with the following wording: '(see 3.6.1.2(a))'

M) The following sentence of policy 3.4.2(a) (Estate Residential Policies), be deleted: 'The layout of existing development will limit the number of possible subdivision within this policy area'.

N) The following sentence be added to section 3.4.1 (Estate Residential Objectives): 'The layout of existing development will limit the number of possible subdivisions within this policy area'.

O) The words 'and minimize impacts on established tree cover' be deleted from section 3.4.2(b) (Estate Residential Policies) so that the sentence reads: 'new residential subdivisions should create single-family lots no smaller than approximately a quarter acre'.

P) The following policy be added to section 3.4.2 (Estate Residential Policies) as 'c': 'New development will endeavor to minimize negative impacts on established tree cover'.

Q) The third sentence of section 3.7.3.1 (objectives) be reworded to read:

Linear parks are considered a specific form of passive park, whereby their configuration is long and narrow and their function is to provide off-street pedestrian connectivity (cycling, walking, roller blading etc.) along with opportunities for relaxing and environmental observation, between key areas of a community. They are therefore characterized by the inclusion of a path and sitting areas.

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R) The wording of policy 3.7.1.2(b) be amended to read:

Parkland dedication requirements shall be determined at the development application stage and shall be in accordance with the City of Winnipeg Development Agreement Parameters and shall be over and above lands being acquired below the City of Winnipeg's Waterway Acquisition Level (see 3.6.1.2 (a).

S) The following policy be added to section 4.5.3 (Major Arterials):

c) In accordance with the Development Agreement Parameters, sufficient land will be provided to the City at Warde Avenue and the CPR Emerson rail line to accommodate a future grade separated crossing.

T) The words '(i.e. expressway, grade separated rail crossing)' be removed from policy a) of section 6.3.2 (Cost Sharing Policies).

U) The wording of section 6.3.2 be amended to read:

The cost of shared and/or benefitting infrastructure within the precinct shall be shared equitably among the developing land owners and the City of Winnipeg to ensure timely development of the infrastructure required to support ongoing incremental development.

2. 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 – July 8, 2014

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than 96 hours preceding the committee meeting, be considered by Committee.

Carried

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 July 8, 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 June 26, 2014, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- That the following new amendment 1.a) be added:

  "1.a) That Figure 1 Land Use and Transportation Concept be deleted, and replaced with the new Figure 1 Land Use and Transportation Concept, included as Appendix B."

  and renumber the remaining amendments accordingly.

- Amend new amendment g) (previously amendment f) by replacing "3.1.4.1(a)" with "3.1.4.2(a)".

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

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

- Amend new amendment h) (previously amendment g) by replacing "3.1.3.1" with "3.1.4.1".

- Amend new amendment q) (previously amendment p) by replacing "second sentence" with "third sentence", and by deleting "primary".

- Amend new amendment s) (previously amendment r) by replacing "4.6.3" with "4.5.3".

- Add the following new amendment u):

    u) The wording of section 6.3.2 be amended to read:

    The cost of shared and/or benefitting infrastructure within the precinct shall be shared equitably among the developing land owners and the City of Winnipeg to ensure timely development of the infrastructure required to support ongoing incremental development.

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

RE: **Secondary Plan – South of Royalwood and Island Lakes, West of Lagimodiere Boulevard and North of Perimeter Highway – Precinct "K"**
File SP 3/2014

For submission to: **The Standing Policy Committee on Property and Development**

Prepared by: **Rochelle Viray, Committee Clerk**
Riel Community Committee

Report date: **July 2, 2014**

COMMUNITY COMMITTEE RECOMMENDATION:

On June 26, 2014, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and recommends to the Standing Policy Committee on Property and Development:

1. That Council make the following amendments to By-law 48-2014, a proposed secondary plan Bylaw for Precinct 'K' of Complete Communities Direction Strategy By-law No. 68/2010, and then give By-law 48-2014 second and third reading:

    a) ***That Figure 1 Land Use and Transportation Concept be deleted, and replaced with the new Figure 1 Land Use and Transportation Concept, included as Appendix B.***

    b) ~~a)~~ The following policy be added to section 4.6.2 (Network Design):

        l) Access to the Business Oriented Area at the south end of the planning area along the Perimeter Highway will be provided to the collector street system when available and as appropriate.

    c) ~~b)~~ The existing roads represented as dashed black lines on the map included as Figure 1 'Land Use and Transportation Concept' be shortened in accordance with the thick red arrows as depicted on Figure 2: 'Representation of Existing Roads' as included in Appendix 'A' (of this report)

    d) ~~c)~~ Reference to the 'MIT Control Zone' as it appears on Figure 1, be altered to read: MIT Highway ROW

e) ~~d)~~ The following statement be added under section 3.0 'Land Use Policies' Policies and objectives in this section are to be applied to the land use designations represented on the 'Land Use and Transportation Concept' map included as Figure 1 of this Plan.

f) ~~e)~~ The words 'as shown on Figure 1', be added to Mixed Use Areas Policy section 3.2.2(c) to read:

Mixed Use areas should be located with access to collector and/or arterial streets, at intersections of higher order roads and/or generally adjacent to Higher Density Residential Areas, as shown on Figure 1.

g) ~~f)~~ The word 'duplexes' be added to policy ***3.1.4.2(a)*** so that the policy reads:

Multi-family uses such as villas, townhomes, row houses, duplexes and multi-story apartment buildings shall be the predominant style of development in higher density residential areas.

h) ~~g)~~ The following sentence in section ***3.1.4.1*** (Higher Density Residential Areas: Objectives) be altered to include the word 'duplexes' so that the sentence reads:

The Higher Density Residential Areas may include townhomes, row-homes, duplexes and multi-story apartment buildings to accommodate a wide variety of housing needs and
demographics.

i) ~~h)~~ The following policy be added to section 3.7.1.2:

j. Size and location of parks should be appropriate for their intended uses, and determined in consideration of establishing an equitable distribution of parks throughout the neighbourhood. Orientation, configuration and quality of the parks shall also be appropriate for the intended use

j) ~~i)~~ The words 'multiple structured sport areas including' be added to policy 3.7.2.2(a) so that the policy reads:

Larger Active Parks, should be sized and configured to properly accommodate multiple structured sport areas including at least one full size sport field, complete with appropriate grading and land drainage, buffering from adjacent land uses and space for other park amenities (playgrounds, parking etc). These will be provided in locations that are easily accessible by a variety of modes of transportation.

k) ~~j)~~ The words '(see 3.9)' as written in section 3.7.3.2(e) (Passive Parks Policies) be altered to '(see section 3.6 Seine River)'.

l) ~~k)~~ The words '(CWWAL – Policy 3.9.1.2. (a))' be deleted from section 3.7.3.2(e) (Passive Parks Policies) and replaced with the following wording: '(see 3.6.1.2(a))'

m) ~~l)~~ The following sentence of policy 3.4.2(a) (Estate Residential Policies), be deleted: 'The layout of existing development will limit the number of possible subdivision within this policy area'.

n) ~~m)~~ The following sentence be added to section 3.4.1 (Estate Residential Objectives): 'The layout of existing development will limit the number of possible subdivisions within this policy area'.

o) ~~n)~~ The words 'and minimize impacts on established tree cover' be deleted from section 3.4.2(b) (Estate Residential Policies) so that the sentence reads: 'new residential subdivisions should create single-family lots no smaller than approximately a quarter acre'.

p) ~~o)~~ The following policy be added to section 3.4.2 (Estate Residential Policies) as 'c': 'New development will endeavor to minimize negative impacts on established tree cover'.

q) ~~p)~~ The second sentence of section 3.7.3.1 (objectives) be reworded to read:

Linear parks are considered a specific form of passive park, whereby their configuration is long and narrow and their primary function is to provide off-street pedestrian connectivity (cycling, walking, roller blading etc.) along with opportunities for relaxing and environmental observation, between key areas of a community. They are therefore characterized by the inclusion of a path and sitting areas.

r) ~~q)~~ The wording of policy 3.7.1.2(b) be amended to read:

Parkland dedication requirements shall be determined at the development application stage and shall be in accordance with the City of Winnipeg Development Agreement Parameters and shall be over and above lands being acquired below the City of Winnipeg's Waterway Acquisition Level (see 3.6.1.2 a).

s) ~~r)~~ The following policy be added to section ***4.5.3*** (Major Arterials):

c) In accordance with the Development Agreement Parameters, sufficient land will be provided to the City at Warde Avenue and the CPR Emerson rail line to accommodate a future grade separated crossing.

t) ~~s)~~ The words '(i.e. expressway, grade separated rail crossing)' be removed from policy a) of section 6.3.2 (Cost Sharing Policies).

u) The wording of section 6.3.2 be amended to read:

The cost of shared and/or benefitting infrastructure within the precinct shall be shared equitably among the developing land owners and the City of Winnipeg to ensure timely development of the infrastructure required to support ongoing incremental development.

2. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Note: The wording in bold and italics denotes amendments made by the Community Committee.

The Riel Community Committee provided the following supporting reasons for its recommendation:

1. This is a continuation of the development that is around the precinct; the Royalwood and Island Lakes areas are great neighbourhoods.
2. The necessary steps were taken to protect and enhance the Seine River Corridor/the greenway.
3. Alternative ways will be looked at to enhance the green area around the Seine River.
4. There have been provisions made in the long term for Rapid Transit.
5. There is cost sharing for major streets that are going to be developed.
6. This is a positive addition to the City, and is something that is going to enable the City to grow.

PUBLIC HEARING SUMMARY

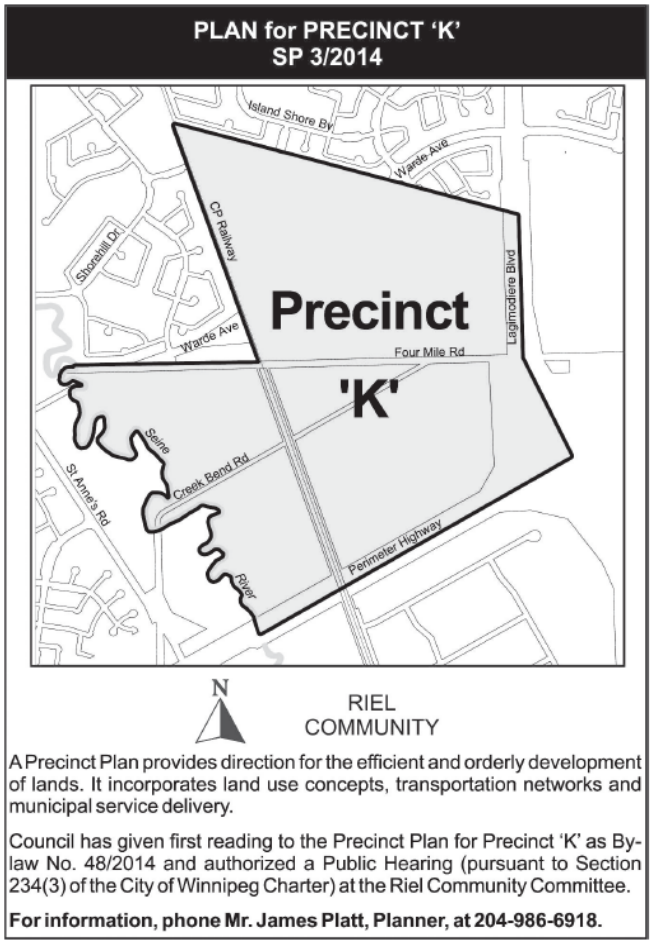
File: SP 3/2014

Before: Riel Community Committee
Councillor Vandal, Chairperson
Councillor Mayes
Councillor Swandel

Public Hearing: June 26, 2014
Council Building, 510 Main Street

Applicant: MMM Group (Bryan Ward)

Subject:



Premises Affected: South of Royalwood and Island Lakes, West of Lagimodiere Boulevard and North of Perimeter Highway – Precinct "K"

Exhibits Filed:

1. Application dated April 17, 2014
2. Notification of Public Hearing
3. Council Decision of May 27, 2014; contains report from the Director of Planning, Property and Development dated April 17, 2014
4. First Reading of By-law No. 48/2014 by Council on May 27, 2014
5. Report from the Urban Planning Division dated June 19, 2014
6. Communication dated June 12, 2014, from Roy and Sherrie Pownall, with respect to the application
7. Communication (undated) from Denis Gautron, President, Save Our Seine, with respect to the application
8. Communication dated June 22, 2014, from Marianne Leclair with respect in opposition to the application
9. Communication dated June 23, 2014, from Denis De Pape in opposition to the application
10. Communication dated June 23, 2014, from Gordon Trick in opposition to the application
11. Communication dated June 23, 2014, from Lorna Miner in opposition to the application
12. Communication dated June 23, 2014, from Ray and Ann Ingalls in opposition to the application
13. Communication dated June 25, 2014, from Michael Dickman, in opposition to the application
14 Communication dated June 25, 2014, from Damon Johnston, with respect to the application
15. Communication dated June 25, 2014, from Glenda Armstrong, in opposition to the application
16. Communication dated June 25, 2014, from Paul Sheridan, in opposition to the application
17. Communication dated June 26, 2014, from Ken and Ann Shultz, in opposition to the application
18. Communication dated June 26, 2014, from Julie Turenne-Maynard, in opposition the application
19. Communication dated June 26, 2014, from Tanya Misseghers, in opposition to the application
20. Communication dated June 26, 2014, from Jules Legal, in opposition to the application
21. Communication dated June 26, 2014, from Marilyn Bowles, in opposition to the application
22. Communication dated June 26, 2014, from Bill Lucenkiw, in opposition to the application
23. Communication dated June 26, 2014, from Pam Lucenkiw,

in opposition to the application

24. Communication dated June 26, 2014, from Ryan Lucenkiw, in opposition to the application
25. Precinct K – Precinct Plan presentation, and Proposed Amendments submitted at the Public Hearing by MMM Group (David Jopling)
26. Figure 1 Land Use and Transportation Concept Map submitted at the Public Hearing by MMM Group (David Jopling)
27. Communication submitted at the Public Hearing by Eric Vogan, in support of the application
28. Communication submitted at the Public Hearing by Ed Labossière, in support of the application
29. Presentation submitted at the Public Hearing by Michele Kading, in opposition to the application
30. Communication submitted at the Public Hearing by Roger Turenne, Nature Manitoba, in opposition to the application
31. Communication submitted at the Public Hearing by Darlene Boettcher, in opposition to the application

REPRESENTATIONS:

In Support:

Dave Boles
Marc Brown
David Jopling
Jerry Klein
Edward Labossière
Kerra Mruss
Greg Propp
Bryan Ward
Eric Vogan

In Opposition:

Michele Kading
Pam Lucenkiw
Bonnie Cruse
Royden L. Kading
Walter Kulchyski
Alethea Hilda Wagstaffe
Anite Brûlé Babel

Kenneth Babel
Mark Lussier
Wilma Sotas
Donald Willms
Maurice Lachance
Annette Graboski
Roger Turenne, Nature Manitoba
H. Georg Schreckenbach
Brian Crow
Nancy Landry
Dennis Butcher
Amy Butcher
Derick Young
Kathleen Milne
Sig Laser
Darlene Boettcher
Christy Boettcher
Victoria MacDonald
Taremekedzwa Muvingi

For Information:

Heather Davis
Susan Groff
Georgina Jarema
Garth Hazlitt
Suzanne Moar
Victoria Grima
Raymond Saurette
Lorraine Saurette
Julie Kading
René Perreault
Diane Sabourin
David Watson
Lindsey Wilson

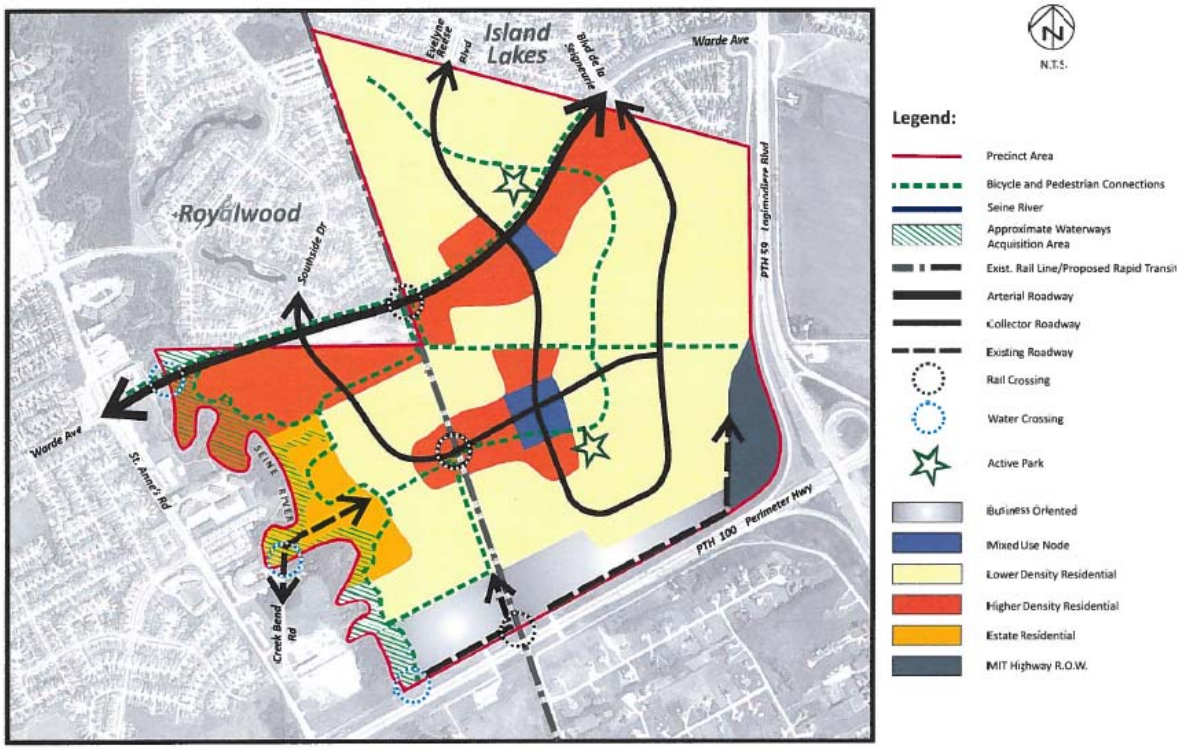
For the City:

Mr. K. Raban, Land Development Administrator, Planning, Property and Development Department
Mr. J. Platt, Senior Planner, Planning, Property and Development Department
Mr. R. Kostiuk, Planner, Planning, Property and Development Department

Ms. D. Beaton, Park Strategic Planner, Planning, Property and Development Department

APPENDIX B:

Figure 1 Land Use and Transportation Concept



New Figure 1 Land Use and Transportation Concept

ADMINISTRATIVE REPORT

Title: SP 3/2014 – Secondary Plan for Precinct 'K' of Complete Communities – Public Hearing (By-law 48-2014)

Item: For consideration at the Public Hearing for a precinct plan for lands identified as 'Precinct K' in Complete Communities Direction Strategy By-law No. 68/2010.

Critical Path: Riel Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council as per the *Development Procedures By-law* and *The City of Winnipeg Charter*.

AUTHORIZATION

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

RECOMMENDATIONS

1. That Council make the following amendments to By-law 48-2014, a proposed secondary plan By-law for Precinct 'K' of Complete Communities Direction Strategy By-law No. 68/2010, and then give By-law 48-2014 second and third reading:

   a) The following policy be added to section 4.6.2 (Network Design):
      l) Access to the Business Oriented Area at the south end of the planning area along the Perimeter Highway will be provided to the collector street system when available and as appropriate.

   b) The existing roads represented as dashed black lines on the map included as Figure 1 'Land Use and Transportation Concept' be shortened in accordance with the thick red arrows as depicted on Figure 2: 'Representation of Existing Roads' as included in Appendix 'A' (of this report)

   c) Reference to the 'MIT Control Zone' as it appears on Figure 1, be altered to read: *MIT Highway ROW*

   d) The following statement be added under section 3.0 'Land Use Policies'
      Policies and objectives in this section are to be applied to the land use designations represented on the 'Land Use and Transportation Concept' map included as Figure 1 of this Plan.

   e) The words '*as shown on Figure 1*', be added to Mixed Use Areas Policy section 3.2.2(c) to read:
      Mixed Use areas should be located with access to collector and/or arterial streets, at intersections of higher order roads and/or generally adjacent to Higher Density Residential Areas, as shown on Figure 1.

   f) The word 'duplexes' be added to policy 3.1.4.1(a) so that the policy reads:

Multi-family uses such as villas, townhomes, row houses, duplexes and multi-story apartment buildings shall be the predominant style of development in higher density residential areas.

g) The following sentence in section 3.1.3.1 (Higher Density Residential Areas: Objectives) be altered to include the word 'duplexes' so that the sentence reads:
The Higher Density Residential Areas may include townhomes, row-homes, duplexes and multi-story apartment buildings to accommodate a wide variety of housing needs and demographics.

h) The following policy be added to section 3.7.1.2:
j. Size and location of parks should be appropriate for their intended uses, and determined in consideration of establishing an equitable distribution of parks throughout the neighbourhood. Orientation, configuration and quality of the parks shall also be appropriate for the intended use

i) The words '*multiple structured sport areas including*' be added to policy 3.7.2.2a) so that the policy reads:
Larger Active Parks, should be sized and configured to properly accommodate multiple structured sport areas including at least one full size sport field, complete with appropriate grading and land drainage, buffering from adjacent land uses and space for other park amenities (playgrounds, parking etc). These will be provided in locations that are easily accessible by a variety of modes of transportation.

j) The words '*(see 3.9)*' as written in section 3.7.3.2(e) (Passive Parks Policies) be altered to '*(see section 3.6 Seine River)*'.

k) The words '*(CWWAL – Policy 3.9.1.2. (a))'* be deleted from section 3.7.3.2(e) (Passive Parks Policies) and replaced with the following wording: '*(see 3.6.1.2(a))*'

l) The following sentence of policy 3.4.2(a) (Estate Residential Policies), be deleted: *'The layout of existing development will limit the number of possible subdivision within this policy area'.*

m) The following sentence be added to section 3.4.1 (Estate Residential Objectives): *'The layout of existing development will limit the number of possible subdivisions within this policy area'.*

n) The words '*and minimize impacts on established tree cover'* be deleted from section 3.4.2(b) (Estate Residential Policies) so that the sentence reads: *'new residential subdivisions should create single-family lots no smaller than approximately a quarter acre'.*

o) The following policy be added to section 3.4.2 (Estate Residential Policies) as 'c': *'New development will endeavor to minimize negative impacts on established tree cover'.*

p) The second sentence of section 3.7.3.1 (objectives) be reworded to read:
Linear parks are considered a specific form of passive park, whereby their configuration is long and narrow and their primary function is to provide off-street pedestrian connectivity (cycling, walking, roller blading etc.) along with opportunities for relaxing and environmental observation, between key areas of a community. They are therefore characterized by the inclusion of a path and sitting areas.

q) The wording of policy 3.7.1.2(b) be amended to read:
Parkland dedication requirements shall be determined at the development application stage and shall be in accordance with the City of Winnipeg Development Agreement Parameters and shall be over and above lands being acquired below the City of Winnipeg's Waterway Acquisition Level (see 3.6.1.2 a).

r) The following policy be added to section 4.6.3 (Major Arterials):
c) In accordance with the Development Agreement Parameters, sufficient land will be provided to the City at Warde Avenue and the CPR Emerson rail line to accommodate a future grade separated crossing.

s) The words '*(i.e. expressway, grade separated rail crossing)'* be removed from policy a) of section 6.3.2 (Cost Sharing Policies).

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

- An application has been received for the adoption of a statutory precinct plan (secondary plan) for the Precinct 'K' area of the *Complete Communities Direction Strategy*. Any development application within Precinct 'K' is considered premature and cannot be accepted until approval of a precinct plan.
- The Precinct 'K' area as identified the *Complete Communities Direction Strategy*, is approximately 547 acres of land located in southeast Winnipeg. The Precinct is bound to the north by the Island Lakes and Royalwood neighbourhoods, to the east by Lagimodiere Boulevard, to the south by the Perimeter Highway, and to the west by the Seine River.
- The purpose of the precinct plan is twofold. Firstly, it refines and implements the City's broader planning objectives, as contained in its strategic planning documents, e.g. *OurWinnipeg*, by promoting community development that is logical, compatible and sustainable. Secondly, precinct plan guides and directs specific land use, road and servicing infrastructure, parks and recreation infrastructure, subdivision, and development decisions that collectively determine the form a community will take.
- Precinct Plans are the primary tool used to implement new communities under *OurWinnipeg* and the *Complete Communities Direction Strategy*.
- All development applications submitted with respect to any lands within the plan area are to be reviewed pursuant to compliance with the policies of this plan identified as such and numbers in accordance with the relevant sections of the plan.
- The *Development Procedures By-Law* specifies that where the land to which a proposed secondary plan by-law applies is located in one community area and covered by the Winnipeg Zoning By-law, the public hearing respecting the proposed secondary plan by-law shall be conducted by the community committee for that community. In this case that committee is the Riel Community Committee.

IMPLICATIONS OF THE RECOMMENDATIONS

OurWinnipeg / Complete Communities requires that a comprehensive planning process be undertaken prior to the acceptance of development applications related to any land identified as being located in Precinct 'K' of the *Complete Communities Direction Strategy.*

Subdivision and/or rezoning applications pertaining to land within the boundaries of Precinct 'K' cannot be approved until the Plan has been adopted by Council.

The reasons for the recommended alterations to the Plan are provided in Appendix ' attached to this report.

HISTORY

- On **October 9th, 2013,** the Developer Team, consisting of MMM Group and Genstar Development Company (Genstar), met with representatives of the City of Winnipeg to discuss their intentions to produce a Precinct Plan for the Precinct 'K' area of the *Complete Communities Direction Strategy.*
- On **November 27th, 2013**, MMM Group held a meeting with stakeholders at Le Centre Scolaire Leo-Remillard (1095 St Anne's Road). All landowners within the precinct were invited along with representatives from Qualico Land Development and Save Our Seine (SOS). The session opened with separate presentations by both the City and MMM Group. Approximately 30 people were in attendance.
- On **December 18th, 2013**, MMM Group hosted a meeting with SOS to discuss opportunities and constraints related to incorporating the Seine River corridor into the plan. Representatives from Genstar and the City of Winnipeg also attended the meeting.
- On **January 8th, 2013**, the Developer Team held a Landowner Workshop. Representatives from SOS, the City of Winnipeg and residents associations from Island Lakes and Royalwood participated along with landowners from precinct 'K'.
- On **February 12th, 2014**, MMM Group submitted a draft Precinct Plan to the Planning Department for TAC review and comment. The draft Plan was accompanied by a Transportation Study and Servicing Report.
- On **March 5th, 2014,** the Developer Team held an Open House at Le Centre Scolaire Leo-Remillard to solicit feedback on a draft plan. The event was attended by ~100 people throughout the evening, many of whom provided feedback by submitting a survey form at the event, or in the days following using a website survey tool.
- On **March 13th, 2014**, TAC members met to review issues related to the draft Plan. A list of TAC comments was provided to the Developer Team on **March 19th, 2014**. The Development Team met with TAC representatives the list of TAC comments on **March 24th and 26th**.
- On **April 7th, 2014**, the Developer Team made application to have the Precinct K – Precinct Plan adopted by the City of Winnipeg Council.
- On **May 28, 2014**, Council gave First Reading to By-law 48-2014 and instructed the Riel Community Committee to conduct a public hearing.

CONSULTATION

In preparing this report there was consultation with:

Public Works Department
Winnipeg Fire & Paramedic Services
Water & Waste Department
Winnipeg Transit
Parks

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: James Platt
Date: June 19, 2014
File No. SP 3/2014

List of Schedules and Attachments

Appendix 'A' – Administrative Report
Attachment 'A' – *Precinct 'K' – Precinct Plan, April 2014*

APPENDIX 'A'

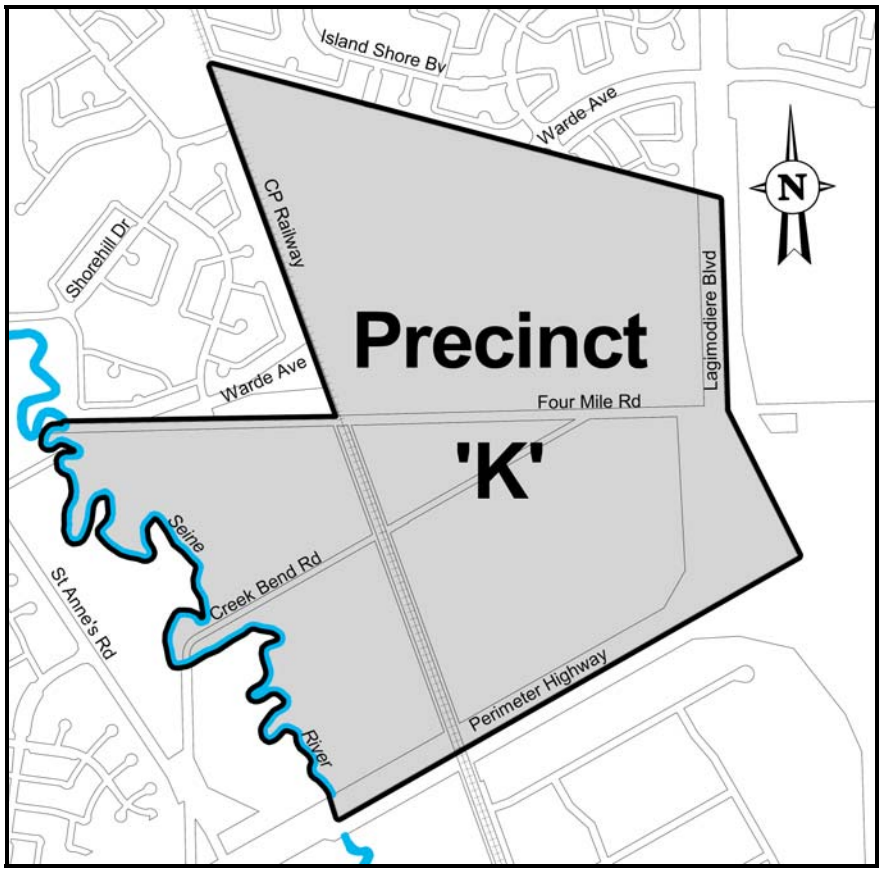
DATE: June 19, 2014

FILE: SP 3/2014
RELATED FILES: None

COMMUNITY: St. Boniface
NEIGHBOURHOOD #: 5.556 (Island Lakes)
5.555 (Royalwood)

SUBJECT: Precinct (Secondary) Plan for Precinct 'K'

LOCATION: Precinct 'K' is bound by the neighbourhoods of Island Lakes and Royalwood to the north, Lagimodiere Boulevard to the east, the Perimeter Highway to the south and the Seine River to the west.



APPLICANT: Bryan Ward
MMM Group
111-93 Lombard Ave
Winnipeg MB R3B 3B1

OWNER(S): Genstar Development Company
Several Private Landowners

REPORT SUMMARY

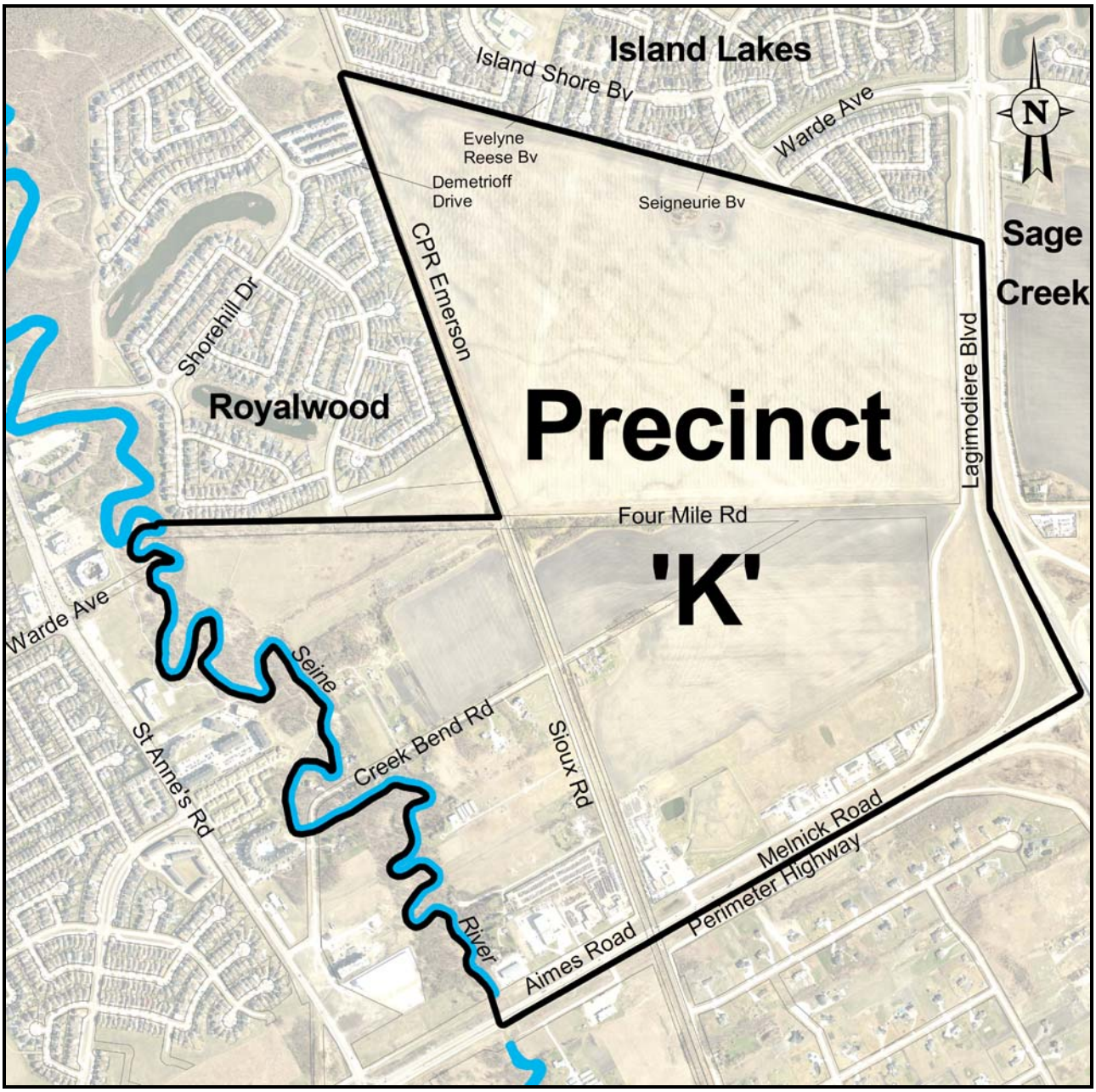
- The applicant has submitted a proposal for Council to adopt a Secondary Plan (the Plan) for the area identified in *Complete Communities* as Precinct 'K'. The Plan will serve to guide future land development through a Council adopted by-law.
- The Plan reflects and promotes the policy direction provided by *OurWinnipeg* and *Complete Communities*.
- The Plan recognized the importance of the Seine River as an opportunity for passive park development, as well as a natural resource to be protected.
- Objectives and policies related to the Seine River provide an appropriate level of direction given the role and legal authority of a Precinct Plan (Secondary Plan).
- Arrangement of proposed land uses, alignment of arterial and collector roads and clustering of higher residential densities at strategic locations are appropriate to facilitate viable Transit service.
- Existing residential and commercial/manufacturing uses are respected and accommodated.
- Active and passive park space is appropriately allocated/distributed throughout the Precinct.
- A network of bicycle and pedestrian pathways connects community facilities and greenspace locations throughout the Precinct.
- Rewording of some objectives and policies is required for clarity.
- A policy statement is required to ensure sufficient land is provided to accommodate a future grade separated crossing at Warde Avenue and the CPR Emerson rail line.

SITE DESCRIPTION

- Precinct K is approximately 547 acres (221 hectares) in area and is located in southeast Winnipeg. The precinct is bound by the Royalwood and Island Lakes neighbourhoods to the north, Lagimodiere Boulevard to the east, the Perimeter Highway to the south and the Seine River to the west (see Figure 1: Precinct K).
- Precinct K is located in the New Communities Policy Area of the *Complete Communities Direction Strategy.*
- Canadian Pacific Rail (CPR) Emerson rail line, which runs generally north-south, bisects the southern portion of the precinct area and forms the western edge of the northern-most 240 acres of the precinct.
- An undeveloped Right-of-Way (ROW), known as Four Mile Road, bisects the precinct east-west, separating the northern-most 240 acres of the precinct from the remainder of the precinct.
- Creek Bend Road, which aligns parallel to and approximately 2,100 feet (640 m) north of the Perimeter Highway, provides the only existing Seine River crossing into the precinct.
- Two road allowances parallel either side of the CPR line from the south to the Four Mile Road ROW. The road allowance on the west side of the CPR line is developed as Sioux Road, while the road allowance running parallel to the east of the CPR line remains undeveloped.

- Two legal road crossings of the CPR line currently exist: one located at the Four Mile Road ROW (undeveloped) and the other at Creek Bend Road (features a crossbuck sign and stop sign). A third legal crossing exists immediately south of the Precinct area at the Perimeter Highway.
- Manitoba Hydro maintains a 66kv sub transmission line that follows the Four Mile Road ROW and the CPR line.
- A majority of the land area of Precinct K is currently zoned 'RR5' – Rural Residential 5, which is intended to provide for large-lot rural residential development, along with limited agricultural uses. The southern-most 65 acres of the precinct, along the Perimeter Highway, are zoned 'M2' – General Manufacturing, which is intended to provide for light manufacturing, processing, service, storage, wholesale, and distribution operations, with some limited outside operations and storage. A single property backing onto the Seine River on Creek Bend Road is zoned 'R1-E' Residential Single-family Estate, which is intended for large lot single family residential use.
- The precinct includes 19 rural residential homes located on Creek bend Road and Sioux Road.
- The precinct includes 13 businesses along the Perimeter Highway (Aimes Road and Melnick Road). These include: mobile home sales, machinery sales, automobile salvage, and a golf range. The Perimeter Highway is accessible from both Aimes Road and Melnick Road. Melnick Road extends north to provide secondary access to Warde Avenue for the businesses on Melnick. Sioux Road connects with Aimes Road to provide secondary access to the businesses on Aimes. Road.
- A majority of the land available for development within the precinct is currently under cultivation.
- Natural treed areas exist along the Seine River, some of which is flood prone. There are also pockets and corridors of treed areas which extend east into the precinct from the Seine River.

Figure 1: Precinct K


Island Lakes
Island Shore Bv
Warde Ave
Evelyne
Reese Bv
Demetrioff
Drive
Seigneurie Bv
N
Sage
Creek
CPR Emerson
Shorehill Dr
Royalwood
Precinct
Lagimodiere Blvd
Four Mile Rd
'K'
Warde Ave
Seine
St Anne's Rd
Creek Bend Rd
Sioux Rd
Melnick Road
Perimeter Highway
River
Aimes Road

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant has submitted a Precinct Plan (the Plan) for the Precinct 'K' area with the intent of providing a guide for future land development through Council adopted policy.
- The Plan contains a blend of new lower density residential (~385 acres), multi-family residential (~80 acres) and commercial uses (~5.5 acres) along with supporting infrastructure including naturalized stormwater retention ponds (~25 acres) and opportunities for the establishment of additional active and passive park space (~50 acres).
- The overall target density of the Plan is sufficient to accommodate viable transit service.
- The Plan directs higher density residential uses away from existing lower density residential neighbourhoods. Areas adjacent to existing lower density neighbourhoods are designated for compatible lower density development. Higher density residential development has been focused along major transportation corridors and nodes to improve the viability of transit service.
- Commercial uses are directed to and encouraged at strategic mixed use nodes.
- Park space is distributed throughout the Plan area with a large active park in the areas both north and south of Four Mile Road and passive park space encouraged in the area west of the CPR line, along the Seine River.
- Community Centres and Schools are directed to locate adjacent to one of the two large active park spaces.
- A network of bicycle and pedestrian pathways provide access between the two large active parks and the passive park space to the west. Both rail crossings are required to include bicycle and pedestrian pathways.
- The Plan recognizes the importance of the Seine River and Plan provides basic policy direction allowing for the establishment of a connection to the Bois-des-Esprit trail system and natural forest area in Royalwood. The Plan provides clarity related to the City's mechanism for obtaining land along the Seine River during development application stage.
- Section 4.4 (Street Hierarchy) contains policy direction regarding transportation routes. Arterial road access to the site is provided by extending Warde Avenue from St. Anne's Road on the west, through the northern portion of the precinct area to the Warde Avenue 'stub', at Lagimodiere Boulevard on the east. This connection will require a bridge over the Seine River. Additional collector road connections are provided by extending Evelyne Reese Boulevard, Boulevard de la Seigneurie and Southside Drive south from the Island Lakes and Royalwood neighbourhoods. These three collector roads extend south to service the southern portions of the precinct.
- Two rail crossings are proposed within Precinct 'K'. The first crossing is located at the Warde Avenue extension and the second crossing is located near to the existing crossing at Creek Bend Road. The Plan does not contain a rail crossing at Demetrioff Drive, as originally assumed when Demetrioff Drive was developed; however it does make use of the land drainage infrastructure provided in the Demetrioff Drive ROW.
- Existing commercial/manufacturing uses found in the south portion of the Plan area are protected. Policies exist to allow these uses to transition to residential uses if and when appropriate. As the Precinct develops access to these areas is expected to transition away from the Perimeter Highway and to the proposed collector system within the precinct.

- Land drainage in the Precinct is divided into two watersheds both of which direct stormwater to the Seine River through a series of naturalized retention facilities. Naturalized retention facilities are intended improve water quality before entering the Seine River.
- The Plan attempts to protect the rural character of the existing residential area along the Seine River by limiting subdivision to quarter acre lots and minimizing the impact of new development on the established tree cover.
- At full build-out, the Plan accommodates ~4,100 dwelling units (~2,500 single family and ~1,600 multi-family).
- It is anticipated that first phase of development within the Precinct will occur on the ~240 acres of land north of Four Mile Road, known as the 'Fraipont Lands', with an estimated completion of 2025. Full build-out of the remaining portions of Precinct 'K' is estimated to occur by 2040.

ANALYSIS AND ISSUES

CONFORMITY WITH COMPLETE COMMUNITIES DIRECTION STRATEGY

- Precinct 'K' is designated as 'New Community' in *OurWinnipeg* and the *Complete Communities Direction Strategy* By-law. 'New Communities' are large areas of undeveloped land identified for future urban development that are not currently served by the full range of municipal services. *Complete Communities* states that *New Communities will be established through a planning process* (p 74 *Complete Communities*).
- The *Complete Communities Direction Strategy* divides *New Communities* into Precincts and requires that a Precinct Plan be prepared in advance of development. Each precinct will have its own plan. Precinct Plans provide a policy framework with which to evaluate development applications involving land within a precinct. They are context sensitive, acknowledging and enhancing the attributes of the adjacent established neighbourhoods.
- The Plan conforms with the relevant directions and strategies of the *New Communities* section of *Complete Communities* as follows:

  Direction 1 – New Communities will be developed in a sustainable manner.

  New Communities should contribute to the City's balance of residential, commercial, industrial, natural and recreational land uses to ensure economic, social and environmental sustainability.

  The Plan provides opportunities for residential, commercial uses as well as park and open spaces. Proposed densities (~7 dwelling units per acre overall) are sufficient to provide viable Transit service. The Plan remains sensitive to densities of adjacent existing neighbourhoods by focusing higher residential densities along proposed major routes and lower residential densities at the boundary of the Precinct. The Plan allows for the development of a variety of housing types to accommodate Winnipeg's growing population.

  Direction 2 – New Communities will be established through a planning process.

  Collaboration with local residents and stakeholders.

  Preparation of the Plan included a community consultation process with a wide range of stakeholders including landowners, organizations, City and Provincial departments and interested citizens. Meetings with landowners and stakeholders provided

background information critical to gaining an understanding of the land use issues in the Precinct area. In addition, consultation with these groups identified development intentions for various properties throughout the Precinct. Feedback on preliminary designs and policies were solicited at a Public Open house event supported by an online survey.

Direction 3 – New Communities will increase opportunities to live, work, learn and play in the same neighbourhood.

Encourage higher residential density in areas adjacent to commercial and employment lands, especially where the area is served by transit… These locations should be identified through the planning process

Encourage New Communities to include a mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents

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

The Plan accommodates existing commercial/manufacturing uses at the south edge of the precinct and incorporates opportunities for additional small scale commercial uses at strategic locations (mixed use nodes). Three large greenspace areas are distributed throughout the neighbourhood: One active park space north of Four Mile Road, one active park space south of Four Mile Road with the third greenspace being provided as passive parkspace along the Seine River corridor. All three greenspaces are well connected with Active Transportation pathways.

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

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

The Plan requires that higher density residential and mixed use areas be directly connected to a sidewalk, walkway or pathway and lower density residential areas should be within 400 m of a sidewalk, walkway or pathway. The pathway network facilitates off-street linkages between neighbourhood amenities and other neighbourhoods.

Higher residential densities are focused along the arterial road (Warde Avenue) and intensified at collector road intersections, and rail crossings (in support of the future South East Rapid Transit corridor).

The Plan reflects the directions provided in *Complete Communities.*

VISION AND GUIDING PRINCIPLES

- The Vision (section 2.1) and Guiding Principles (section 2.2) sections of the Plan provide suitable direction for policy interpretation. The Guiding Principles are clear and provide for achievable goals.

- The ‘Guiding Principle’ related to ‘visitable and accessible dwellings’ does not provide sufficient direction for evaluating future development applications. It is recommended that the wording of the following guiding principle as stated in section 2.2 (Guiding Principles),

Visitable and accessible dwellings <u>may be considered</u> throughout the Precinct, be altered to read: *Visitable and accessible dwellings <u>will be encouraged</u> throughout the Precinct.*

ROADS

- Melnick Road and Aimes Road currently have access to the Perimeter Highway with secondary access through the Plan area. The Province has indicated that access to the Perimeter Highway will be eliminated in the future. With access to the Perimeter Highway severed, the existing businesses along Aimes Road and Melnick Road will have to rely on access through the Plan area.
- It is understood that Warde Avenue is a regional street which is likely to be designated as an 'arterial.' As an arterial roadway Warde Avenue will be developed as four lanes (2 each direction) with a median.
- There is concern that as the precinct develops and Warde Avenue establishes as an arterial road, the connection at Melnick Road will become unfeasible do to safety and traffic flow issues. The Melnick Avenue access to Warde Avenue will inevitably be removed and access to the businesses on Melnick Road will need to be gained from one of more connections to the proposed collector road system. Section 2.2 includes the following Guiding Principle: *Retain existing business oriented area at the south of the Precinct as long as there is safe access for the employees and customers.* It is recommended that the following policy be added to section 4.6.2 (Network Design):

    l) Access to the Business Oriented Area at the south end of the planning area along the Perimeter Highway will be provided to the collector street system when available and as appropriate.

- In addition, Figure 1 should be altered so as not to imply that Melnick Road will exist in the future as part of this Plan. For the purposes of clarity, it is recommended that the existing roads represented as dashed black lines on the map included as Figure 1 'Land Use and Transportation Concept' be shortened in accordance with the thick red arrows as depicted on Figure 2:'Representation of Existing Roads' of this document.

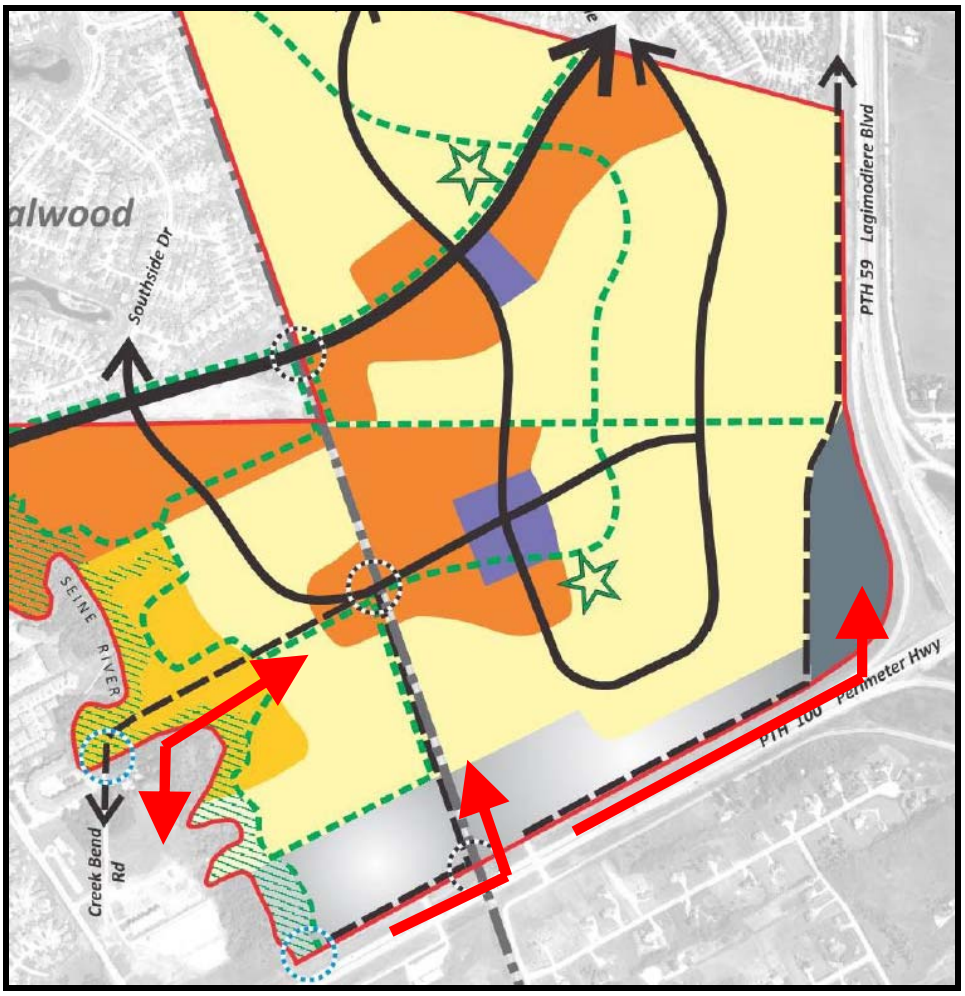


Figure 2: Representation of Existing Roads

- The CPR crossing at Creek Bend Road is clearly identified on Figure 1 of the Plan. However, the clustering of existing and proposed routes at this location makes interpreting how this node is to function difficult. The alterations depicted in Figure 2 of this document will serve to address this issue.
- The Province has indicated that the 'MIT Control Zone' as included in Figure 1 of the Plan is actually MIT highway ROW for the PTH 59/PTH 100 interchange. It is recommended that reference to the 'MIT Control Zone' as it appears on Figure 1, be altered to read: *MIT Highway ROW*

LAND USE POLICIES

- Figure 1 'Land Use and Transportation Concept' is not specifically referenced in the policies found in section 3 'Land Use Policies' of the Plan. For clarity, it is recommended that the following statement be added under section 3.0 'Land Use Policies'

  Policies and objectives in this section are to be applied to the land use designations represented on the 'Land Use and Transportation Concept' map included as Figure 1 of this Plan.

- It is recommended that the words '*as shown on Figure 1'*, be added to Higher Density Residential Policy section 3.1.4.2(c) to read: *Generally, higher density multiple-family residential development should be located adjacent to arterial and collector streets or adjacent to Mixed Use policy areas as shown on Figure 1.*

- It is recommended that the words '*as shown on Figure 1'*, be added to Mixed Use Areas Policy section 3.2.2(c) to read: *Mixed Use areas should be located with access to collector and/or arterial streets, at intersections of higher order roads and/or generally adjacent to Higher Density Residential Areas, as shown on Figure 1.*

DENSITY

- The general clustering of higher densities in proximity to Warde Avenue and the general alignment of collector roads facilitate the ability to provide viable transit service for the Precinct. Section 3.5 (Residential Density) provides a general overall residential density target of approximately 7 dwelling units per net acre and directs higher densities to major roads '*that may be part of the public transit network'*. These policies are reflected in the land use map (Figure 1 of the Plan).

- The Plan recognizes and accommodates the South East Rapid Transit Corridor as presented in the City of Winnipeg Transportation Master Plan as 'beyond 2031' (Section 4.3.1 Transit Objectives). Section 4.3.2(b) (Transit Policies) includes a provision to '*ensure multi-family residential development is designed to include connectivity to rail crossings, where potential rapid transit stations may be developed'*. The intent of this policy is reflected in the land use map (Figure 1) which generally clusters higher density residential development in proximity, and along collector roads leading to, potential rapid transit station locations (along the CPR line).

- While the Plan includes provisions for higher residential densities in strategic locations, it also remains sensitive to existing development by providing lower densities in areas adjacent to existing residential neighbourhoods.

- The policies for Lower Density Residential Uses (section 3.1.3.2) provide for '*single-family, detached housing, townhomes and duplexes*'. The policies for Higher Density Residential Areas provides for '*villas, townhomes, row houses and multi-story apartment buildings'*; but not 'duplexes'. This is likely an oversight. It is recommended that the word '*duplexes*' be added to policy 3.1.4.1(a) so that the policy reads:

  > *Multi-family uses such as villas, townhomes, row houses, duplexes and multi-story apartment buildings shall be the predominant style of development in higher density residential areas.*

  It is also recommended that the following sentence in section 3.1.3.1 (Higher Density Residential Areas: Objectives) be altered to include the word '*duplexes*':

  > *The Higher Density Residential Areas may include townhomes, row-homes, duplexes and multi-story apartment buildings to accommodate a wide variety of housing needs and demographics.*

PARKS

- The general locations of two active park spaces are identified on Figure 1 of the Plan. While the Plan does not specifically provide for a school and community centre site, the

intended locations of these facilities can be derived from the policies. Section 3.7.2.2 (c) states: *Larger Active Parks may be co-located with larger public facilities, such as schools and/or community centres, to maximize the use of the facilities.* Policy 3.9.2 states that a community centre site, large enough to serve a community of 30,000 people, will '*require a large active park adjacent to the facility'.* And section 3.8.2(d) suggests that school sites *should be co-located with larger active parks.* Section 2.2 (Guiding Principles) expresses the intention to *'ensure a potential school site and/or potential community centre site are located in different parts of the precinct'.* Accordingly, the Plan provides two locations suitable for a potential school and/or community centre.

- During the development of the plan there was discussion of providing a single centralized active park space serving the entire precinct. A single centralized active park space would encourage the co-location of a school and community centre which could share services (ex. parking lot). However, consolidating active park space into a single location would result in a longer travel distance to the site for more people. Feedback from owners and stakeholders (including the City) indicated an interest to spread out the large active and passive green space areas rather than centralize them at a single location. The Plan proposes to distribute larger greenspace areas as follows:
    - One north of Four Mile Road (one large active park space)
    - One south of Four Mile Road (one large active park space)
    - One west of the CPR tracks (passive open space along the Seine River)

- The Plan provides policies for additional smaller active and passive parks to be located in the Precinct (section 3.7.2.2(b) and 3.7.3.2(a)). Additional policy direction is required to ensure these parks are provided and distributed appropriately throughout the Precinct. It is recommended that the following policy be added to section 3.7.1.2:

    j. Size and location of parks should be appropriate for their intended uses, and determined in consideration of establishing an equitable distribution of parks throughout the neighbourhood. Orientation, configuration and quality of the parks shall also be appropriate for the intended use

- It is recommended that the words *'multiple structured sport areas including'* be added to policy 3.7.2.2a) so that it reads:

    Larger Active Parks, should be sized and configured to properly accommodate <u>multiple structured sport areas including</u> at least one full size sport field, complete with appropriate grading and land drainage, buffering from adjacent land uses and space for other park amenities (playgrounds, parking etc). These will be provided in locations that are easily accessible by a variety of modes of transportation.

- Section 3.7.3.2(e) (Passive Parks Policies) contains a reference error. It is recommended that the words '*(see 3.9)'* as written in section 3.7.3.2(e) (Passive Parks Policies) be altered to '*(see section 3.6 Seine River)'.*

- Stating the CWWAL policy section is redundant and should be removed. Policies and policy documents are reviewed from time to time and changes are made. The specific CWWAL policy stated in section 3.7.3.2(e) may be renumbered, or changed altogether over the lifetime of this Plan. It is recommended that the words '*(CWWAL – Policy 3.9.1.2. (a))'* be deleted from section 3.7.3.2(e) (Passive Parks Policies) and replaced with the following wording: '*(see 3.6.1.2(a))*'

ESTATE RESIDENTIAL AREAS

- The Plan identifies, and aims to preserve, the unique character of the existing residential uses along the Seine River. New residential lots created through subdivision in this area are to be no less than a quarter acre in area (policy 3.4.2(b)) and primary uses are limited to single-family dwellings (policy 3.4.2(a)). These policies are sufficient to ensure that the rural character of this area is preserved.

- The first sentence of policy 3.4.2(a) is an objective and should be moved to the 'Objectives' section. It is recommended that the following sentence of policy 3.4.2(a) (Estate Residential Policies), be deleted: *'The layout of existing development will limit the number of possible subdivision within this policy area'.*

- It is recommended that the following sentence be added to section 3.4.1 (Estate Residential Objectives): *'The layout of existing development will limit the number of possible subdivisions within this policy area'.*

- It is recommended that the words '*and minimize impacts on established tree cover'* be deleted from section 3.4.2(b) (Estate Residential Policies) so that the sentence reads: *'new residential subdivisions should create single-family lots no smaller than approximately a quarter acre'.*

- It is recommended that the following policy be added to section 3.4.2 (Estate Residential Policies) as 'c': *'New development will endeavor to minimize negative impacts on established tree cover'.*

PATHWAYS

- The Plan provides a network of bicycle and pedestrian corridors, or 'pathways', connecting the three main greenspace areas. Pathway connectivity is reflected more than once in the Guiding Principles section of the Plan (section 2.2) and is well supported with policies throughout the Plan, including a policy requiring all rail crossings to accommodate 'Active Transportation' (Policy 4.6.3(d)) and policy requiring that all parks be connected by trails and/or paths (Section 3.7.1.2(f)).
- The Pathway alignments represented in Figure 1 of the Plan are understood to be '*approximate only and should be considered as such'* as per section 1.4.1 (Maps: Interpretation). It should also be understood that the precise alignment of pathways will be determined at the development application phase as per the policies section 6.2 (Subdivision Applications and Processing: Implementation) and section 3.7.1.2(h) (*Final configuration of parks and pathways will be determined at development application stage, the evaluation of which shall be on both qualitative and quantitative considerations*). Accordingly, development proposals will be required to provide pathways as per the intent of the Plan and not necessarily the specific alignments as presented in Figure 1 of the Plan. This interpretation is consistent with the role of a Secondary Plan By-law.
- It should be recognized that additional pathways may be provided as necessary to meet the intent of the Plan. For instance, there is likely to be an opportunity to include a bicycle/pedestrian trail in the future South East Rapid Transit corridor (adjacent to the CPR line) and/or along the existing CPR line between Creek Bend Road and Four Mile Road. The pathway ending in the north portion of the Precinct near Demetrioff Drive will allow for a future pathway connection to the South East Rapid Transit corridor and/or future pedestrian crossing at Demetrioff Drive. Prior to one of these connections being established, it is assumed that this pathway will connect with the local street system.

- The wording of the last sentence in the objectives section for linear parks should be improved to better reflect their purpose as a connection between park spaces. It is recommended that the second sentence of section 3.7.3.1 (objectives) be reworded to read:

  Linear parks are considered a specific form of passive park, whereby their configuration is long and narrow and their primary function is to provide off-street pedestrian connectivity (cycling, walking, roller blading etc.) along with opportunities for relaxing and environmental observation, between key areas of a community. They are therefore characterized by the inclusion of a path and sitting areas.

SEINE RIVER

- The Seine River and the associated natural habitat, referred to collectively as the Seine River Greenway, which runs along part of west limit of the area, is an important feature in this precinct. A combination of government, stakeholder and community based efforts have been applied over the years to preserve and protect the natural area integrity, and at the same time strategically develop it as an important pathway network linking the many neighbourhoods it passes by. Effort has been applied in the Plan to ensure the same values and principles are applied to maintaining this corridor as an important natural amenity and resource and using it as an anchor for connectivity into and between this and surrounding neighourhoods.
- The Plan recognizes the importance of the Seine River (section 3.6.1.1) and articulates an intention to protect the natural and historic elements of the Seine River Greenway area which is then backed by policies throughout the document.
- Protecting the water level and quality of the Seine River is cited as a 'Guiding Principal' (section 2.2) (*Design runoff retention and detention systems, that will not only store water to maintain the water levels of the natural waterway, but improve the water quality before it reaches them*). This objective is then supported by policies found in section 5.1.4 (Land Drainage System Policies), including:

  Section 5.1.4(b) - *Stormwater shall be managed through the use of naturalized retention, while the use of bio-swales for stormwater management is encouraged as they improve water quality. These can be incorporated into linear green space as linkage opportunities, as long as culverts and bridges are used to maintain connectivity.*

  Section 5.1.4(c) - *Future drainage patterns should aim to minimize the impact on natural areas to be protected in parks or on private land. A significant change in the amount of water entering these areas (more or less) could negatively impact the existing plant communities.*
- The Seine River Greenway is the most likely area to contain historic sites in the Precinct; although the actual location of such sites is often unknown. In light of this, policy 3.6.1.2(b) (Policies: Seine River) requires consultation with Manitoba Historic Resources Branch for any development occurring along the Seine River. Consultation with Manitoba Historic Resources Branch during the application process will ensure historic resources are appropriately recognized and accommodated.
- Forested or 'treed' areas within the Precinct area are presented in Figure 2 of the Plan. One of the 'Guiding Principles' (section 2.2) of the plan is to *maximize greenspace along the Seine River and retain existing trees along the river and elsewhere in the Precinct.* The Plan provides clear objectives related to acquiring treed and natural areas as land dedication during the development application process. For instance, section 3.7.1.1

states: *the lands adjacent to the Seine River and mature tree stands should be the focus for park dedication.* And continues: *The unique natural areas and land immediately abutting these lands should be the first focus for dedication to protect the natural areas and provide space for paths.*

- These objectives are supported by strong policies to be applied during the development application process. Section 3.7.3.2(e) states: *Parcels adjacent to the Seine River shall provide their required park dedication as linear park, to expand the park corridor along the Seine River in order to establish a greenway and allow for a connection to the Bois-des-Esprit trail system and natural forest area in Royalwood.* This policy contains additional direction including: *where development precludes the continuance of the linear park along the Seine River, required park dedication should be located to allow for the continuance of the greenway and trail network elsewhere on the parcel. This alternative location should take advantage of natural areas and mature tree stands along the Seine River.*
- It should be noted that forest preservation within the precinct area is a challenging issue to deal with as most of the forested areas in the Precinct area are located on private land. In order for the City to ensure the forest area is protected, it has to first obtain public ownership of the land. The only opportunity the City has to obtain these areas, short of purchasing them outright, is to acquire them during the development process as part of land dedication requirements. The Plan understands this limitation and is careful to contain policies that do not overstep the City's legal authority or provide unrealistic expectations to the reader.
- In addressing issues related to the Seine River corridor, the Plan provides a level of detail appropriate for a Precinct Plan. The adoption of the Plan does not preclude the development and/or adoption of a more comprehensive and detailed Plan for the Seine River Greenway area.
- For additional clarity, it is recommended that policy 3.7.1.2(b), which states:

  Parkland dedication requirements shall be determined at the development application stage and shall be in accordance with the City of Winnipeg Development Agreement Parameters

  be appended with the following words:

  and shall be over and above lands being acquired below the City of Winnipeg's Waterway Acquisition Level (see 3.6.1.2 a).

RAIL CROSSINGS

- The CPR has indicated that additional legal rail crossings within Precinct 'K' will not be accepted. This limits the number of rail crossings in the Plan area to two (2). The two rail crossings presented in the Plan are separated sufficiently to ensure a reasonable distribution of east-west access opportunities.
- The Plan derives maximum benefit of these rail crossings by using them to accommodate major roads and bicycle/pedestrian paths. Policy (d) of section 4.6.3 (Connectivity) states: '*Active Transportation should be accommodated at all rail crossings in the precinct*'
- The rail crossing at Warde Avenue accommodates an arterial route through the Precinct 'K' area, and provides a direct route to St Anne's Road and Lagimodiere Boulevard. This crossing also allows a bicycle and pedestrian crossing to be established (as per policy 4.6.3(d)) providing a link between the Fraipont lands and the Seine River. In addition, the

existing Warde Avenue ROW west of the CPR line includes additional width at the CRP ROW to accommodate a separated rail crossing (underpass) in the future.

- The Plan does not specifically require that land be provided east of the CPR line at Warde Avenue to accommodate a future grade separated rail crossing. It is recommended that the following policy be added to section 4.6.3 (Major Arterials):

    c) In accordance with the Development Agreement Parameters, sufficient land will be provided to the City at Warde Avenue and the CPR Emerson rail line to accommodate a future grade separated crossing.

- The rail crossing near Creek Bend Road will provide a major east-west connection for the southern portion of the Plan area. This crossing will accommodate a collector road and bicycle/pedestrian route (as per policy 4.6.3(d)) and is strategically located to include a rapid transit stop in the future.
- Demetrioff Drive in the Royalwood Neighbourhood was developed with the intention of accommodating a rail crossing over the CPR line to Precinct 'K'. However, Demetrioff Drive does not provide a direct route to St. Anne's Road or Bishop Grandin Boulevard; nor does it provide the strategic advantages of the two rail crossings presented in the Plan. Given that only two rail crossings are permitted within the Precinct area and the other two proposed crossings provide significant utility and benefit to the Precinct 'K' area, a rail crossing at Demetrioff Drive is not currently being pursued.
- It has been suggested that land east of the CPR line opposite Demetrioff Drive be acquired to accommodate a rail crossing in the future. There is some merit to this suggestion as the proposed land drainage system includes a connection to the infrastructure in the Demetrioff Drive ROW. However, public green space at this location would likely serve to encourage informal (and illegal) pedestrian access to and across the CPR line. The decision as to whether the City will maintain the ROW east of the CPR line as green space or through an easement agreement on private land is a matter to be addressed during the development application phase.

IMPLEMENTATION

- It is recommended that the words "*(i.e. expressway, grade separated rail crossing)*" be removed from policy a) of section 6.3.2 (Cost Sharing Policies).

RECOMMENDATION

The Plan provides a comprehensive set of guidelines for managing the development of land within the area known as Precinct 'K', consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy*.

The Urban Planning Division recommends that By-law No.48/2014, the Secondary Plan for Precinct 'K' be forwarded to Council for second and third reading with the following alterations:

a) The following policy be added to section 4.6.2 (Network Design):

    l) Access to the Business Oriented Area at the south end of the planning area along the Perimeter Highway will be provided to the collector street system when available and as appropriate.

b) The existing roads represented as dashed black lines on the map included as Figure 1 'Land Use and Transportation Concept' be shortened in accordance with the thick red arrows as depicted on Figure 2:'Representation of Existing Roads' of this document

c) Reference to the 'MIT Control Zone' as it appears on Figure 1, be altered to read: *MIT Highway ROW*

d) The following statement be added under section 3.0 'Land Use Policies'
Policies and objectives in this section are to be applied to the land use designations represented on the 'Land Use and Transportation Concept' map included as Figure 1 of this Plan.

e) The words '*as shown on Figure 1*', be added to Mixed Use Areas Policy section 3.2.2(c) to read:
Mixed Use areas should be located with access to collector and/or arterial streets, at intersections of higher order roads and/or generally adjacent to Higher Density Residential Areas, as shown on Figure 1.

f) The word 'duplexes' be added to policy 3.1.4.1(a) so that the policy reads:
Multi-family uses such as villas, townhomes, row houses, duplexes and multi-story apartment buildings shall be the predominant style of development in higher density residential areas.

g) The following sentence in section 3.1.3.1 (Higher Density Residential Areas: Objectives) be altered to include the word 'duplexes' so that the sentence reads:
The Higher Density Residential Areas may include townhomes, row-homes, duplexes and multi-story apartment buildings to accommodate a wide variety of housing needs and demographics.

h) The following policy be added to section 3.7.1.2:
j. Size and location of parks should be appropriate for their intended uses, and determined in consideration of establishing an equitable distribution of parks throughout the neighbourhood. Orientation, configuration and quality of the parks shall also be appropriate for the intended use

i) The words '*multiple structured sport areas including*' be added to policy 3.7.2.2a) so that the policy reads:
Larger Active Parks, should be sized and configured to properly accommodate multiple structured sport areas including at least one full size sport field, complete with appropriate grading and land drainage, buffering from adjacent land uses and space for other park amenities (playgrounds, parking etc). These will be provided in locations that are easily accessible by a variety of modes of transportation.

j) The words '*(see 3.9)*' as written in section 3.7.3.2(e) (Passive Parks Policies) be altered to '*(see section 3.6 Seine River)*'.

k) The words '*(CWWAL – Policy 3.9.1.2. (a))'* be deleted from section 3.7.3.2(e) (Passive Parks Policies) and replaced with the following wording: '*(see 3.6.1.2(a))*'

l) The following sentence of policy 3.4.2(a) (Estate Residential Policies), be deleted: *'The layout of existing development will limit the number of possible subdivision within this policy area'.*

m) The following sentence be added to section 3.4.1 (Estate Residential Objectives): *'The layout of existing development will limit the number of possible subdivisions within this policy area'.*

n) The words '*and minimize impacts on established tree cover'* be deleted from section 3.4.2(b) (Estate Residential Policies) so that the sentence reads: *'new residential subdivisions should create single-family lots no smaller than approximately a quarter acre'.*

o) The following policy be added to section 3.4.2 (Estate Residential Policies) as 'c': *'New development will endeavor to minimize negative impacts on established tree cover'.*

p) The second sentence of section 3.7.3.1 (objectives) be reworded to read:
Linear parks are considered a specific form of passive park, whereby their configuration is long and narrow and their primary function is to provide off-street pedestrian connectivity (cycling, walking, roller blading etc.) along with opportunities for relaxing and environmental observation, between key areas of a community. They are therefore characterized by the inclusion of a path and sitting areas.

q) The wording of policy 3.7.1.2(b) be amended to read:
Parkland dedication requirements shall be determined at the development application stage and shall be in accordance with the City of Winnipeg Development Agreement Parameters and shall be over and above lands being acquired below the City of Winnipeg's Waterway Acquisition Level (see 3.6.1.2 a).

r) The following policy be added to section 4.6.3 (Major Arterials):
c) In accordance with the Development Agreement Parameters, sufficient land will be provided to the City at Warde Avenue and the CPR Emerson rail line to accommodate a future grade separated crossing.

s) The words '*(i.e. expressway, grade separated rail crossing)'* be removed from policy a) of section 6.3.2 (Cost Sharing Policies).

This Report Submitted by:
Planning, Property and Development Department
Urban Planning Division

Report Prepared By: James Platt
PPD File # SP 3/2014

Attachment 'A': *– Precinct 'K' – Precinct Plan, April 2014*

