Minutes – Executive Policy Committee – December 3, 2014

Report – Standing Policy Committee on Property and Development – November 25, 2014

Item No. 21 Secondary Plan – Precinct "E" of Complete Communities (Old Kildonan Ward) File SP 4/2014

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 amend By-law No. 97/2014, a proposed secondary plan By-law for Precinct 'E' of Complete Communities Direction Strategy By-law No. 68/2010, as follows, and give it second and third reading:

   A. That the word 'document' be added to the last sentence of section 1.2 (Planning Process) so that it reads "A summary of public consultation results is available as a supplementary document."

   B. That the first sentence of section 2.1 (Precinct Context) be reworded to read:

      "As shown in Figure 2.0, Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important opportunity to reinforce the contiguous development pattern established in the northwest quadrant of Winnipeg."

   C. That the first sentence of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be reworded to read:

      "The Court Avenue Precinct is effectively surrounded on three sides by existing development and represents an opportunity to complete the contiguous development pattern."

   D. That the first sentence of the third paragraph of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be altered to read:

      "Both Templeton Avenue and Court Avenue currently cross the Precinct east-west and provide the most obvious alignments for collector roads."

Report – Standing Policy Committee on Property and Development – November 25, 2014

E. That the second bullet under the 'Recreation' heading of section 3.2 (Planning Goals) be reworded to read:

"To provide a connected system of parks and public spaces, that link focal points and take advantage of opportunities for shared corridors with land drainage systems, in an effort to promote pedestrian and cycling activities."

F. That the third bullet under the 'Transportation' heading of section 3.2 (Planning Goals) be reworded to read:

"To encourage all forms of active transportation (but particularly walking and cycling) through the provision of safe and well-connected networks of pedestrian and cycling infrastructure."

G. That Section 5.1(c) be reworded to read:

"Residential densities may vary throughout the Lower Density Residential area provided that the density range noted above is not compromised."

H. That Section 5.2(a) be reworded to read:

"Two family housing and townhouses (three stories or less) shall be the predominant use of land within the medium density residential areas."

I. That the following sentence be added to the end of the pre-amble for section 5.4 (Park Policies):

"However, given the lack of active park space in the vicinity, an active park space of at least 4 acres in size and capable of accommodating sports fields will be encouraged in the Precinct."

Report – Standing Policy Committee on Property and Development – November 25, 2014

J. That the following policy be added to section 5.4.3 (Passive Parks) as subsection "c)":

"To balance the provision of active and passive parks, a minimum of 30% of the parks shall be established as passive park space."

K. That the words 'Active parks' be added to policy 5.4.2(b) so that the policy reads:

"Active parks shall be located along a collector street that permits on-street parking, or shall be sized to accommodate a parking lot."

L. That the words 'Active parks' be added to policy 5.4.2(c) so that the policy reads:

"Active parks may be co-located with larger public facilities such as schools."

M. That the words '(considered to be approximately 400 metres)' be added to Policy 5.4.1(c) so that it reads:

"Parks should be located such that most dwellings are within walking distance of a park (considered to be approximately 400 metres) and should be easily accessible by a variety of modes of travel."

N. That all references to 'Parkway', 'Parkway System' and 'Regional Parkway' be replaced with the words: Regional Pedestrian and Cycle Pathway.

O. That the following policy be added as section 5.4.3 (b)(vi):

"Shall be aligned to ensure pathway connections are provided to the Future Chief Peguis pedestrian and cycling trail and, if agreements can be secured, to the potential north-south regional pedestrian and cycling path within the Manitoba Hydro corridor."

P. That the last sentence of section 6.2 (Transit Network) be amended to read:

"The collector roads will be designed to support the provision of Transit services within the Court Avenue Precinct."

Q. That the following sentence be added to the end of section 6.2 (Transit Network):

"Refer to section 6.4 (Transportation Policies) for transit policies."

Report – Standing Policy Committee on Property and Development – November 25, 2014

R. That the following sentence be added to the end of section 6.3 (Active Transportation and Pedestrian Network):

"Refer to section 6.4 (Transportation Policies) and section 5.4.3(b) (Passive Parks: Linear Park Policies) for active transportation and pedestrian network policies."

S. That Policy 6.4(i) be amended to read:

"The networks of pathways, walkways and sidewalks should be designed to achieve the following:"

T. That the words 'and agreed upon' be removed from policy 6.1(f) so that it reads:

"Where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined in the development agreement."

U. That the word 'serves' be replaced with the word 'serve' in the first sentence of the second paragraph of section 8.6 (Phasing).

V. That a legend be added to Figure 2 (Municipal Context) and the following items be included in the legend according to the following description:

- Commercial – represented in pink shading
- Residential Neighbourhood – represented in yellow shading

W. That the legend item that reads 'Public Reserve (concept only)' on Figure 7, be reworded to 'Park (Conceptual)'.

X. That Figure 6 (Land Use Plan) be amended to include the following legend items:

- Solid Black Line to be labeled Collector Road
- Dashed Black Line to be labeled Potential Location of North-South Collector Road.

Y. That a scale bar be added to Figures 2 to 8.

Report – Standing Policy Committee on Property and Development – November 25, 2014

2. That the Winnipeg Public Service be instructed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue in accordance with the parameters of By-law policy 4.2(a); and undertake an analysis and prepare recommendations related to improving Court Avenue to collector road status as indicated in By-law policy 6.1(a).

3. That the Winnipeg Public Service be directed to prepare recommendations related to implementing a Local Improvement to upgrade Templeton Avenue to collector road status as indicated in By-law 6.1(a).

4. 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 – November 25, 2014

DECISION MAKING HISTORY:

Moved by Councillor Orlikow,

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

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 25, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 18, 2014, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and forwarded to the Standing Policy Committee on Property and Development.

RE: **Secondary Plan - Precinct "E" of Complete Communities**
File SP 4/2014

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

Prepared by: **Inga Skundberg, Committee Clerk**
Lord Selkirk-West Kildonan Community Committee

Report date: **November 20, 2014**

COMMUNITY COMMITTEE RECOMMENDATION:

On November 18, 2014, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation, as amended, of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That Council amend By-law No. 97/2014, a proposed secondary plan By-law for Precinct 'E' of Complete Communities Direction Strategy By-law No. 68/2010, as follows, and give it second and third reading:

    A. The word 'document' be added to the last sentence of section 1.2 (Planning Process) so that it reads "A summary of public consultation results is available as a supplementary document."

    B. The first sentence of section 2.1 (Precinct Context) be reworded to read:

    "As shown in Figure 2.0, Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important opportunity to reinforce the contiguous development pattern established in the northwest quadrant of Winnipeg."

    C. The first sentence of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be reworded to read:

    "The Court Avenue Precinct is effectively surrounded on three sides by existing development and represents an opportunity to complete the contiguous development pattern."

    D. The first sentence of the third paragraph of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be altered to read:

    "Both Templeton Avenue and Court Avenue currently cross the Precinct east-west and provide the most obvious alignments for collector roads."

E. The second bullet under the ‘Recreation’ heading of section 3.2 (Planning Goals) be reworded to read:

“To provide a connected system of parks and public spaces, that link focal points and take advantage of opportunities for shared corridors with land drainage systems, in an effort to promote pedestrian and cycling activities.”

F. The third bullet under the ‘Transportation’ heading of section 3.2 (Planning Goals) be reworded to read:

“To encourage all forms of active transportation (but particularly walking and cycling) through the provision of safe and well-connected networks of pedestrian and cycling infrastructure.”

G. Section 5.1(c) be reworded to read:

“Residential densities may vary throughout the Lower Density Residential area provided that the density range noted above is not compromised.”

H. Section 5.2(a) be reworded to read:

“Two family housing and townhouses (three stories or less) shall be the predominant use of land within the medium density residential areas.”

I. The following sentence be added to the end of the pre-amble for section 5.4 (Park Policies):

“However, given the lack of active park space in the vicinity, an active park space of at least 4 acres in size and capable of accommodating sports fields will be encouraged in the Precinct.”

J. The following policy be added to section 5.4.3 (Passive Parks) as subsection “c)”:

“To balance the provision of active and passive parks, a minimum of 30% of the parks shall be established as passive park space.”

K. The words ‘Active parks’ be added to policy 5.4.2(b) so that the policy reads:

“Active parks shall be located along a collector street that permits on-street parking, or shall be sized to accommodate a parking lot.”

L. The words ‘Active parks’ be added to policy 5.4.2(c) so that the policy reads:

“Active parks may be co-located with larger public facilities such as schools.”

M. The words ‘(considered to be approximately 400 metres)’ be added to Policy 5.4.1(c) so that it reads:

:Parks should be located such that most dwellings are within walking distance of a park (considered to be approximately 400 metres) and should be easily accessible by a variety of modes of travel."

N. All references to 'Parkway', 'Parkway System' and 'Regional Parkway' be replaced with the words: Regional Pedestrian and Cycle Pathway.

O. The following policy be added as section 5.4.3 (b)(vi):

"Shall be aligned to ensure pathway connections are provided to the Future Chief Peguis pedestrian and cycling trail and, if agreements can be secured, to the potential north-south regional pedestrian and cycling path within the Manitoba Hydro corridor."

P. The last sentence of section 6.2 (Transit Network) be amended to read:

"The collector roads will be designed to support the provision of Transit services within the Court Avenue Precinct."

Q. The following sentence be added to the end of section 6.2 (Transit Network):

"Refer to section 6.4 (Transportation Policies) for transit policies."

R. The following sentence be added to the end of section 6.3 (Active Transportation and Pedestrian Network):

"Refer to section 6.4 (Transportation Policies) and section 5.4.3(b) (Passive Parks: Linear Park Policies) for active transportation and pedestrian network policies."

S. Policy 6.4(i) be amended to read:

"The networks of pathways, walkways and sidewalks should be designed to achieve the following:"

T. It is recommended that the words 'and agreed upon' be removed from policy 6.1(f) so that it reads:

"Where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined in the development agreement."

U. It is recommended that the word 'serves' be replaced with the word 'serve' in the first sentence of the second paragraph of section 8.6 (Phasing).

V. A legend be added to Figure 2 (Municipal Context) and the following items be included in the legend according to the following description:

- Commercial – represented in pink shading
- Residential Neighbourhood – represented in yellow shading

W. The legend item that reads 'Public Reserve (concept only)' on Figure 7, be reworded to 'Park (Conceptual)'.

X. Figure 6 (Land Use Plan) be amended to include the following legend items:

- Solid Black Line to be labeled Collector Road
- Dashed Black Line to be labeled Potential Location of North-South Collector Road.

Y. A scale bar be added to Figures 2 to 8.

2. That the Winnipeg Public Service be instructed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue in accordance with the parameters of By-law policy 4.2(a); ***and undertake an analysis and prepare recommendations related to improving Court Avenue to collector road status as indicated in By-law policy 6.1(a).***

3. That the Winnipeg Public Service be directed to prepare recommendations related to implementing a Local Improvement to upgrade Templeton Avenue to collector road status as indicated in By-law 6.1(a).

4. 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 Lord Selkirk-West Kildonan Community Committee provided the following supporting reason for its recommendation:

1. The Precinct Plan provides a guide for future land development to occur in an orderly manner, and to integrate with adjacent development.

PUBLIC HEARING SUMMARY

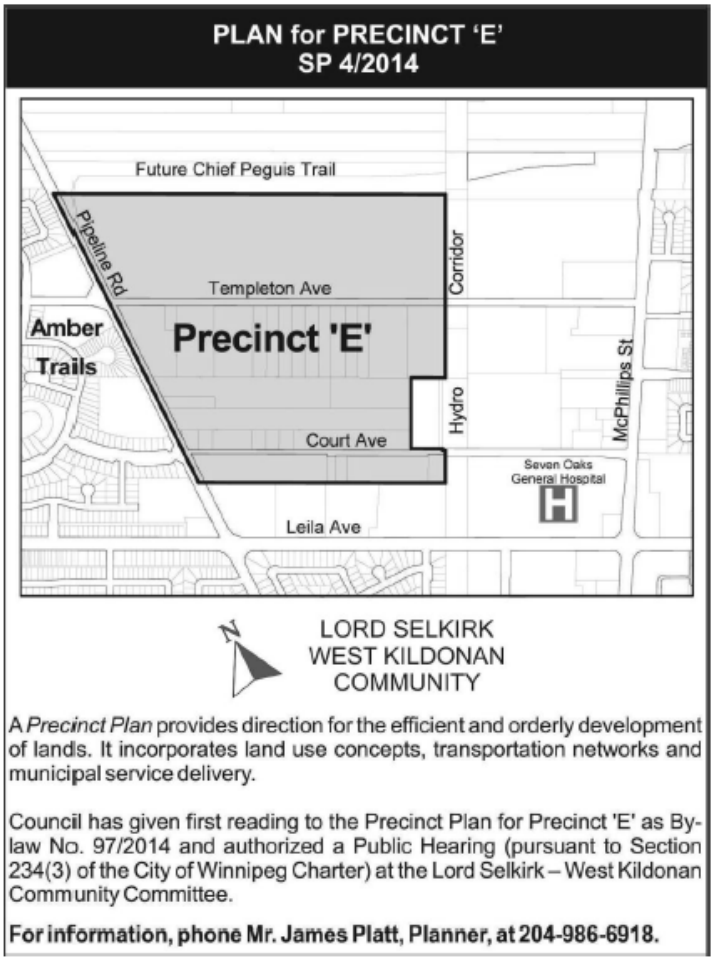
File: SP 4/2014

Before: Lord Selkirk-West Kildonan Committee
Councillor Pagtakhan, Chairperson
Councillor Eadie
Councillor Sharma

Public Hearing: November 18, 2014
Council Building, 510 Main Street

Applicant: Landmark Planning & Design Inc. (Donovan Toews)

Subject:



Premises Affected: Area bordered by Pipeline Road, future Chief Peguis Corridor, Hydro Corridor and south of Court Avenue

Exhibits Filed:

1. Application dated April 23, 2014
2. Notification of Public Hearing
3. Council Decision of September 24, 2014; contains report from the Director of Planning, Property and Development dated August 18, 2014
4. First Reading of By-law No. 97/2014 by Council on September 24, 2014
5. Report from the Urban Planning Division dated November 7, 2014
6. PowerPoint Presentation submitted by Donovan Toews, Landmark Planning & Design Inc., Applicant, at the public hearing

REPRESENTATIONS:

In Support:

Marc Brown
Robert Kurylko
Jay Lev
Donovan Toews, Landmark Planning & Design Inc.

In Opposition:

Nil

For Information:

Nil

For the City:

Mr. G. Jasper, Land Development Engineer, Planning, Property and Development Department
Mr. J. Platt, Senior Planner, Planning, Property and Development Department
Mr. N. Yauk, Planner, Planning, Property and Development Department

SUMMARIZATION OF REPRESENTATIONS AND SUBMISSIONS MADE AT THE PUBLIC HEARING

Donovan Toews, Landmark Planning & Design Inc., Applicant, appeared in support of the application, and submitted a copy of his PowerPoint Presentation, filed as Exhibit 6.

James Platt, Senior Planner, and Greg Jasper, Land Development Engineer, Planning, Property and Development Department, addressed questions of the Community Committee.

Exhibit "5" referred to in File SP 4/2014

ADMINISTRATIVE REPORT

Title: SP 4/2014 – Secondary Plan for Precinct 'E' of Complete Communities – Public Hearing (By-law 97-2014)

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

Critical Path: Lord Selkirk-West Kildonan 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 97-2014, a proposed secondary plan By-law for Precinct 'E' of Complete Communities Direction Strategy By-law No. 68/2010, and then give By-law 97-2014 second and third reading:

   a) The word 'document' be added to the last sentence of section 1.2 (Planning Process) so that it reads: *A summary of public consultation results is available as a supplementary <u>document.</u>*

   b) The first sentence of section 2.1 (Precinct Context) be reworded to read:

      As shown in Figure 2.0, Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important <u>opportunity to reinforce the contiguous development pattern established in</u> the northwest quadrant of Winnipeg.

   c) The first sentence of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be reworded to read:

      The Court Avenue Precinct is effectively surrounded <u>on three sides</u> by existing development <u>and represents an opportunity to complete the contiguous development pattern</u>.

   d) The first sentence of the third paragraph of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be altered to read:

      <u>Both</u> Templeton Avenue and Court Avenue <u>currently cross the</u> Precinct east-west and provide the most obvious alignments for collector roads.

   e) The second bullet under the 'Recreation' heading of section 3.2 (Planning Goals) be reworded to read:

To provide a connected system of parks and public spaces, that link focal points and take advantage of opportunities for shared corridors with land drainage systems, in an effort to promote pedestrian and cycling activities.

f) The third bullet under the 'Transportation' heading of section 3.2 (Planning Goals) be reworded to read:

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g) Section 5.1(c) be reworded to read:

Residential densities may vary throughout the Lower Density Residential area provided that the density range noted above is not compromised.

h) Section 5.2(a) be reworded to read:

Two family housing and townhouses (three stories or less) shall be the predominant use of land within the medium density residential areas.

i) The following sentence be added to the end of the pre-amble for section 5.4 (Park Policies):

However, given the lack of active park space in the vicinity, an active park space of at least 4 acres in size and capable of accommodating sports fields will be encouraged in the Precinct.

j) The following policy be added to section 5.4.3 (Passive Parks) as subsection "c)":

To balance the provision of active and passive parks, a minimum of 30% of the parks shall be established as passive park space.

k) The words 'Active parks' be added to policy 5.4.2(b) so that the policy reads:

Active parks shall be located along a collector street that permits on-street parking, or shall be sized to accommodate a parking lot.

l) The words 'Active parks' be added to policy 5.4.2(c) so that the policy reads:

Active parks may be co-located with larger public facilities such as schools.

m) The words '(considered to be approximately 400 metres)' be added to Policy 5.4.1(c) so that it reads:

Parks should be located such that most dwellings are within walking distance of a park (considered to be approximately 400 metres) and should be easily accessible by a variety of modes of travel.

n) All references to 'Parkway', 'Parkway System' and 'Regional Parkway' be replaced with the words: *Regional Pedestrian and Cycle Pathway.*

o) The following policy be added as section 5.4.3 (b)(vi):

Shall be aligned to ensure pathway connections are provided to the Future Chief Peguis pedestrian and cycling trail and, if agreements can be secured, to the potential north-south regional pedestrian and cycling path within the Manitoba Hydro corridor.

p) The last sentence of section 6.2 (Transit Network) be amended to read:

The collector roads will be designed to support the provision of Transit services within the Court Avenue Precinct

q) The following sentence be added to the end of section 6.2 (Transit Network):

Refer to section 6.4 (Transportation Policies) for transit policies.

r) The following sentence be added to the end of section 6.3 (Active Transportation and Pedestrian Network):

Refer to section 6.4 (Transportation Policies) and section 5.4.3(b) (Passive Parks: Linear Park Policies) for active transportation and pedestrian network policies.

s) Policy 6.4(i) be amended to read:

The networks of pathways, walkways and sidewalks should be designed to achieve the following:

t) It is recommended that the words 'and agreed upon' be removed from policy 6.1(f) so that it reads:

Where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined in the development agreement.

u) It is recommended that the word 'serves' be replaced with the word 'serve' in the first sentence of the second paragraph of section 8.6 (Phasing).

v) A legend be added to Figure 2 (Municipal Context) and the following items be included in the legend according to the following description:

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w) The legend item that reads 'Public Reserve (concept only)' on Figure 7, be reworded to 'Park (Conceptual)'.

x) Figure 6 (Land Use Plan) be amended to include the following legend items:

- Solid Black Line to be labeled *Collector Road*
- Dashed Black Line to be labeled *Potential Location of North-South Collector Road.*

y) A scale bar be added to Figures 2 to 8.

2. That the public service be instructed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue in accordance with the parameters of By-law policy 4.2(a).

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

REASON FOR THE REPORT

- An application has been received for the adoption of a statutory precinct plan (secondary plan) for the Precinct 'E' area of the *Complete Communities Direction Strategy*. Any development application within Precinct 'E' is considered premature and cannot be accepted until approval of a precinct plan.
- Precinct 'E', as identified in the *Complete Communities Direction Strategy,* is approximately 170 acres in size and located in north Winnipeg. The Precinct is bound to the north by the planned extension of Chief Peguis Trail, to the west by Pipeline Road, to the east by a major hydro corridor and to the south by existing multi-family development along Leila Avenue.
- The purpose of a 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 plans guide and direct 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 precinct are to be reviewed pursuant to compliance with the policies of the precinct's plan 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 Lord Selkirk-West Kildonan 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 'E' of the *Complete Communities Direction Strategy.*

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

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

HISTORY

- **2010** – A land development company, Seymour Pacific, considered developing multi-family residential uses on property adjacent to Court Avenue. Landmark Planning & Design was engaged to prepare the Plan for Precinct 'E' as per the requirements of the *Complete Communities Development Strategy* By-law.
- **2011** – Landmark Planning & Design produced a draft Plan for comment. The draft Plan was circulated to TAC members and feedback was provided (**March 11, 2011**).
- **February 28, 2012** - Public Open House held at CanadInns Garden City (2100 McPhillips St). Twenty One (21) of the approximately fifty (50) participants filled out a survey. Documentation of the event is included in the *Public Consultation Report*.
- **May 2012** – Seymour Pacific abandoned the development project and the Plan for Precinct 'E' was shelved prior to application being made.
- **December 2013** – Genstar Developments expressed interest in developing ~90 acres of land north of Templeton Avenue and engaged Landmark Planning & Design to continue with the Plan shelved a year previous.
- **April 23, 2014** – Landmark Planning & Design made application to have the Plan for Precinct 'E' adopted by City of Winnipeg Council as a Secondary Plan and provided a draft version of the Plan for comment in advance of the Plan being forwarded to Council for adoption.
- **April 24, 2014** – The proposed draft Plan was circulated to TAC members for review and comment. Comments received from TAC members were provided to the Developer Team on **June 26, 2014.**
- **July 4, 2014** – The Developer Team met with the Urban Planning Division of PP&D to discuss specific comments received from TAC members.
- **August 15, 2014** – The Developer Team submitted a revised Plan in response to comments received from TAC members. This revised Plan was forwarded to Council for adoption.
- **September 24, 2014**, Council gave First Reading to By-law 97-2014 and instructed the Lord Selkirk-West Kildonan Community Committee to conduct a public hearing.

CONSULTATION

In preparing this report there was consultation with:

Public Works Department
Water & Waste Department
PP&D – Land Development
Parks
Winnipeg Fire & Paramedic Services
Winnipeg Transit
GCWCC (General Council of Winnipeg Community Centres)
Seven Oaks School Division
Division Scholaire Franco-Manitobaine
Manitoba Hydro
Legal Services Department (as to legal issues)

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	James Platt
Date:	November 7, 2014
File No.	SP 4/2014

List of Schedules and Attachments

Appendix 'A' – *Planning Discussion*
Attachment 'A' – *Precinct 'E' – Precinct Plan, August 2014*
Attachment 'B' – *Precinct 'E' – Precinct Plan Figures, August 2014*
Attachment 'C' – *Precinct 'E' – Public Consultation Report, June 2014*

APPENDIX 'A': PLANNING DISCUSSION

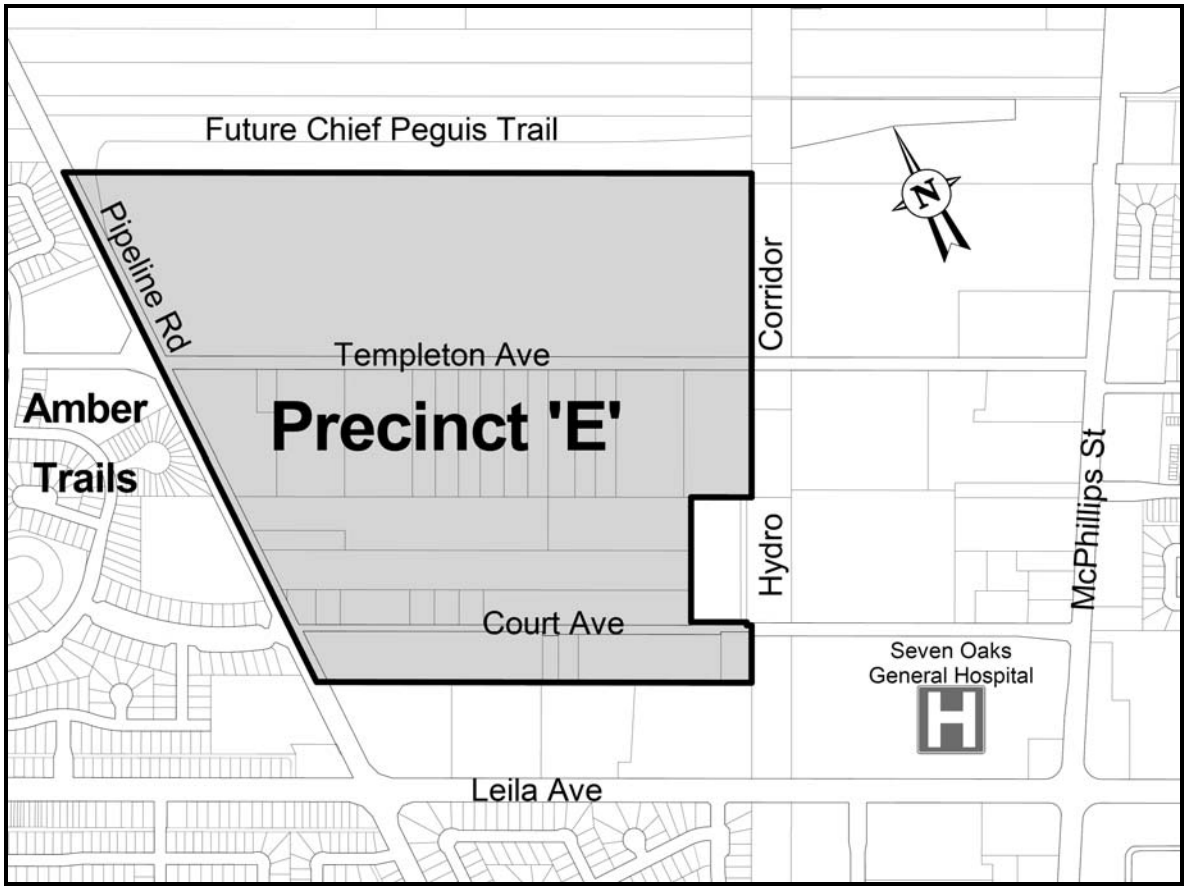
DATE: November 7, 2014

FILE: SP 4/2014
RELATED FILES: None

COMMUNITY: Old Kildonan
NEIGHBOURHOOD #: 3.326 (Leila North)

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

LOCATION: Precinct 'E' is bound to the north by the planned extension of Chief Peguis Trail, to the west Pipeline Road, to the east by a major hydro corridor and to the south by existing multi-family development along Leila Avenue.



APPLICANT: Donovan Toews, MCIP
Landmark Planning & Design
298 Waterfront Drive
Winnipeg MB R3B 0G5

OWNER(S): Genstar Development Company
Several Private Landowners

REPORT SUMMARY

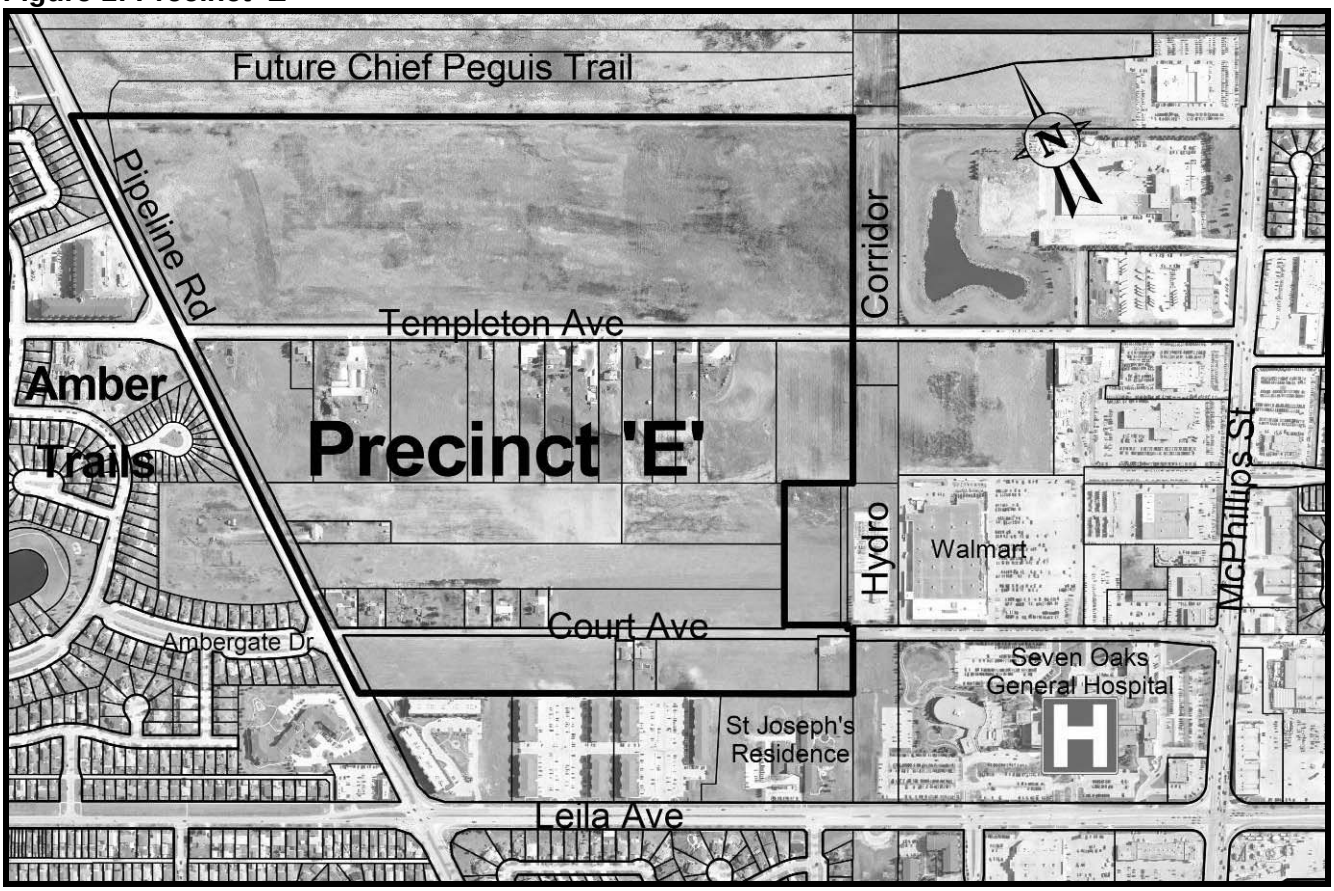
- The applicant has submitted a proposal for Council to adopt a Secondary Plan (the Plan) for the area identified in *Complete Communities* as Precinct 'E'. The Plan will serve to guide future land development through a Council adopted by-law.
- The Plan adequately reflects and promotes the policy direction provided by *OurWinnipeg* and *Complete Communities*.
- The Plan reasonably accommodates ~1,800 dwelling units with an overall density sufficient to support viable transit service.
- The Plan recognizes and takes advantage of the proximity to the amenities offered by a nearby Regional Mixed Use Centre and other institutional and commercial uses.
- While the Plan provides a decent framework for ensuring the proper allocation/distribution of active and passive park space is achieved, additional direction and policy wording is recommended for clarity.
- The Plan contains provisions to accommodate a school up to Grade 8.
- The Plan requires that a concept plan be developed for the area between Templeton Avenue and Court Avenue prior to development occurring. This Report recommends the creation of the concept plan be supported by the Urban Planning Division of the City of Winnipeg.
- At the time of writing this report, the Public Works Department was in the process of reviewing a draft version of a traffic study submitted by the Consultant. Recommendations included in the final version of the traffic study are not likely to impact the design or policies of the proposed Plan
- Policies related to cost-sharing re-iterate the City of Winnipeg's Development Agreement Parameters and appear to be included in the Plan to provide information to prospective developers.
- Rewording of some sections of the Plan is recommended to address minor errors or add clarity. Edits to some of the Figures is recommended to address missing scale bars and legend items.

SITE DESCRIPTION

- Precinct 'E' is located in the New Communities Policy Area of the *Complete Communities Direction Strategy.*
- Precinct 'E' is approximately 170 acres (68 hectares) in area and located in north Winnipeg. The Precinct is surrounded by existing development on three sides with the planned extension of the Chief Peguis Trail to the north (see Figure 1: Precinct 'E').
- Existing multi-family development fronting onto Leila Avenue is located immediately adjacent to the south. Multi-family development can also be found along the west side of Pipeline Road, which bounds the Precinct to the west.
- McPhillips Street is located a half kilometre east of the Precinct. Existing development between McPhillips Street and the Precinct include big box commercial uses and the Seven Oaks General Hospital. The Leila Avenue/McPhillips Street intersection east of the hydro corridor is identified as a major commercial node which includes the Garden City Shopping Centre. This commercial node is identified in *Complete Communities* as a 'Regional Mixed-Use Centre'.
- The Precinct is traversed by two existing gravel roads: Templeton Avenue and Court Avenue. The two roads are aligned parallel to Leila Avenue and connect Pipeline Road to McPhillips Street. Templeton Avenue is 66 feet wide. Court Avenue varies in width from 33 to 62 feet. Both roads continue west across Pipeline Road and into the Amber Trails neighbourhood where they function as collector roads.
- The lone ~90 acre parcel north of Templeton Avenue is undeveloped and currently used for agricultural cultivation. This parcel is zoned 'RR5 – Rural Residential' which allows for large lot residential and limited agricultural uses.

- Fifteen (15) residential lots front onto the south side of Templeton Avenue, varying in size from 0.6 to 5.0 acres. These residential lots are zoned 'R1-E – Estate Residential' and contain a total of twelve (12) existing dwellings, of varying sizes and condition, each with direct access onto Templeton Avenue. One of the lots contains a specialized agriculture operation (greenhouses). All of these lots are deeper than they are wide. Dwellings are located in proximity to Templeton Avenue leaving the rear yards generally undeveloped.
- Twelve (12) residential lots front onto Court Avenue, nine (9) of which contain an existing dwelling. All of these lots are zoned 'R1-E – Estate Residential'. Seven (7) of the nine (9) lots with existing dwellings are 0.5 acres in size. The three (3) undeveloped lots along Court Avenue are between 4 and 6.7 acres in size.
- Four (4) existing lots do not currently front onto either Templeton or Court Avenue. All of these lots are located between Templeton and Court Avenue and are zoned 'R1-E – Estate Residential'. Three (3) of the lots contain no development and range from 4.2 acres to 8.3 acres in size. The fourth lot is 1 acre in size and contains an existing dwelling with access onto Pipeline Road.
- Sewer and water services have yet to be extended into the Precinct 'E' area. None of the existing dwellings have sewer or water connections with the exception of one (1) dwelling on Pipeline Road which has water servicing.

Figure 1: Precinct 'E'



- A major Manitoba Hydro corridor runs along the eastern boundary of the Precinct, separating the Precinct from the commercial development along McPhillips Street. This corridor includes a Manitoba Hydro sub-station.
- The nearest existing wastewater sewer exists in Pipeline Road at the southwest corner of the Precinct (525mm), and in Court Avenue at the southeast corner of the Precinct (300mm).
- An existing watermain is located along the western boundary of the Precinct in Pipeline Road (300mm) and at the southeast corner of the Precinct in Court Avenue (200mm). There is also a

larger feedermain (600mm) located within the transmission line right-of-way along the east boundary of the Precinct.

- An existing retention pond is located just east of the north-east corner of the Precinct.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant has submitted a Precinct Plan (the Plan) for the Precinct 'E' area with the intent of providing a guide for future land development through Council adopted policy.
- All land within the Precinct is divided into one of three residential policy area designations: lower density (~93 acres), medium density (~38 acres) and higher density (~30 acres). The Lower Density Policy Area allows single family and two-family homes. The Medium Density Policy Area allows for two-family dwellings and multi-family dwellings of three (3) stories or less. The Higher Density Policy Area permits low-rise apartment buildings with main floor commercial uses, in addition to those uses permitted in the Lower and Medium Density Policy Areas.
- The Plan provides the potential to develop between ~1,450 to ~1,800 dwelling units at full build out. This represents an overall density of between 9 and 11 dwelling units per acre for the Precinct as a whole. The overall target density of the Plan is sufficient to enable viable transit service.
- Medium and higher density residential developments are directed to the edges of the Precinct to better enable compatibility with nearby existing developments. Of particular note, higher density residential developments are largely focused in the south eastern portion of the Precinct, which facilitates the ability to provide a greater number of dwelling units in proximity to the established commercial corridor along McPhillips Street.
- The Plan does not include designated commercial areas within the Precinct area and instead focuses on facilitating connections to the well-established commercial and institutional uses nearby. Small scale commercial uses are permitted on the main floors of buildings in the higher density residential areas.
- Park space is distributed throughout the plan area with the general locations of four (4) park areas identified. These park areas are accessible by a network of pathways which has the potential to connect to a regional pathway network. The Plan encourages the pathway network to provide access to other potentially aesthetically interesting and/or important locations that may develop in the neighbourhood, including retention ponds and schools, etc.
- It is likely that a school will be required in the neighbourhood. Schools up to grade 8 are permitted to establish anywhere in the Precinct and are encouraged to locate in proximity to park space.
- Vehicle (including Transit) access to the Precinct is provided by two collector roads, Templeton Avenue and Court Avenue, which both cross the precinct east to west, and tie into the adjacent existing road network. These two collector roads are to be connected by an additional north-south collector road.
- The ~70 acre area between Templeton Avenue and Court Avenue contains ~20 existing dwellings and is characterized by fragmented ownership. The Plan calls for a 'Concept Plan' to be created for this area to provide a level of detail beyond what is normally considered appropriate for a Precinct Plan.
- Water retention ponds are represented in the Plan as conceptual only. However, it is expected that one retention pond will be developed north of Templeton Avenue, with additional retention being established between Templeton Avenue and Court Avenue.
- All development occurring within the Precinct will be fully serviced.
- It is expected that the first phase of development will occur on the ~90 acres of land north of Templeton Avenue. The timing of development elsewhere in the Precinct is not known.

ANALYSIS AND ISSUES

CONFORMITY WITH COMPLETE COMMUNITIES DIRECTION STRATEGY

- Precinct 'E' 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 connections to 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.

Only approve new development when a full range of municipal services, as defined in OurWinnipeg, can be provided in an environmentally-sound, economical and timely manner.

Only approve new development when there is a reasonable relationship between the supply of land and the projected demand.

Support new development that is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

The proposed Plan facilitates the logical and orderly development within Precinct 'E' and ensures that municipal services integrate with adjacent development. Precinct 'E' represents an opportunity to reinforce the contiguous development pattern established by the adjacent residential, commercial and institutional developments. The Plan allows for the development of a variety of housing types to accommodate Winnipeg's growing population. The overall anticipated density of between 9 and 11 units per acre is higher than typical new suburban development and is sufficient to enable viable transit service within the Precinct.

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

Require planning to guide development of New Communities in collaboration with local residents and stakeholders

Demonstrate a commitment to the integration of City, School and other community resources by seeking opportunities for collaboration and partnership.

Preparation of the Plan was informed largely by consultations with stakeholders and the general public in early 2012. Individual meetings were held with various City departments, the Seven Oaks School Division, area landowners. A public open house was held on February 28, 2012. Documentation of these consultations can be found in the Public Consultation Report submitted by the Applicant (*Landmark Planning & Design*).

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, services and other community amenities. 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.

Encourage greater choices in housing type, density, style and tenure.

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 lack of employment lands designated by the Plan is justified by the relatively small size of Precinct 'E' and the proximity to the Regional Mixed Use Centre, at McPhillips Street and Leila Avenue, which contains a concentration of established commercial and institutional amenities, transit service, and transportation linkages. Designations allowing for multi-family residential uses are located adjacent to similar existing developments at the periphery of the precinct area. The policies of the Plan strive to ensure an appropriate balance of active and passive park space is developed within the precinct. These park spaces are connected through a network of pathways which also provides connections to existing amenities outside of the Precinct.

Direction 4 – New Communities will be developed with complete streets, 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 provides sufficient direction for a safe and effective hierarchy of streets to be developed within the Precinct. The Plan includes policies to enable the ability to provide transit service within a 400m walking distance of most homes. The proposed network of pathways, walkways, and sidewalks provide short, convenient, and direct connections to destinations such as parks, recreational facilities, schools, and commercial areas.

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

INTRODUCTION

- The *Introduction* section provides an overview of the purpose of a precinct plan in the context of City of Winnipeg's *OurWinnipeg* and *Complete Communities* By-laws. The information provided in this section is entirely background and meant for information purposes only.
- The last sentence of section 1.2 (Planning Process) appears to be incomplete. It is recommended that the word 'document' be added to the last sentence of section 1.2 so that it reads: *A summary of public consultation results is available as a supplementary document.*

BACKGROUND AND SITE INFORMATION

- Section 2 (Site Information) mostly provides contextual background information for the Planning area and begins to hint at potential development issues and options.
- Sections 2.1 (Precinct Context) and 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) refer to the development of the Precinct as 'infill'. While it is understood that the neighbourhood is surrounded on three sides by development, 'Infill' is not the correct term to use in this situation as this neighbourhood is predominantly agricultural and resting upon an urban/rural boundary. Development of the neighbourhood would be considered mostly greenfield in nature. It would be more appropriate and accurate to say that this development represents a 'contiguous development pattern', which more clearly represents greenfield development.

  It is recommended that the first sentence of Section 2.1 (Precinct Context) be reworded from:

As shown in Figure 2.0, the Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important infill site within the northwest quadrant of Winnipeg.

To

As shown in Figure 2.0, Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important opportunity to reinforce the contiguous development pattern established in the northwest quadrant of Winnipeg.

It is recommended that the first sentence of Section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be reworded from:

The Court Avenue Precinct is effectively surrounded by existing development and in this sense could be considered an infill development.

To

The Court Avenue Precinct is effectively surrounded on three sides by existing development and represents an opportunity to complete the contiguous development pattern.

- Section 2.7 (Existing Infrastructure) is meant to provide an overview of infrastructure existing in and around the precinct. Much of this information is repeated in section 7 (Infrastructure). Regardless, there is no harm in this section remaining in the document for the purpose of providing a summary of existing conditions.
- Section 2.7 (Existing Infrastructure) states that Court Avenue varies in width *but at no point is it wider than 33 feet.* This is inaccurate as Court Avenue is wider than 33 feet in a couple of locations within the Precinct. In fact, this statement should read *…but at no point is less than 33 feet wide.* Regardless, the error in this statement is of little consequence as the statement was provided for background only and not a policy to direct future development.
- Section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) states that: *Templeton Avenue and Court Avenue currently bisects the Precinct east-west.…* The word 'Bisect' means to divide into two nearly equal parts. To say Templeton and Court Avenue *bisect the Precinct east-west* is inaccurate. It is recommended that the first sentence of the third paragraph of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be altered to read: *Both Templeton Avenue and Court Avenue currently cross the Precinct east-west and provide the most obvious alignments for collector roads.*

VISION AND GOALS

- The Vision (section 3.1) and Planning Goals (section 3.2) sections of the Plan provide suitable direction for policy interpretation. Portions of the vision section are either vague or unnecessarily ambitious and provide little support for policy interpretation (ex. *…the Court Avenue Precinct will develop as a vibrant and sustainable community…).* The remainder of the vision contains wording mostly related to connecting existing and future amenities, such as lakes, parks, and even commercial nodes adjacent to the precinct. An additional statement relates to providing a variety of housing types. The vision provided is somewhat thin and heavily reliant on 'connections to adjacent development'. However, given the relatively small size of the Precinct and proximity to a major commercial node the vision provided is adequate.
- The goals of the pathway system should include stronger language related to the promotion of pedestrian and cycling activities. It is recommended that the second bullet under the 'Recreation' heading of section 3.2 (Planning Goals) be reworded from:

  To provide a linear greenway network linking focal points where land drainage systems, pedestrian trails, parks and open spaces can be created in shared corridors.

  To

  To provide a connected system of parks and public spaces, that link focal points and take advantage of opportunities for shared corridors with land drainage systems, in an effort to promote pedestrian and cycling activities.

- The active transportation goals to the Plan should be more clearly related to the pathway networks. It is recommended that the third bullet under the 'Transportation' heading of section 3.2 (Planning Goals) be reworded from:

  To encourage active transportation including walking and cycling

  To

  To encourage all forms of active transportation (but particularly walking and cycling) through the provision of save and well-connected networks of pedestrian and cycling infrastructure.

DEVELOPMENT CONCEPT

- The proposed development concept for the Precinct is described in Section 4.1 (Land Use Concept) and presented in Figure 6 (Land Use Plan). The level of detail provided is appropriate for a Precinct Plan. The alignment of proposed collector roads is suitable for their intended purpose and anticipated traffic volume. The distribution of park space and retention ponds appears reasonable given the size and shape of the Precinct. The arrangement of low, medium and higher density residential uses appropriately respects the surrounding developments and allows for transitioning from higher density to lower density development to occur.

RESIDENTIAL DENSITY

- Section 5 'Land Use Policies' includes anticipated gross densities for low, medium and higher density residential areas. The Low Density Residential Area is expected to develop at a density similar to that of the Amber Trails neighbourhood across Pipeline Road (~6.5 units per gross acre). The Medium Density Residential Area can be expected to develop at no more than the density of the RMF-S zone as prescribed by the City of Winnipeg Zoning By-law (~1,250 ft^2 of lot area per dwelling unit). The Higher Density Residential Area can be expected to develop at around the same density prescribed by the RMF-M zone of the Zoning By-law (~800 ft^2 of lot area per dwelling unit), although densities associated with the RMF-L zone would be permitted (~400 ft^2 of lot area per dwelling unit).
- Based on the proposed Land Use Plan presented in Figure 6 of the Plan it is reasonable to expect the Precinct to contain anywhere from between ~1,450 to ~1,800 dwelling units at full build out. This represents an overall residential gross density of between 9 and 11 dwelling units per acre for the Precinct as a whole.
- It should be noted that a draft version of the Traffic Impact Assessment (TIA) has been submitted to the Public Works Department which includes an optimistic development scenario containing ~2,100 dwelling units (~13 dwelling units per acre for the Precinct as a whole). The discrepancy between the number of potential units as suggested in the TIA and the Plan provides additional confidence that the traffic generated by the development in the Precinct can easily be accommodated. Development over and above the anticipated number of dwelling units anticipated by the Plan is likely to be accommodated without revisiting the TIA.
- Policy 5.1 (b) states that the density range for the Lower Density Residential areas is expected to be 3 units per gross developable acre or greater. This policy directly supports the fourth goal under the 'Residential' heading of section 3.2 (Planning Goals) which is *to ensure that residential development occurs within an acceptable density range in order to reduce land consumption and servicing costs, and promote transit use.* Policy 5.1(c) further supports this goal by stating: *Variances should not be allowed where they will compromise the density range noted above.* Variance Orders related to density may be employed when a landowner wishes to create lots smaller than normally permitted in a multi-family residential zone. The result of the variance order is to allow more lots on a given parcel of land, thus increasing the density. The Zoning By-law does not contain values for minimum densities or maximum lots sizes for residential uses. This means it is not possible to issue a variance order for the density range of 3 units per gross developable acre or greater. It could possibly be assumed that the intent of this policy is to recognize that 'variation' in density may occur throughout the area. This should be clarified. It is recommended that Section 5.1(c) be reworded to read: *Residential densities may vary throughout the Lower Density Residential area provided that the density range noted above is not compromised.*

- Section 5.2 (a) makes reference to *lower density multi-family residential areas*, when referring to 'medium density residential areas'. This is likely an oversight on the part of the author. It is recommended that Section 5.2(a) be reworded to read: *Two family housing and townhouses (three stories or less) shall be the predominant use of land within the medium density residential areas.*
- Section 6.4 (b) (Transportation Policies) requires that new development on Templeton Avenue and Court Avenue will not be approved without a full range of municipal services. This is consistent with the policies of *OurWinnipeg* which allows *intensification of land-uses through the development application process only when a full range of municipal services is provided* (p 30).*OurWinnipeg* defines a full range of municipal services as *piped water, piped wastewater, piped land drainage, and an urban standard roadway* (p 30). By this definition a parcel fronting a road with open drainage ditches or with chip seal or gravel surfacing is not considered as having a *full range of municipal services.*

SPECIAL PLANNING AREAS

- It is not the role of a Precinct Plan to prescribe the alignment of local streets; but rather the general alignment of arterial and collector roads. The proposed Plan provides the appropriate level of detail for a Secondary Plan for a precinct. Section 4.2 'Special Planning Areas' identifies two (2) areas within the Precinct that require a slightly greater level of planning detail than provided for other areas of the Precinct.
- The area between Templeton Avenue and Court Avenue is characterized by fragmented ownership and existing residential development. It is clear that development of this area will require cooperation between many landowners to ensure an equitable and appropriate location and alignment of local roads and infrastructure services. To this end, it is appropriate that Policy 4.2(a) requires a 'Concept Plan' be developed for this area prior to development occurring on the land between Templeton Avenue and Court Avenue. The concept plan will provide much greater detail than that of a precinct plan, which deals with general land uses and alignments of major roads covering much larger areas.
- Effectively organizing and fostering cooperation between landowners to produce a concept plan is likely to require participation from the City of Winnipeg Planning Property and Development Department. The City of Winnipeg also has the ability to provide local landowners with resources and expertise required for effective concept plan development. It is recommended that the public service be instructed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue in accordance with the parameters of policy 4.2(a) of the Plan.
- Direct access onto a collector road from a private residence is not normally permitted except under special circumstances. Direct access onto Pipeline Road from single and two-family residential developments is prohibited as per Policy 6.4(c). It is expected that the concept plan required by Policy 4.2(a) will identify local road access opportunities for new and existing residential development along Pipleline Road, Templeton Avenue and Court Avenue.
- Policy 4.2(b) requires new development in the area south of Court Avenue to face and have access onto Court Avenue. The purpose of Policy 4.2(b) is to ensure development along Court Avenue is properly integrated into the Precinct 'E' neighbourhood and does not simply become an expansion of the existing adjacent developments facing onto Leila Avenue. The development of additional single and two-family dwellings along the south side of Court Avenue is not anticipated. As stated in Section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) it is expected that *housing forms that create a natural transition from medium density to low density may be appropriate in this location.*

SCHOOL

- Section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) correctly indicates *there may be a need for a school site to be identified within the Precinct.* It should be noted that Policy 5.5 (a) restricts a potential school to host grades less than Grade 9.

- The Seven Oaks School Division and the Public Schools Finance Board have expressed interest in establishing a school within the Precinct; however a school site has yet to be identified or acquired. All residential policy areas contain a policy allowing for a school. The Plan does not require a school site to be located adjacent to active park space; however policy 5.4.2(c) suggests that active park sites *may be co-located with larger public facilities, such as schools*. The only physical locational constraint identified by the plan is that school sites are required to have frontage on a collector street, with *at least one boundary of the property fronting onto an adjacent or parallel street* (Policy 5.5 (b)) to allow for safe drop-off and pick-up zones. The Plan appropriately accommodates school sites.

PARKS

- The general locations of four (4) park spaces are identified in Figure 6 (Land Use Plan) and Figure 7 (Parks and Pedestrian Routes). The Plan is flexible and allows each of these park spaces to be developed for either 'active' (ie sports fields and programmed recreation) or 'passive' (ie. unstructured activities such as walking or relaxing) recreational uses. Consideration for an equitable distribution of parks throughout the neighbourhood is demonstrated in Figure 6 (Parks and Pedestrian Routes) and Figure 7 (Land Use Plan) and promoted by Policy 5.4.1(d) which states: *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.*
- The need to provide a balance between active and passive park spaces is partially addressed in Section 5.4 (Parks Policies). Policy 5.4.2(d) (Active Parks) appropriately speaks to this balance while also addressing the lack of existing active park space in and around the Precinct: *To balance the provision of active and passive parks, and given the lack of active space in the adjacent developments, a minimum of 30% of the parks shall be established as active park space.* However, this policy does not provide sufficient direction to ensure that the active park space needs of the area are adequately met; nor does it serve to ensure an appropriate balance of 'active' / 'passive' park space throughout the neighbourhood. In addressing the *lack of active space in the adjacent developments*, it is reasonable to expect that at least one of the active park spaces in the Precinct be at least 4 acres is size to accommodate the recreational needs of the area. It should be noted that a 4 acre active park site would have to be rectangular in order to accommodate sports fields. It is recommended that the following sentence be added to the pre-amble for section 5.4 (Park Policies) to provide additional guidance related to interpreting the active park space requirements of the area: *However, given the lack of active park space in the vicinity, an active park space of at least 4 acres and capable of accommodating sports fields will be encouraged in the Precinct..*
- In addressing the need to ensure a balance of 'active' / 'passive' park space, the Plan needs to include a policy which establishes a minimum percentage of 'passive' park space. It is recommended that the following policy be added to section 5.4.3 (Passive Parks) as subsection "c)": *To balance the provision of active and passive parks, a minimum of 30% of the parks shall be established as passive park space.*
- Policy 5.4.1(c) (PARK POLICIES: GENERAL) also recommends that parks easily accessible by a variety of modes of travel (also required by Policy 5.4.2(a) (Active Parks)). The pathway alignments presented in Figure 7 (Parks and Pedestrian Routes) demonstrates the ability of all parks to be accessible by a variety of modes of travel.
- Two policies in the Active Parks section (section 5.4.2) are incomplete sentences and need to be reworded. It is recommended that policy 5.4.2(b) be reworded to read: *Active parks shall be located along a collector street that permits on-street parking, or shall be sized to accommodate a parking lot.*

  In addition, it is recommended that policy 5.4.2(c) be reworded to read: *Active parks may be co-located with larger public facilities such as schools.*
- Policy 5.4.1(c) (PARK POLICIES: GENERAL) recommends that parks be located within walking distance of most dwellings. Walking distance is generally accepted to be approximately 400 metres. It is recommended that the words *(considered to be approximately 400 metres)* is added to Policy 5.4.1(c) so that it reads: *Parks should be located such that most dwellings are within walking*

distance of a park (considered to be approximately 400 metres) and should be easily accessible by a variety of modes of travel.

- Section 5.4 (Park Policies) acknowledges the proximity of the linear park network in Amber Trails to the west, as well as the anticipated and potential trail systems of the future Chief Peguis Trail and the Manitoba Hydro corridor to the east. The Plan often uses the word 'parkway' when referring to the pedestrian and cycling pathway network. The term 'parkway' has a specific definition that applies to trails along the major waterways. It is recommended that all references to 'Parkway', 'Parkway System' and 'Regional Parkway' be replaced with the words *Regional Pedestrian and Cycle Pathway.*
- Section 5.4.3 (Passive Parks) includes policies related to 'linear parks'. The Plan requires linear parks to anticipate the inclusion of pathways (Policy 5.4.3(b)(iv)). Policies and other content related to pathways can also be found in sections 6.4 (Transportation Policies), 6.3 (Active Transportation and Pedestrian Network) and Figure 7 (Parks and Pedestrian Routes). Figure 7 provides a general pathway network which includes connections to what have the potential to be regional pathways running along the future Chief Peguis Trail and the Manitoba Hydro corridor. In addition to Figure 7, connections to a regional pathway network are eluded to in sections 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints), 4.1 (Land Use Concept) and 5.4 (Park Policies). Despite the implied intention to connect pathways in the Precinct to a regional pathway network, the Plan does not contain a clear supporting policy. It is recommended that the following policy is added as section 5.4.3 (b)(vi): *shall be aligned to ensure pathway connections are provided to the Future Chief Peguis pedestrian and cycling trail and, if agreements can be secured, to the potential north-south regional pedestrian and cycling path within the Manitoba Hydro corridor.*

TRANSIT

- Section 6.2 (Transit Network) states an expectation that transit services will be provided along all collector streets within the Precinct. Winnipeg Transit aims to provide service within 400 metres walking distance of as many dwelling units as possible for Weekday and Saturday service, subject to resource availability. Collector streets are a minimum requirement for transit routing, and transit service may potentially be routed along the collector roads of the Precinct when development reaches an appropriate threshold. The statement made in section 6.2 (Transit Network) is misleading as it implies a responsibility for Transit to provide a level of service that may never be achievable within the Precinct. It is recommended that the last sentence of section 6.2 (Transit Network) be reworded from:

  It is anticipated that bus service will be provided along all collector streets within the Court Avenue Precinct.
  To
  The collector roads will be designed to support the provision of Transit services within the Court Avenue Precinct
- Oddly, policies related to Transit are not found in section 6.2 (Transit Network); but rather elsewhere. For clarity, it is recommended that the following sentence be added to the end of section 6.2 (Transit Network): *Refer to section 6.4 (Transportation Policies) for transit policies.*
- Policies in the Medium and Higher Density Residential Areas (policies 5.2(f) and 5.2(g)) suggest that multi-family developments should be located so as to be within 200 metres of transit service. Policy 6.4 (f) requires all development accommodate the ability of Transit to provide servicing within 400 metres. The Plan facilitates this level of Transit service based on the alignment the collector roads (Section 6.2). It should be noted that an additional collector road connecting Templeton and Court Avenue is required as per policy 6.1 (a) and suggested in Figure 6 (Land Use Plan). The alignment of this new collector can be designed to facilitate overcoming any shortcomings related to provision of transit service throughout the Precinct.
- The overall target density of the Plan is sufficient to enable viable transit service.

ACTIVE TRANSPORTATION AND PEDESTRIAN NETWORK

- Section 6.3 (Active Transportation and Pedestrian Network) directs the reader's attention to Figure 7 (Parks and Pedestrian Routes).
- Figure 7 (Parks and Pedestrian Routes) identifies proposed sidewalks/pathways as running down the centre of both Templeton Avenue and Court Avenue. It is understood that this is meant to imply that sidewalks may be required on both sides of each collector road. It is also understood that the alignment of proposed pathways is conceptual only and subject to flexible interpretation.
- Oddly, policies related to the active transportation and pedestrian network are not found in this section of the Plan; but rather elsewhere. For clarity, it is recommended that the following sentence be added to the end of section 6.3 (Active Transportation and Pedestrian Network): *Refer to section 6.4 (Transportation Policies) and section 5.4.3(b) (Passive Parks: Linear Park Policies) for active transportation and pedestrian network policies.*
- Policy 6.4(i) states *Pathways, walkways and sidewalks should include the following:*. This wording appears to suggest that each individual pathway, walkway and sidewalk should be evaluated according to the criteria that follow. It would be better to consider the pathways, walkways and sidewalks as part of a larger network which is to be designed to achieve a certain standard. It is recommended that policy 6.4(i) be reworded to read: *The networks of pathways, walkways and sidewalks should be designed to achieve the following:*

TRANSPORTATION

- As indicated in Section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) of the Plan: Templeton Avenue and Court Avenue *provide the most obvious alignments for collector roads.* The Plan appropriately depicts Templeton Avenue and Court Avenue as collector roads.
- A collector road connecting Templeton Avenue and Court Avenue is required by Policy 6.1(a). Identifying the alignment of this collector as part of this Plan would be premature and not likely to address the specific development needs of local landowners. The Plan defers the alignment and connection points of this collector road to a 'Concept Plan' (Section 4.2(a)(iii)) which is to be prepared for the area between Templeton Avenue and Court Avenue. Deferring the alignment of the north-south collector road will allow for it to be designed to strategically accommodate the needs of landowners in the area as they become better understood during the creation of the concept plan.
- Road Network policy 6.1(f) states: *where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined and agreed upon in the development agreement.* The words 'agreed upon' imply a requirement for the City and Developer to agree on the cost-sharing formula. The City has the authority to approve an application and stipulate the terms of approval, including the contents of a development agreement, regardless of whether a Developer agrees with the cost sharing formula. It is recommended that the words '*and agreed upon*' be removed from policy 6.1(f) so that it reads: *Where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined in the development agreement.*
- At the time of writing this report, the Public Works Department was in the process of reviewing a draft version of the Traffic Impact Assessment (TIA) submitted by the Consultant. The TIA provides recommendations on the treatment to be applied at the intersections of collector roads based on projected traffic volumes generated by implementation of the Plan. The recommendations that will eventually be contained in the final version of the TIA are not likely to impact the design or policies of the proposed Plan. The TIA will serve to inform the contents of development agreements applied to future rezoning and subdivision proposals.

INFRASTRUCTURE

- The water and waste water sewer services proposed in Figure 5 (Existing and Proposed Servicing Infrastructure) enable a full range of municipal services to be provided for all new development as required by Policy 7.5(a) (*all new development shall be serviced with a full range of municipal services as well as shallow utilities are required by the City of Winnipeg.)*

- The general locations of retention ponds are represented on Figures 6, 7 and 8 of the Plan. Figure 5 (Existing and Proposed Servicing Infrastructure) provides a more detailed depiction of the location and size of retention ponds. The detail provided in Figure 5 may be misleading as it implies that the size, shape and location of retention ponds have been determined. It is important to note that the retention pond representations in Figure 5 are to be interpreted as conceptual and are not meant to dictate implementation.
- Policies related to infrastructure generally refer specific design details to City of Winnipeg regulations and standards. In addition, cost sharing policies found in section 8.4 (Cost Sharing Policies) reflect the City of Winnipeg Development Agreement Parameters and are in line with the City of Winnipeg's practices. The inclusion of these policies will serve to provide information to prospective developers.
- Section 8.6 (Phasing) contains a grammatical error that should be corrected. It is recommended that the word 'serves' be replaced with the word 'serve' in the first sentence of the second paragraph of section 8.6 (Phasing) so that the sentence reads: *The City of Winnipeg Development Agreement Parameters serve as guidelines for the City administration and the development industry in setting conditions for development.*

FIGURES

- While it is understood that the information presented in the Figures is meant to be general in some instances, there is still a need to provide a sense of scale. It is recommended that a scale bar be added to Figures 2 to 8.
- Figure 2 (Municipal Context) contains two distinct and separate areas: one shaded pink and the other yellow. The pink area is labeled 'Commercial Node'; however the map is missing an equivalent label for the areas shaded yellow. It is recommended that a legend be added to Figure 2 (Municipal Context) and the following items be included in the legend:
    - Commercial – represented in pink shading
    - Residential Neighbourhood – represented in yellow shading
- Figure 6 (Land Use Plan) and Figure 7 (Parks and Pedestrian Routes) both contain the same green symbol with a 'P' placed on it. The legend for Figure 6 identifies this symbol *Park (Conceptual);* while the legend for Figure 7 identifies this symbol as *Public Reserve (concept only)*. It is recommended that the legend item *Public Reserve (concept only)* appearing on Figure 7, be reworded to *Park (Conceptual)*.
- Figure 6 (Land Use Plan) includes thick solid and dashed lines, which are understood to be collector road alignments and potential alignments respectively. These items are not included in the legend. It is recommended that Figure 6 (Land Use Plan) be amended to include the following legend items:
    - Solid Black Line to be labeled *Collector Road*
    - Dashed Black Line to be labeled *Potential Location of North-South Collector Road.*

RECOMMENDATION

The Plan provides appropriate guidelines for managing the development of land within the area known as Precinct 'E' that are consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy*.

The Urban Planning Division recommends that By-law No.97/2014, the Secondary Plan for Precinct 'E' be forwarded to Council for second and third reading with the following alterations:

a) The word 'document' be added to the last sentence of section 1.2 (Planning Process) so that it reads: *A summary of public consultation results is available as a supplementary document.*

b) The first sentence of section 2.1 (Precinct Context) be reworded to read:

As shown in Figure 2.0, Precinct 'E' lies immediately south of the planned extension of Chief Peguis Trail and represents an important opportunity to reinforce the contiguous development pattern established in the northwest quadrant of Winnipeg.

c) The first sentence of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be reworded to read:

The Court Avenue Precinct is effectively surrounded on three sides by existing development and represents an opportunity to complete the contiguous development pattern.

d) The first sentence of the third paragraph of section 2.8 (Economic, Environmental, Social and Infrastructure Opportunities and Constraints) be altered to read:

Both Templeton Avenue and Court Avenue currently cross the Precinct east-west and provide the most obvious alignments for collector roads.

e) The second bullet under the 'Recreation' heading of section 3.2 (Planning Goals) be reworded to read:

To provide a connected system of parks and public spaces, that link focal points and take advantage of opportunities for shared corridors with land drainage systems, in an effort to promote pedestrian and cycling activities.

f) The third bullet under the 'Transportation' heading of section 3.2 (Planning Goals) be reworded to read:

To encourage all forms of active transportation (but particularly walking and cycling) through the provision of save and well-connected networks of pedestrian and cycling infrastructure.

g) Section 5.1(c) be reworded to read:

Residential densities may vary throughout the Lower Density Residential area provided that the density range noted above is not compromised.

h) Section 5.2(a) be reworded to read:

Two family housing and townhouses (three stories or less) shall be the predominant use of land within the medium density residential areas.

i) The following sentence be added to the end of the pre-amble for section 5.4 (Park Policies):

However, given the lack of active park space in the vicinity, an active park space of at least 4 acres in size and capable of accommodating sports fields will be encouraged in the Precinct.

j) The following policy be added to section 5.4.3 (Passive Parks) as subsection "c)":

To balance the provision of active and passive parks, a minimum of 30% of the parks shall be established as passive park space.

k) The words 'Active parks' be added to policy 5.4.2(b) so that the policy reads:

Active parks shall be located along a collector street that permits on-street parking, or shall be sized to accommodate a parking lot.

l) The words 'Active parks' be added to policy 5.4.2(c) so that the policy reads:

Active parks may be co-located with larger public facilities such as schools.

m) The words "(considered to be approximately 400 metres)" be added to Policy 5.4.1(c) so that it reads:

Parks should be located such that most dwellings are within walking distance of a park (considered to be approximately 400 metres) and should be easily accessible by a variety of modes of travel.

n) All references to 'Parkway', 'Parkway System' and 'Regional Parkway' be replaced with the words: Regional Pedestrian and Cycle Pathway.

o) The following policy be added as section 5.4.3 (b)(vi):

Shall be aligned to ensure pathway connections are provided to the Future Chief Peguis pedestrian and cycling trail and, if agreements can be secured, to the potential north-south regional pedestrian and cycling path within the Manitoba Hydro corridor.

p) The last sentence of section 6.2 (Transit Network) be amended to read:

The collector roads will be designed to support the provision of Transit services within the Court Avenue Precinct

q) The following sentence be added to the end of section 6.2 (Transit Network):

Refer to section 6.4 (Transportation Policies) for transit policies.

r) The following sentence be added to the end of section 6.3 (Active Transportation and Pedestrian Network):

Refer to section 6.4 (Transportation Policies) and section 5.4.3(b) (Passive Parks: Linear Park Policies) for active transportation and pedestrian network policies.

s) Policy 6.4(i) be amended to read:

The networks of pathways, walkways and sidewalks should be designed to achieve the following:

t) It is recommended that the words 'and agreed upon' be removed from policy 6.1(f) so that it reads:

Where regional street improvements constructed by an initial Developer benefit other lands or the City, an appropriate cost sharing formula may be determined in the development agreement.

u) It is recommended that the word 'serves' be replaced with the word 'serve' in the first sentence of the second paragraph of section 8.6 (Phasing).

v) A legend be added to Figure 2 (Municipal Context) and the following items be included in the legend according to the following description:

- Commercial – represented in pink shading
- Residential Neighbourhood – represented in yellow shading

w) The legend item that reads 'Public Reserve (concept only)' on Figure 7, be reworded to 'Park (Conceptual)'.

x) Figure 6 (Land Use Plan) be amended to include the following legend items:

- Solid Black Line to be labeled *Collector Road*
- Dashed Black Line to be labeled *Potential Location of North-South Collector Road.*

y) A scale bar be added to Figures 2 to 8.

It is also recommended that the public service be instructed to work with local landowners and relevant stakeholders to develop a concept Plan for the area between Templeton Avenue and Court Avenue in accordance with the parameters of policy 4.2(a).

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

Report Prepared By: James Platt
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