Agenda – Council – November 25, 2015

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 10, 2015

Item No. 4 Local Area Planning Initiatives for 2015-2016

STANDING COMMITTEE RECOMMENDATION:

On November 18, 2015, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That the Local Area Planning Initiatives for 2015-2016 be received as information, with the following amendment:

    A. That Kapyong Barracks be added to the list under "Collaborative Planning with other interests".

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, Heritage and Downtown Development – November 10, 2015

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 18, 2015, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 10, 2015, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- That “Kapyong Barracks” be added to the list under “Collaborative Planning with other interests”

and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: ***Local Area Planning Initiatives for 2015-2016***

Critical Path: **Standing Policy Committee on Property and Development, Heritage and Downtown Development - Executive Policy Committee - Council**

AUTHORIZATION

Author	Department Head	CFO	CAO/COO
B. Smith	J. Kiernan	N/A	M. Jack, COO

RECOMMENDATIONS

That the Local Area Planning Initiatives for 2015-2016 be received as information.

REASON FOR THE REPORT

At its July 3, 2012 meeting, the Standing Policy Committee on Property and Development resolved that the Winnipeg Public Service report back to its September 11, 2012 meeting with a list of secondary plan initiatives. Since that time, the Public Service has provided an annual update on this matter.

On September 25, 2013 Council directed that future Local Area Planning Initiatives reports be submitted concurrent with the annual Complete Communities Update (OurWinnipeg Urban Structure Update) report to Council.

EXECUTIVE SUMMARY

This report is to provide an update on Local Area Planning endeavors since the previous report and outline current Local Area Planning Initiatives for 2015-2016.

IMPLICATIONS OF THE RECOMMENDATIONS

- This report will have implications on the work undertaken by the Urban Planning Division in 2015-2016.
- The current Local Area Planning Initiatives for 2015-2016 include:
    - Precinct E Concept Plan
    - Corridor Planning
    - Corydon PDO
    - Integrated Eastern Corridor Master Plan
    - Waverley West Neighbourhood B Area Structure Plan
    - Development of Infill Guidelines for Low Density Housing in Mature Communities
    - Review of Existing Plans for Compliance with Complete Communities Direction Strategy
    - Review of the Provencher Boulevard Planned Development Overlay (PDO)
    - Mission Industrial Local Area Plan
    - Polo Park Area Regional Mixed Use Centre Planning

- Collaborative Planning with other interests which may include the following, in addition to others which may arise:
    - Tuxedo-Lafarge (Major Redevelopment Site)
    - Old Southwood Golf Course (Major Redevelopment Site)
    - Parker Lands (Major Redevelopment Site)
    - Precinct R (Red River Ex)
    - Seine River Greenway

HISTORY / DISCUSSION

A. RATIONALE FOR REPORT

This report is to provide an update to the Standing Policy Committee on Property and Development on Local Area Planning endeavors over the last 12 months, and outline current initiatives for 2015-2016.

B. WORK COMPLETED SINCE LAST SECONDARY PLAN PRIORITIES REPORT

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

- Transcona North (Precinct I) Precinct Plan
- Precinct K Precinct Plan
- Court Avenue (Precinct E) Precinct Plan
- Corydon-Osborne Area Plan

C. CURRENT LOCAL AREA PLANNING INITIAVES FOR 2015-2016

The following are the current Local Area Planning initiatives for 2015-2016 (see map in Appendix B):

- Precinct E Concept Plan
- Corridor Planning
- Corydon PDO
- Integrated Eastern Corridor Master Plan
- Waverley West Neighbourhood B Area Structure Plan
- Development of Infill Guidelines for Low Density Housing in Mature Communities
- Review of Existing Plans for Compliance with Complete Communities Direction Strategy
- Review of the Provencher Boulevard Planned Development Overlay (PDO)
- Mission Industrial Local Area Plan
- Polo Park Area Regional Mixed Use Centre Planning
- Collaborative Planning with other interests which may include the following, in addition to others which may arise:
    - Tuxedo-Lafarge (Major Redevelopment Site)
    - Old Southwood Golf Course (Major Redevelopment Site)
    - Parker Lands (Major Redevelopment Site)
    - Precinct R (Red River Exhibition Lands)
    - Seine River Greenway

Precinct E Concept Plan

On December 10, 2014, the Winnipeg Public Service was directed to work with local landowners and relevant stakeholders to develop a concept plan for the area between Templeton Avenue and Court Avenue.

Corridor Planning
Winnipeg's Regional and Community Mixed Use Corridors provide exceptional opportunities for the intensification of residential and other uses. These corridors provide the best levels of transit service in the city, and in many cases, development and redevelopment can capitalize on existing infrastructure. The development and implementation of a corridor planning program will help promote development that aligns with the vision and directions of *Complete Communities* along Regional and other strategic Community and Neighbourhood Mixed Use Corridors.

Corydon PDO
The Corydon-Osborne Area Plan was adopted by Council in December 2014. The Implementation section of the plan includes action items that the Public Service would advance following the adoption of the Plan. One such item is to replace the Neighbourhood Main Streets Planned Development Overlay (PDO) for this area with a new PDO.

Integrated Eastern Corridor Master Plan
The continued development of the rapid transit network outlined in the Transportation Master Plan identifies the Eastern Rapid Transit Corridor as the next phase of rapid transit to be considered. This work will include a route selection study to determine a conceptual alignment for a rapid transit line from downtown to eastern Winnipeg. The project is multi-disciplinary in nature integrating land use and associated transportation network planning and analyses. It is anticipated that this project will take approximately 18 months to complete.

Waverley West B
An MOU is in the process of being finalized with the YMCA to establish a new recreation facility within the Waverley West B neighbourhood. The completion of a secondary plan for the entire Waverley West B neighbourhood is required in order for the recreation facility and other development within the area to proceed.

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

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

Review of the Provencher Boulevard Planned Development Overlay (PDO)
On May 13, 2014 the Public Service was directed to initiate a review of the Provencher Boulevard PDO.

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

Polo Park Area Regional Mixed Use Centre Planning

At its December 10, 2014 meeting, Council concurred in the recommendation of the Executive Policy Committee and directed the Planning, Property and Development Department to recommend additional planning processes that may be required to ensure the orderly development of the Polo Park Area Regional Mixed Use Centre in a manner that is consistent with *OurWinnipeg* and *Complete Communities Direction Strategy*.

It is recommended that a planning process, including the formulation of a plan for this Regional Mixed Use Centre, be undertaken. Given other competing priorities, it is not recommended that this planning process commence at this time.

Collaborative Planning

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

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

Seine River Greenway

On June 16, 2014 The Riel Community Committee passed a resolution asking that the Public Service initiate the development of a Local Area Plan for a portion of the Seine River Greenway. On July 6, 2015 the Standing Policy Committee on Property and Development approved the development of a Regional Parks Capital Improvement Strategy for the City of Winnipeg. As the Regional Parks Capital Improvement Strategy may provide context for the Seine River Greenway project, it is recommended that the development of a Local Area Plan for the Seine River Greenway commence following the delivery of the recommendations for the Regional Parks Capital Improvement Strategy. When the Seine River project is formally initiated, the City of Winnipeg will work collaboratively with key stakeholders in the development of said plan.

FINANCIAL IMPACT

Financial Impact Statement Date: October 27, 2015

Project Name:

Local Area Planning Initiatives for 2015-2016

COMMENTS:

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

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

CONSULTATION

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

OURWINNIPEG POLICY ALIGNMENT

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

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

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

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

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

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

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning
Prepared by: Brett Shenback
Date: October 28, 2015
File No. O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2015 Reports\Local Area Planning Initiatives for 2015 2016 - RIS report (October 2015)

UD2015-073

Appendix:
A. Local Area Planning Work Completed Since Previous Report
B. Local Area Planning Map – as of August 10, 2015

APPENDIX A: LOCAL AREA PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

Plans Completed

As of August 10, 2015 there are 24 adopted statutory plans and eight non-statutory plans (see map in Appendix B). Since the previous Priorities report was received for information by the Standing Policy Committee on Property & Development, the following four plans have been completed.

- Transcona North (Precinct I) Precinct Plan
- Precinct K Precinct Plan
- Court Avenue (Precinct E) Precinct Plan
- Corydon-Osborne Area Plan

Transcona North (Precinct I) Precinct Plan

Transcona North is located in the northeast part of the City of Winnipeg and comprises approximately 430 acres of land. Approximately 288 acres of Transcona North are developable, the balance of which is occupied by Manitoba Hydro Transmission Corridors, the Cordite Drain, Manitoba Infrastructure & Transportation, lands, and the Transcona Trail. The Transcona North Precinct is intended to provide housing opportunities for first time home buyers and upgrade opportunities for local residents, a system of interconnected parks and open spaces, land for small-scale retail and service commercial development, and light-industrial employment lands. The plan was given final approval by Council on July 16, 2014.

Precinct K Precinct Plan

Precinct K is approximately 547 acres and is located in the southeast part of the City of Winnipeg, north of the Perimeter Highway and east of the Seine River. The precinct is envisioned to be a community that provides a wide range of housing and transportation options for people of all ages and abilities, encouraging a healthy lifestyle and high quality of life, and complements and builds on the established and emerging surrounding neighbourhoods. The plan was given final approval by Council on July 16, 2014.

Court Avenue (Precinct E) Precinct Plan

This plan provides direction for the development of approximately 172 acres of land in the northwest portion of the city, located immediately south of the planned extension of Chief Peguis Trail. The Court Avenue Precinct is envisioned to encompass a variety of housing types, complemented by lakes, parks and trails, and connecting to the existing commercial node to the east. The plan was given final approval by Council on December 10, 2014.

Corydon-Osborne Area Plan

The Corydon-Osborne Area Plan was created to illustrate how Corydon-Osborne should develop into the future by taking a critical look at the area, identifying the existing conditions and potentials, and articulating a community voice and vision. Key outcomes include the development of Transit-Oriented Development around Osborne Station, improving the streetscapes and connections for an enhanced commercial area and circulation, and preservation of the character of the community. The plan was given final approval by Council on December 10, 2014.

The following plan amendments were also completed during this period:

Plan Amendment:	*By-Law No.:*	*Council Approval:*	*Plan:*	*Reason:*
SPA 1/2014	140/2007	25-Jun-2014	Waverley West Southeast ASP	Amendment to remove the secondary commercial site northwest of Waverley Street and John Angus Drive from the map and text.
SPA 2/2014	68/2010	16-July-2014	Complete Communities	Amendment to provide policy guidance for evaluating subdivision proposals involving residential lots with less than a full range of

				municipal services.
SPA 3/2014		27-May-2014	The Yards at Fort Rouge Master Plan	Amendment to incorporate various changes to align with TOD principles, to improve wording to better clarify intent, and to correct a clerical error.
SPA 4/2014	100/2014	10-Dec-2014	Osborne Village Neighbourhood Plan	Amendment to remove lands that overlap with the Corydon-Osborne Area Plan.
SPA 1/2015	1300/76	27-May-2015	North Henderson Highway Secondary Plan	Amendment to re-designate lands from "Commercial" and "Low Density Residential" to "High Density Residential".

Outstanding Plan Requests

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

West Broadway Neighbourhood

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

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

Henderson Highway

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

Action – The Public Service is currently embarking on the development of a Corridor Strategy for the City of Winnipeg. It is recommended that the Henderson Highway review commence following the delivery of recommendations for the Corridor Strategy as the Corridor Strategy will provide critical context for the Henderson Highway review.

South Transcona

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

designation via motion by Council during the 2nd reading of the *Complete Communities Direction Strategy* by-law on July 21st, 2010.

On December 15, 2014, the East Kildonan-Transcona Community Committee passed a resolution asking that a secondary plan for the South Transcona area be made a priority.

Action – No action is planned at this time. Potential development of this area would require an *OurWinnipeg* amendment (with Provincial approval), a Complete *Communities Direction Strategy* amendment from a *Rural and Agricultural* designation to a *New Communities* designation, and the development and approval of a *Precinct Plan* for the area in collaboration with area land owners. It is recommended that no action be undertaken at this time and that South Transcona be considered as part of the upcoming review of *OurWinnipeg* and *Complete Communities*.

Kapyong Barracks (Canadian Forces Base Kenaston)

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

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

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

Wildwood Park

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

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

South Osborne

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

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

APPENDIX B: LOCAL AREA PLANNING MAP

