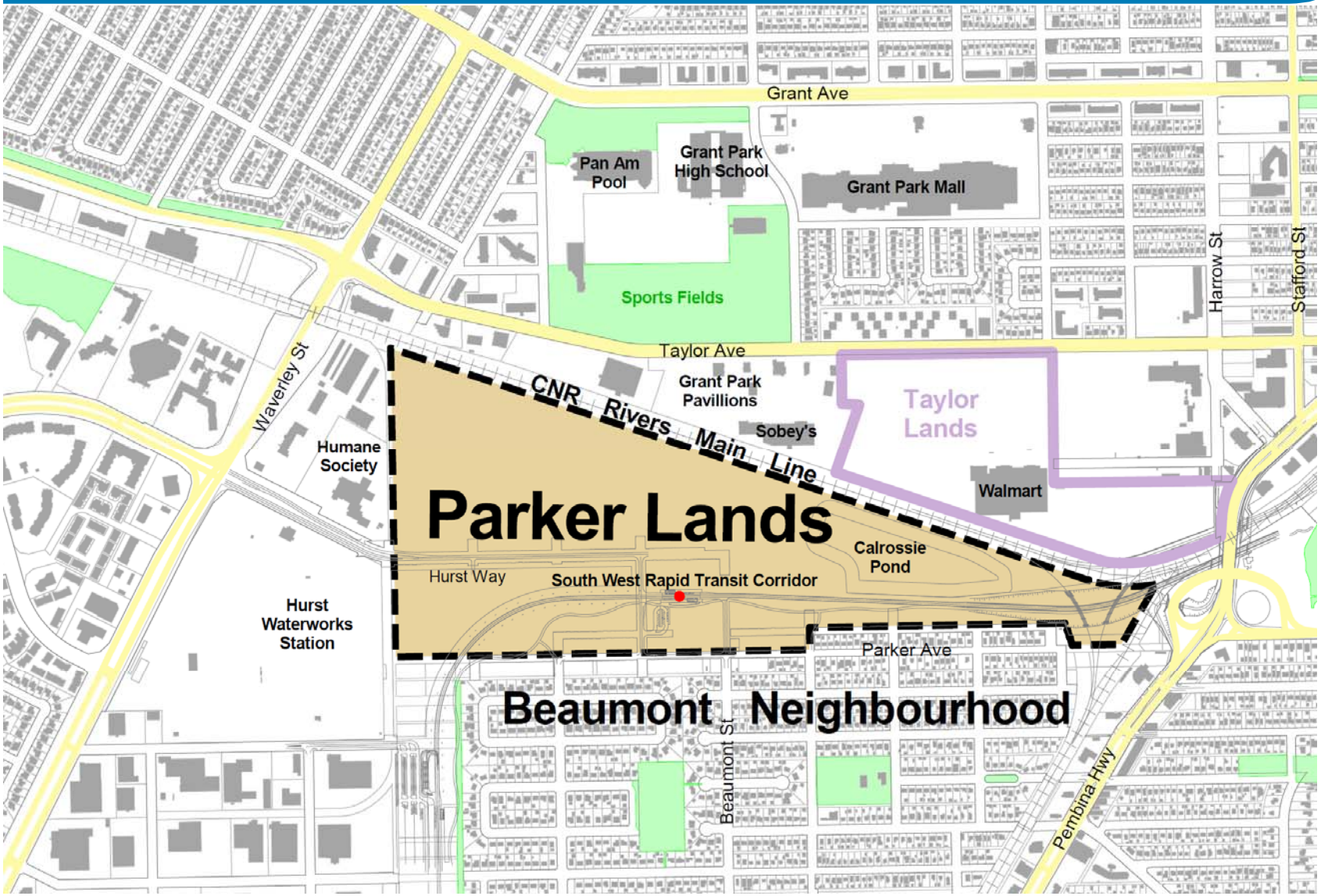
SP 1/2018
Parker Lands Secondary Plan

Standing Policy Committee (PPDHDD)
City Hall
Monday, November 16, 2020

Parker Lands Secondary Plan



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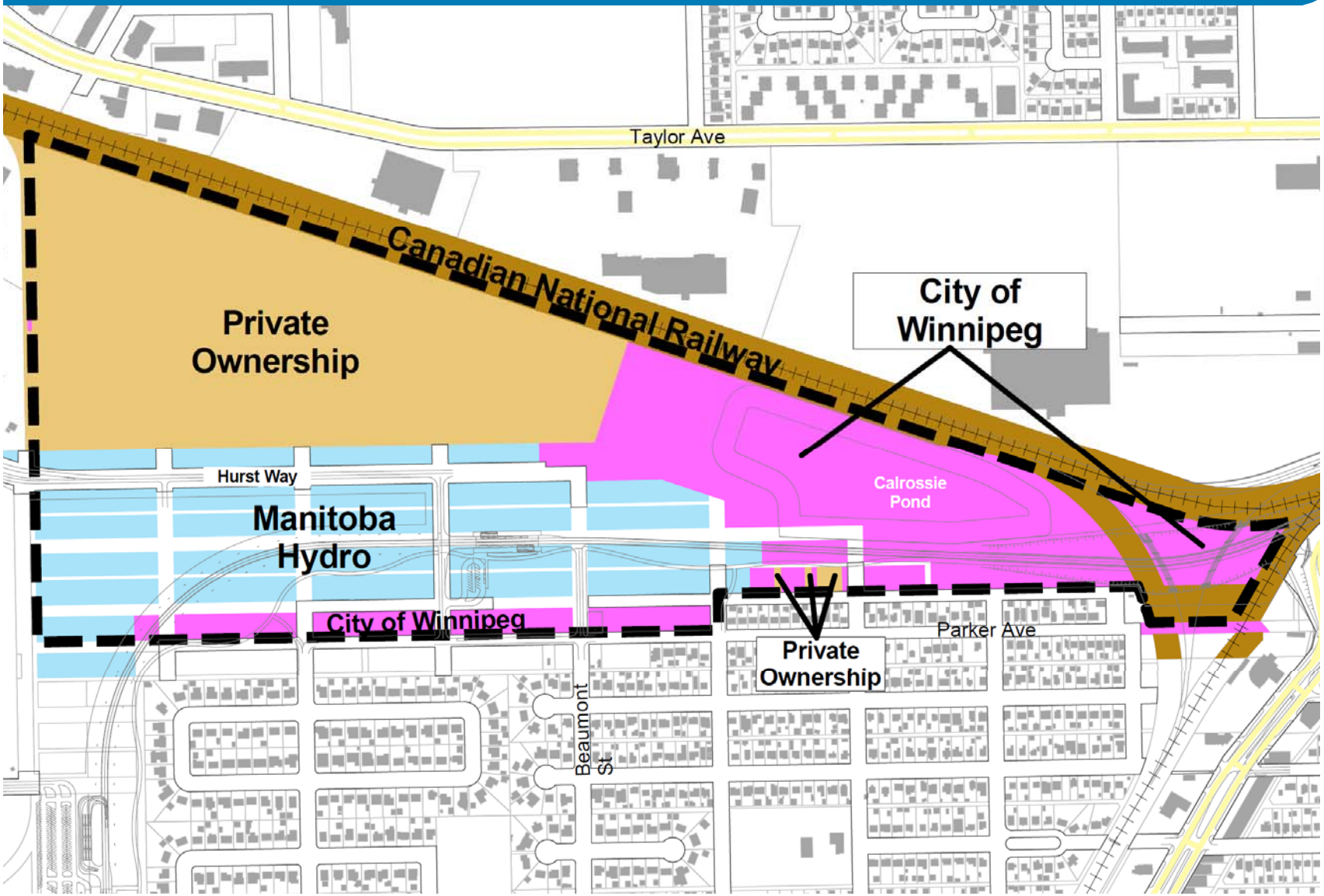

Parker Lands Secondary Plan

Issue 1: The Plan Area does not meet the land use mix criteria or locational attributes of 'Urban Neighbourhood' TOD.

Issue 2: The Plan does not provide sufficient detail to effectively evaluate future proposals in the 'Urban Neighbourhood Policy Area' portion of the Plan Area.

Issue 3: The Plan requires editing and re-organization, including the addition of important content and policies, in order to clearly communicate the vision, objectives and policies against which future development proposals will be evaluated.

Parker Lands Secondary Plan



OurWinnipeg (Bylaw 67/2010)

- City-wide Development Plan adopted as per s224 of *The Charter*



Complete Communities Direction Strategy (Bylaw 68/2010)

- City-wide Secondary Plan By-law adopted as per s234 of *The Charter*

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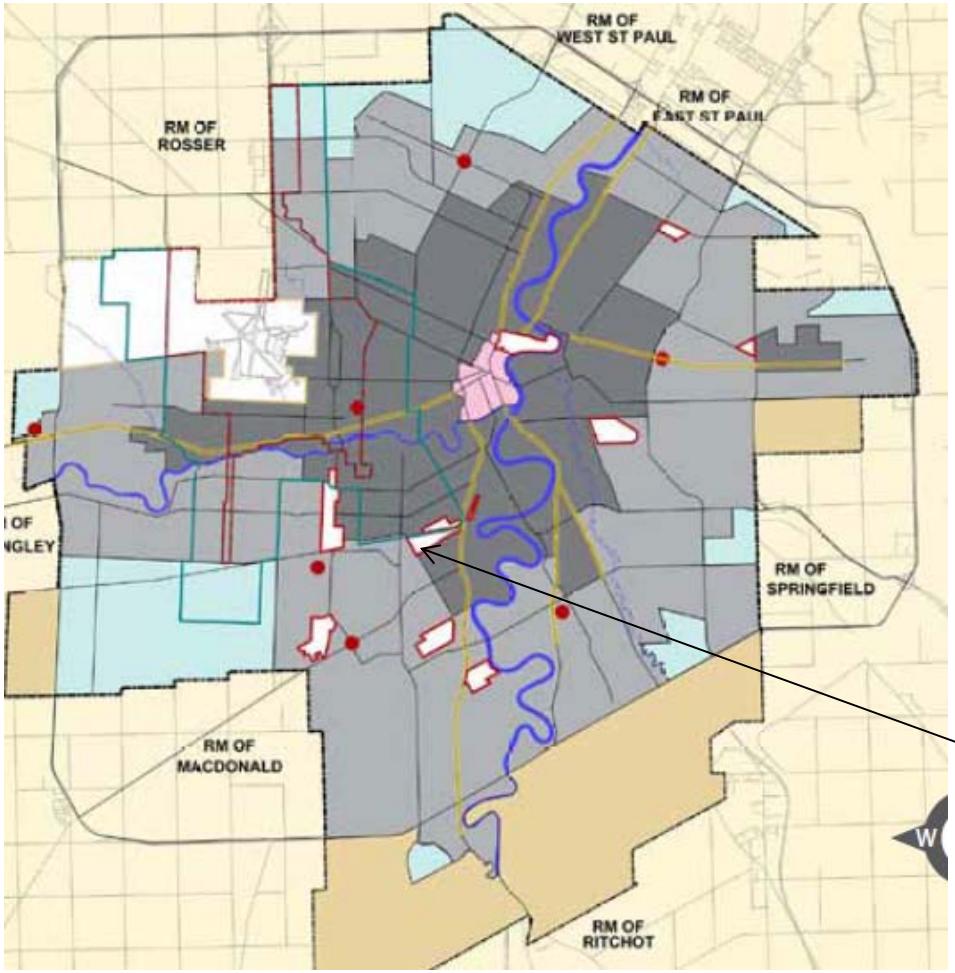
URBAN STRUCTURE



Major Redevelopment Sites

Parker Lands

Parker Lands Secondary Plan



01-1c KEY DIRECTIONS FOR SPECIFIC CITY AREAS

MAJOR REDEVELOPMENT SITES

Areas that once thrived under particular land uses in the past may not be needed for those purposes today. Some of these underused sites have significant strategic value, since they can capitalize on existing infrastructure through intensification.

These Major Redevelopment Sites are either located within or adjacent to existing communities, and this proximity makes them highly valuable. While in many cases, there are challenges to their redevelopment, such as the potential requirement for infrastructure upgrades, fractured land ownership and possible contamination, Major Redevelopment Sites present large-scale opportunities to enhance Winnipeg's urban fabric by repurposing obsolete land uses as new developments.

KEY DIRECTION

> Major Redevelopment Sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric.

(See: **Complete Communities**, 03-3)

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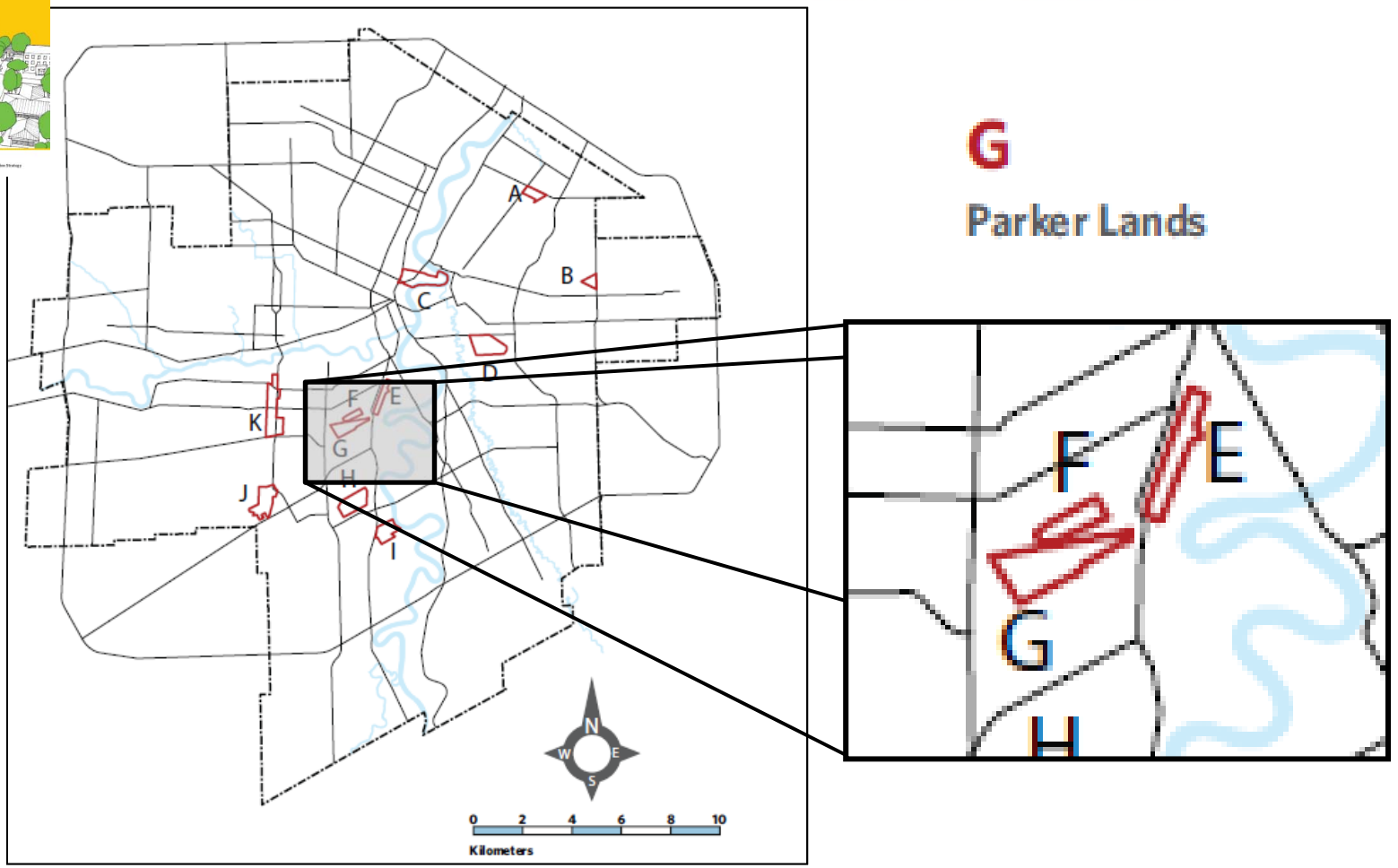
03-3 MAJOR REDEVELOPMENT SITES



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03-3 MAJOR REDEVELOPMENT SITES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DEVELOPMENT OF MAJOR REDEVELOPMENT SITES WITH PROACTIVE AND COLLABORATIVE PLANNING PROCESS.

DIRECTION 2

CAPITALIZE ON THE PROXIMITY OF MAJOR REDEVELOPMENT SITES TO RAPID TRANSIT AND HIGH FREQUENCY TRANSIT

(P) Promote development in accordance with Transit Oriented Development principles.

DIRECTION 4

MAJOR REDEVELOPMENT SITES WILL PROVIDE FOR COMPLETE COMMUNITIES WITH SIGNIFICANT LEVELS OF MIXED USE, HIGH DENSITY DEVELOPMENT, WITH STRONG URBAN DESIGN AND ATTRACTIVE PARKS, PLACES AND OPEN SPACES.

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This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

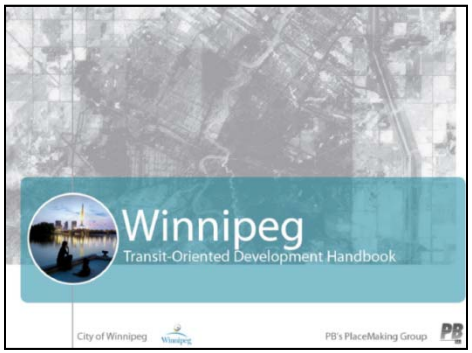
And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Ecologically Significant Natural Lands Policy**
- **Heritage Conservation Management Plan**
- **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods**
- **Local Area Planning Handbook**
- **Parks, Places and Open Spaces Management Plan**
- **Transit Oriented Development Handbook**

03-3 MAJOR REDEVELOPMENT SITES

In order to maximize the development potential of both the Major Redevelopment Sites and the viability of the transit system, these lands should be developed in accordance with the principles of Transit Oriented Development.

- **Transit Oriented Development Handbook**



Winnipeg Transit-Oriented Development Handbook

- Endorsed as Council Policy Feb 2012

2.A. TOD Defined

Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of convenient and sustainable modes of transportation, including public transit and Active Transportation.

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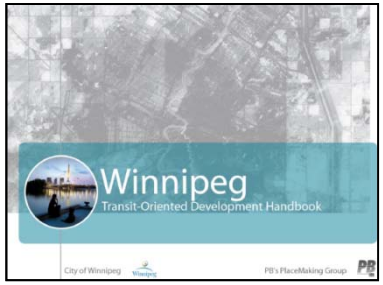

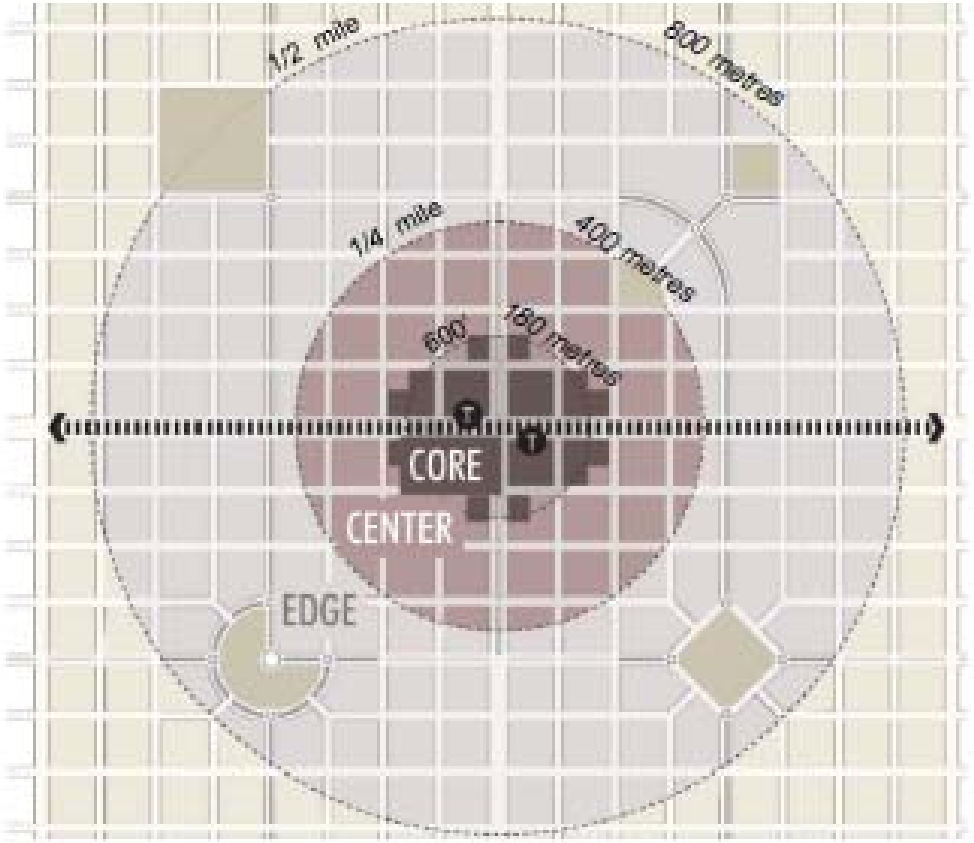

Highest Density at the Station

The immediate area around the station (core area) should generally contain the greatest intensity and mix of uses.

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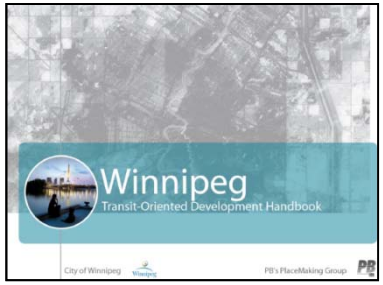

TOD Zones:

TOD TYPE	Urban Centre	*Proposed by Applicant* Urban Neighbourhood	Town Centre	*Recommended by Public Service* Neighbourhood Medium Density	Neighbourhood Low Density	High Frequency Transit Corridor
Land Use Mix	Office Centre Urban Entertainment Multiple Family Retail	Residential Retail Class B Commercial	Office Centre Urban Entertainment Multiple Family Retail	Residential Neighourhood Retail Local Office	Residential Neighourhood Retail	Office Centre Urban Entertainment Multiple Family Retail
Net Housing Density*	124-371 units per hectare (50-150 units per acre)	99-247 units per hectare (40-100 units per acre)	86-247 units per hectare (35-100 units per acre)	49-124 units per hectare (20-50 units per acre)	25-49 units per hectare (10-20 units per acre)	62-148 units per hectare (25-60 units per acre)
Regional Connectivity	High, Hub of regional system	Medium access to downtown, Sub regional hub	High access to downtown, Sub regional hub	Medium access to suburban centre, Access to downtown	Low	High access to downtown, Sub regional hub
Frequencies	5 - 15 minutes	5 - 15 minutes	5 - 15 minutes	15 - 30 minutes	20 - 30 minutes	5 - 15 minutes

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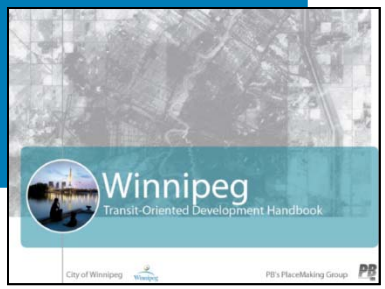



4.E. Typologies

Built Environment

Not every TOD is the same. The TOD principles and tools are applied in different ways depending on the function and form of the land uses and transportation network. Typologies can add definition to the type of TOD that is appropriate. The following six typologies apply a different scale and mix of uses, ranging from high densities with a significant mix of uses to low density, predominately residential uses and corridor development.

- Urban Centre. Urban centres have the highest density and greatest mix of uses within a TOD, located nearest the transit station.
- Urban Neighbourhood. The next ring of development, urban neighbourhoods have the same land uses as the urban centre, but at a slightly lower density.
- Town Centre – High Density. High Density Town Centres serve as a transition between the higher density urban centres and neighbourhoods and the lower density, primarily residential uses. These are generally aligned with the Regional and Community Mixed Use Centres, and Major Redevelopment Sites identified in the **Complete Communities Direction Strategy.**
- Neighbourhood– Medium Density. Primarily residential, with some neighbourhood serving retail and local office uses, medium density suburban development scales down the density in a TOD to begin the transition to the adjacent, non-TOD land uses.

Characteristics of the *Urban Neighbourhood TOD Type*

	Urban Neighbourhood
Land Use Mix	Residential Retail Class B Commercial
Net Housing Density*	99-247 units per hectare (40-100 units per acre)
Regional Connectivity	Medium access to downtown, Sub regional hub
Frequencies	5 - 15 minutes

- ***The next ring of development, Urban Neighbourhood TOD has the same land uses as the Urban Centre TOD, but at a slightly lower density*.**
- 3 to 12 storey buildings
- Good access to other regional and sub-regional centres.
- Mid-rise residential, condos, ground-related units, and mixed-use structures, with ground floor retail or office use required.
- Minimum ground floor height of 4.8 metres (16').
- Office centre, retail, commercial, and urban entertainment. Primarily local serving retail; need for some community-serving retail.

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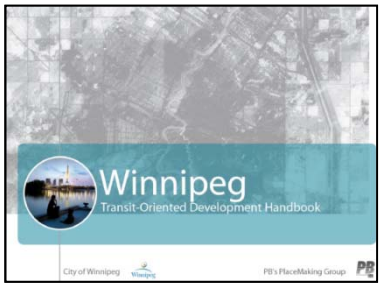

Urban Neighbourhood TOD Type characterized by the following:

Land Use Mix (Amenities):

- *The same land uses as the urban centre, but at a slightly lower density*, and includes office centre, retail, commercial, and urban entertainment uses.
- *Class B Commercial.*

Regional Connectivity:

- *Good access to other regional and sub-regional centres.*

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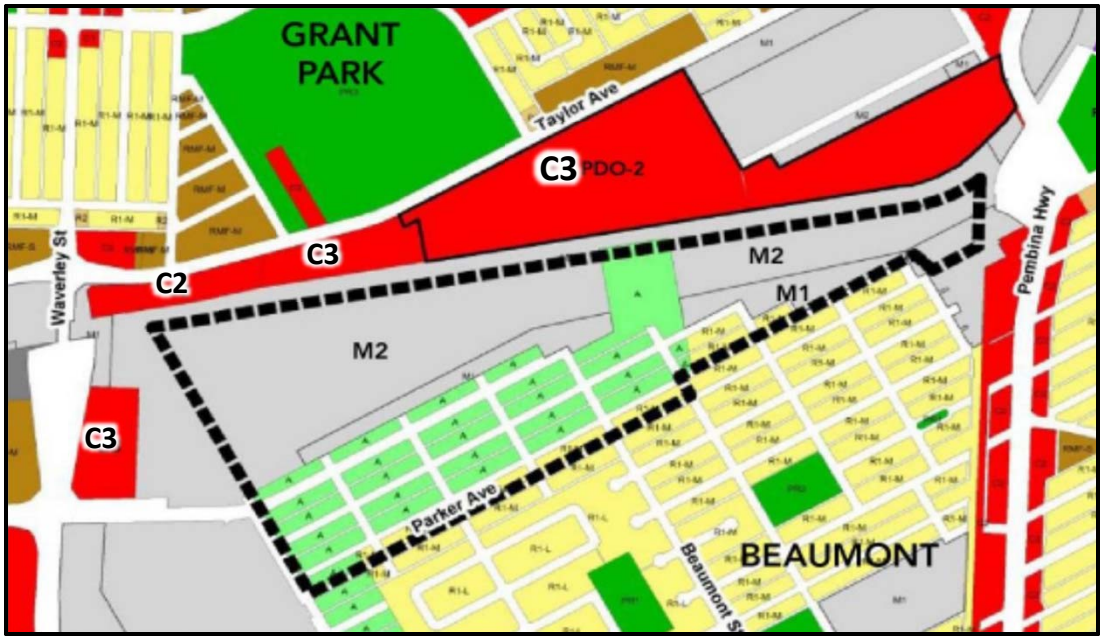

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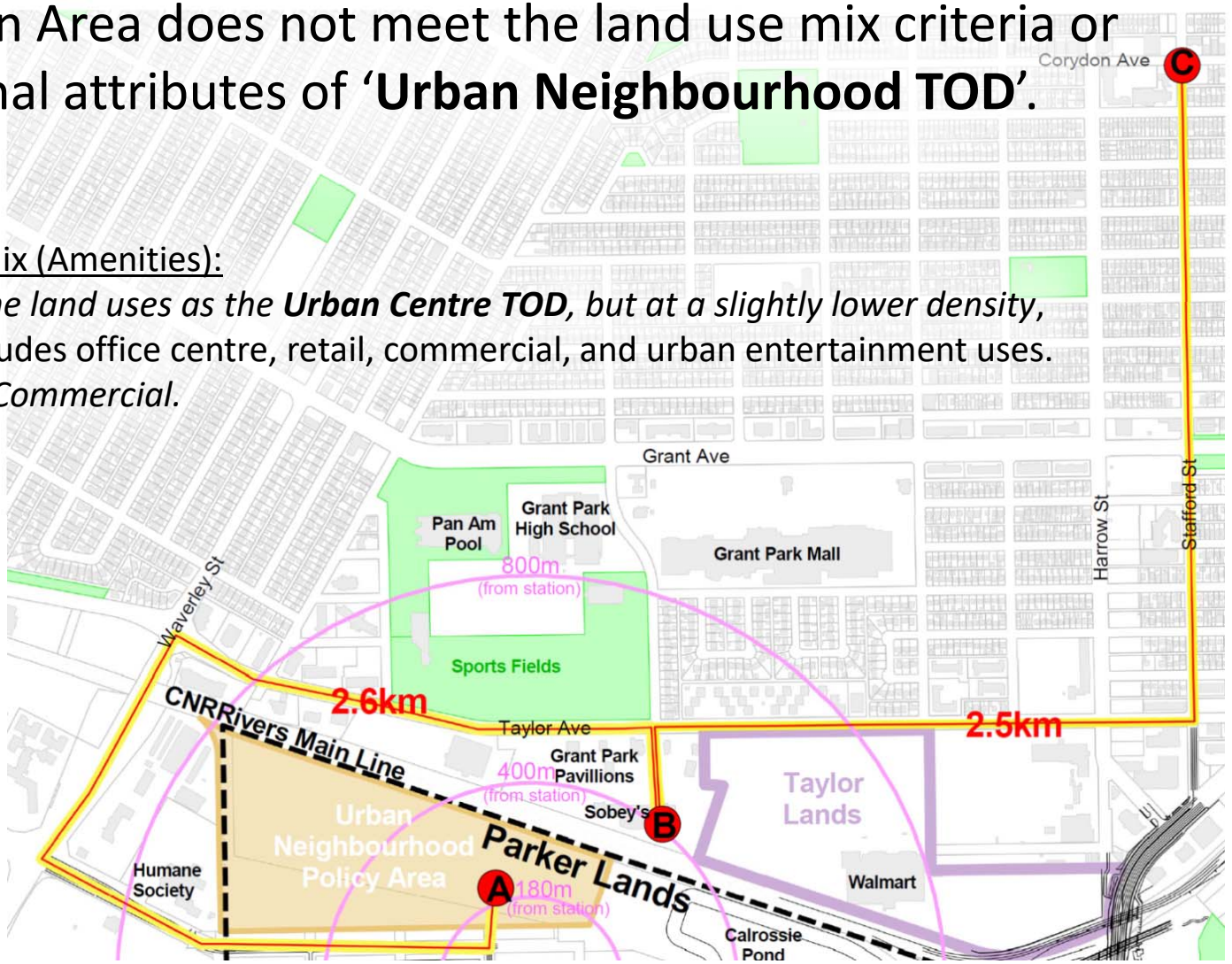
- *Class B Commercial.*



Public Service: Neighbourhood Medium Density TOD

	Neighbourhood Medium Density
Land Use Mix	Residential Neighourhood Retail Local Office
Net Housing Density*	49-124 units per hectare (20-50 units per acre)
Regional Connectivity	Medium access to suburban centre, Access to downtown
Frequencies	15 - 30 minutes

- *Primarily residential, with some neighbourhood serving retail and local office uses, medium density suburban development scales down the density in a TOD to begin the transition to the adjacent, non-TOD land uses.*
- 2 to 5 storey buildings
- Residential district organized around transit station. Convenience retail (e.g. coffee shops, dry cleaners, etc.) located on ground floor.
- Mid-rise to low density residential. Mixed-use structures with a minimum ground floor height of 3.7 metres (12'). Limited multifamily, with the majority of residential being single family, duplexes, accessory dwelling

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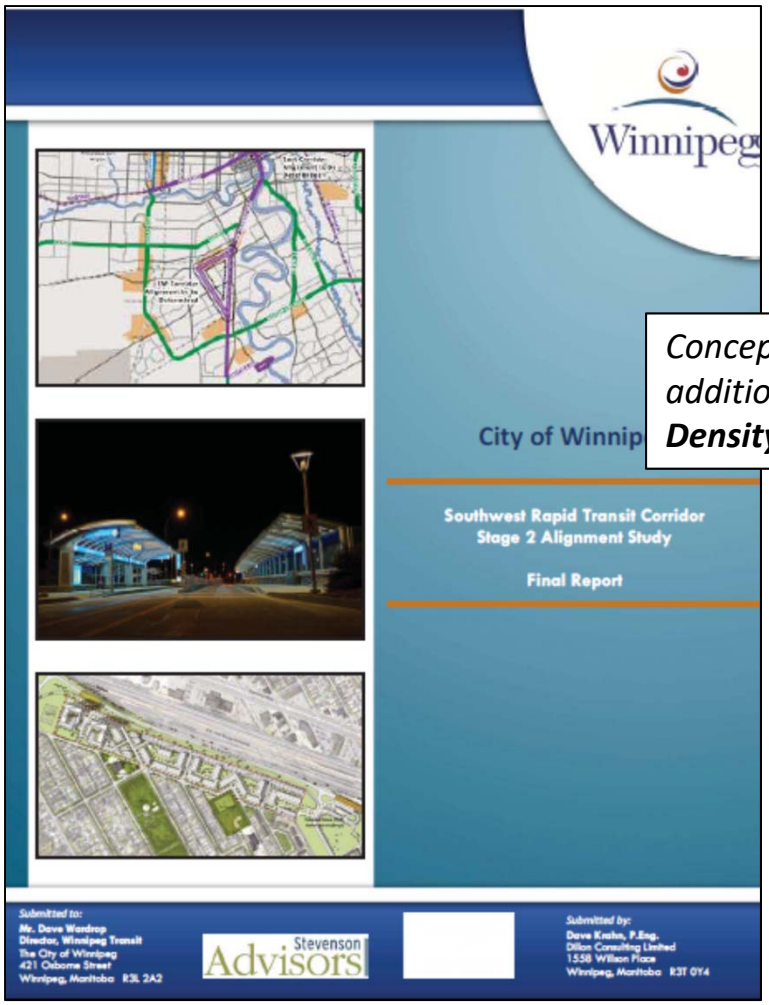
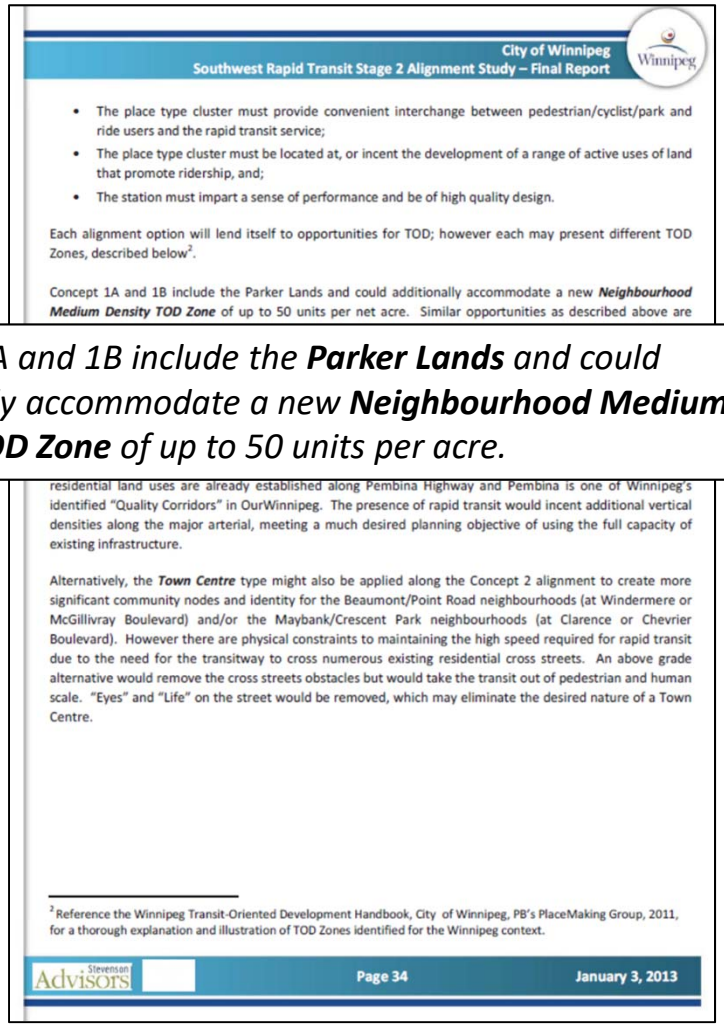
Public Service: Neighbourhood Medium Density TOD





City of Winnipeg
Southwest Rapid Transit Stage 2 Alignment Study – Final Report

- The place type cluster must provide convenient interchange between pedestrian/cyclist/park and ride users and the rapid transit service;
- The place type cluster must be located at, or incent the development of a range of active uses of land that promote ridership, and;
- The station must impart a sense of performance and be of high quality design.

Each alignment option will lend itself to opportunities for TOD; however each may present different TOD Zones, described below[2].

Concept 1A and 1B include the Parker Lands and could additionally accommodate a new ***Neighbourhood Medium Density TOD Zone*** of up to 50 units per net acre. Similar opportunities as described above are

residential land uses are already established along Pembina Highway and Pembina is one of Winnipeg's identified "Quality Corridors" in OurWinnipeg. The presence of rapid transit would incent additional vertical densities along the major arterial, meeting a much desired planning objective of using the full capacity of existing infrastructure.

Alternatively, the ***Town Centre*** type might also be applied along the Concept 2 alignment to create more significant community nodes and identity for the Beaumont/Point Road neighbourhoods (at Windermere or McGillivray Boulevard) and/or the Maybank/Crescent Park neighbourhoods (at Clarence or Chevrier Boulevard). However there are physical constraints to maintaining the high speed required for rapid transit due to the need for the transitway to cross numerous existing residential cross streets. An above grade alternative would remove the cross streets obstacles but would take the transit out of pedestrian and human scale. "Eyes" and "Life" on the street would be removed, which may eliminate the desired nature of a Town Centre.

[2] Reference the Winnipeg Transit-Oriented Development Handbook, City of Winnipeg, PB's PlaceMaking Group, 2011, for a thorough explanation and illustration of TOD Zones identified for the Winnipeg context.

Stevenson Advisors | Page 34 | January 3, 2013

*Concept 1A and 1B include the **Parker Lands** and could additionally accommodate a new **Neighbourhood Medium Density TOD Zone** of up to 50 units per acre.*

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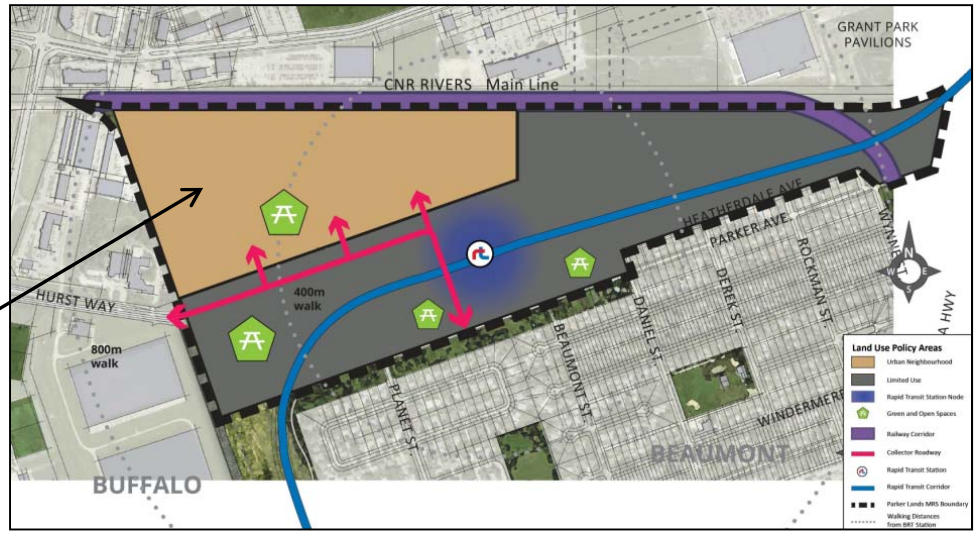
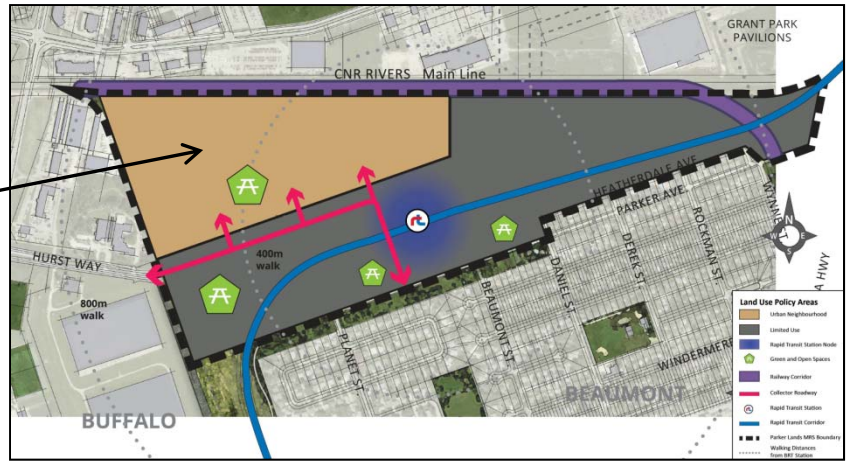


Proposed Urban Neighbourhood Policy Area

Parker Lands Secondary Plan



Proposed Urban Neighbourhood Policy Area



Policy 3.5.2.1 *Community and neighbourhood-scale commercial, institutional and educational uses; and residential dwellings shall be allowed within the first 400 metres (1/4 mile) of the Rapid Transit Station.*

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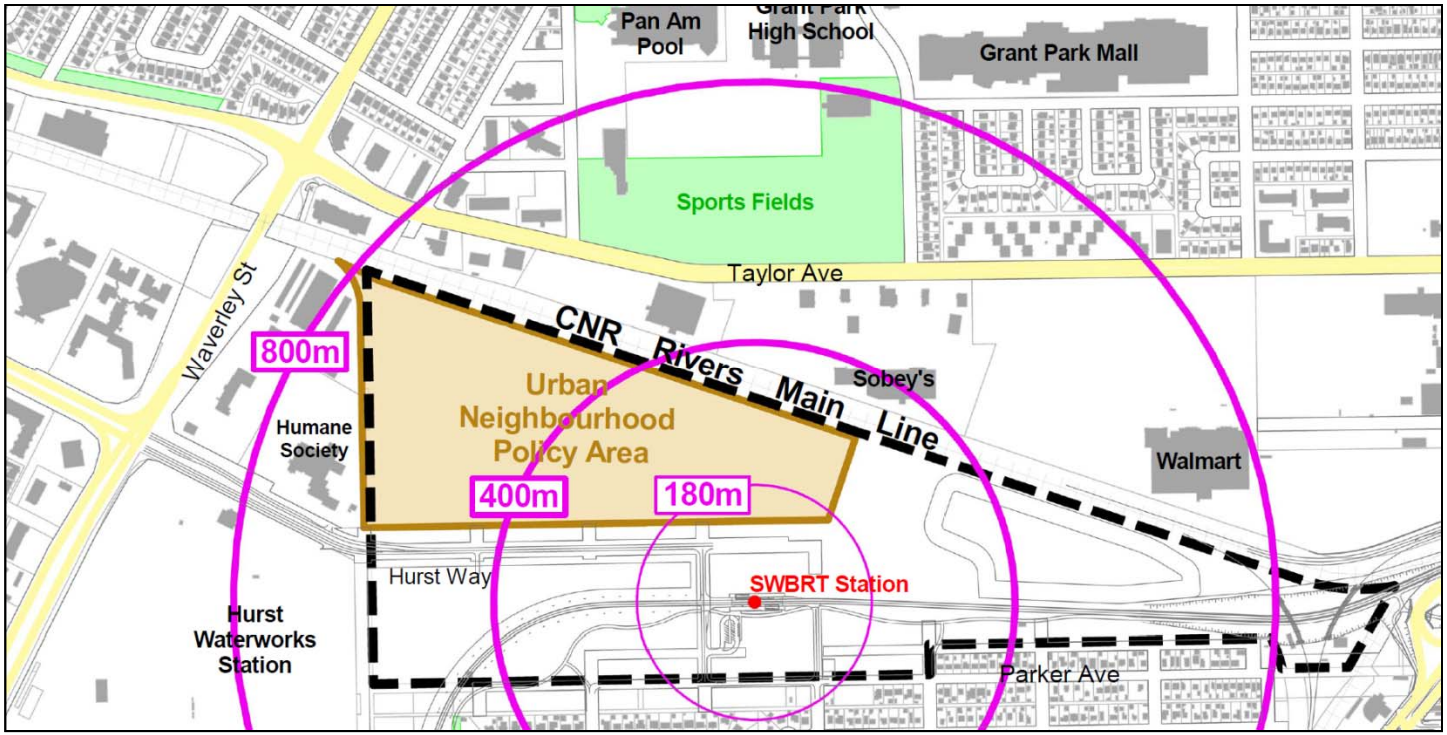
Policy 3.5.2.2 *All types of residential dwellings and public open spaces shall be allowed within the first 800 metres (1/2 mile) of the Rapid Transit Station.*



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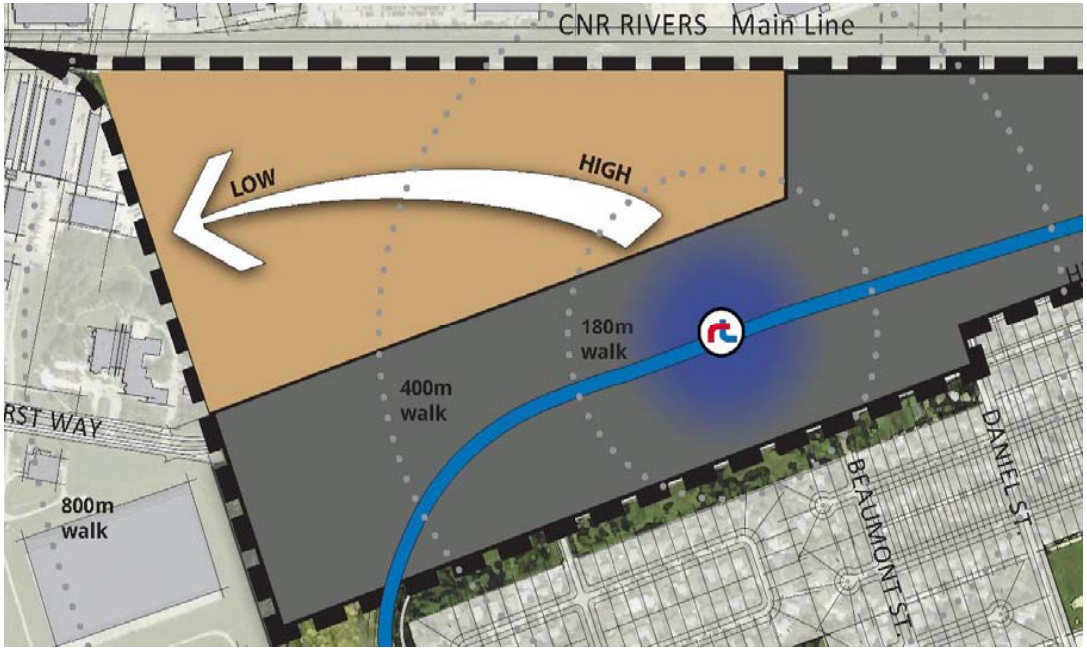

Policy 3.3.2.6 *Residential densities shall radiate out from the Rapid Transit Station with 'density' being in an inverse relationship to 'distance'; as the distance from the Rapid Transit Station increases, the density shall decrease.*

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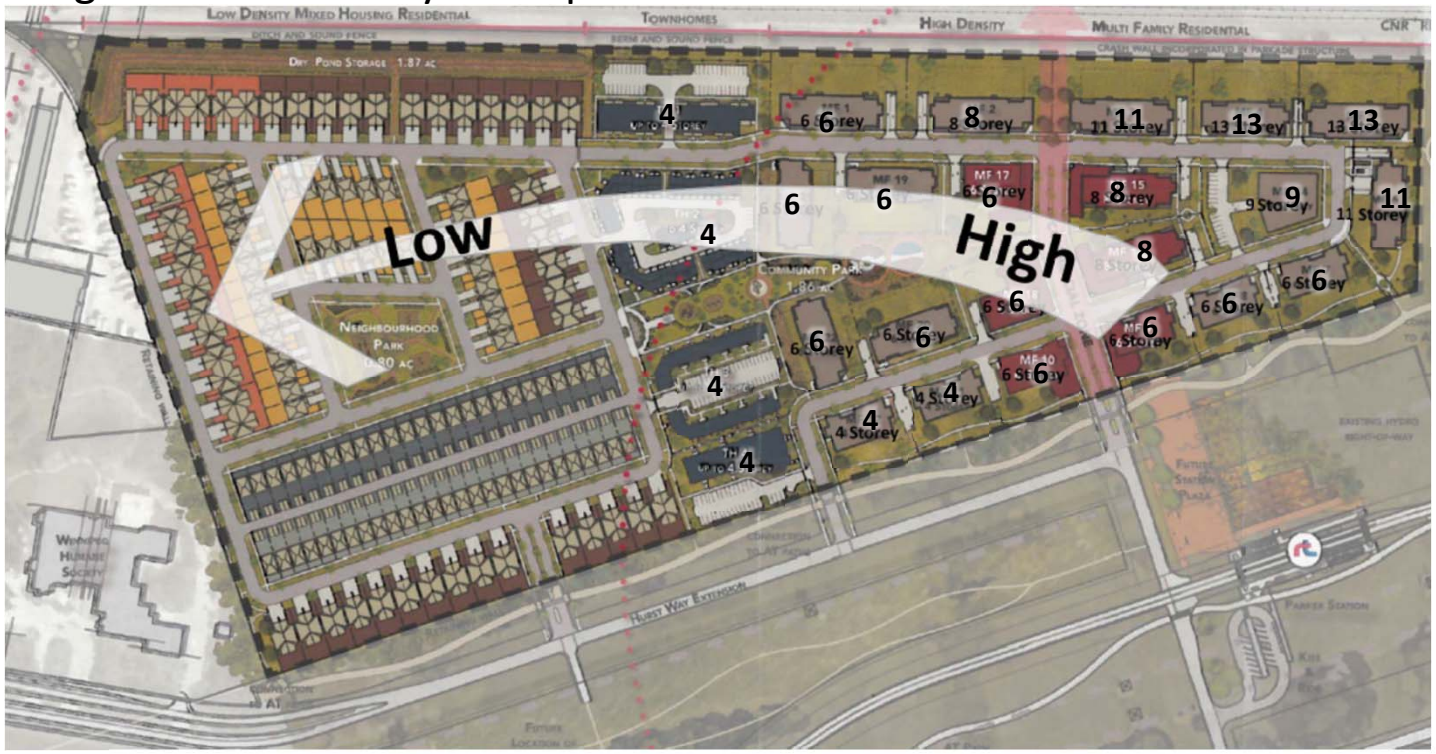

Policy 3.3.2.6 *Residential densities shall radiate out from the Rapid Transit Station with 'density' being in an inverse relationship to 'distance'; as the distance from the Rapid Transit Station increases, the density shall decrease.*

Public Service: Three Neighbourhood Policy Areas



Parker Lands Secondary Plan

Issues 3: The Plan requires editing and re-organization, including the addition of important content and policies, in order to clearly communicate the vision, objectives and policies against which future development proposals will be evaluated.

- The Admin Report contains the items that the Public Service would like to have addressed before the Plan is endorsed by Council.

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Re-organization/Update:

- Consolidate content related to the context of the Plan.
- Reflect objectives (including TOD) included throughout the Plan in the section containing the overall objectives of the Plan.
- Include CN Main Line and Hydro Corridors in the 'Constraints' section. Also include reference to contaminated sites (as suggested in section 1.2.8).
- Update Figures 12 & 21 to reflect the related engineering reports.
- Update references to the forest that was cleared in 2018.

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Re-organization/Update:

- Change:
  - 'Rapid Transit Station Node Policy Area' to 'Rapid Transit Policy Node'
  - 'Green and Open Spaces' to 'Green and Open Space Nodes'
  - 'Natural Lands Policy Area' to 'Natural Lands'

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Re-organization/Update:

- Reword for Grammar:
  - 4.1.2 (2) *Efficiently and effectively the Planned Areas' transportation network shall connect pedestrian, cycling, public transit and vehicular modes of travel by:*
  - 4.2.2(1)(d) *Should the required regional land drainage facilities to adequately service the Planned Area is not yet get constructed, interim, land drainage flows from the site shall be accommodated through on-site storage based upon utility servicing studies and analysis, all to the satisfaction The City of Winnipeg.*

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Re-organization/Update:

- Policies 3.7.2 (2), (5) and (9) all relate to accommodating seasonal uses and special events in the Rapid Transit Station Node Policy Area and should be written as a single policy.

  (2) Flexible Public Space designed for a diversity of temporary/seasonal uses and events shall be encouraged.

  (5) Public spaces of appropriate size and design may be created to accommodate seasonal uses and special events.

  (9) Design should allow for temporary uses such as a farmers' market, fundraising/special event and seasonal sales should also be allowed in this policy area.

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Remove:

- The Policy Pre-amble wording from the Policies of section 3 (Land Use Concept). This pre-amble introduces the policies as *considerations* rather than policies. This wording downgrades important policy language to that of a 'consideration' rather than a 'policy requirement'.

The detailed design and locations of the Limited Use Policy Area shall be determined through the Development Application process and may be implemented through the use of a variety of methods including design standards, plans of subdivision, plan approval, development agreement, zoning agreement, Zoning By-law, and/or planned development overlay. The Limited Policy Areas considerations are the following:

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Remove:

- References that suggest the Plan is adopted as a 'By-law'.
- Policy 3.5.2.3 which states: *Nothing in the policies of this plan shall preclude 'home occupations'; secondary suites or live-work land uses from being allowed in single-family or multiple family type dwellings.*

  (The zoning by-law does not allow for multi-family dwellings to contain secondary suites)
- Policy 3.6.2.6 which encourages non-accessory motor vehicle parking to be developed with gravel surfacing. Gravel surfacing may be allowed in certain circumstances; however, it should not be encouraged.

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Remove:

- Policies that bind decisions of Council need to be removed. Policy 5.1.1 (2) states: *The City shall support the rezoning of some, or all of, the Parker Lands by the creation of a Planned Development Overlay (PDO) District should a proponent put forward and application for such a zoning tool*.
- Definitions provided in the *Definitions* section include definitions for words that are either not used in the document (ex. 'Expressway'), or are already defined in the Zoning By-law (ex. 'Residential Use'). The Public Service recommends removing the 'Definitions' section and including clarification of term meanings in the text as appropriate.

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Remove:

- Policies which permit new industrial development to establish on lands currently zoned ‘industrial’ and designated in the Plan as ‘Urban Neighbourhood Policy Area’.

  5.5.2.4 (Urban Design Guidelines) *The Parker Lands Urban Design Guidelines shall not apply or affect the ability of land owners exercising their existing land-use rights for developing lands currently zoned for Industrial land-uses.*

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Update to Clarify:

- Policy 3.5.2.1 of the Plan provides that *community and neighbourhood-scale commercial, institutional and educational uses* may be established within the first 400m from the transit station. Public Service would like the wording expanded to clarify that such uses will not be permitted beyond the 400m of the transit station.

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Add:

- Policy 3.6.2.1 prohibits residential land uses in the Limited Use Policy Area. However, there are a couple of existing lots zoned residential at the southern portion of the Plan area fronting onto Parker Avenue and Heatherdale Avenue that should be permitted to develop as residential uses.

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Add:

- A policy to ensure that all streets are able to accommodate Winnipeg School Division buses for transportation of students.

- Policies to ensure new land-uses within the Planning Area are developed with a full range of municipal services.

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The Winnipeg Public Service supports TOD-style development in the Parker Lands.

TOD-style development at this location aligns with the *OurWinnipeg* and *Complete Communities Direction Strategy.*

The Public Service does not support the Secondary Plan as provided by the applicant.

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Winnipeg

Thank You

TOD TYPE	Urban Centre	Urban Neighbourhood	Town Centre	Neighbourhood Medium Density	Neighbourhood Low Density
Land Use Mix	Office Centre Urban Entertainment Multiple Family Retail	Residential Retail Class B Commercial	Office Centre Urban Entertainment Multiple Family Retail	Residential Neighourhood Retail Local Office	Residential Neighourhood Retail
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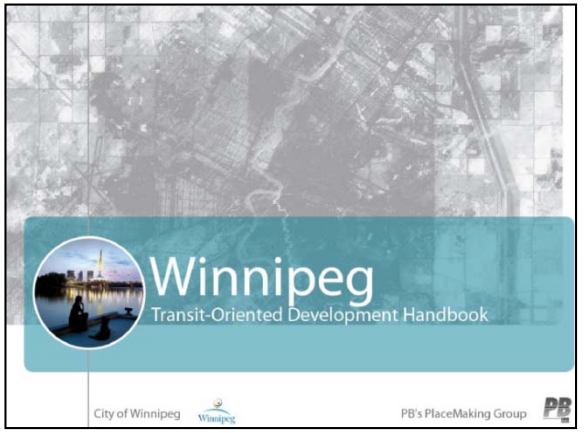
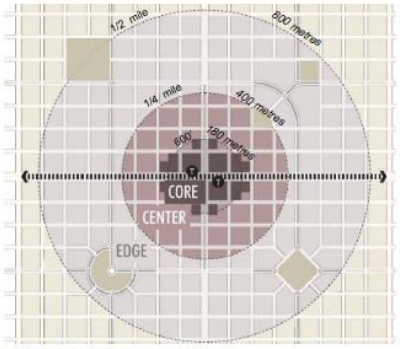
Regional Connectivity	High, Hub of regional system	Medium access to downtown, Sub regional hub	High access to downtown, Sub regional hub	Medium access to suburban centre, Access to downtown	Low
Frequencies	5 - 15 minutes	5 - 15 minutes	5 - 15 minutes	15 - 30 minutes	20 - 30 minutes

Parker Lands Secondary Plan



TOD TYPE	Urban Centre	Urban Neighbourhood	Town Centre	Neighbourhood Medium Density	Neighbourhood Low Density	High Frequency Transit Corridor
Land Use Mix	Office Centre Urban Entertainment Multiple Family Retail	Residential Retail Class B Commercial	Office Centre Urban Entertainment Multiple Family Retail	Residential Neighourhood Retail Local Office	Residential Neighourhood Retail	Office Centre Urban Entertainment Multiple Family Retail
Net Housing Density*	124-371 units per hectare (50-150 units per acre)	99-247 units per hectare (40-100 units per acre)	86-247 units per hectare (35-100 units per acre)	49-124 units per hectare (20-50 units per acre)	25-49 units per hectare (10-20 units per acre)	62-148 units per hectare (25-60 units per acre)
Regional Connectivity	High, Hub of regional system	Medium access to downtown, Sub regional hub	High access to downtown, Sub regional hub	Medium access to suburban centre, Access to downtown	Low	High access to downtown, Sub regional hub
Frequencies	5 - 15 minutes	5 - 15 minutes	5 - 15 minutes	15 - 30 minutes	20 - 30 minutes	5 - 15 minutes



Highest Density at the Station
The immediate area around the station (core area) should generally contain the greatest intensity and mix of uses.