

Agenda – Standing Policy Committee on Property and Development – March 2, 2010

REPORTS

**Item No. 6 Current Secondary Planning initiatives for 2010
 eFile EP-1.2**

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That the current Secondary Planning initiatives for 2010 be received as information,

Agenda – Standing Policy Committee on Property and Development – March 2, 2010

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On February 2, 2010, the Standing Policy Committee on Property and Development recommended the following motion:

WHEREAS the Planning, Property and Development Department from time to time submits for the information of the Standing Policy Committee on Property and Development a list of secondary plan initiatives which form part of the Department's work plan;

AND WHEREAS the last such list of secondary plan initiatives was submitted to the Standing Policy Committee on Property and Development on November 14, 2006;

THEREFORE BE IT RESOLVED THAT the Standing Policy Committee on Property and Development recommends to Council:

1. That a Policy be adopted requiring the Winnipeg Public Service to annually submit for the information of the Standing Policy Committee on Property and Development on or before its February meeting date a list of secondary plan initiatives for the upcoming calendar year which will form part of the Planning, Property and Development Department's annual work plan.
2. That the Winnipeg Public Service submit for the information of the Standing Policy Committee on Property and Development at its March meeting a list of secondary plan initiatives for 2010 which will form part of the Planning, Property and Development Department's 2010 work plan.

ADMINISTRATIVE REPORT

ISSUE: Current Secondary Planning initiatives for 2010

Critical Path: Standing Policy Committee on Property & Development

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Himbeault	D. Joshi	N/A	G Laubenstein

RECOMMENDATIONS

1. That the current Secondary Planning initiatives for 2010 be received as information,

IMPLICATIONS OF THE RECOMMENDATIONS

- This report reviews the current Secondary Planning initiatives for 2010 for the Planning, Property, and Development Department, Planning & Land Use Division. This report will have implications of the Planning & Land Use Division's 2010 work plan;
- The current Secondary Planning initiatives for 2010 include:
 - St Norbert Planned Development Overlay (PDO)
 - Transcona PDO
 - Academy Road PDO
 - Warehouse District Neighbourhood Plan

HISTORY

DISCUSSION:

A. RATIONALE FOR REPORT

This report is to provide an update to the Standing Policy Committee on Property and Development on Secondary Planning endeavors since the previous Secondary Plan Priorities report, and outline current Secondary Plan initiatives for 2010. This report is also in response to a February 2nd, 2010 motion from Standing Policy Committee on Property and Development requesting an update on Secondary Planning initiatives for 2010.

B. WORK COMPLETED SINCE LAST SECONDARY PLAN PRIORITIES REPORT

B.1 SECONDARY PLANS COMPLETED

Since the previous Secondary Plan Priorities report was received for information by the Standing Policy Committee on Property & Development, the following has been completed (additional detail can be found in Appendix A):

- *Waverley West Area Structure Plan (ASP)– By-Law No. 10/2006*
- *Waverley West North-East Neighbourhood Area Structure Plan (NASP) – By-Law No. 210 / 06*
- *Transcona West Area Structure Plan (ASP) - By-Law No. 215/2006*
- *Osborne Village Neighbourhood Plan (NP)– By-Law No. 220/2006*
- *Waverley West South-East Neighbourhood Area Structure Plan (NASP) – By-Law No. 140/2007*
- *West Alexander – Centennial Neighbourhood Plan (NP)– By-Law No. 64/2008*

B.2 ADDITIONAL WORK COMPLETED

In addition to the above secondary plans, the following background studies & special projects have been conducted (additional detail can be found in Appendix A):

- *St. Norbert Background Study*
- *South Point Douglas Neighbourhood Inventory*
- *Exchange District National Historic Site Streetscape Inventory*
- *Exchange District Planning Assessment*
- *Corydon Village Planning Assessment*
- *Corydon Avenue Drinking Establishments Study*
- *Armstrong's Point Planning Study*
- *South Point Douglas Planning Consultation*
- *Charleswood (Ridgewood South) Feasibility Study*
- *Charleswood Infill Concept Plans*
- *Multi-Family Residential Infill Development Guidelines*
- *St. Vital – Perimeter South Secondary Plan Review*

C. CURRENT SECONDARY PLANNING INITIATIVES FOR 2010

The following are the current Secondary Planning initiatives for 2010:

- St Norbert Planned Development Overlay (PDO)
- Transcona PDO
- Academy Road PDO
- Warehouse (Exchange) District Plan

St Norbert Planned Development Overlay (PDO)

On March 25th, 2008, the Standing Policy Committee on Property and Development passed a resolution asking that the Public Service initiate a preliminary review, analysis, and recommendations regarding a secondary plan or other planning interventions for the St Norbert area. While a relatively stable neighbourhood, the St Norbert area is beginning to experience pressures for development. Moreover, the Highway 75 By-Pass project may increase pressures

for development on lands adjacent to the by-pass route. The Public Service conducted a Background Study for the area from May to November, 2009. The Background Study determined that a secondary plan is not warranted for the area due to an absence of substantive land use conflicts and development pressures in the St. Norbert area, and the lack of indications of neighbourhood decline. The study did recommend a number of discrete interventions that can provide guidance for St. Norbert, and address the area's localized land use and planning issues, which included the development of a Planned Development Overlay (PDO) for the commercial area of St. Norbert along Pembina Highway.

Action – A Planned Development Overlay for the 'downtown' area of St Norbert was commenced in December, 2009, as one of three PDOs currently under development by the Department. The PDO will focus on a form-based approach for enabling desired growth in the commercial area of St. Norbert in a manner that respects and reinforces the character of the area. A work plan outline for the three PDO project is attached as Appendix B, with an anticipated completion date of April 30th, and public hearing in June 2010.

Transcona Planned Development Overlay (PDO)

The East Kildonan-Transcona Community Committee passed a resolution requesting that the Public Service work in conjunction with the Transcona BIZ to develop a PDO for the downtown Transcona area, which was concurred with by the Standing Policy Committee on Property & Development on March 3rd, 2009. The requested PDO district would work to strike a balance between enhancing the existing main street village characteristics which gives Downtown Transcona its unique identity, while concurrently supporting and encouraging development of residential, commercial, and mixed-use land use which will revitalize this historic neighbourhood.

Action – A Planned Development Overlay for the Downtown Transcona area was commenced in December, 2009 as one of three PDOs currently under development by the Department. The PDO will focus on a form-based approach for enabling desired growth in Downtown Transcona in a manner that respects and reinforces the character of the area. A work plan outline for the three PDO project is attached as Appendix B, with an anticipated completion date of April 30th, and a public hearing in May 2010.

Academy Road Planned Development Overlay (PDO)

The City Centre Community Committee passed a resolution requesting that the Public Service initiate a preliminary review, analysis, and recommendations regarding a planning study, Planned Development Overlay (PDO), or secondary plan for the Academy Road area, coincident with the boundaries of the Academy Road Business Improvement Zone. This request was concurred with by the Standing Policy Committee on Property & Development on September 8th, 2009. Upon initial analysis it was determined to proceed with a PDO for the commercial areas of Academy Road.

Action – A Planned Development Overlay for the commercial areas of Academy Road was commenced in December, 2009, as one of three PDOs currently under development by the Department. The PDO will focus on a form-based approach for enabling desired growth in commercial areas of Academy Road in a manner that respects and reinforces the character of the area. A work plan outline for the three PDO project is attached as Appendix B, with an anticipated completion date of April 30th, and a public hearing in June 2010.

Warehouse District Neighbourhood Plan (NP)

Following the *Planning Assessment*, the Public Service commenced a secondary planning process for this area in June, 2009. The Neighbourhood Plan will guide redevelopment and adaptive re-use within the Warehouse area, and to ensure new development is in keeping with the area's unique history, built form, and architectural character. The plan will consist of several 'precinct' areas, which include the Exchange District National Historic Site, Chinatown, the Waterfront Drive area, the Arts & Culture district area, the area immediately to the west of the Exchange District, and the Red River College – Civic Hall area. The *Exchange District National Historic Site of Canada Commemorative Integrity Statement* is being reviewed in conjunction with the Federal Government as part of the *Warehouse (Exchange) Neighbourhood Plan* process.

Action – The Public Service will continue to work on this Neighbourhood Plan in conjunction with area stakeholders. A work plan outline for the Warehouse District Neighbourhood Plan is attached as Appendix C, with an anticipated completion date of November 30th, 2010.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 3, 2010

Project Name:

Current Secondary Planning Initiatives for 2010

COMMENTS:

The recommendation contain in this report is th that the current Secondary Planning initiatives for 2010, shown below, be received as information,

- o St Norbert Planned Development Overlay (PDO)
- o Transcona PDO
- o Academy Road PDO
- o Warehouse District Neighbourhood Plan

There are no financial implications associated with this recommendation.

"Original Signed By"

Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this Report there was consultation with:

N/A

SUBMITTED BY

Department: Planning, Property, and Development

Division: Planning and Land Use Division

Prepared by: David Marsh

Date: February 3rd, 2010

File No. PL 217.90

Appendix:

- A. Secondary Planning Work Completed Since Previous Report
- B. Work Plan Outline – St. Norbert, Downtown Transcona, and Academy Road Planned Development Overlays (PDOs) Project
- C. Work Plan Outline – Warehouse District Plan

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APPENDIX A: SECONDARY PLANNING WORK COMPLETED SINCE PREVIOUS REPORT

SECONDARY PLANS COMPLETED

Since the previous Secondary Plan Priorities report was received for information by the Standing Policy Committee on Property & Development, the following has been completed:

Waverley West Area Structure Plan (ASP)– By-Law No. 10/2006

The Area Structure Plan provides broad policy direction for the development of the entire Waverley West area. The Area Structure Plan sets a common transportation, infrastructure, open space, and development vision for the Waverley West area, and establishes a framework for seven Neighbourhood Area Structure Plans, each of which will provide additional detail and policy guidance for development of each neighbourhood. The plan was given final approval by Council on July 26th, 2006.

Waverley West North-East Neighbourhood Area Structure Plan (NASP) – By-Law No. 210 / 06

This plan provides direction for the development of the first Waverley West neighbourhood, a 600 acre area southwest of Waverley and Bishop Grandin. The Neighbourhood Area Structure Plan provides a higher level of policy direction in terms of land use, infrastructure, transportation, and open space, and builds upon the policies and visions established in the Waverley West Area Structure Plan. The plan was given final approval by Council on December 6th, 2006.

Transcona West Area Structure Plan (ASP) - By-Law No. 215/2006

The Area Structure Plan provides direction for an area of suburban development bounded by Regent Avenue, Lagimodiere Boulevard, the CPR rail line, and Plessis Road. The area is surrounded by existing communities and represents one of the largest infill development sites in the northeast quadrant of the city. The plan was given final approval by Council on July 16th, 2008.

Osborne Village Neighbourhood Plan (NP)– By-Law No. 220/2006

The Neighbourhood Plan provides direction for a mature neighbourhood in transition that is experiencing land use conflicts and redevelopment pressures. The plan communicates a common vision for area, has been successful in reducing conflicts over redevelopment proposals, and has assisted in facilitating redevelopment in the neighbourhood. The plan was given final approval by Council on January 24th, 2007.

Waverley West South-East Neighbourhood Area Structure Plan (NASP) – By-Law No. 140/2007

This plan provides direction for the development of the second Waverley West neighbourhood, located northwest of Waverley and the Perimeter Highway. The Neighbourhood Area Structure Plan provides a higher level of policy direction in terms of land use, infrastructure, transportation, and open space, and builds upon the policies and visions established in the Waverley West Area Structure Plan. The plan was given final approval by Council on November 21st, 2007.

West Alexander – Centennial Neighbourhood Plan (NP)– By-Law No. 64/2008

The Neighbourhood Plan provides direction for a mature neighbourhood in transition that is experiencing land use change and conflicts, and is located between the expanding Health Sciences – University of Manitoba Bannatyne Campus complex, and the downtown Red River College Campus. The plan was given final approval by Council on July 16th, 2008.

ADDITIONAL WORK COMPLETED

In addition to the above secondary plans, the following background studies & special projects were completed:

St. Norbert Background Study

A Background Study for the St Norbert Area was conducted in response to a March 2008 Standing Policy Committee on Property & Development motion, which requested the Public Administration to examine the St Norbert area and determine if a secondary plan or other planning interventions were warranted. The Study was commenced in May 2009, and examined a variety of issues, including: neighbourhood history; community profile in terms of Census, CrimeStat, and development & building permit data; zoning & land use; heritage; traffic & transportation; infrastructure & impacted sites; and riverbanks & natural lands. The Background Study determined that a secondary plan is not warranted for the area due to an absence of substantive land use conflicts and development pressures in the St. Norbert area, and the lack of indications of neighbourhood decline. The study recommended a number of discrete interventions that can provide guidance for St. Norbert, and address the area's localized land use and planning issues. These included the development of a Planned Development Overlay (PDO) for the commercial area of St. Norbert, and the rezoning of a series of parks lands within the study area to a 'Parks & Open Space' zoning district. The project was completed in November, 2009

South Point Douglas Neighbourhood Inventory

The purpose of this study was to better understand the existing community characteristics and land use issues in the South Point Douglas neighbourhood, and how it has changed over time. The intent of the report was to provide planning intelligence to assist in assessing whether the Industrial Policy Area designation under Plan Winnipeg should be changed, if a secondary plan may be warranted, and if other planning interventions should be considered. The study was completed in 2008, recommending that the Industrial Policy Area designation be amended, and that a secondary plan be developed for the area. The *South Point Douglas Pre-Plan Consultation* study built on and complemented this work.

Exchange District National Historic Site Streetscape Inventory

This study conducted a detailed photographic inventory within the Exchange District National Historic Site. The inventory study includes a detailed photographic inventory of all building facades, historic information about the buildings, and street panoramas for the entire National Historic Site area. The study also assists the City in meeting its responsibilities under the *Exchange District National Historic Site of Canada Commemorative Integrity Statement*, which will be reviewed in conjunction with the Federal Government as part of the *Warehouse (Exchange) Neighbourhood Plan* process. The study was conducted in 2008, and a final document was published in early 2009.

Armstrong's Point Planning Study

The study was commenced in response to a 2007 City Centre Community Committee motion requesting a preliminary review, analysis, and recommendations regarding the potential for a secondary plan or other planning interventions in the Armstrong's Point neighbourhood. The Armstrong's Point study examined the history of the area, its present circumstances, identified earlier initiatives, and investigated recent development activity to determine whether a secondary plan or other planning & transportation interventions were warranted. The study was completed in early 2009, and concluded that a secondary plan for the area on its own was not warranted, but should be included in any secondary planning process for the larger West Broadway area. The study also recommended a series of small initiatives in regards to heritage preservation, planning, and transportation in the neighbourhood.

Charleswood Infill Concept Plans

This project provided conceptual infill / shadow plans for fourteen infill areas in the Charleswood area, and addressed land fragmentation and ownership, street pattern and connections to existing development, conceptual subsurface infrastructure connections, existing & recommended zoning, and servicing or development constraints for each parcel. Concluded in 2007, this study replaced a series of previous shadow plans in the Charleswood area.

SUPPLEMENTAL RESOURCE WORK

A one time \$100,000 budgetary item was included in the 2007 Operating Budget to provide additional resources for secondary planning. At that time, it was elected to pursue a series of background studies to determine if secondary plans, or reviews of existing plans, were warranted in several areas of the City. A Request for Qualifications (RFQ) for perspective consulting firms to conduct this work was conducted in the fall of 2007, with consultants selected and work commenced on these studies in late 2007 – early 2008. The following studies were commissioned:

Exchange District Planning Assessment (Background Study)

A Planning Assessment study was conducted in 2008 to ascertain current issues, trends, land use conflicts, redevelopment pressures, opportunities and constraints in the Exchange District, and to determine if a secondary plan or other planning intervention(s) are warranted. The study area included the Exchange District National Historic Site, Chinatown, the Waterfront Drive area, the Manitoba Museum – Theatre district area, the area immediately to the west of the Exchange District, and the Red River College – Civic Hall area. Several meetings were also held with area residents, property owners, and stakeholders. The study ultimately concluded that a secondary plan is warranted for the area and provided background to the work currently underway.

South Point Douglas Planning Consultation

This study was commissioned to look at the South Point Douglas neighborhood from a planning & development perspective, and was to complement the *South Point Douglas Neighbourhood Inventory* study, which did not include any significant stakeholder or public consultation. The primary purpose of this study was to determine the needs and views of the various stakeholders, area residents, and property owners, and to identify current issues in the neighbourhood from the stakeholders' perspective. The study ultimately recommended that the

Industrial Policy Area designation under Plan Winnipeg be amended, and that a secondary plan be formulated for the area. The study was completed in 2008.

Corydon Village Planning Assessment (Background Study)

A Planning Assessment study was conducted in 2008 to ascertain current issues, trends, land use conflicts, redevelopment pressures, opportunities and constraints in the Corydon Village area, and to determine a rationale to proceed with a secondary plan or recommend alternative actions. This study was done concurrently with the *Corydon Avenue Drinking Establishments Study*, which looked specifically at the issues associated with the bars, restaurants, and drinking establishments in the area. The study area included the Corydon Avenue BIZ area and the adjoining neighbourhoods, and numerous stakeholder consultation meetings were held. The final study report was received in early 2009, and ultimately concluded that a secondary plan and / or other planning intervention tools are warranted for the area.

Corydon Avenue Drinking Establishments Study

Conducted concurrently with the *Corydon Village Planning Consultation* study in 2008, this study was commissioned to specifically investigate the impact of concentrating drinking establishments on neighbourhood main streets, with particular emphasis on the Corydon Avenue area. The study included a series of meetings with area stakeholders, the Winnipeg Police Service, and the Manitoba Liquor Control Commission, as well as reporting on the experiences and strategies of other jurisdictions in Canada dealing with similar issues. The study was concluded in 2008, and included a series of recommended actions and strategies to address issues related to concentrated drinking establishments and associated impacts.

Multi-Family Residential Infill Development Guidelines

A consultant was engaged in 2008 to prepare an infill development guidelines document to guide the development of multiple-family residential projects in predominantly low-density neighbourhoods. The request for development guidelines was in response to repeated controversial infill multiple-family residential development proposals in mature and low-density neighbourhoods. The aim of the guidelines is to assist developers and designers in project development, citizens and the Public Service in assessing and reviewing project proposals, and decision makers in the development approval process. Development guidelines document was produced in conjunction with a stakeholder group consisting of representatives from the development industry, architects, and from a neighbourhood association. Additional consultation with industry was held and the project completed in November, 2009.

Charleswood (Ridgewood South) Feasibility Study

A feasibility study was commenced in 2008 to understand the costs and issues associated with residential development in the southern portion of Charleswood (also known as Ridgewood South), and determine alternative approaches to facilitate residential development given current market conditions and infrastructure costs. The study includes preliminary development cost estimates and comparisons to other recent developments, and examination of development issues and challenges such as transportation, access, land drainage, and fragmented land ownership in the area. The study also assessed the market opportunities for these lands, and provided recommendations regarding the overall feasibility of developing the area, alternative

infrastructure approaches, and whether a secondary plan may be warranted to guide development. The project was completed in November 2009 and concluded that the viability for low density residential development for the Ridgewood South neighbourhood is marginal at best due to the lack of key infrastructure. Without the significant investment in the extension of major regional infrastructure in this area the viability of any development is questionable at the present time.

St. Vital – Perimeter South Secondary Plan Review

This project was initiated to review the recommendations and conclusions of the St. Vital Perimeter South Hydro-Geological Assessment and Regional Land Drainage draft report, and communicate the findings of these studies with area land owners and stakeholders. Initial discussions were held with area residents and landowners on the impacts of the studies on the area, and potential revisions or amendments to the existing St. Vital Perimeter South Secondary Plan. Due to a very divergent range of views on the future of the area by local stakeholders, and the low probability to bring this project to a successful conclusion, the project was terminated in November, 2009.

APPENDIX B: WORK PLAN OUTLINE – ST. NORBERT, DOWNTOWN TRANSCONA, AND ACADEMY ROAD PLANNED DEVELOPMENT OVERLAYS (PDOs) PROJECT

"Work Plan Outline -
St. Norbert Downtown

APPENDIX C: WORK PLAN OUTLINE – WAREHOUSE DISTRICT PLAN



"Work Plan Outline -
Warehouse District N

		Work Plan Outline - St. Norbert, Downtown Transcona, and Academy Road Planned Development Overlays (PDOs) Project																																					
		2009														2010																							
		Dec		January		February		March		April		May		June		July																							
Work week		10	11	1	2	15	16	23	24	31	1	2	9	10	17	18	25	26	1	2	9	10	17	18	25	26	1	2	9	10	17	18	25	26					
Phase 1																																							
	1) Project Charter, limited guidelines																																						
	2) Key stakeholder commitment																																						
	3) Site walk-through																																						
	4) Project Mgt. Plan - project website, table talks																																						
	5) Background studies and analysis																																						
	6) Stakeholder/community interviews																																						
	7) Issues, opportunities, constraints analysis (OWIT)																																						
	8) Project Working Group/TAC Meeting																																						
Phase 2																																							
	9) Community/stakeholder viewing exercise/issue/need/opportunity table talks																																						
	10) Neighborhood table - final table summary with key community design features, goals, policies																																						
	11) Prepare executive and options for zoning implementation, using existing Zoning Bylaw																																						
	12) Identification of other implementation tools, both regulatory and non-regulatory																																						
	13) Maps and graphics																																						
	14) Project Working Group/TAC Meeting																																						
	15) Draft Plan Report summarizing findings, planning and implementation options																																						
	16) Stakeholder feedback mechanism table talks, open houses, etc)																																						
	17) Project Working Group/TAC Meeting																																						
Phase 3																																							
	18) Draft text for policies and regulations for zoning amendments																																						
	19) Prepare any graphics and mapping required for presentation of policies/regulations																																						
	20) Legal services to review draft zoning by-law																																						
	21) Final Plan/Report and Recommendation																																						
	22) Communication strategy - advise stakeholders and community about public hearing																																						
	23) Draft 605 Reports to Community Committees																																						
	24) Municipal Act - April 29 (2010), May 18 (2010, City Ord)																																						
	25) Public hearings at Community Committees																																						
	26) WPC on Property and Development Review and Recommendations																																						
	27) CPC Review and Recommendations																																						
	28) Council Approval of Zoning Bylaw Amendments																																						
	29) Council Approval of Zoning Bylaw Amendments																																						

Work Plan Outline - Warehouse District Neighbourhood Plan

Focus	Timeline	Start	Finish	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov
Heritage	4 Meetings	June 16, 09	Jan 2010	█	█	█	█							
Introduction	1 Meeting	April 2010	April 2010				█							
Arts & Culture	2 Meetings	Feb 2010	April 2010		█	█	█							
Public Art Masterplan		June 2010	August 2010						█	█	█			
Urban Design street elements	1 Meeting	April 2010	April 2010				█							
		May 2010	August 2010					█	█	█	█			
Chinatown	2 Meetings	Feb. 2010	March 2010		█	█								
Parking	2 Meetings	May 2010	June 10					█	█					
Commercial Safety	2 Meetings	Feb 2010	June 10		█	█	█	█	█	█				
Tools & Incentives	1 Meeting	May 2010	May 2010					█						
Housing Education	1 Meeting	June 2010	June 2010						█					
Housing	3 Meetings	July 2010	July 2010							█	█	█		
Final Draft		Sept. 2010	Nov. 2010									█	█	█
Open Houses	2 Meetings	Sept. 2010	Nov. 2010									█	█	█
RIS Report		Nov. 2010	Nov. 30 th 2010											█