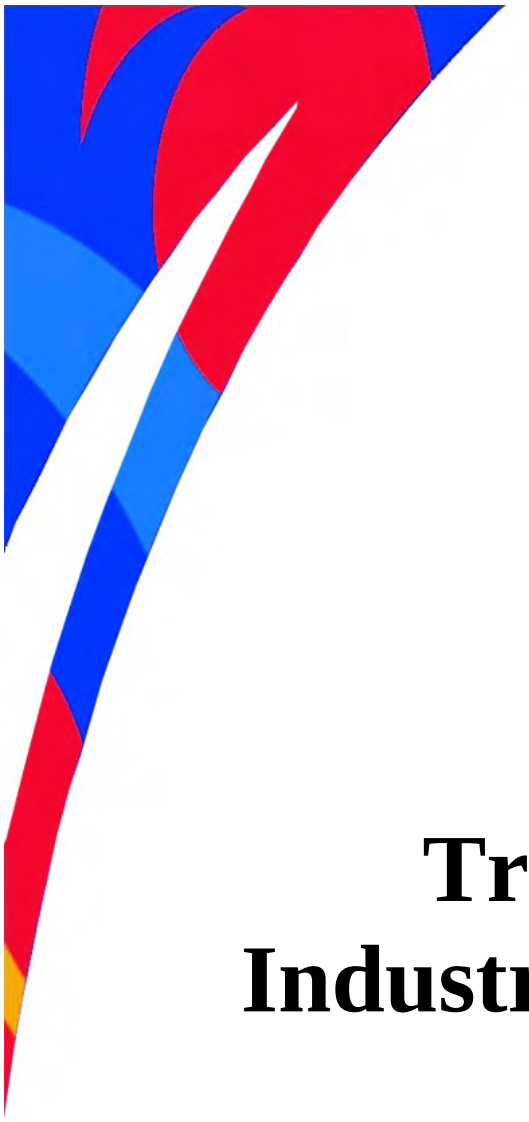


Winnipeg

# Transcona Yards Industrial Neighbourhood

## Area Redevelopment Plan

**Planning, Property and Development Department**
*Planning and Land Use Division*

**November 2005**

# APPLICABILITY OF THE PLAN

## Policy Application and Interpretation

All development applications submitted with respect to any lands within the Plan Area as identified in Figure 1 are to be reviewed pursuant to compliance with the policies of this plan identified as such and numbered in accordance with the relevant sections of the plan.

Where a statement of intent accompanies a policy or policies, it is provided for information purposes to enhance the understanding of the policy that follows.

Where the term “shall” is used in a policy, the policy is considered to be mandatory.

Where the term “should” is used in a policy it is intended that the policy should be complied with, however, the policy may be deviated from in a specific situation where this is necessary to address unique circumstances or to allow an alternate means of satisfying the original intent of the policy.

Where the term “may” is used in a policy it is intended that the policy be used as a guideline or suggestion toward implementing the original intent of the policy.

## Interpretation of Figures

Unless otherwise stated within the policy provisions of this plan, the boundaries or locations of any symbols or areas shown on the figures attached to and forming part of this plan, are approximate only and are not intended to define exact locations except where they coincide with physical features or fixed boundaries such as property lines or rights-of-way.

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# 1.0 PLAN AREA

## 1.1 Plan Boundaries

This Area Redevelopment Plan applies to the lands bounded by the following streets (as further defined in Figure 1):

- Pandora Avenue to the North;
- Ravenhurst Street to the East;
- Dugald Road to the South; and
- Plessis Road to the West.

### Specific Policy Area Boundaries

The boundaries illustrating Specific Policy areas are intended to be approximate only, allowing for reasonable discretion in interpreting policy.

# 2.0 LAND USE CONCEPT

## 2.1 General Intent

The general land use concept for the Transcona Yards Industrial Neighbourhood has been developed in keeping with *Plan Winnipeg 2020 Vision* general industrial land policies, namely:

- requiring developments to provide a full range of municipal infrastructure in an environmentally-sound, economical and timely manner;
- evaluating new industrial development proposals to ensure that existing neighbourhoods are protected;
- evaluating new residential development proposals to ensure that existing industrial operations in the vicinity are protected;
- restricting land uses in industrial areas, where warranted, to industrial land uses only, in order to promote stability and predictability;
- allowing the introduction of commercial uses in industrial areas to act as a buffer between the industrial uses and adjacent uses or to service the needs of the local industrial population; and
- establishing open space standards for new industrial areas that encourage environmental preservation, high-quality urban design and possible public access.

The existing friction between adjacent, mainly residential, lands and the Transcona Yards Industrial Neighbourhood are understood to be somewhat inevitable given the nature of each respective use and the proximity within which the uses have been established. With perfect planning foresight, a separation of each land use would have been planned to reduce the possibility of these frictions. Since a separation of uses has not been realized in this case, efforts at planning are aimed at reducing land use frictions for current uses and preventing or reducing the potential for such frictions in the future while recognizing the rights of current land owners to use the lands for the purpose for which the lands were acquired.

## 2.2 General Policy Direction

a) The general land use plan provides for policies that support continuing heavy industrial uses at the centre of the site (primarily CN Rail activity), while encouraging a move to lighter, more moderate industrial/commercial activity at the periphery of the area, where land use conflicts are most likely to occur.

b) Design standards and controls are also required for future industrial/commercial operations adjacent to residential areas, in order to further reduce the potential for land use conflicts (see Section 5.0).

c) Since there are already well-established industrial operations throughout the area, these operations should be permitted to continue, as the City's ability to restrict these operations is minimal providing they are obeying other municipal, provincial and federal standards as required. The City also has a greater interest in the general economic well-being of the city as a whole, and recognizing that the industries in the plan area are a great contributor to the economic well being of the city, there is a need and duty, in keeping with Plan Winnipeg policies, to protect these industries from undue or unfair constraints, while making every effort to minimize impact to adjacent areas.

d) The existing land users are encouraged to embrace the spirit and intention of the Transcona Yards Industrial Neighbourhood Area Redevelopment Plan to guide them in the management of their current activities and facilities on their lands.

## 2.3 Overall Goals

The goals of the Area Redevelopment Plan policies outlined here are:

a) To allow existing industrial operations to continue.

b) To mitigate impacts of future developments on adjacent residential areas by implementing design standards and controls around the periphery of the Plan Area.

c) To encourage orderly development of the Plan Area.

d) To protect the contribution to the economic base for the City of Winnipeg, that is provided for by industrial operations in the Plan Area.

e) To respect the integrity of existing and future residential uses surrounding the Plan Area.

# 3.0 GENERAL POLICIES

The following General Policies apply to the entire Plan Area unless specifically noted otherwise within each policy, and should be considered within the context of the Overall Goals established in sub-Section 2.3 of this Plan. Additional Specific Area policies are found in Section 4.0 of this Plan.

## 3.1 Industrial Land Use

Industrial Land Uses within the Plan Area are subject to the General Policies in this section of the Plan and the relevant Specific Area policies in Section 4.0 of the Plan.

## 3.2 Commercial Land Use

**Intent:**

To accommodate commercial activity in the Area Redevelopment Plan area that acts as a buffer between industrial uses and the adjacent residential uses.

**Policy:**

3.2.1 Commercial developments that generally provide services to the adjacent industrial and neighbourhood uses are permitted under this plan subject to both the Specific Area policies and the development standards of this Area Redevelopment Plan, and other City by-laws.

## 3.3 Residential Land Use

**Intent:**

To recognize and establish industrial land uses as the preferred future land use scenario and prevent the intrusion of incompatible uses.

**Policy:**

3.3.1 Residential development within the Transcona Yards Industrial Neighbourhood is not permitted.

## 3.4 Parks and Open Spaces

**Intent:**

To provide for attractive gateway features to Transcona and to the Transcona Industrial Yards Neighbourhood and, where opportunities arise, to provide for passive park development to directly benefit the Plan Area and adjacent lands.

**Policy:**

3.4.1 The development of parks, open spaces, and gateway features within the Plan Area is permitted.

## 3.5 Community Connections

**Intent:**

To enhance connections between South Transcona and North Transcona with transportation linkages.

**Policy:**

3.5.1 The City of Winnipeg shall provide right-of-ways for future public use throughout the Plan Area (see Appendix C and Figure 10) as opportunities present themselves.

3.5.2 The City shall protect rights-of-ways as opportunities arise (see Section 3.8 and 5.0).

## 3.6 Sensitive Lands

**Intent:**

To provide for the protection and enjoyment of environmentally sensitive or ecologically valuable lands.

**Policy:**

3.6.1 The City shall promote the conservation and preservation of any environmentally sensitive lands identified within the Plan Area (see Figure 2), through encouraging the protection and preservation of such lands to the greatest extent possible in balance with the needs and desires of the property owner, and through a process of complete cooperation with the property owners that address those needs and desires.

## 3.7 Development Control Zone

**Intent:**

To assist in mitigating the potential land use conflicts where industrial development is located within close proximity to non-industrial uses, through the implementation of development guidelines and design standards.

**Policy:**

3.7.1 All new construction within 150 metres (492 feet) of the Plan Area boundaries (see Figure 3) shall comply with the Development Standards set out in Section 5.0 of this Plan.

## 3.8 Infrastructure

**Intent:**

To provide adequate infrastructure servicing for inside and on the periphery of the Plan Area (see Figures 4, 5 and 10, and Appendix C for detailed information).

**Policy:**

3.8.1 The City shall pursue the twinning of the section of Dugald Road within the Plan Area (Figure 4), subject to the findings of a warrant analysis and the City's long range plans for street improvements.

3.8.2 The City shall consider future transportation linkages within the Plan Area (Figure 10) when reviewing any plans of development, and shall protect the future rights-of-ways through site plan reviews (Section 5.0), development controls, easement agreements and/or acquiring land. Before acquiring any lands for right-of-way purposes, the City should undertake a transportation study to confirm the suitability of such rights-of-way for incorporation into the area street system.

3.8.3 New industrial development shall provide a full range of municipal infrastructure, in an environmentally sound, economical and timely manner (see Figure 5).

# 4.0 SPECIFIC AREA POLICIES

The policies set forth in this section of the Area Redevelopment Plan are based on geographic Areas 'A' through 'H' as outlined in Figure 6 and should be considered within the context of the Overall Goals established in Section 2.3 of this Plan. Additional General Policies may apply and are found in Section 3.0 of this Plan.

## 4.1 AREA A (Plessis Road Frontage)

**Intent:**

To strengthen this area's multiple roles such as linking North and South Transcona, ensuring public safety and security of the hydrocarbon high-pressure pipeline, and mitigating potential impacts of industrial developments on the adjacent residential properties.

**Policy:**

4.1.1 Gateway features and/or landmarks to Transcona and the Transcona Industrial Yards shall be established at key intersections into the community as opportunities arise.

4.1.2 "Green" gateways and passive parks shall be established to serve the existing Industrial Park employees and soften the industrial edge against the adjacent residential uses as opportunities arise.

4.1.3 Walkways, bike paths, and/or similar types of pedestrian linkages shall be established along the pipeline right-of-way to facilitate community connections and protect the integrity of the pipeline as opportunities arise.

4.1.4 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise, and subject to setback policies as noted in sections 4.1.5 and 5.1.3.

4.1.5 Any development within this area shall conform to policies and requirements of Imperial Oil (see also Section 5.1.3), including:

- The setback for any building intended for human occupancy shall be 20 metres (65 feet) from the centre of the high-pressure pipeline.
- The setback for any building difficult to evacuate, such as a hospital, nursing home, prison, etc. shall be 200 metres (656 feet) from the centre of the high-pressure pipeline.
- All crossings of the pipeline shall be as close as possible to 90 degrees, and have a minimum 1.2 metres (3.9 feet) of acceptable cover over the high-pressure pipeline.

4.1.6 No building on property adjacent to Pandora Avenue, shall be remodelled, erected or enlarged except in accordance with plans submitted and approved by the Director of Planning, Property and Development (see also Section 6.2.2).

## 4.2 Area B (Industrial Park):

**Intent:**

To maintain this area as an industrial park in keeping with City of Winnipeg Industrial Park standards, and to minimize future potential conflicts with adjacent residential lands.

**Policies:**

4.2.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.2.2 All development (buildings, parking, etc.) within 150 metres (492 feet) of Pandora Avenue shall be developed in accordance with Development Standards as outlined in Section 5.0 of this Plan.

4.2.3 No building on property adjacent to Pandora Avenue, shall be remodelled, erected or enlarged except in accordance with plans submitted and approved by the Director of Planning, Property and Development (see also Section 6.2.2).

4.2.4 The City shall pursue the improvement of the aesthetic treatment of the Pandora frontage as opportunities arise.

## 4.3 AREA C (Pandora Frontage)

**Intent:**

To permit the existing industrial activities to continue functioning and to mitigate potential impacts of future developments on adjacent residential properties.

**Policies:**

4.3.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.3.2 The City shall pursue the improvement of the aesthetic treatment of the Pandora frontage as opportunities arise.

4.3.3 All development (buildings, parking, etc.) within 150 metres (492 feet) of Pandora Avenue shall be developed in accordance with Section 5.0 of this Plan.

4.3.4 No building on property adjacent to Pandora Avenue, shall be remodelled, erected or enlarged except in accordance with plans submitted and approved by the Director of Planning, Property and Development (see also Section 6.2.2).

## 4.4 AREA D (Vacant Lands)

**Intent:**

To accommodate development on these lands that will be less likely to impact adjacent lands.

**Policies:**

4.4.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.4.2 All development shall provide a full range of municipal services at its own cost in a manner that represents the logical, phased extension of existing City services (see Appendix C).

4.4.3 All development (buildings, parking, etc.) within 150 metres (492 feet) of Pandora Avenue shall be developed in accordance with Section 5.0 of this Plan.

4.4.4 No building on property adjacent to Pandora Avenue, shall be remodelled, erected or enlarged except in accordance with plans submitted and approved by the Director of Planning, Property and Development (see also Section 6.2.2).

4.4.5 The City shall pursue the improvement of the aesthetic treatment of the Pandora frontage as opportunities arise.

## 4.5 AREA E (North East Corner of Plan Area)

**Intent:**

To accommodate current industrial operations in this area, allow for future industrial and commercial development on adjacent vacant lands in a manner that is in keeping with existing development, and mitigate potential impacts on future adjacent uses.

**Policies:**

4.5.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.5.2 Any identified sensitive lands should be protected to the greatest degree possible, through integration with proposed development, in such a manner that does not

limit the ability of the property owner to use such land for its intended purpose, in keeping with Policy 3.6.1 of this Plan.

4.5.3 Development shall include a full range of municipal services at its own cost in a manner that represents the logical, phased extension of existing City services.

4.5.4 All development (buildings, parking, etc.) within 150 metres (492 feet) of Pandora Avenue and Ravenhurst Street shall be developed in accordance with Section 5.0 of this Plan.

4.5.5 No building on property adjacent to Pandora Avenue, shall be remodelled, erected or enlarged except in accordance with plans submitted and approved by the Director of Planning Property and Development (see also Section 6.2.2).

4.5.6 Gateway features and/or landmarks to Transcona and the Transcona Industrial Yards shall be established at key intersections into the community as opportunities present themselves.

4.5.7 "Green" gateways and passive parks shall be established to serve business employees and soften the industrial edge against any future adjacent residential uses as opportunities arise.

4.5.8 The City shall pursue the improvement of the aesthetic treatment of the Pandora and Ravenhurst frontages as opportunities arise.

## 4.6 AREA F (Dugald Frontage East)

**Intent:** To accommodate a range of opportunities for future industrial and commercial development and mitigate potential impacts to future residential development on adjacent lands.

**Policies:**

4.6.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.6.2 All development shall provide a full range of municipal services at its own cost in a manner that represents the logical, phased extension of existing City services.

4.6.3 All development (buildings, parking, etc.) within 150 metres (492 feet)of Dugald Road and Ravenhurst Street shall be developed in accordance with Development Standards as outlined in Section 5.0 of this Plan.

4.6.4 Gateway features and/or landmarks to Transcona and the Transcona Industrial Yards shall be established at key intersections into the community as opportunities arise.

4.6.5 "Green" gateways and passive parks shall be established to serve business employees and soften the industrial edge against any future adjacent residential uses as opportunities arise.

4.6.6 The City shall pursue the improvement of the aesthetic treatment of the Dugald and Ravenhurst frontages as opportunities arise.

## 4.7 AREA G (Dugald Frontage West)

**Intent:** To accommodate a range of opportunities for future industrial and commercial development, and to mitigate potential impact to future residential development on adjacent lands.

**Policies:**

4.7.1 Light industrial, commercial, institutional and/or office uses shall be encouraged to be developed as opportunities arise.

4.7.2 All development shall provide a full range of municipal services at its own cost in a manner that represents the logical, phased extension of existing City services.

4.7.3 All development (buildings, parking, etc.) within 150 metres (492 feet) of Dugald Road and Ravenhurst Street shall be developed in accordance with Development Standards as outlined in Section 5.0 of this Plan.

4.7.4 The City shall pursue the improvement of the aesthetic treatment of the Dugald frontage as opportunities arise.

## 4.8 AREA H (Internal)

**Intent:**

To allow for current industrial uses to continue operating in a status quo fashion, given the long-term historic use of the lands for these purposes and the reasonable separation distance to other residential uses.

**Policy:**

4.8.1 All industrial uses, shall be permitted to continue operations in accordance with all levels of current noise, odour and other relevant regulations and requirements.

# 5.0 DEVELOPMENT CONTROL ZONE STANDARDS

All Developments within the identified Development Control Zone (Policy 3.7 and Figure 3) shall conform to the requirements of this section of the Plan.

## 5.1 Setbacks

**Intent:**

To provide an adequate separation of buildings from roadways and adjacent uses in order to minimize potential operational impacts on adjacent residential uses.

**Policies:**

5.1.1 The minimum setback requirement from the exterior limit of the Plan Area shall be *12.2 metres (40 feet)*, which will include a 7.6 metre (25 foot) landscape setback set out in Policy 5.2.1 below, and not including any planned land protection for potential roadway widening (see Policy 5.1.2).

5.1.2 Development along the north side of Dugald Road, in addition to 5.1.1, shall incorporate an additional 15 metre (49 feet) setback for the acquisition of a right-of-way for the future widening of Dugald Road.

5.1.3 Development along Plessis Road in the vicinity of the Imperial Oil Pipeline, shall respect development policy and requirements of Imperial Oil associated with location of any buildings in the area[1]. Consultation with Imperial Oil and the City of Winnipeg is required to identify the exact location of the pipeline, and specific related development requirements.

5.1.4 Projections and obstructions into required yards (not including the landscape setback) as identified in the City of Winnipeg Zoning By-law for the relevant zoning category are permitted within the development setback.

## 5.2 Landscaping

**Intent:**

To provide adequate screening (for functional and aesthetic purposes) of industrial and commercial uses to the adjacent streets and properties. The more intense the land use, the more intense the landscaping required to mitigate the negative attributes of the commercial or industrial operation.

[1] Policies of Imperial Oil require a 20-meter setback from centre line of the pipeline to any building intended for human occupancy and 200 meters to any building difficult to evacuate, i.e. hospitals, nursing homes, prisons etc.

**Policies:**

5.2.1 All developments shall include a 7.6 metre (25 foot) setback from the boundary of the development control zone, for the purpose of incorporating required landscaping.

5.2.2 The landscaping design shall be of such a nature as to provide for adequate screening of industrial operations to a degree in keeping to the relative intensity of the industrial (or other) use, which may involve a combination of sod, planting beds, trees, hedges, berming and fencing, to the satisfaction of the Director of Planning, Property and Development.

5.2.3 In the absence of fencing, landscape plantings should be of sufficient hardiness and maturity as to provide an immediate screening and aesthetic benefit and to help ensure healthy growth to full maturity.

5.2.4 Vehicle entrances and exits shall be enhanced through appropriate landscaping that may include planting beds and trees.

5.2.5 Development proponents should consult with a landscape professional prior to the preparation of development plans for submission to the City of Winnipeg.

## 5.3 Driveways and Parking

**Intent:**

To minimize the potential impact of driveways and parking areas on adjacent properties, to minimize the number of future median openings along Dugald Road, and to ensure future businesses are accommodated with appropriate access.

**Policies:**

5.3.1 Driveway entrances and exits shall be sited in a manner that minimizes impact on adjacent residential properties and to the satisfaction of the Director of Public Works or his/her delegate.

5.3.2 In order to reduce the number of approaches and median cuts on the future dualling of Dugald Road, driveway entrances on the north side of Dugald Road are to be directly aligned with existing public rights-of-ways on the south side of Dugald Road where possible, or alternatively, accommodate a shared private approach with an adjacent property where possible; or use a future roadway connection within the Plan Area (Figure 10).

5.3.3 Accessory off-street parking areas and access driveways shall be surfaced with asphalt or concrete.

5.3.4 Storage compounds shall be surfaced by asphalt, concrete or gravel, provided that all vehicle entrance and exit driveways and driving aisles are surfaced with the

same material as the street to which the compound has access to a reasonable distance as to be effective in mitigating effects of gravel surfacing and as determined by the Director of Planning, Property and Development. When gravel surfacing is used, appropriate dust abatement methods are to be incorporated to the satisfaction of the Director of Planning, Property and Development.

## 5.4 Outside Operations and Storage

**Intent:**

To minimize the potential negative impact of outside operations and storage areas to adjacent properties.

**Policies:**

5.4.1 All outside operations and the storage of vehicles, goods, materials and products within the Development Control Zone shall be effectively screened from view from the boundary of the Plan Area by either:

a) a light proof wood fence or wall not less than 1.8 metres in height and to a maximum height of 2.4 metres, or

b) a chain link fence not less than 1.8 metres in height and to a maximum height of 2.4 metres, that shall be screened:
   i. with additional trees or an evergreen hedge, that when planted will reach a height of not less than the height of the fence, or
   ii. with a landscaped berm no less than one (1) metre in height, with additional trees or an evergreen hedge, that when planted will reach a height of not less than the minimum height of the fence.

5.4.2 The storage of products within the enclosure shall not exceed the height of the enclosure, with the exception of parked vehicles. The fence and/or landscaping shall be maintained in good condition and repair to the satisfaction of the Director of Planning, Property and Development.

## 5.5 Lighting

**Intent:**

To minimize the potential negative impact of lighting on adjacent streets and properties.

**Policy:**

5.5.1 All lighting used to illuminate any parking or storage area shall be arranged and shielded so that it does not reflect or shine into adjacent streets and properties, in particular residential properties.

5.5.2 All lighting shall, upon the request of the Director of Planning, Property and Development, be equipped with whatever additional shielding, lenses, or cut-off devices required to eliminate light trespass onto any street or abutting lot or parcel and to eliminate glare perceived by persons on any street or abutting lot or parcel. In addition, the Director may require that the light trespass and glare be limited to a reasonable level through fixture location, height and intensity.

## 5.6 Noise

**Intent:**

To minimize the potential impact on adjacent properties, of noise due to regular operations.

**Policy:**

5.6.1 The location and installation of heating, ventilation, air-conditioning and other similar units, shall take into consideration adjacent property owners and any nearby residential properties.

5.6.2 Loading and docking facilities are encouraged to be located at the rear of buildings

5.6.3 All operations shall operate in accordance with the noise regulations of the City of Winnipeg and all other relevant laws and regulations.

## 5.7 Solid, Liquid, Gaseous or Hazardous Contaminants

**Intent:**

To minimize the potential impact on adjacent properties, of any solid, liquid, gaseous or hazardous contaminants due to regular operations.

**Policy:**

5.7.1 The emission of any solid, liquid, gaseous or hazardous contaminants, including waste, odour, heat and radiation, shall be subject to the provisions of the Clean Environment Act of the Province of Manitoba and Regulations there under, any applicable by-law of the City of Winnipeg, and any other relevant laws and regulations

# 6.0 PLAN IMPLEMENTATION

## 6.1 Staging and Phasing

6.1.1 Staging and phasing of development within the Transcona Yards Industrial Neighbourhood will be largely driven by market conditions and by the extension of municipal services. The timing and costs of extending municipal services will be directed through the development agreement process (see Appendix A).

## 6.2 Approval Process

6.2.1 Prior to issuance of any development permit and in addition to approval from other affected Civic Departments, approval by the Director of Planning Property and Development of landscape and development plans is required (see Section 6.3 below).

6.2.2 The erection, remodelling or enlargement of any building on property adjacent to Pandora Avenue, will require the submission and approval of building design plans to the Director of Planning Property and Development or designate is required.

## 6.3 Development Permits

6.3.1 Prior to issuance of a development permit, approval of site and landscape plans by the Director of Planning, Property and Development, or designate is required, and shall be maintained to the satisfaction of the Director thereafter.

6.3.2 Detailed plans of development are required prior to issuance of development permit. The plans of development shall clearly identify and include the following as determined by the Director of Planning Property and Development:

- Property line and distances to all buildings and structures;
- Location of all ventilation and related units on or near all buildings and structures;
- Surface treatment of all areas;
- Location of all garbage receptacles and mechanical equipment;
- Locations of existing and proposed sidewalks, curbs, and boulevard trees;
- Fencing, screening, garbage and storage areas;
- Dimensioned layout of existing and proposed parking areas, loading areas, storage compounds, entrances and exits, abutting streets and lanes, and surfacing (e.g. asphalt, concrete, gravel or other);
- Detailed and dimensioned landscape plans including landscape setback area, berming (if any), fencing (show construction details), planted areas including planting specifications (size and type);
- Location of freestanding signage;
- Detailed lighting plans, including demonstration of compliance with the policies within Section 5.5.

## 6.4 Subdivision and Rezoning

6.4.1 Development applications for subdivision and rezoning shall comply with the terms and conditions of the Area Redevelopment Plan, including approval of landscape and development plans.

## 6.5 Plan Amendment

6.5.1 Application to amend this Plan can be submitted to the Planning, Property and Development Department, and are subject to the process of amending a City of Winnipeg Secondary Plan By-law in accordance with the City of Winnipeg Charter.

## 6.6 Variance

6.6.1 In situations where the implementation of development standards is not feasible due to existing physical site constraints (including instances where existing buildings are too close to property lines) or as deemed by the Director of Planning, Property and Development, alternative standards may be approved in accordance with the Development Procedures By-Law.

## 6.7 Appeal of Decision

6.7.1 Appeal by the applicant of the decision of a variance order, or a decision of the Director of Planning, Property and Development can be made to the Standing Policy Committee on Property and Development.

## 6.8 Monitoring, Review and Evaluation

6.8.1 This plan is intended to be a flexible document that will change as circumstances change within and adjacent to the Plan Area. Periodic review and amendment of the plan will occur as development conditions within the Plan Area and adjacent areas change.

# GLOSSARY

**Purpose:** The purpose of the glossary is to provide a general understanding of the terms used within this plan and do not constitute definitions for the purpose of legal interpretation.

**Adjacent Lands**: Lands that either share a property line with the subject property, or are located across a public right-of-way.

**Building**: Any physical structure constructed or placed on, in, over or under subject land as defined by the City of Winnipeg Charter.

**Building Permit**: means a permit issued by the City of Winnipeg authorizing construction of a specific building or structure.

**City of Winnipeg Charter**: Provincial enabling legislation for the City of Winnipeg.

**Development Control Standards**: Development and design guidelines as outlined in the Plan to direct the design of sites, buildings and landscaping within the development control zone.

**Development Control Zone**: Lands as identified in the Plan around the perimeter of the Plan Area, which are subject to the development control standards of this Plan.

**Development Permit**: Authorization required and issued by the City of Winnipeg to undertake any physical site development or improvements of a property, as defined by the City of Winnipeg Zoning By-law.

**Development Plans**: Detailed plans illustrating the future development of a property.

**Director**: The Director of the Planning, Property and Development Department of the City of Winnipeg and includes any officer or employee of the City to whom the director has delegated in writing an action or the exercise of power, duty or decision vested in the director by this Plan.

**Industrial Development**: Consists of the general manufacturing, production, assembly of goods, products and services. Traditionally, industrial uses have been considered to be either light, medium or heavy in nature.

**Light Industrial**: The use of land, buildings or structures for the purpose of manufacturing, processing, fabricating, assembly, warehousing, storage and distribution of goods or materials that does not create conditions that are determined to have a significant adverse impact or are dangerous beyond the boundaries of the site by way of noise, odours, airborne emissions, outdoor lighting or vibration. All operations generally are conducted within enclosed buildings and are not dependent to a significant extent upon outdoor storage of goods or materials as part of its operations. Typical uses may include, but not limited to, indoor storage depots, warehouses, distribution centres, offices and laboratories.

**Medium Industrial**: The use of land, buildings or structures for the purpose of manufacturing, processing, fabricating, assembly, warehousing, storage and distribution of goods or materials that may create moderate impacts beyond the boundaries of the site by way of noise, odours, airborne emissions, outdoor lighting or vibration. Limited specific activities and portions of the operation are conducted outdoors and requires outdoor storage. Uses typically include, but not limited to, cleaning servicing, testing and repairing operations, manufacturing, processing and assembly plants, distribution and transportation uses. Any nuisance associated with such uses typically does not extend beyond the boundaries of the site.

**Heavy Industrial**: The use of land, buildings or structures for the purpose of manufacturing, extracting, processing, fabricating or distributing goods or materials that tend to create conditions that are objectionable or dangerous beyond the boundaries of the site by way of noise, odours, airborne emissions, vibration, or other adverse impacts. Typical uses may include, but not limited to, resource extraction, processing operations, manufacturing plants, agricultural processing, petroleum processing, outdoor manufacturing etc. These uses should normally be located on the interior of industrial areas, such that it does not interfere with the safety, use, amenity or enjoyment of any surrounding areas.

**Frontage**: The part of a zoning lot fronting on a public right-of-way and located between side lot lines.

**Landscaping**: The modification and enhancement of a site through the use of any or all of the following elements:

a) Soft landscaping consisting of vegetation such as trees, shrubs, hedges, grass, ground cover, plants or flowers.
b) Hard landscaping consisting of non-vegetative materials such as brick, stone, concrete tile and wood.

**Landscape Setback**: Physical area where landscaping is required.

**Parking Area**: An open area of land other than a street or lane, or an area within a structure, used for the parking of vehicles.

**Plan Winnipeg**: Winnipeg City Council's long-range policy plan.

**Sensitive Lands**: Lands identified by the City of Winnipeg as having ecological value.

**Screening**: The total or partial concealment of a building, structure or activity by a fence, wall, berm or soft landscaping.

**Setback, building**: The minimum distance from a property line to building.

**Setback, landscape**: The minimum distance from a property line required for landscaping purposes only.

**Standing Policy Committee**: The Standing Policy Committee on Property and Development – committee of City Council directing issues and matters related to the Planning, Property and Development Department.

**Site**: An area of land on which a building or use exists or for which an application for a development permit is made.

**Storage Area or Compound**: The area of a building or site set aside for the storage of products, goods or equipment.

**Subdivision and Rezoning**: An application made to the City of Winnipeg to subdivide and/or rezone land to a different land use designation.

**Vacant Land**: Lands that are generally unused or unoccupied by a physical structure or use, and may be suitable for future development.

**Zoning by-law**: As defined under the City of Winnipeg Charter.

# APPENDIX “A”
# Area Redevelopment Plan Administration

Winnipeg

# APPENDIX A – AREA REDEVELOPMENT PLAN ADMINISTRATION

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# 1.0 PLAN NEED

The City of Winnipeg has identified a need to prepare an Area Redevelopment Plan (Secondary Plan) for the Transcona Yards Industrial Neighbourhood (area as defined by the City of Winnipeg see Figure 1). This approach has been identified as an effective tool to balance redevelopment objectives with the interests of immediate neighbourhoods, and the long-term infrastructure requirements for Transcona.

This plan is intended to identify and assist in managing future growth within the Transcona Yards Industrial Neighbourhood, recognizing the needs and desires of all parties, including: industrial business needs for growth, development, certainty and security; surrounding neighbourhood needs for quality of life, safety and enjoyment of private property; and the City of Winnipeg's needs, which include the need for planned growth, as well as the provision of infrastructure and services.

This planning process has assisted in identifying and defining areas of conflict and compromise, as well as future opportunities for growth and development. Opportunities exist to expand and capitalize on the future economic development potential of the area including the location of the area adjacent to key transportation routes (rail and road), the existing strong industrial base, and the potential to capitalize on vacant or underutilized lands.

Constraints to future development include balancing the conflicting needs and desires of industrial development and residential settings, transportation concerns and issues, and the need for expanded infrastructure and services.

The plan is intended to be a flexible document to be reviewed and refined over time.

# 2.0 PLANNING GOALS

The Area Redevelopment Plan has a number of guiding principles defined here as planning goals, consisting of:

- Defining the future land use potential for the industrial neighbourhood.
- Identifying issues, opportunities and constraints, and providing mitigating measures where feasible.
- Defining potential areas of conflict between various land uses, and identify means to address and mitigate these conflicts where possible.
- Detailing the realm of future infrastructure and servicing requirements.
- Preparing a plan that will assist in future decision making.
- Developing a plan that will promote and facilitate future development and growth within the industrial neighbourhood, while at the same time protect and enhance the integrity of the surrounding, primarily residential areas.

# 3.0 PLANNING PROCESS

The plan preparation process has followed a staged and consultative procedure. An advisory committee consisting of local residents and business interests assisted in providing advice and insight into the issues and interests within the area. The process to prepare this plan included:

- Background research
- Site reconnaissance
- Issue identification
- Initial discussions with city officials and property owners
- Advisory committee meetings
- Public workshop
- Draft Plan preparation
- Open House
- Final Plan preparation

# 4.0 IMPLEMENTATION TIMING

The Plan is intended to be formally adopted by the City of Winnipeg as a Secondary Plan By-law. The policies of the plan will take effect upon third reading and final approval of the Council of the City of Winnipeg.

# 5.0 GENERAL ADMINISTRATION

Administration of the plan falls under the jurisdiction of the City of Winnipeg, Planning, Property and Development Department.

## 5.1 Plan Authority

The authority to initiate and implement a Secondary Plan is defined within the City of Winnipeg Charter, Part 6 Planning and Development.

**Section 234(1) Adoption of Secondary Plan**

*Council may by by-law adopt a secondary plan to provide such objectives and actions as council considers necessary or advisable to address, in a neighbourhood, district or area of the city, any matter within a sphere of authority of the city, including, without limitation, any matter a) dealt within Plan Winnipeg; or b) pertaining to economic*

*development or the enhancement or section protection of heritage resources or sensitive lands.*

The Secondary Plan must be consistent with Plan Winnipeg (234(2)), and Council or its delegate must hold a public hearing after first reading by Council. Upon third reading by Council, the by-law is enacted and enforced primarily through the Planning, Property and Development Department.

## 5.2 Application

Secondary Plan authority provides jurisdiction to lands within the Area Redevelopment Plan area only, being the industrial neighbourhood defined by the City of Winnipeg as the Transcona Yards Industrial Neighbourhood, as detailed in Figure 1.

## 5.3 Interpretation

The interpretation of policies and plan area falls under the direction of the Director of Planning, Property and Development.

The intent of this Area Redevelopment Plan is not to replace other city policy documents or by-laws, excepting Part 5: Development Control Zone, but to enhance and provide assistance to decision makers.

## 5.4 Implementation

The policies of this Plan are to be implemented through the development application process. Upon receipt of a development application by the Planning, Property and Development Department, the application is to be reviewed against the Area Redevelopment Plan to ensure conformity. Should the application be inconsistent with the Area Redevelopment Plan: the applicant would be encouraged to amend the application to conform to the Area Redevelopment Plan, or the application shall be denied, or an application to amend the Area Redevelopment Plan can be filed.

## 5.5 Plan Review and Amendment

This Area Redevelopment Plan is not intended to be a static document, but is to be reviewed and amended as necessary. No set time frame is identified for formal review, however as further development occurs within the plan area and within the surrounding study area, the City may review and ensure that the policies of the plan are relevant.

# 6.0 CITY OF WINNIPEG POLICY

## 6.1 Plan Winnipeg 2020 Vision

The entire Transcona Yards Industrial Neighbourhood is designated within Plan Winnipeg 2020 Vision (the City of Winnipeg's long range policy document) as an Industrial Policy Area. Industrial Policy areas are intended to promote the concentration of industrial uses and supportive infrastructure with the possible inclusion of compatible commercial uses.

### 6.1.1 Policy 3B-06 Accommodate New Industrial Areas

The City shall accommodate new industrial areas within locations designated as Industrial on Policy Plate A by:

i) requiring developments to provide a full range of municipal infrastructure in an environmentally-sound, economical and timely manner;

ii) evaluating new industrial development proposals to ensure that existing neighbourhoods are protected;

iii) restricting land uses in industrial areas, where warranted, to industrial land uses only, in order to promote stability and predictability;

iv) allowing the possible introduction of commercial uses in industrial areas to act as a buffer between the industrial uses and adjacent uses or to service the needs of the local industrial population; and

v) establishing open space standards for new industrial area that encourage environmental preservation high-quality urban design and possible public access.

### 6.1.2 Policy 3B-07 Provide Ongoing Stewardship of Industrial Areas

The City shall provide ongoing stewardship of industrial areas to promote their long-term viability and minimize land use conflicts by:

i) evaluating new residential development proposals to ensure that existing industrial operations in the vicinity are protected

ii) requiring abatement of pollution where warranted and facilitating the relocation of premises if necessary, and

iii) encouraging the reuse of obsolete industrial areas where the long-term viability of such areas cannot be supported, provided that potentially contaminated sites have been evaluated and have met remediation standards established by the Canadian Council of Ministers of the Environment

# 7.0 CITY OF WINNIPEG ZONING BY-LAW 6400/94

The entire Transcona Yards Industrial Neighbourhood is zoned as either M2 Industrial (industrial park at the north west corner) or M3 Industrial (remainder of the entire Neighbourhood) as detailed in Figure 7. The M2 Industrial District provides for medium intense industrial development, allowing for some limited outside operations in addition to storage, and also permits commercial and office uses. M3 Industrial Districts allow for heavy industrial development of a potentially noxious nature. M3 zoning is relatively restrictive to some degree in terms of use (i.e. intended to permit uses of potentially noxious nature, yet restricts many non-noxious industrial uses), however M3 is permissive in terms of bulk regulations (required yards, height, lot coverage, etc.), and in terms of development standards.

At the time of preparing this Area Redevelopment Plan, the City of Winnipeg was in the initial stages of undergoing a comprehensive review of the City of Winnipeg Zoning By-law 6400/94. It is expected that there will be adjustments to the Industrial Designations within the Zoning By-law, which would regulate industrial development across the City. It was determined that to speculate what, if any, impacts the comprehensive review of the Zoning By-Law would have on the Transcona Yards Industrial Neighbourhood would be premature at the time of preparing this Area Redevelopment Plan. This Plan is not intended to replace any City of Winnipeg Policies or by-laws. The more restrictive policy or by-law takes precedence.

# APPENDIX “B”
# Plan Area Context Report

Winnipeg

# APPENDIX B – PLAN AREA CONTEXT REPORT

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# 1.0 PLAN BOUNDARY

The "Plan Area" as used in this report applies to the Transcona Yards Industrial Neighbourhood *only* – as defined by the City of Winnipeg (see Figure 1) as:

- Pandora Avenue to the North;
- Ravenhurst Street to the East;
- Dugald Road to the South; and
- Plessis Road to the West.

The Plan does however take into consideration the surrounding area, which is described as the "Study Area" and includes the surrounding vicinity, including:

- North to Regent Avenue;
- East to the Perimeter Highway;
- The South Transcona area; and
- The residential area west of Plessis Road.

The Plan recognizes that industrial development and business growth is fundamentally important to the economy and the well-being to all of Winnipeg and its residents. The Plan also recognizes the needs and desires of the surrounding community. A number of issues have arisen that are inherently controversial and conflicting with the location of industrial uses in close proximity to residential areas. It is the intent of this plan to assist in identifying the issues and also identify means to address and mitigate these problems where possible, and to assist in directing future development.

# 2.0 HISTORICAL CONTEXT[1]

The Transcona Yards Industrial Neighbourhood, along with all of the community of Transcona owes its history to the establishment of the Transcona Shops. The Transcona shops were originally constructed to service two railways – the National Transcontinental Railway (NTR) east of Winnipeg, and the Grand Trunk Pacific (GTPR) west to Vancouver.

In 1907 the GTPR purchased and surveyed 800 acres of land eight miles east of Winnipeg for the western repair shop facilities and town site. Carloads of heavy gravel fill were hauled in from the Vivian pits, and were spread over the entire area to be occupied by buildings to avoid any trouble from flooding. This raised the floor level about four feet above the existing prairie before tracks were laid. Construction on the shops commenced in June 1909 and finished in 1912. In January of 1912, the NTR

[1] Source of historical information: *Transcona Historical Museum*

handed over the keys to the GTPR, with official opening a year later in January 1913. By 1923, nearly 150 railway companies had merged to form the Canadian National Railway (CNR).

The Town of Transcona was officially incorporated by Charter in April of 1912. The name "Transcona" was chosen to commemorate the railway to which the town owes its existence. It is claimed that the name was chosen from thousands of contest entries and was a combination of ***Trans***continental and Strath***cona***.

The townsite, which was originally established south of the shops, evolved to north of the shops. During this period of town planning and development, as the use of the private automobile was in its infancy, the town evolved directly adjacent to the primary source of employment with employees typically walking to work. In a modern context, the development of residential neighbourhoods within such close proximity to heavy industrial areas is discouraged without buffer zones. The historical context of the development of the rail yard and shop facilities adjacent to the residential neighbourhoods is taken into consideration with the development of this plan.

Further to the CN Rail uses within the plan area, in 1966, the industrial park in the northwest corner of the plan area opened. By 1972, the freshwater fish processing plant officially opened, and plans for Flyer Industries coach plant were announced (Source: Celebrating 75 years of community 1911-1986). By this point in time, the population of Transcona was over 13,000 people, and in 1972, Transcona was amalgamated into the City of Winnipeg.

Today, Transcona is a vibrant community within the City of Winnipeg, with a population of over 30,000 people (Census 2001). The Transcona Yards Industrial Neighbourhood is located along the south periphery of North Transcona, and separates the primary built up area of North Transcona from the low density rural residential hamlet area of South Transcona. The plan area is primarily heavy industrial in nature, with some vacant or underutilized parcels. Shipping, manufacturing, repair facilities and rail related uses are the primary operations within the Industrial Neighbourhood, and are expected to continue to be the dominant uses into the future.

## 3.0 REGIONAL SETTING

From a regional context, Transcona is located in the far eastern reaches of the City of Winnipeg. The area has a strong industrial base, along with a stable and growing residential base.

The Rural Municipality of Springfield surrounds Transcona to the north, east and south. Lands within the RM to the north are primarily industrial in nature including the CPR North Transcona Yards, and other industrial developments. The Perimeter Highway and the Floodway are located directly east of the Transcona Yards Industrial Neighbourhood.

The RM of Springfield industrial district to the north of Transcona has experienced steady growth over the past decade. Springfield has also experienced positive residential growth over the past decade as well, and is poised to experience additional residential growth, primarily in the townsite of Oak Bank and around Birds Hill. The Province of Manitoba is in the process of undertaking an expansion of the Red River Floodway around Winnipeg, which will include redevelopment of bridges and other infrastructure in the area, including Highway 15. The Perimeter Highway is also set to be expanded in this area from a two lane to four-lane facility, potentially involving a grade separated interchange with Highway 15.

# 4.0 DEMOGRAPHICS

A review of Statistics Canada Census data from 2001 was undertaken utilizing *Pcensus* software. Research was undertaken for the defined Study Area; the Transcona Community (defined as the City of Winnipeg Transcona electoral ward), and the South Transcona Area. A summary of the findings as follows:

## 4.1 Population Trends:

Population in the entire Transcona area is statistically younger than the City of Winnipeg average. The average age statistics as follows:

- Study Area: 36.0
- Transcona: 34.9
- South Transcona: 33.9
- Winnipeg: 37.2

This suggests that in general, there would be more families with children than Winnipeg overall, which would be represented by larger household sizes. This is reflected in average household size:

- Study Area: 2.62 persons per household (pph)
- Transcona: 2.74 pph
- South Transcona: 2.99 pph
- Winnipeg: 2.45 pph

There are also a greater number of married families within the Transcona area, than the City overall:

- Study Area: 52% married
- Transcona: 57%
- South Transcona: 68%
- Winnipeg: 48%

### 4.2 Housing

Owner occupied, single-family homes are more predominant in Transcona than the City overall as follows:

- Study Area: 77% owned; 84% single-detached
- Transcona: 87% owned; 80% single-detached
- South Transcona: 89% owned; 89% single-detached
- Winnipeg: 64% owned; 60% single-detached

The values of single-family homes in the Transcona area however are valued slightly less than the City as a whole, with the exception of South Transcona:

- Study Area: $84,700
- Transcona: $85,000
- South Transcona: $122,400
- Winnipeg: $100,500

### 4.3 Employment, Education and Income

Employment levels within the Transcona area typically follow the City as a whole in terms of rates of employment.

- Study Area: 67% in labour force with 72% employed
- Transcona: 72% in labour force with 68% employed
- South Transcona: 74% in labour force with 64% employed
- Winnipeg: 68% in labour force with 64% employed

Average household employment incomes are greater in South Transcona, the Study Area and Transcona overall when compared to all of Winnipeg.

- Study Area: $51,000
- Transcona: $56,400
- South Transcona: $76,700
- Winnipeg: $44,200

## 5.0 EXISTING CONDITIONS

### 5.1 Transportation

The primary mode of transportation for work trips by employed labour force in the Transcona area (as defined by Statistics Canada Census Data) is generally reflective of Winnipeg overall, a high percentage of vehicle trips and similar rates of transit usage, which is actually greater in South Transcona.

- Study Area: Vehicle 78%; Transit 15%; Walk 5%
- Transcona: Vehicle 81%; Transit 13%; Walk 4%
- South Transcona: Vehicle 86%; Transit 17%; Walk 1%
- Winnipeg: Vehicle 77%; Transit 14%; Walk 6%

## 5.2 Property Ownership

Properties within the Transcona Yards Industrial Neighbourhood is primarily under private ownership (See Figure 8). CN Railway is the largest individual property owner in the neighbourhood, followed by Palliser Furniture. Other property owners include: New Flyer Industries, the Freshwater Fish Marking Company, Manitoba Hydro, the City of Winnipeg, and at least sixteen other private owners.

## 5.3 Existing Land Uses (Plan Area)

Within the Transcona Yards Industrial Neighbourhood, the principal land use is industrial in nature (see Figure 9). Commencing from the northwest corner, the following is a summary of the uses within the neighbourhood:

- The industrial park at the north west corner, consists of a variety of facilities including:
  - Manufacturing (primarily medium industrial uses, within closed facilities, with open storage);
  - Police and Fire Station;
  - Warehousing;
  - Shipping;
  - Office;
  - Processing (fish, beef, etc.);
  - Outdoor storage; and
  - Vacant building.
- Dugald Road (from west – east)
  - Vacant lot (City of Winnipeg – gateway feature);
  - Self storage company;
  - Trucking company;
  - Construction company;
  - Culvert manufacturing/distribution;
  - Vacant lands;
  - Malting operation;
  - Vacant lands; and
  - Grain elevator terminal

- Ravenhurst Street
    - Vacant lands
- Pandora Avenue (from east – west)
    - Furniture manufacturing;
    - Vacant lands, including privately owned baseball field;
    - CN rail shops, yards and related operations:
        - Main facility at the Bond Street entrance, defined by the Midway running north south between the two series of buildings.
        - East side uses include: the gate house; air brake shop; maintenance shop and stores; wheel shop; forage shop, machine shop; motive power shop; training and stores; and offices. Additional uses include work equipment storage, rail engineering, and rail yards.
        - West side uses include: car shop; offices; power house; electrical shop; draft gear; grit blast and paint shop; main stores; and winding shop.

## 5.4 Surrounding Land Use (Study Area)

The Study Area surrounding the Transcona Yards Industrial Neighbourhood is varied in terms of use and intensity ranging from vacant rural or farm lands, to commercial, to rural residential, to multi-family housing. Figure 9 also provides a summary of the surrounding land uses. The following provides a brief glimpse at the surrounding land uses:

- **North**: The centre and heart of Transcona lies to the north of the Industrial Neighbourhood. Land uses range from single and multi-family homes; industrial uses; commercial centre along Regent/Day/Bond street area; to school and park sites. Further east, the emerging residential neighbourhood of Canterbury Park continues to develop, which includes the extension of Ravenhurst Street south to Pandora Avenue.

- **East:** To the east of the Industrial Neighbourhood lies primarily vacant lands, however there are two industrial properties close to Dugald Road.

- **South:** The South Transcona community lies directly south of the Industrial Neighbourhood with the focus directly south of Dominion Malting. Primarily vacant City of Winnipeg owned lands lie to the east of the South Transcona area, and rural residential properties fronting onto Dugald Road exist towards the west.

- **West:** West of the Industrial Neighbourhood is single and multi-family residential in character, and includes an emerging single-family development that was well under construction at the time of preparing this plan.

## 5.5 Street Network

The Transcona Yards Industrial Neighbourhood has good access to regional transportation routes (see Figure 4). Regional streets encircle the Plan Area, including Plessis Road, Ravenhurst Street, Dugald Road and Pandora Avenue. The Perimeter Highway is within one kilometre of the Plan Area, and the CN Main Line (Redditt) runs through the southern limit of the Plan Area.

- **Dugald Road:** Dugald Road outside of city limits, forms part of the Provincial Trunk Highway system (PTH 15). The Province of Manitoba has plans to twin PTH 15 eastward to the town of Dugald, and also is in the planning stage for a new bridge structure(s) across the Winnipeg Floodway in conjunction with the Floodway Expansion. Dugald Road within city limits is a two-lane rural cross section roadway.

  The City of Winnipeg Public Works Department has identified the need to upgrade Dugald to a four lane divided urban cross section. Approximately 15 metres of additional right-of-way along the north side of the existing Dugald Road ROW is required (with the exception of the area near the Malt in South Transcona, where the plan has the roadway narrowing due to physical constraints). This work has not been programmed, and funding has not been identified in the City's five-year budgeting processes, therefore timing at this point is uncertain.

- **Plessis Road**: Plessis Road is also primarily a two lane urban cross section adjacent to the Plan Area. The City of Winnipeg has a long-term plan to dual Plessis. Plessis within the study area has been identified as the North-South Transcona Route that is part of the Inner Ring/Loop Route as identified in *Plan Winnipeg 2020 Vision*. At the time of drafting this report, an amendment to Plan Winnipeg was in the initial stages, recommending moving the route location further west to the Bradley Street Alignment. Plan Winnipeg has also identified a grade separated interchange at the CN rail line. Timing of these works is uncertain.

- **Ravenhurst Street**: Ravenhurst was recently extended through Canterbury Park from the north, to connect with Pandora Avenue. Over the long term, Ravenhurst is expected to be dualled through to Dugald Road. Intersection improvements at Dugald would also be expected.

- **Pandora Avenue**: Pandora Avenue is a two-lane collector street. No plans have been identified for further upgrades.

## 5.6 Winnipeg Transit

Existing City of Winnipeg transit service within and adjacent to the Transcona Yards Industrial Neighbourhood primarily services the North Transcona area. At least eight transit routes provide services to or near the Industrial Neighbourhood with a variety of

service levels, primarily weekday AM and PM peak period service. South Transcona is serviced by one route, the #87, which provides service from South Transcona to Kildonan Place. Winnipeg Transit has indicated that they are unable to increase service as a matter of policy. With only approximately 200 households in South Transcona, Winnipeg Transit is unable to increase the level of service until higher densities are prevalent to ensure economic feasibility.

Existing Winnipeg Transit routes servicing the study area include:

- #42 Plessis Express – Lakeside Meadows to Downtown (service to the study area limited to the Plessis/Pandora corner only). Weekday AM and PM peak period service.
- #46 Transcona Express – Regent, Kildare to Downtown (services Regent/Victoria). Weekday AM and PM peak period service.
- #47 Transcona – Regent, Kildare to Downtown. Seven days a week service.
- #48 McMeans Express – Pandora at Redonda only (travels north through North Transcona, back to Regent). Weekday AM and PM peak period service.
- #49 Dugald – North Transcona to Downtown. Weekday AM and PM peak period service operating outbound (from downtown to Redonda and Pandora) during the AM peak period, and inbound (from Redonda-Pandora) during the PM peak period on weekdays.
- #87 South Transcona Harbour View South – Only service to the South Transcona area; requires connection to Downtown; provides service to Kildonan Place, and the Harbour View area. Weekday AM and PM peak period service.
- #89 North Transcona, Kildonan Place, Regent – Starts at Pandora and Redonda; north on Redonda through North Transcona to Kildonan Place. Operates off-peak service on weekdays, all day service on Saturday and between 11:00 and 18:00 on Sundays.
- #90 Chief Peguis Trail, North Transcona, Kildonan Place. Same as 89, weekday AM and PM peak period service, and extends to Chief Peguis Trail/Henderson Hwy.

## 5.7 Water Service

In South Transcona, the existing water main terminates under Dugald Road at McFadden Avenue. This is a concern to the City of Winnipeg from a fire protection and system reliability basis. Should a break in this line east of Plessis Road occur, all of South Transcona would be without water.

Adequate capacity seems to exist within the present water system in North Transcona however extensions and connections would be necessary. Engineering analysis displaying that the existing system can meet the needs of future development would be required, in particular ensuring that minimum fire protection requirements can be met. Presently, the

water system within Pandora Avenue terminates at Redonda Street, and a new line recently extended south along Ravenhurst Street to Pandora Avenue as part of the recent extension of Ravenhurst. Connection of these two lines (along Pandora from Ravenhurst to Redonda) is necessary to permit additional development within this vicinity.

## 5.8 Wastewater Sewer

The wastewater sewer system in the North Transcona area is essentially at full capacity. Future development within the Transcona Yards Industrial Neighbourhood is to be directed to the Dugald Interceptor, which presently terminates at Webster Avenue (see Figure 5).

The existing Dugald Interceptor is planned to be replaced commencing in 2005, and is expected to take two years to complete. The replacement interceptor will be sized to service the Transcona Yards Industrial Neighbourhood, the area east of the Industrial Neighbourhood, south of Pandora, and all of South Transcona. The replacement sewer will terminate at Webster Avenue.

A regional lift station and forcemain would be necessary to service the Transcona Yards Industrial Neighbourhood. The cost of extending the regional system would be a City of Winnipeg cost, however currently there are no funds identified in the City's Capital Budget for this purpose. The extension could be front ended by the developer(s), until Council approval of future capital budgets. All local services are developer costs.

## 5.9 Land Drainage

In accordance to the City of Winnipeg's Regional Land Drainage Plan, all properties north of the CN Redditt line are to drain north, to existing land drainage sewers in Pandora. Properties south of the CN Redditt line are to drain into the existing ditch drainage system along Dugald Road. Any future development would be restricted to pre-development run-off rates.

## 5.10 Imperial Oil Pipeline

Imperial Oil operates a pipeline (two separate pipes) running north-south, parallel to Plessis Road, east of the Plessis Road ROW (see Figure 5). The exact routing of the pipeline can be clarified through the City of Winnipeg and Imperial Oil. Development adjacent to the Pipeline requires a 20 metre setback from centreline of the pipeline to any building intended for human occupancy, and 200 metres to any building difficult to evacuate.

Crossings of the pipeline are permitted, as well as parking however Imperial Oil would prefer land uses such as walkways, bike paths, parklands etc. 1.2 metres of cover is required over pipeline for driving surfaces.

# 6.0 OPPORTUNITIES AND CONSTRAINTS

Through the background research component of this planning process including consultation with area business and residents, a variety of opportunities and constraints have been identified and defined. A number of these issues can be addressed within this plan, however others are beyond the terms of reference of this plan, and also beyond the authority and jurisdiction of the City of Winnipeg. Necessary authorities will be advised about the issues and provided information. The following is a summary of the opportunities and constraints as related to this Area Redevelopment Plan.

## 6.1 Opportunities

Within the Transcona Yards Industrial Neighbourhood, opportunities exist for further industrial/business or even institutional development. A number of vacant or underutilized properties exist along Pandora Avenue and Dugald Road for future development, which will provide economic development and employment opportunities, and help increase the City of Winnipeg tax assessment base.

A mass of existing industrial activity including the industrial park, the CN rail shops and yards, Palliser Furniture, and activities along Dugald Road provide a solid base foundation of industrial activity. The relative affordability of land in the neighbourhood has also been identified as a positive attribute for further development.

The general location of the Transcona Yards Industrial Neighbourhood in close proximity to major transportation routes including the Perimeter Highway, and the CNR Redditt Rail line and related yard facilities, provides excellent opportunities for businesses that require access to regional transportation routes.

## 6.2 Constraints

Although there are a number of opportunities for future economic development activity in this area, this has also been identified as a negative aspect of the area. As is typical and often identified in areas where industrial and primarily residential development are located within relative close proximity to each other, there are bound to be variety of conflicting priorities and interests. The following is a summary of the constraints on future development the Transcona Yards Industrial Neighbourhood:

### 6.2.1 Traffic and Transportation

Traffic and general transportation issues have been identified as a primary concern and constraint in this area. The issues are wide ranging from the levels of traffic flow both from industrial and residential uses; to limited public pedestrian connectivity between

north and south Transcona; to road conditions and safety, and to the need for higher levels of public transportation.

High traffic volumes have been identified through the public workshop as a priority issue, in particular along Dugald Road, and also to Pandora Avenue to a lesser degree. Industrial uses within the plan area do contribute to the volume of traffic on these routes, however for the most part, and in particular along Dugald Road, the traffic is generated from outside of the plan area. Dugald Road acts as a significant east-west transportation route both within city limits and also extending outside city limits. Highway 15 (Dugald Road) provides the only crossing of the Winnipeg Floodway between Highway 59 to the north, and the TransCanada Highway to the south. Therefore a significant portion of the traffic volume along Dugald Road, particularly during morning and evening peak hours are not generated from within the plan area (note this is an assumption, and would need to be confirmed through traffic analysis).

Further traffic volumes from outside the plan area can be expected to increase with the extension of Ravenhurst Street south from Canterbury Park, and also from further residential development in the community of Oakbank in the RM of Springfield.

Additional traffic issues have also been identified which tend to be related to the levels of traffic flow. These issues include safety issues for both pedestrians and vehicles, general maintenance of the transportation infrastructure, and access to Dugald at uncontrolled intersections from South Transcona.

Public transit to South Transcona has also been identified as a concern, however this issues has no direct impact on the Plan Area. While requests for expanded transit service have been made in the past, Winnipeg Transit has indicated that the small size of the developed area (about 200 homes) makes it very difficult to provide off-peak service in a cost-effective manner in South Transcona.

### 6.2.2 Services

The primary physical constraint to future economic development within the Transcona Yards Industrial Neighbourhood are sewer and water services. Much of the existing servicing in the area is at capacity, or requires extensions to make development available. Imperial Oil also maintains two buried pipelines running north-south along the far western edge of the Industrial Neighbourhood. This pipeline reduces the development potential of any small land holdings along the western limit of the plan area, fronting onto Plessis.

### 6.2.3 Constraints Identified through Consultations

The following summarizes a number of issues that had been identified through the consultation program of this plan.

- Noxious Land Uses: The close proximity of residential development and heavy industrial development is bound to create conflicts. Air pollutants, odours, noise, light, dust, fumes and fears of water pollution have all been identified as industrial and residential conflicts through consultations for this Plan.

- Connectivity: The lack of connectivity between north and south Transcona was identified as a primary issue, in particular with the residents of South Transcona. There are no direct pedestrian or vehicular connections through the middle of the Transcona Yards Industrial Neighbourhood. Due to public safety issues with crossing an active rail yard, and heavy industrial shop site, CN Rail has closed off public access to their property. Alternative linkages have been cited as a necessity.

- Public Safety: Safety issues, in particular the safety of pedestrians, bicyclists and drivers along Dugald Road has been identified as a priority issue. Increased traffic including highway trucks and automobiles driving through the area, along the two lane, rural cross section highway with open ditches and lack of shoulders is perceived as a safety hazard for the residents in Transcona.

- Property Values: Homeowners cite potential losses in property values due to future industrial development as an issue.

- Industry: The type of industry, specifically noxious heavy industrial uses, has been identified by surrounding residents as an issue that requires addressing.

The key to future development in the Transcona Yards Industrial Neighbourhood is to identify and provide the right mix of uses, and development guidelines that will mitigate and minimize potential adverse affects on the surrounding neighbourhood.

# APPENDIX “C”
# Future Infrastructure

Winnipeg

# APPENDIX C – FUTURE INFRASTRUCTURE

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1.3 Rail Crossing at Plessis....2
1.4 Long Term North South Linkages....2
1.5 Alternative Pedestrian / Recreation Linkages....3
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2.3 Land Drainage....5
2.4 Imperial Oil Pipeline....5

**FOREWORD:**

Infrastructure adjacent to the Plan Area has been identified and assessed by City of Winnipeg Administration, and through consultation with area businesses and the general public, as needing replacement in some areas, increased capacity in others, and extensions.

The transportation system, in particular Dugald Road, which functions as a Provincial Trunk Highway (PTH 15) outside of Winnipeg, funnels traffic from the RM of Springfield into Winnipeg. As such, this road is heavily utilized, and in need of improvements. The City has recognized this, and preliminary plans to dual the road have been prepared.

Underground services including water, wastewater sewer and land drainage are also in need of upgrading, expansion and outright redevelopment in certain areas. In particular, limited future development of any kind affects much of the Plan Area without the extension of the regional wastewater sewer system, in particular the Dugald Interceptor.

The infrastructure and servicing requirements are discussed in the following sections, and are intended to identify future service requirements. Additional engineering studies and analysis will ultimately be required prior to future development to determine service capacities, requirements, costs and timing.

# 1.0 TRANSPORTATION

Future transportation improvements adjacent to the Plan Area have been identified as requiring upgrading. Future transportation improvements are identified conceptually in Figure 4 of this plan.

## 1.1 Dugald Road

Dugald Road will ultimately have to be upgraded to a four-lane divided urban cross section. With the exception of the Trans Canada Highway, Dugald Road (PTH 15 outside of Winnipeg) is the only east-west transportation route crossing the Winnipeg Floodway. Dugald Road therefore plays significant regional role in the transportation system in East Winnipeg and beyond. The Province of Manitoba has identified the twinning of Dugald Road to the town of Dugald, and possibly beyond to Anola, which has been identified in the RM of Springfield Development Plan. Preliminary plans for the widening of the Winnipeg Floodway identify potential twinned bridges over the Floodway, and preliminary plans for improvements to the Perimeter Highway identify possible grade separation of Dugald Road.

Additional residential development outside of Winnipeg in the RM of Springfield (Oak Bank, Dugald, Birds Hill, rural residential) will add additional pressures to twin PTH 15 outside of Winnipeg, and Dugald inside of Winnipeg. The extension of Ravenhurst from

the north will increase traffic volumes, as residents in Canterbury Park and East Transcona will have direct access to Dugald Road. Future business growth within Winnipeg (St. Boniface Industrial Park, Plessis Road development, Dugald Road development etc.) will also increase non-residential traffic along Dugald Road, as transport vehicles make their way to and from the Perimeter Highway.

This Plan has not identified a trigger mechanism or specific timing for the upgrade of Dugald Road, however does raise the issue as being important, and should be considered as City and Provincial priority. It is recommended that the City of Winnipeg and the Province of Manitoba include the dualling of Dugald Road within city limits as a component of any upgrading or twinning outside of the city limits.

It is further recommended that the City of Winnipeg protect a 15 meter right-of-way or easement along the north side of Dugald Road with any development that occurs to be incorporated into the widening of Dugald Road.

## 1.2 Intersection Improvements

As a component of the Dugald Road improvements, additional intersection improvements should also be considered, in particular at Ravenhurst and Plessis. As Ravenhurst will be directly connected to Canterbury Park to the north, additional traffic volumes at that intersection can be expected. Future study will be necessary. Although the existing intersection at Plessis Road is signalized and partially dualled, improvements to this intersection would ultimately be required at some point in the future.

## 1.3 Rail Crossing at Plessis

Although Plan Winnipeg 2020 Vision identifies the grade separation of the CN Redditt line at Plessis Road (to occur beyond 2020) it is uncertain at this time what impact the potential re-designation of the North-South Inner Ring/Loop Route further to the west will have on this plan.

## 1.4 Long Term North South Linkages

One objective of this plan has been to identify potential long-term future north-south connections between North and South Transcona. It had been identified through the public consultation process, that public access through the Plan Area is restricted. As the Transcona Yards Industrial Neighbourhood is under primarily private ownership, is crossed by the CN Redditt rail line (CN main line), and various other rail facilities and yards, and is over 4 kilometres in length – vehicle and pedestrian access has been required to traversing around the area.

Due to public safety concerns regarding public access across a heavily utilized rail line, yard and shops area, CN Rail has formally closed public access through their lands.

A short-term solution has been identified for pedestrian access through the establishment of recreation trail along the north side of Dugald Road (see Section 1.5 below).

*Long-term opportunities* to provide direct physical access through the Transcona Yards Industrial Neighbourhood (both north-south and east-west) have been conceptually identified in Figure 10. Many of these linkages, especially the two north-south linkages would only be available should significant land use changes occur, in particular with regards to rail facilities. CN Rail has identified that there are no plans to change any of their existing services or functions. It is therefore important to note that these concepts are only intended to identify where linkages may occur at some future date.

The City of Winnipeg may however wish to protect right-of-way easements as development progresses, to ensure that any long-term future potential roadway would not be restricted by buildings or other development.

There is no timing associated with these conceptual linkages. Opportunities could arise as property owners see benefit in opening up vacant internal lands for future development.

## 1.5 Alternative Pedestrian / Recreation Linkages

At the present time, there are limited pedestrian or recreational linkages between North and South Transcona other than along the shoulder of Dugald Road.

Until such time as the City of Winnipeg acquires public right-of-way access through the Transcona Yards Industrial Neighbourhood, the only potential pedestrian linkage between North and South Transcona is around the perimeter of the plan area.

The City of Winnipeg is in the process of constructing a 1.5 meter, granular based recreation trail along the north side of Dugald Road within existing City of Winnipeg ROW (see Figure 4). This is intended to provide a temporary pathway linking the community of South Transcona with existing City of Winnipeg sidewalks along Plessis Road, to North Transcona. Preferences for this trail would have been to construct it along the south side of Dugald, however at this time the City does not have adequate land to do so, and the slope of the Dugald Drain is too steep. Therefore the construction of such a trail on the south side is not possible at this time.

In the future, as Dugald Road is improved, it is recommended that a permanent pedestrian pathway be incorporated along Dugald Road from Plessis Road to Webster Avenue. The preference for this pathway would be along the south side of Dugald Road to ensure public safety and provide higher quality pedestrian and recreational access. Longer-term opportunities may exist to extend this recreation trail further east and connect it to potential recreation opportunities associated with the proposed City of Winnipeg recreation facility further east along Dugald Road, and possibly even to the Red River Floodway.

### 1.6 Public Transportation

At the time of preparation of this plan, no additional public transportation routes or realignments are planned by Winnipeg Transit. As development within the study area changes and intensifies over time, there may be opportunities for additional services. Presently with regards to additional service to South Transcona, as a matter of policy, Winnipeg Transit provides more than peak hour service for neighbourhoods with excess of 2,000-3,000 dwelling units only.

## 2.0 SERVICES

### 2.1 Water System

A number of additions to the water system will ultimately be required prior to full development within the Plan Area (Figure 5). The extension of the water main within Pandora Ave, from Redonda to Ravenhurst would be necessary for future development in the far northeast corner of the Plan Area. The existing water main in Pandora west of Redonda varies in size from 150 mm to 200 mm. Any future development would be required to provide an engineering analysis showing that the existing system can meet minimum fire protection requirements.

Within South Transcona, the extension of the water main under Dugald Road further east is a necessity as development progresses along Dugald Road. Ultimately the water main in South Transcona would be looped with a connection to North Transcona via Ravenhurst.

The costs to extend the water services are to be funded by the benefiting property owners. Landowners/developers can front end the cost of extending the service and receive pay back from other benefiting owners as development progresses, which would be written into future development agreements. Alternatively, the cost of servicing could be funded through the local improvement process, and shared by benefiting owners over time.

The City of Winnipeg would permit the phasing of services as development progresses, as opposed to requiring the up-front construction of the entire system, provided that minimum fire protection requirements can be achieved.

### 2.2 Wastewater Sewer

As the existing wastewater sewer system in North Transcona is near capacity, the bulk of new development within the Transcona Yards Industrial Neighbourhood is to direct wastewater to the Dugald Interceptor (Figure 5).

Pandora Frontage: Future connections to the existing wastewater sewers under Pandora Avenue will be restricted to dry industrial uses such as warehousing/storage, or as determined through an engineering study.

Dugald Interceptor: Any future development within the Transcona Yards Industrial Neighbourhood (with the exception of Pandora Road frontage as discussed above) would be expected to connect to the Dugald Interceptor. The Dugald Interceptor presently terminates at Webster Avenue in South Transcona and is in the process of being replaced commencing in 2005, with a two-year construction schedule.

To extend the sewer beyond the Webster Avenue location, a lift station and forcemain will likely be required. A detailed engineering study (to be commissioned by future developers) would be required to determine the optimum location and size. The regional service would be a City of Winnipeg cost, with local service paid for by future developers, which would be determined through the engineering study.

At the present time, the City of Winnipeg capital budget has not identified any funds for the extension of this system. However, the construction could be front ended by the developer(s) with payback by the City through future capital budgeting.

Timing and Cost: Future development within the Plan Area is heavily dependent upon the provision of wastewater sewer services. Conversely, the timing and size of the wastewater sewer is dependent upon the timing and scale of development. This plan recognizes that the land use potential for the existing vacant lands within the plan area, (including the Pandora Avenue frontage) is greater than dry industrial uses.

The City of Winnipeg development agreement process would identify the conditions and requirements for a subdivision/development application, and potential developers would be required to prepare plans displaying how their site will be serviced.

## 2.3 Land Drainage

Land drainage from any future development within the Transcona Yards Industrial Neighbourhood is restricted to pre-development run off rates. Drainage south of the CN Rail line will empty into the drainage ditches along Dugald Road, and lands north of the rail line will drain north into land drainage sewers in Pandora (Figure 5).

Alternatively, direct drainage into the Red River Floodway could be an option. Engineering study and analysis outlining and detailing how the development will retain pre-development run off rates will be required, which could be through a number of measures, including permeable servicing, onsite storage, etc. All drainage facilities are to be funded by the benefiting properties.

## 2.4 Imperial Oil Pipeline

Imperial Oil operates a pipeline running north south, parallel to Plessis Road, east of the Plessis Road ROW (exact location to be determined and identified by Imperial Oil – see Figure 5).

Development adjacent to the Pipeline requires setbacks of 20 metres from centreline of the pipeline to any building intended for human occupancy, and 200 metres to any building difficult to evacuate.

Crossings and parking are permitted and require 1.2 metres of cover over pipeline for driving surfaces. However Imperial Oil prefers land uses such as walkways, bike paths, parklands etc.

# FIGURES

Winnipeg

Pandora Ave.

Plessis Rd.

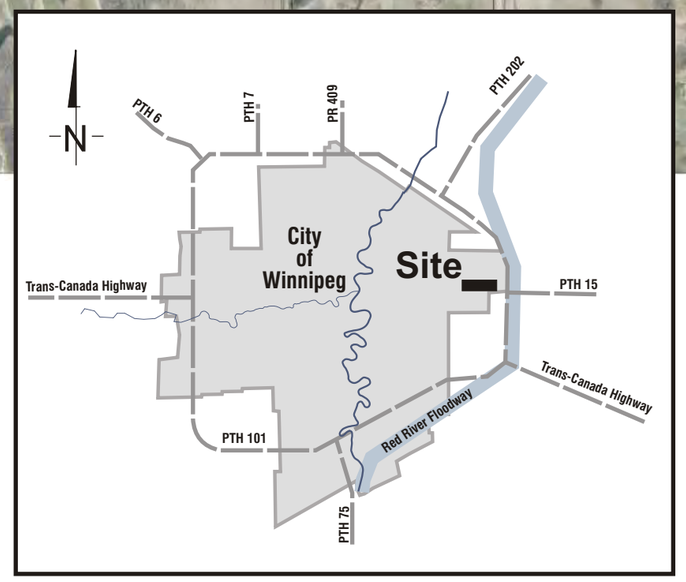
Transcona Yards Industrial Neighbourhood Plan Area

Ravenhurst St

Dugald Rd.

City of Winnipeg

RM of Springfield




N

Winnipeg

**Transcona Yards Industrial Neighbourhood**

# Figure 1 : Plan Area




N

Winnipeg

Note:
For reference purposed only. Consult The City of Winnipeg Planning, Property and Development Department for exact Boundaries.

**Transcona Yards Industrial Neighbourhood**

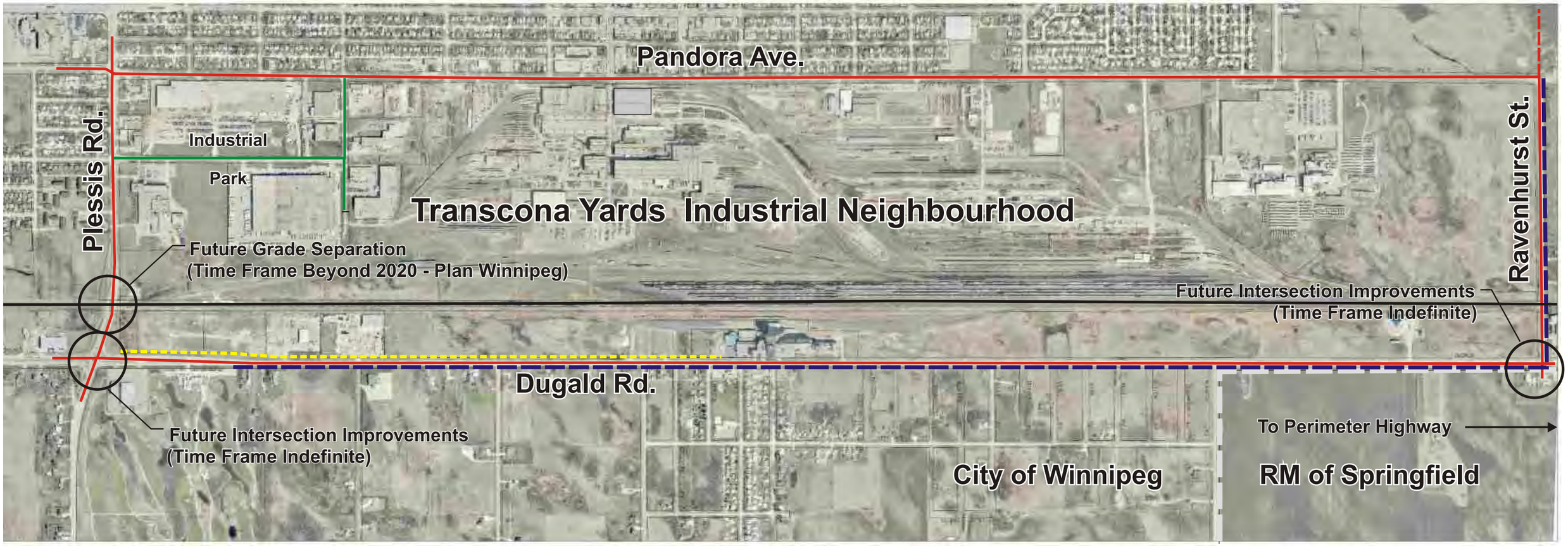
# Figure 2 : Environmentally Sensitive Lands




Winnipeg

**Transcona Yards Industrial Neighbourhood**

# Figure 3 : Development Control Zone




Truck Routes (Arterials & Collectors)

Collector (Under Construction)

Local Industrial

Proposed Recreational Path

Future Dualling (Time Frame Indefinite)

CN Redditt

N

Winnipeg

Transcona Yards
Industrial Neighbourhood

# Figure 4 : Transportation Plan

# Transcona Yards Industrial Neighbourhood

Lift Station

Pandora Ave.

Redonda St.

Plessis Rd.

To Floodway

Ravenhurst St.

Waste Water
Lift Station Required

Possible Alternative Connection

Dugald Drain

Dugald Rd.

Webster Ave.

City of Winnipeg

RM of Springfield

N

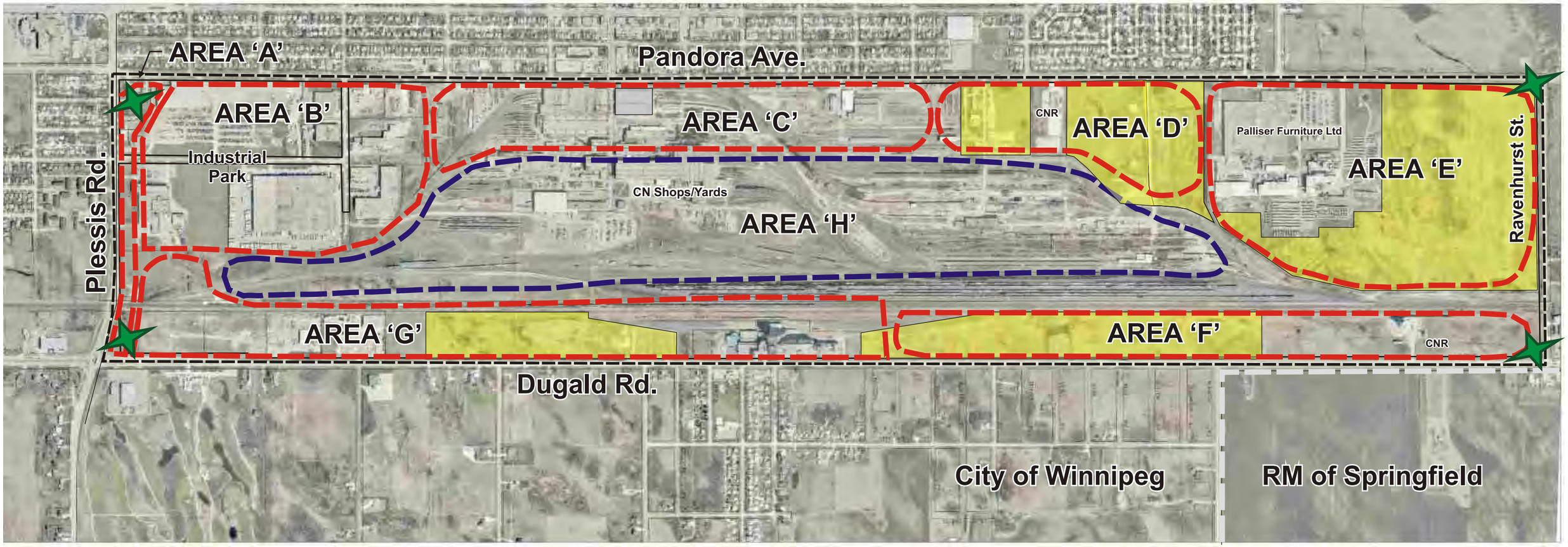
**Legend:**

- Existing LDS
- Proposed LDS
- Drain
- Existing WM
- Proposed WM
- Existing WWS
- Proposed WWS
- Existing Imperial Oil Pipeline

Winnipeg

**Transcona Yards**
**Industrial Neighbourhood**

## Figure 5 : Existing & Proposed Services




Light Industrial, Commercial, Office, Institutional Zone

Heavy Industrial Zone

Vacant Lands - Potential Development Opportunities

Gateway Features - Potential Opportunities

N

Winnipeg

Transcona Yards
Industrial Neighbourhood

# Figure 6 : General Land Use Scheme



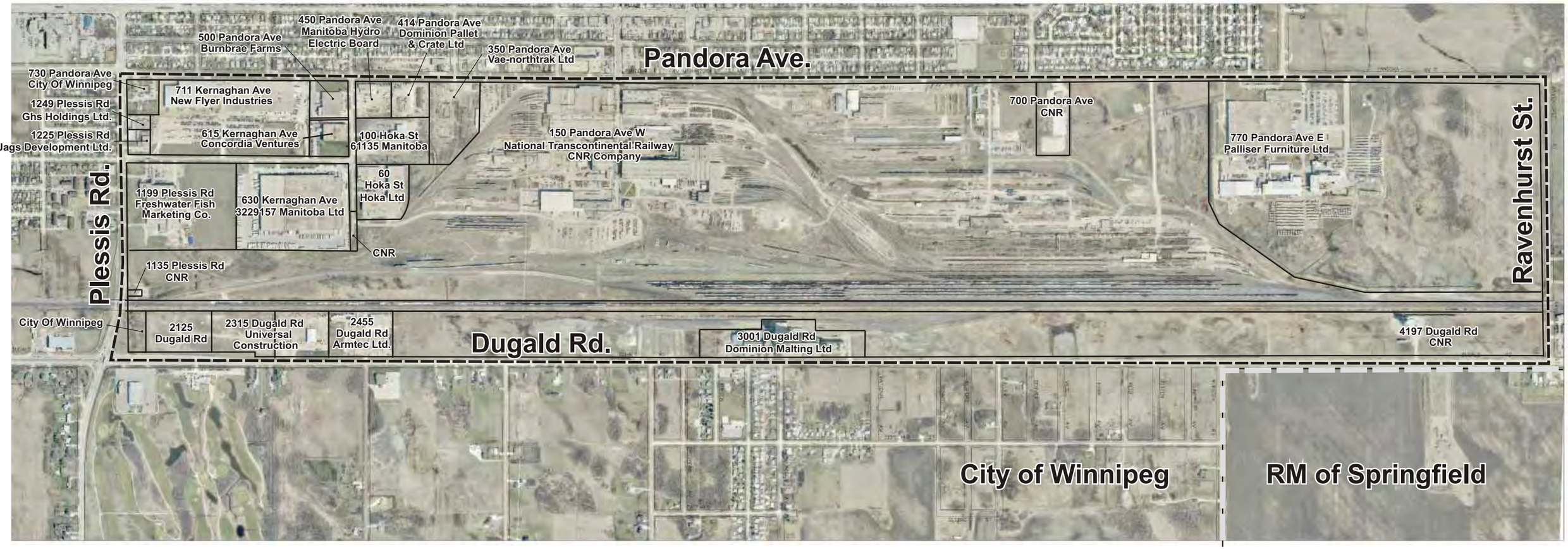

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Winnipeg

Note:
For reference purposed only. Consult The City of Winnipeg Planning, Property and Development for exact Zoning District Boundaries and Limits.

**Transcona Yards Industrial Neighbourhood**

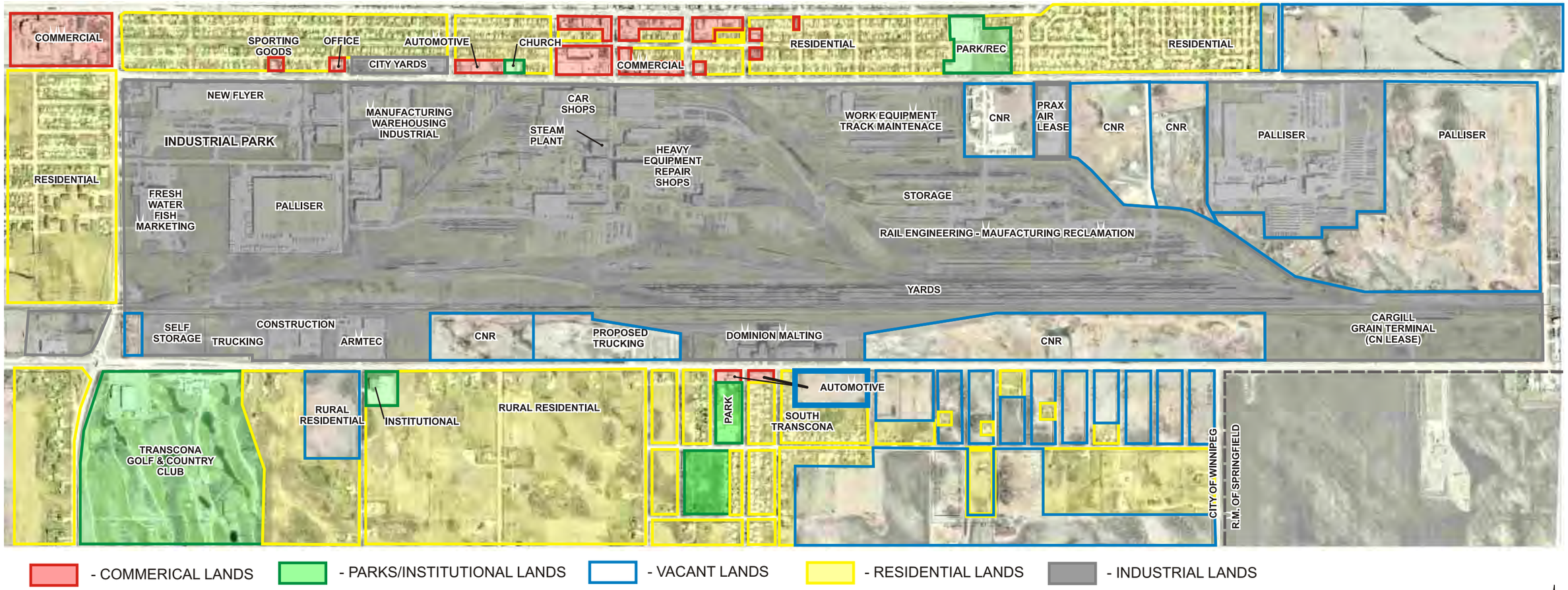
# Figure 7 : Existing Zoning Plan (2004)




Winnipeg

**Transcona Yards**
**Industrial Neighbourhood**

# Figure 8 : Existing Ownership




Winnipeg

**Transcona Yards**
**Industrial Neighbourhood**

# Figure 9 : Existing Land Use Plan

Pandora Ave.

Hoka St.

Redonda St.

Ravenhurst St.

Plessis Rd.

Industrial

Park

Transcona Yards
Industrial Neighbourhood

Palliser
Furniture Ltd

Dugald Rd.

Bates Ave.

Foch Ave.

Symington Rd.

City of Winnipeg

Murdock Rd.

RM of Springfield

Conceptual Linkages
(Time Frame: N/A)

N

Winnipeg

Note:
Linkages identified on this plan are intended to identify long term conceptual future opportunities only; and only if land becomes available at some future date. At this time property owners have not indicated plans to change existing operations.

Transcona Yards
Industrial Neighbourhood

# Figure 10 : Conceptual Transportation Linkages/Opportunities