Precinct Plan “T”

Precinct T of Complete Communities

August, 2013

Drafted by: Terracon Development Ltd.

Table of Contents

Page No

Part A - Introduction 1

A-1 Introduction 1
A-2 Plan Interpretation 2
A-2.1 Map Interpretation 2
A-2.2 Policy Interpretation 2
A-3 Timeframe of the Plan 2
A-4 Amendements to the Plan 3
A-5 Monitoring the Plan 3
A-6 Policy Context 3
A-7 How the Plan was Prepared 5
A-8 Community Engagement 6

Part B - Site Characteristics and Context 7

B-1 Precinct T Characteristics 7
B-2 Precinct T Context 7
B-2.1 Neighbourhood 7
B-2.2 Zoning 7
B-2.3 Land Use 7
B-3 Existing and Planned Infrastructure 11
B-3.1 Water 11
B-3.2 Drainage 11
B-3.3 Wastewater 11
B-3.4 Transportation 11
B-3.4.1 Roads 11
B-3.4.2 Active Transportation 12
B-3.4.3 Public Transit 12
B-4 Parks and Recreation 13
B-5 Schools 13
B-6 Libraries 14
B-7 Fire/Paramedic and Winnipeg Police Services 14
B-8 Market Analysis 16
B-8.1 Demographic Trends 16
B-8.2 Immigration Trends 18

Part C - Land Use and Development Policies 20

C-1 Goals for the Neighbourhood: 20
C-2 Land Use Concept Plan 21
C-3 Residential Policies 21
C-3.1 General Policies (Apply to all Residential Areas) 21
C-3.2 Low Density Residential Area Policies 21
C-3.2.1 Density Range – Low Density Residential Area 22
C-3.3 Medium Density Residential Area Policies 22
C-3.3.1 Density Range – Medium Density Residential Area 22
C-3.4 High Density Residential Area Policies 23
C-3.4.1 Density Range – High Density Residential Area 23
C-4 Institutional Policies 23
C-4.1 Policies 23

C-5 Parks/Open Space Policies 24
C-5.1 Policies 24
C-6 Transportation Policies 25
C-6.1 Active Transportation 26
C-6.2 Public Transportation 26
C-6.3 Motor-Vehicle Network 26
C-6.4 Cost Sharing 26
C-7 Infrastructure Policies 27
C-7.1 Municipal Infrastructure Servicing Design Brief 27
C-7.2 Water Policies 27
C-7.3 Wastewater Policies 27
C-7.4 Land Drainage Policies 28
C-8 Communications, Electricity and Natural Gas 28
C-9 Implementation 28
C-9.1 Implementation Policies 28
C-9.1.1 Actions 28
C-9.1.2 Site Plans 29

Part D - Definitions 30

Maps

Page No

Map 1 – Precinct "T"…… 8
Map 2 – City of Winnipeg Zoning By-law 200/2006..……10
Map 3 – Major Transportation Routes…… 15
Map 4 – *PRECINCT "T" LAND USE AND TRANSPORTATION POLICY MAP*…….... 33
Map 5 – *PRECINCT "T" OVERALL AREA PLAN*……34

Part A - Introduction

A-1 Introduction

Complete Communities Direction Strategy identifies certain undeveloped areas within the City of Winnipeg as New Communities. These New Communities have been divided into precincts, that if developed, require some form of planning that considers the land use, area size, infrastructure constraints and surrounding context. This plan provides an overall integrated framework that will guide development in Precinct "T". The plan is consistent with the vision and directions established in *OurWinnipeg* and its supporting direction strategies, particularly *Complete Communities*.

Precinct "T" is located in the North Inkster Industrial neighbourhood of the City of Winnipeg, comprising approximately 49 hectares (120 acres) of land. It is bounded by; Jefferson Ave. to the north, Commercial Ave. to the south, King Edward St. to the east and the east ½ of NW 26-11-2 EPM.

Precinct Plan "T" aims to consolidate our present understanding of relevant issues and factors that will shape the future growth and development of Precinct "T" by providing specific policies that guide the future of land use, infrastructure, transportation, environment, urban design and similar matters beyond the general framework of *Our Winnipeg* and *Complete Communities*.

This plan provides detailed planning information for the future neighbourhood within Precinct "T" that was developed in consultation with local community residents and stakeholders. This plan will ultimately guide and direct land uses, infrastructure and servicing, parks and development decisions that collectively determine the form of the neighbourhood.

Precinct Plan "T" has established a broad, flexible framework for future development within the defined area. This framework consists of a vision, a land use concept and a series of policy statements that work together to ensure that the plan is achieved. *Precinct Plan "T"* will guide future development in the area in a sustainable, orderly and efficient manner.

Precinct Plan "T" is organized under the following three parts:

Part A: Introduction

Part B: Characteristics and Context

Part C: Land Use and Development Policies

A-2 Plan Interpretation

A-2.1 Map Interpretation

Unless otherwise specified in *Precinct "T" Land Use Concept Plan*, the boundaries or locations of any specific symbol or land use are to be interpreted as approximations only and not precise. They are not intended to define exact boundaries except where they coincide with clearly recognizable features, property lines, roads or right-of-ways. The following are guiding principles to be used when interpreting *Precinct "T" Land Use Concept Plan:*

Flexibility

- *Precinct "T" Land Use Concept Plan* shall be interpreted as a flexible plan with respect to the precise location of land uses. Adjustments to the location or boundaries of land uses will not require an amendment to the Plan, provided they meet the general intent of the Plan.

Precision

- *Precinct "T" Land Use Concept Plan* shall be interpreted as precise with respect to the spatial relationship between the various land uses.

Conformity

- All development applications that require a zoning change to the City of Winnipeg Zoning By-law should conform with the general intent *Precinct "T" Land Use Concept Plan*.

A-2.2 Policy Interpretation

Where "may" is used in a policy statement, it is provided as a guideline or suggestion toward implementing the intent of the policy.

Where "shall" or "must" are used in a policy statement, the policy is considered mandatory[1].

Where "should" is used in a policy statement, the intent is that the policy is to be complied with. However, the policy may be deviated from in a specific situation where the deviation is necessary to address certain unique circumstances that will otherwise render compliance impractical, and the intent of the policy is maintained.

A-3 Timeframe of the Plan

It is anticipated that the majority of the proposed precinct area will be developed in a 1 to 5 year time frame.

[1] NOTE: In certain circumstances, where quantities or numerical values are contained within a mandatory policy statement, these values may deviate from the prescribed standards that the deviation provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical, and the intent of the policy is maintained. Under these circumstances, an amendment to *Precinct Plan "T"* would not be required.

A-4 Amendements to the Plan

For all amendments to the plan, the applicant shall submit information necessary to evaluate and justify the amendment to the satisfaction of the Director of the Planning, Property and Development Department. Public consultation on the proposed change may also be required.

Where a policy statement requires compliance at the development application stage, that requirement may be deferred to the subdivision approval stage or building permit stage without amending *Precinct Plan "T"*.

A-5 Monitoring the Plan

The policies within the plan shall be monitored over time in relation to development in order to ensure they remain current and relevant. Where deemed appropriate and necessary, these policies may be updated through the appropriate process.

A-6 Policy Context

Our Winnipeg is the City of Winnipeg's newest municipal development plan. It sets a vision for growth and development for the next 25 years. *Our Winnipeg* presents a broad policy framework that sets out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development of our city now and into the future.

Complete Communities is the City of Winnipeg's land use plan. The Urban Structure is shown below in **figure 1**. The urban structure is a planning tool that differentiates between areas of the city based on their period of growth and descriptive characteristics.

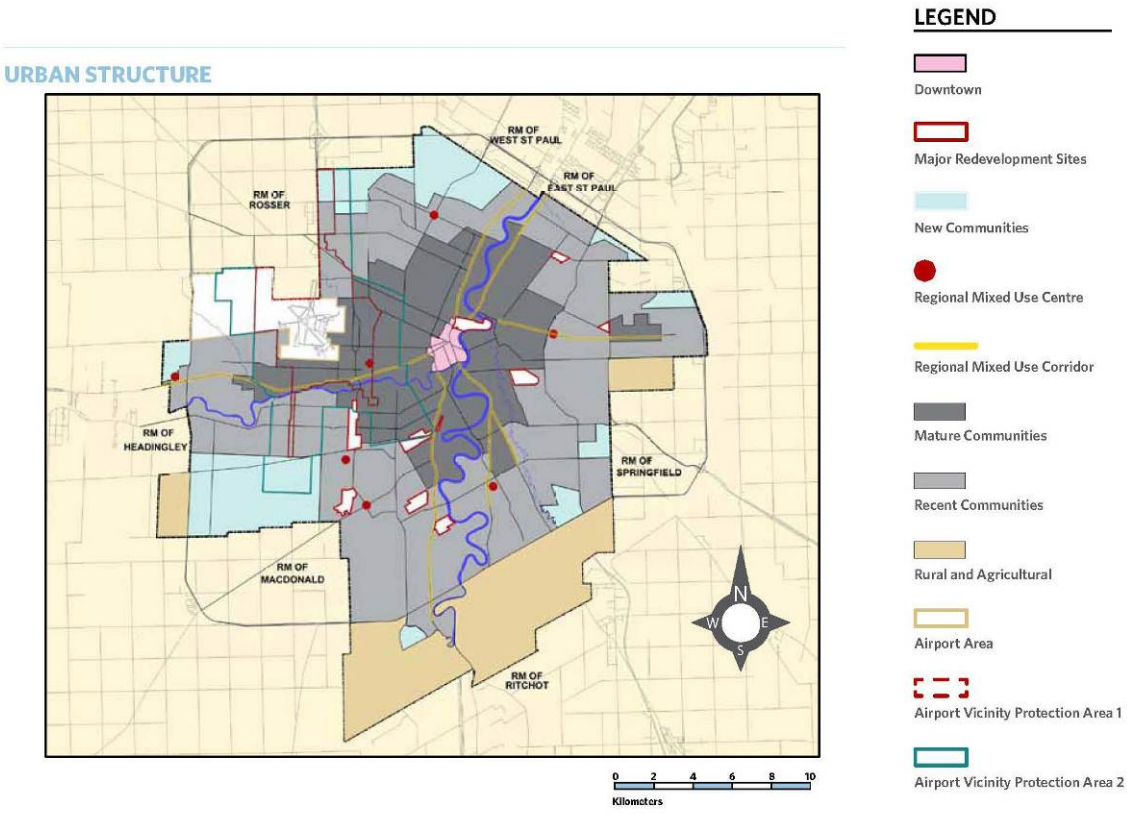


Figure 1 – *Our Winnipeg* Urban Structure

Complete Communities is one of the four direction strategies supporting *Our Winnipeg*. Its primary focus is to describe Winnipeg's physical characteristics and lay out a framework for the city's future physical growth and development by introducing an urban structure. Through *Complete Communities*, it is envisioned that the City of Winnipeg shall be planned and designed based on a logical urban structure that focuses growth and change existing assets, to create complete communities.

For New Communities, the key direction is for these communities to be planned as "complete" from the outset. As a response, this plan was drafted to: provide a variety of housing options; incorporate all modes of transportation; encourage an integrated mix of land uses; and provide recreational and other amenities that meet the community's needs.

Precinct Planning is an important step in achieving the City of Winnipeg's vision for creating "complete communities". In adopting *Complete Communities*, the City of Winnipeg identified New Communities (see **figure 1**), which are generally large, undeveloped land areas identified for future urban development and are not currently served by municipal services (03-4 New Communities, *Complete Communities*, pg. 70, 2011).

Our Winnipeg requires precinct plans to be prepared for New Communities that can be considered for urban development to ensure orderly and sustainable development (see **figure 2**). Planning Precincts divide New Communities into logical fractions in order to ensure that planning for New Communities is comprehensive, orderly and complete.

A precinct plan is a document created to plan for future growth – it embodies several key directions and an inclusive process that leads to thoughtful and well-designed communities. It provides detailed policy that informs and guides development at the neighbourhood level. It provides direction on the mix of land uses, phasing, development density, access, servicing and a concept plan. A precinct plan involves a high level of community participation so that local citizens have an opportunity to provide input on the future of their community.

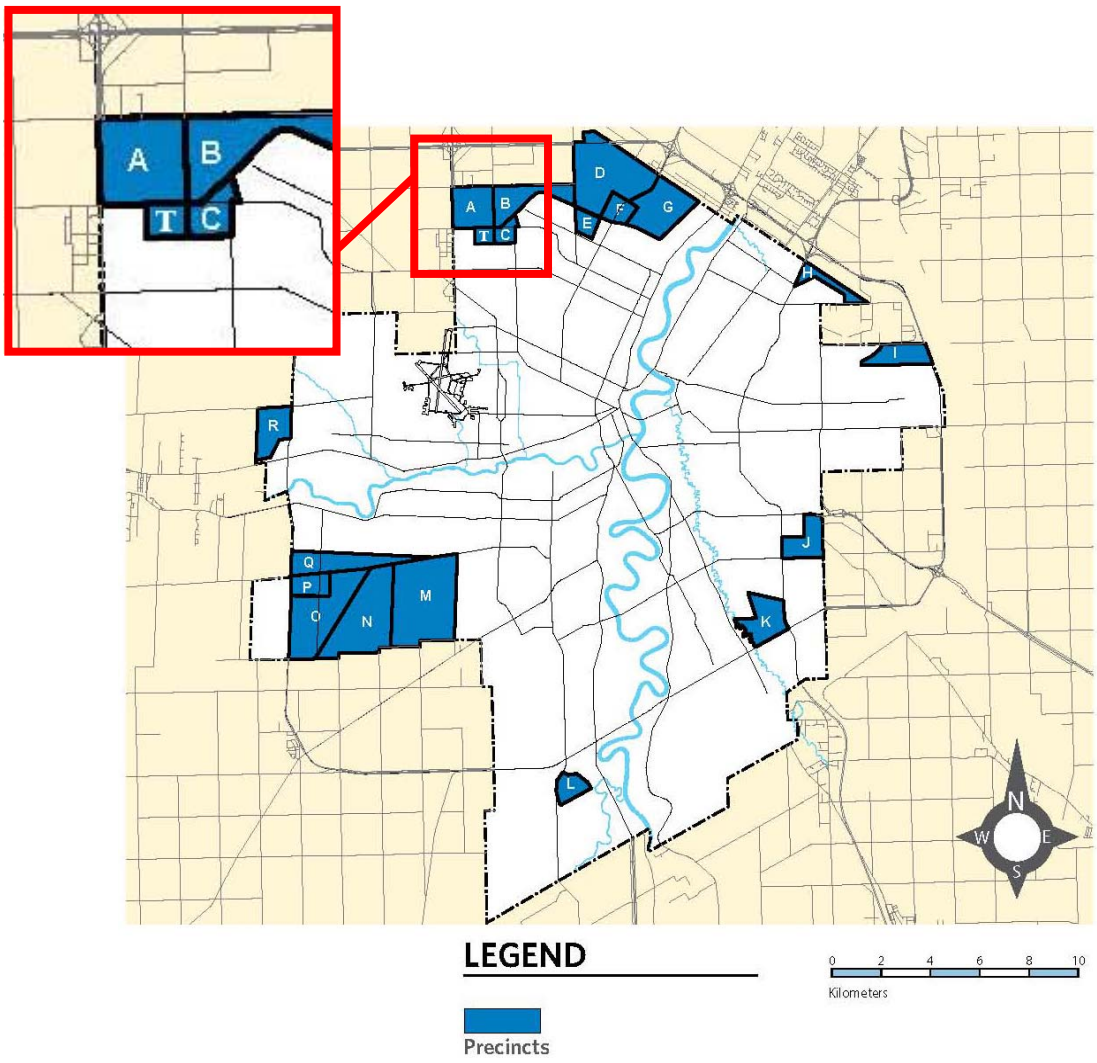


Figure 2 – *Complete Communities* Precinct Boundaries

A-7 How the Plan was Prepared

In the Spring of 2012, the City of Winnipeg held an open house to inform residents of a potential amendment to *Complete Communities.*

The intent of the open house was to inform citizens of the proposed amendment and garner some basic feedback with respect to the amendment and community desires for the lands. The open house provided a starting point for the creation of *Precinct Plan "T"*. *Precinct Plan "T"* was

further validated by additional citizen input through a public engagement session to gather community input and feedback related to the *Plan.*
The proposed *Complete Communities* amendment was generally well received by the local residents who attended the open house in the spring of 2012, with over 90% of the respondents sampled indicating support for development within the amendment area and over 60% of the respondents supportive of residential development within the amendment area.

In early 2013, a second open house was held in the community. This open house focused discussion on the specific kinds of land uses and overall neighbourhood design of Precinct "T". The objective of the second open house was to provide an opportunity for residents in the community to review the draft land use and transportation plans of Precinct "T" and to provide suggestions and comments prior to *Precinct Plan "T"* being submitted to the city of Winnipeg for formal review and approval. The majority of open house attendees were receptive to the proposed *Precinct Plan "T"*.

The open houses were extremely important as a means of opening two--way dialogue and building understanding of community priorities, goals and principles in order to guide future development for the defined precinct area. Community input was instrumental in the preparation and drafting of *Precinct Plan "T"*.

A-8 Community Engagement

Creating a successful precinct plan starts by engaging the public throughout the process. Two public open houses were held to bring all stakeholders together, engage community residents and garner feedback towards establishing a healthy community.

The challenge is to translate the answers to these broad questions into effective policies. This plan aims to establish a level of community scrutiny and public input into development decisions. As communities differ from one another it is evident that there is no "one size fits" all approach to envisioning a new neighbourhood within an existing community. Planning collaboratively for a new neighbourhood with local area residents is essential, as many New Communities face different social, economic and environmental pressures. It is imperative that the action policies of *Precinct Plan "T"* accurately reflect the community vision of the local area residents.

Part B - Site Characteristics and Context

Precinct "T" is located in the North Inkster Industrial neighbourhood of the City of Winnipeg, comprising approximately 49 hectares (120 acres) of land. It is bounded by; Jefferson Ave. to the north, Commercial Ave. to the south, King Edward St. to the east and the western limits of the east ½ of NW 26-11-2 EPM.

B-1 Precinct T Characteristics

The subject lands within Precinct "T" are currently zoned "A" - Agricultural in *The City of Winnipeg Zoning By-Law 200/2006*. The majority of lands within Precinct "T" are considered to be within uncultivated agricultural production. In addition, there are two single family residential dwellings within the Precinct area, as well as a home-based trucking business and a temple known as *Gurdwara Kalgidhar Darbar*.

Future development within Precinct "T" will require subdividing and rezoning parcels of land in the Precinct to accommodate its development into a residential neighbourhood.

B-2 Precinct T Context

B-2.1. Neighbourhood

No neighbourhood profile statistics exist for this neighbourhood. It is situated adjacent to the neighbourhoods of "Oak Point Highway", "Tyndall Park", "Rosser-Old Kildonan", "Tyndall Park" and the future neighbourhood of 'Waterford Green".

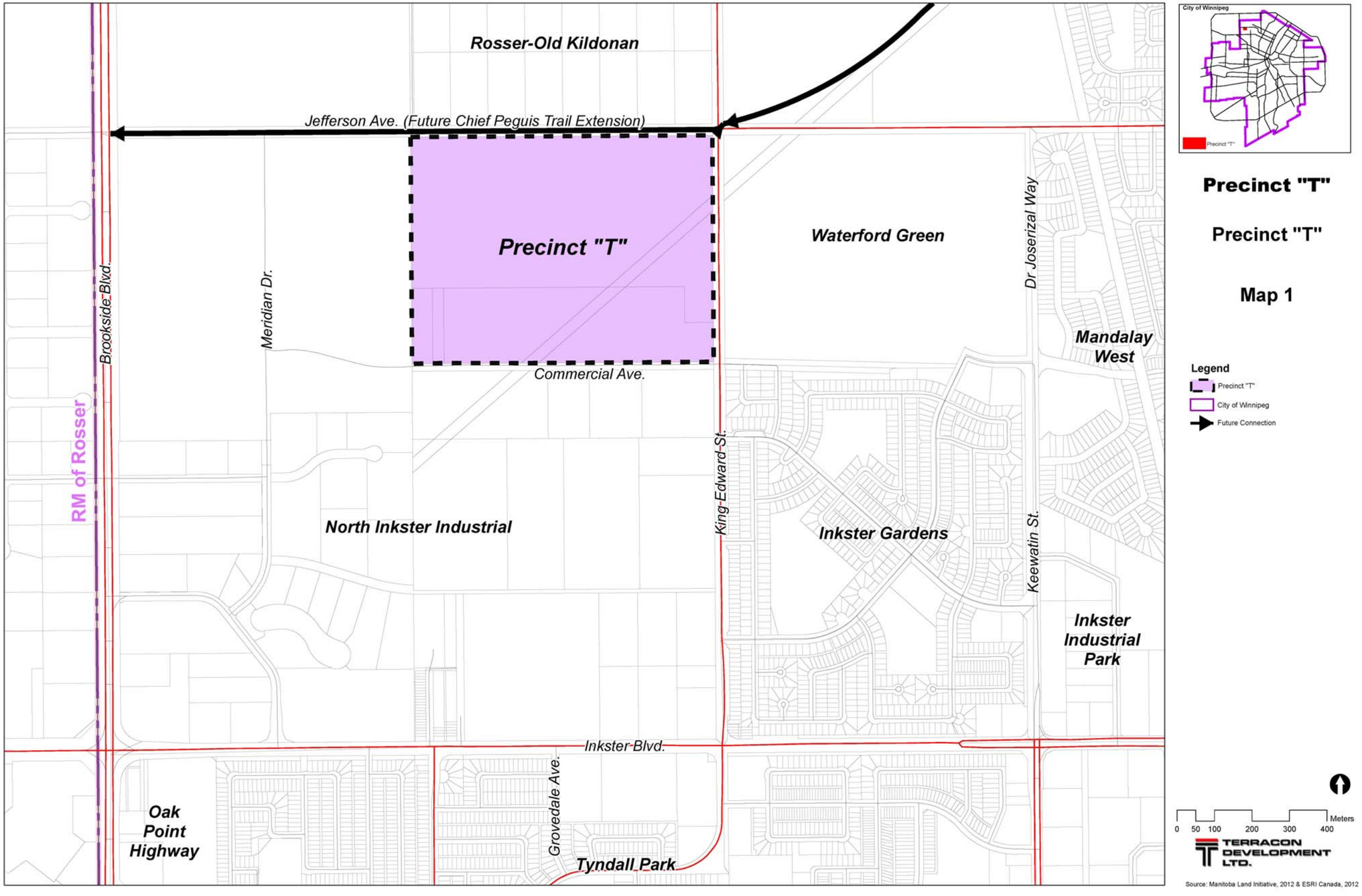
B-2.2. Zoning

The lands located north of the Precinct "T" are currently zoned "A" – Agricultural. The lands located to the east are currently zoned "RR5" – Rural Residential, but, with the approval of *Precinct "C" – Waterford Green* are in the process of being rezoned to primarily "R1-S" – Residential Single-Family. The lands to the south are currently zoned "A" – Agricultural. The lands to the west are currently zoned "M2" – Manufacturing General and comprise Inksbrook Industrial Park.

B-2.3. Land Use

Precinct "T" is currently designated "General Manufacturing" in *Complete Communities.* An amendment to *Complete Communities Direction Strategy* will be required to allow for Precinct "T" to develop in to a residential neighbourhood.

PRECINCT PLAN "T"



Complete Communities designates the lands immediately to the north of Precinct "T" as New Communities (Precinct "A") – which are intended to accommodate future employment uses. The lands immediately to the east of Precinct "T" are identified as New Communities and comprise the future neighbourhood of *Waterford Green*. The lands immediately to the south and west of Precinct "T" are designated as "General Manufacturing" (see **figure 7**).

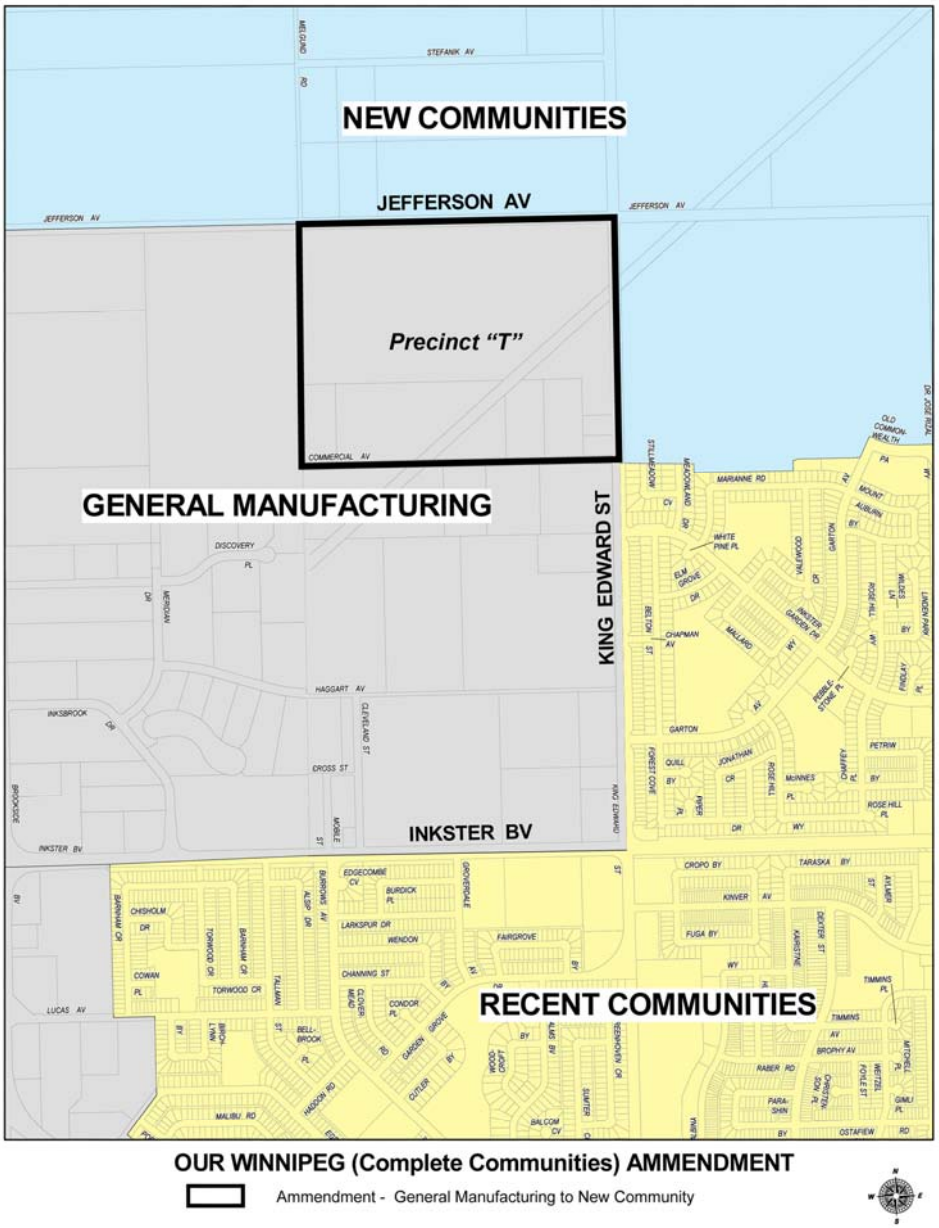
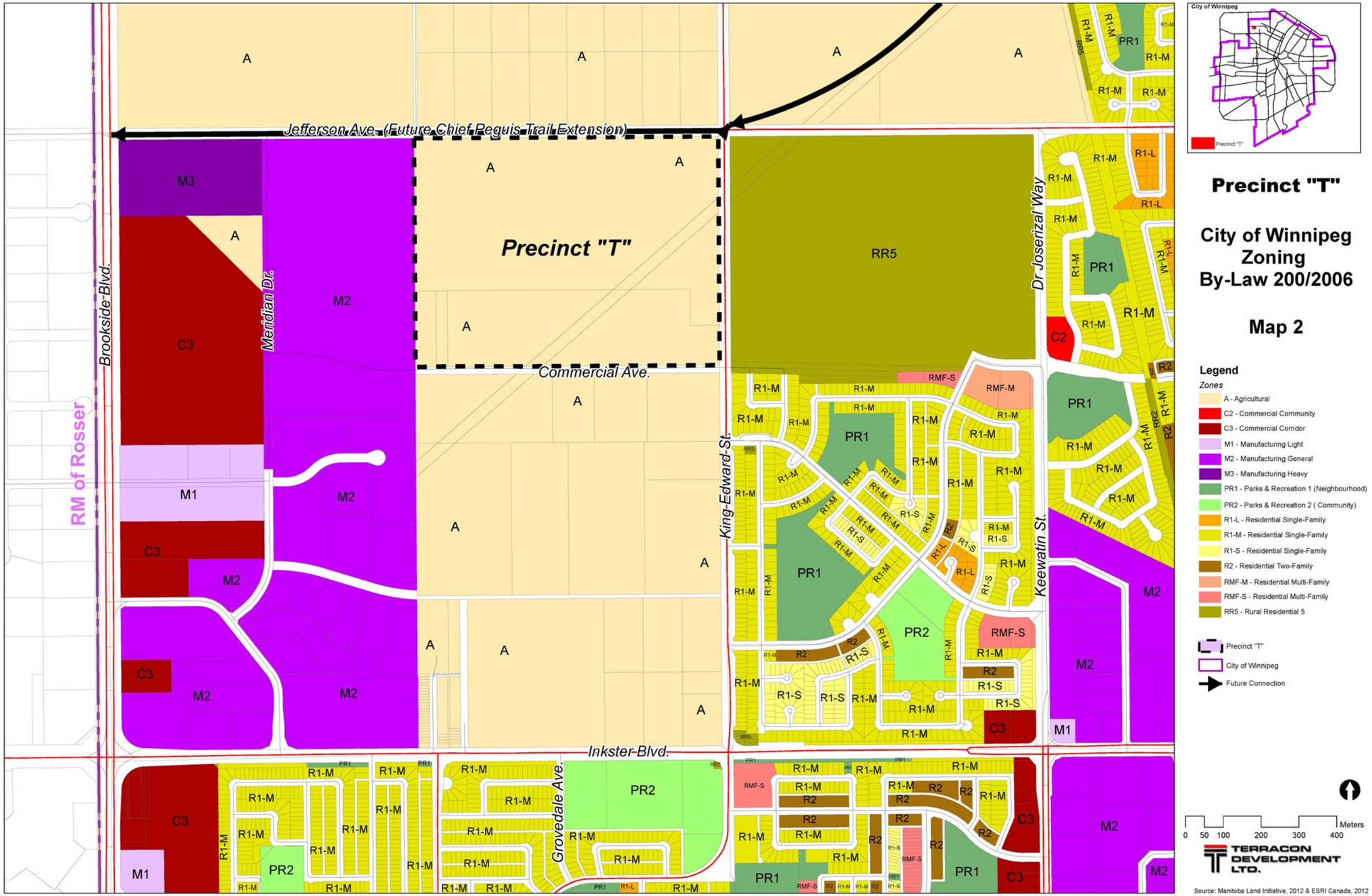


Figure 7 – Proposed *Complete Communities Direction Strategy Amendment*

PRECINCT PLAN "T"



B-3 Existing and Planned Infrastructure

B-3.1. Water

The primary water supply source is the 600 mm Inkster Blvd. Feedermain at the Keewatin St. feedpoint. There is a 300mm watermain on Commercial Ave. from King Edward St. west to the west limit of Precinct T. There is a 300mm watermain on King Edward Street from Commercial Ave. south to Inkster Garden Dr. where it reduces to a 250mm size.

B-3.2. Drainage

Precinct "T" lies within the Brooklands Rosser Drainage Area, which features a series of retention facilities and interconnecting sewers eventually discharging south to the Assiniboine River. The catchment area of Precinct "T", including rights of way is 48.68 ha, and is bounded King Edward St., Jefferson Ave., Commercial Ave. and the Inksbrook Industrial development.

B-3.3. Wastewater

The 1650 mm Northwest Interceptor Sewer follows an alignment in King Edward St. north from Inkster Blvd. to the north boundary of Inkster Gardens, at Commercial Avenue, then follows this alignment east, crossing Keewatin St. just south of Old Commonwealth Path on alignment with Adsum Dr. through the Maples subdivision. It is ideally located to provide primary wastewater collection service for Precinct "T".

A 375 mm/450 mm wastewater sewer exists on Commercial Ave. west of King Edward St. that is tied into the 1650 mm Interceptor. The sewer was designed to service a portion of the Inksbrook Industrial Park and the area included in Precinct "T".

B-3.4. Transportation

B-3.4.1 Roads

There are several existing major linkages that abut Precinct "T" and a future major arterial route that will abut the neighbourhood (see **Map 3**).

Jefferson Ave. - an east-west undivided urban collector road passing through the Mandalay West area, east of Precinct "C". Jefferson Ave. forms the northern boundary of Precinct "T". Currently Jefferson Ave. becomes a rural two lane undivided gravel roadway after crossing the rail alignment separating Precinct "C" from Mandalay West and extends westerly to Brookside Blvd.

King Edward St. – a north-south community collector road that forms the eastern boundary of Precinct "T". King Edward runs from Inkster Blvd. to the south to the Perimeter Hwy. to the north. Between Inkster Blvd. and Jefferson Ave., King Edward St. is an unimproved asphalt road. Currently King Edward St. becomes a rural two lane undivided gravel roadway north of Jefferson Avenue extending to the Perimeter Hwy. Future Chief Peguis Trail will cross the King Edward St. alignment with no direct connection anticipated

between the two roads. When Chief Peguis Trail is constructed, King Edward Street will terminate south of Jefferson Ave., and there will be no access off King Edward St. onto Chief Peguis Trail

Commercial Ave. - is a partially completed local street, and along with its undeveloped right-of-way forms the southern boundary of Precinct "T". The right-of-way for Commercial Ave. runs from Meridian Dr. to the west to King Edward St. to the east.

Chief Peguis Trail (future extension) - The City of Winnipeg Transportation Master Plan has identified a future city expressway that will connect Chief Peguis Trail from Main St. to Brookside Blvd. This major arterial road will form the northern boundary of Precinct "T". It is anticipated that Jefferson Ave. will terminate east of King Edward St. and that King Edward St. itself will terminate south of Chief Peguis Trail.

B-3.4.2 Active Transportation

Active Transportation is defined as "any human-powered mode of transportation such as cycling, walking, skiing and skateboarding[2]". The City of Winnipeg Cycling Map does not identify any current multi use paths or bike lanes near Precinct "T". The City of Winnipeg Transportation Master Plan identifies Inkster Blvd. and Keewatin St. as proposed additions to the Active Transportation Network.

As outlined in **Map 4** – *Precinct "T" Land Use Concept Plan*, alongside the future Chief Peguis Trail extension has been identified as a future active transportation corridor.

B-3.4.3 Public Transit

Winnipeg Transit does not currently operate within or immediately adjacent to Precinct "T". It is anticipated that transit service will be extended to Precinct "T".

[2] Our Winnipeg (2010). Page 95. *City of Winnipeg Website*. http://winnipeg.ca/interhom/CityHall/OurWinnipeg/pdf/OurWinnipeg.Jul15.2010.pdf. Last visited October 2012.

B-4 Parks and Recreation

There are 18 parks within a 5 minute drivetime radius of Precinct "T", an additional 16 within a 10 minute drivetime radius of Precinct "T" and an additional 24 within a 15 minute drivetime radius of Precinct "T", for a total of 58 parks within a 15 minute drivetime radius of Precinct "T".

Consideration will be given on how to link Precinct "T" planning area to the proposed parks and open spaces within the abutting future neighbourhood of *Waterford Green.* The Amber Trails neighbourhood has a park and trail system which represents a future opportunity to inter-connect Winnipeg's north-western neighbourhoods into an integrated linear park system. There are two community recreation facilities within the neighbourhoods north of Inkster Boulevard: Maples Community Centre (approximately 2.3 km from Precinct "T") and Elwick Recreation Centre (approximately 3.7 km from Precinct "T"). Tyndall Park Community Centre (approximately 3.0 km away) is the closest community centre to Precinct "T" south of Inkster Boulevard and his home to a variety of sports facilities for all ages.

Given the large number of public parks within close proximity of Precinct "T", there are numerous recreational locations available to future residents of Precinct "T". In addition, greenspace and walking trails will be provided within the neighbourhood that will serve as a local recreational amenity for the neighbourhood and provide linkages to the surrounding neighbourhood parks, greenspace and recreational amenities.

B-5 Schools

Precinct "T" is located within the Winnipeg School Division, but shares a close boundary with the Seven Oaks School Division. Within a 5 minute drivetime radius of Precinct "T", there are 12 schools, of which, 6 are located within the Winnipeg School Division and 6 are located within the Seven Oaks School Division.

Within a 5 minute drivetime radius of Precinct "T", there are 6 elementary schools, 4 junior high and elementary combined schools, 1 junior high school and 1 high school. The total enrollment in 2011 for each of these schools is shown in the table below.

The current enrollment figures for the schools within the Winnipeg School Division that are located within a 5 minute drivetime radius of Precinct "T" indicate that a majority of these schools are at or near capacity. It is worth noting that *Precinct "C" – Waterford Green* has identified a 9.5 acre future nursery – grade 8 school, to be located near Precinct "T".

School	Division	Type	Total[20]
Arthur E. Wright	Seven Oaks	Junior High & Elementary	814
Edward Finney	Seven Oaks	Elementary	487
Garden Grove	Winnipeg	Elementary	541
Leila North	Seven Oaks	Junior High	614
James Nisbet	Seven Oaks	Elementary	507
Maples Collegiate	Seven Oaks	High School	1,603
Meadows West	Winnipeg	Junior High & Elementary	667
O.V. Jewitt	Seven Oaks	Elementary	264
Prairie Rose	Winnipeg	Elementary	211
Shaughnessy Park	Winnipeg	Junior High & Elementary	453
Stanley Knowles	Winnipeg	Junior High & Elementary	1,108
Tyndall Park	Winnipeg	Elementary	510

Table 1 – *Winnipeg School Division 2011-2012 Enrollment*[3]

B-6 Libraries

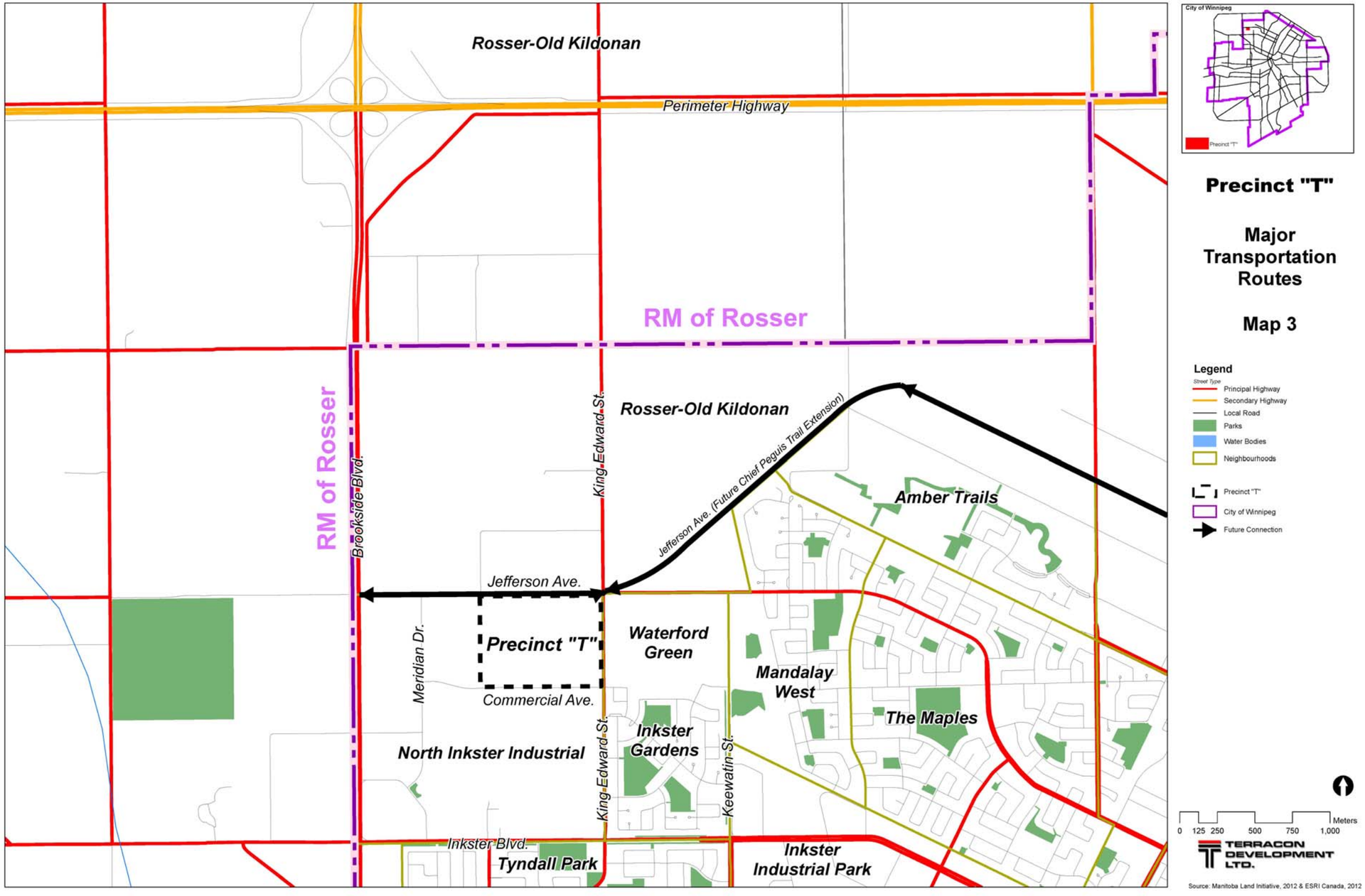
The nearest library to the precinct area is Sir William Stephenson (approximately 2.9 km from Precinct "T"). Sir William Stephenson Library is located on Keewatin Street, south of Burrows Avenue. The library has a large off-street parking lot and is universally accessible for those who have mobility limitations. It is anticipated that the build out of Precinct 'T" can be accommodated by the current library facility.

B-7 Fire/Paramedic and Winnipeg Police Services

Precinct "T" is intended to be principally serviced by the No.7 fire paramedic services station located at 10 Allan Blye Drive and the No. 17 fire paramedic services station located at 1501 Church Avenue. The improvements to King Edward Street will improve connectivity and access for emergency services vehicles within the community. As a result, a fire-paramedic station will not be required within Precinct "T".

[3] Manitoba School Enrollment (2012). *Enrollment Report*. http://www.edu.gov.mb.ca/k12/finance/sch_enrol/enrolment_2011.pdf. Last visited September, 2012.

PRECINCT PLAN "T"



B-8 Market Analysis

City of Winnipeg

Over the past five years the City of Winnipeg has experienced the strongest population growth in the past 25 years. According to The Conference Board of Canada the Winnipeg Census Metropolitan Area is expected to grow by 210,000 people over the next 20 years. Winnipeg expects to increase by over 10,000 people per year over the next 20 years with an estimated 174,000 new people anticipated to make Winnipeg their home by 2031[4].

It is estimated that approximately 80,000 new dwelling units will be required to accommodate this anticipated growth for the City of Winnipeg.

Northwest Winnipeg – Accommodating Growth

Complete Communities has identified 3 "New Community" areas in the northwest quadrant of the City of Winnipeg, – Precincts "A", "B", "C".

It is worth noting that in Precinct "C", a new mixed-use neighbourhood will be established in the near future known as Waterford Green. It is estimated that this neighbourhood will add approximately 1,050 dwelling units to the northwest quadrant of the City of Winnipeg.

The final phases of the Amber Trails development are underway and work has yet to begin on completing the precinct plan that will see the remaining lands of Precinct "B" developed. It is worth noting that these lands pose challenges for land drainage and are several years away from developing.

Precinct "A" has been identified as future employment lands. These lands are not intended for residential purposes. In addition, these lands pose severe challenges from a servicing perspective. With the near completion of Precinct "C", the next logical growth area in the Northwest quadrant of Winnipeg – Precinct "T".

B-8.1 Demographic Trends

Precinct "T" is located in the neighbourhood of "North Inkster Industrial". No neighbourhood profile statistics exist for this neighbourhood. The surrounding neighbourhoods of "Tyndall Park" and "Inkster Gardens" were used as a comparative study.

The figures below show the increase/decrease (balance) for each age cohort between the two census periods (2001-2006) for the two neighbourhoods surrounding the subject lands at Jefferson Ave. and King Edward St

As showcased in the neighbourhood statistical analysis below, it is apparent that there is a lack of housing types - from starter housing, to housing types geared towards young families and empty nesters. In addition, there is a lack of seniors housing which would provide an

[4] Our Winnipeg (2010). *City of Winnipeg Website*. http://winnipeg.ca/interhom/CityHall/OurWinnipeg/pdf/OurWinnipeg.Jul15.2010.pdf. Last visited May, 2012.

opportunity for people in the community to "age in place" which is further outlined as vision in Section 04-02 "Recent Communities" of *Complete Communities Direction Strategy*. Precinct "T" provides a perfect opportunity to retain the prime workforce age cohort and seniors for the community by providing a mix of housing types.

By effectively and thoughtfully introducing a range of housing choices, this development will ensure for generations that residents of various income levels and needs can be accommodated so as to allow for residents to "age in place".

Tyndall Park

The figure below indicates that between 2001 and 2006, people in the prime workforce age subject lands)[5]. It should be noted that population of Tyndall Park declined by 3.1%, from 2001 to 2006. The decline in population is evident in the cohort – aged 25-64 which declined over the five year period of 2001-2006. During this same period, the community was able to attract a small percentage of people between the ages of 30-34, perhaps as first time renters. The graph suggests that a majority of the prime workforce (age 25-64) are moving out of the community. It should be noted that people aged 60-74 are moving back to the community.

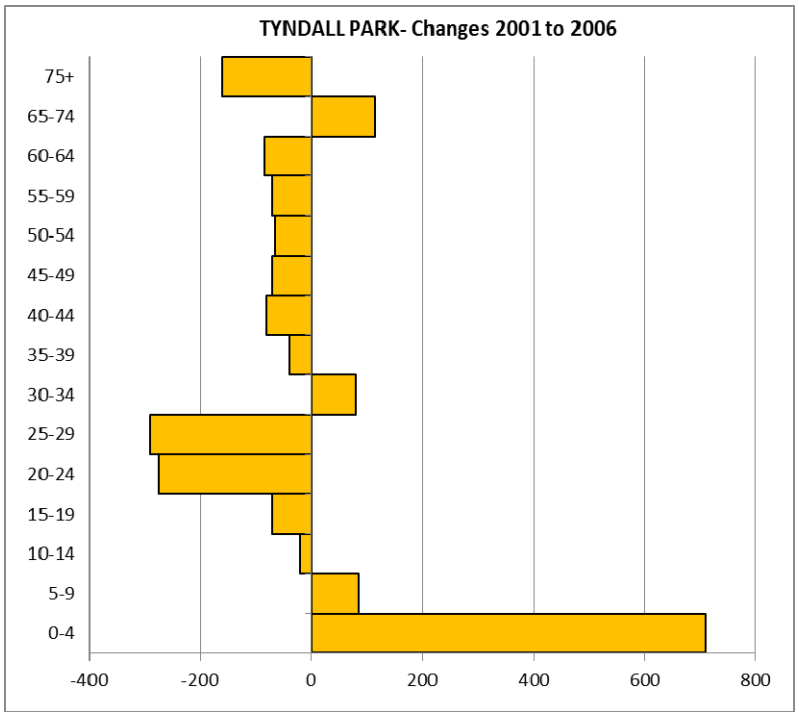


Figure 9 – Tyndall Park Population Age Cohort Balance, 2001-2006

[5] The subject lands are located in the neighbourhood of "North Inkster Industrial". No neighbourhood profile statistics exist for this neighbourhood. The surrounding neighbourhoods of "Tyndall Park" and "Inkster Gardens" were used as a comparative study.

Inkster Gardens

The figure below indicates that between 2001 and 2006, first time home owners - ages 20-34 were leaving the community of Inkster Gardens (immediately east of the subject lands)[6]. It should be noted that population of Tyndall Park declined by 12.6%, from 3,645 people in 2001 to 3,148 in 2006. During this same period, the community lost a significant percentage of seniors – ages 55-64.

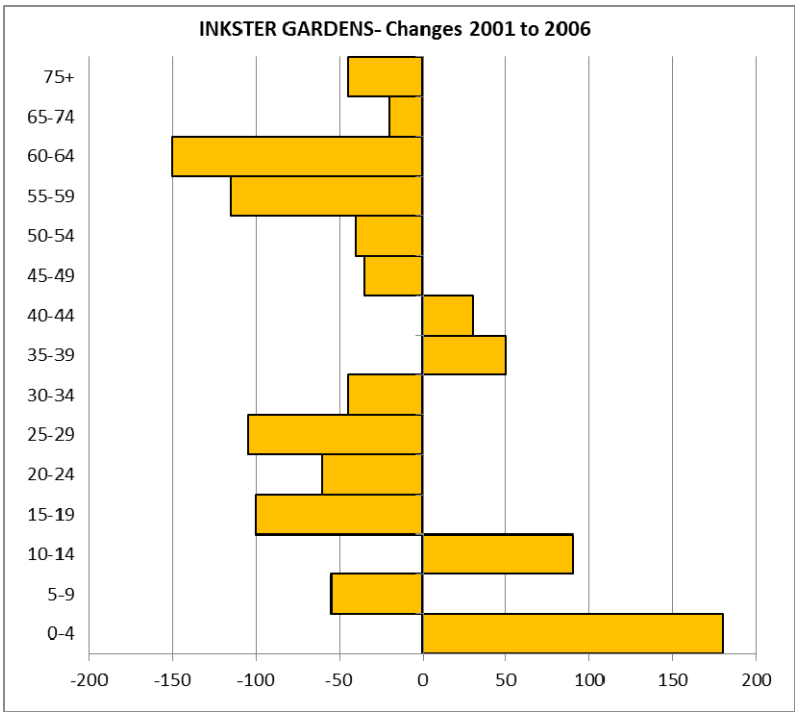


Figure 10 – Inkster Gardens Population Age Cohort Balance, 2001-2006

B-8.2 Immigration Trends

The Manitoba Provincial Nominee Program is an economic immigration program established in partnership with the Government of Canada and the Province of Manitoba. The Manitoba Provincial Nominee Program has contributed towards an increase of Manitoba's share of national immigration from less than 2% in 2001 to more than 5.6% in 2010[7].

A recent trend is the increasingly large number of immigrants who are making Manitoba and Winnipeg their home. Recent immigration statistics published by the Province of Manitoba show further increases in overall international immigration to Manitoba in 2009 (13,500) and 2010 (15,000 people). The City of Winnipeg on average has received approximately 77% of total Manitoba's international immigration between 2000 and 2008. The City of Winnipeg's share would translate into approximately 10,395 international migrants in 2009 and 11,550 in 2010.

[6] The subject lands are located in the neighbourhood of "North Inkster Industrial". No neighbourhood profile statistics exist for this neighbourhood.

[7] Manitoba Immigration Facts. *2010 Statistical Report*. http://www.gov.mb.ca/immigration/pdf/manitoba-immigration-facts-report-2010.pdf. Last visited June, 2012

A large percentage of recent immigrants from Asian and the Middle East have settled within the dissemination area that encompasses Precinct "T" as well as the surrounding neighbourhoods. Within the dissemination area[8] that encompasses Precinct "T", close to 100% of the total number of recent immigrants who settled within the area were from Asia and the Middle East in 2006. Furthermore, approximately 61% of the total population within the dissemination area that encompasses Precinct "T" were visible minorities in 2006.

It is worth noting that some of the more established neighbourhoods that surround Precinct "T", such as Inkster Gardens, Mandalay West and Tyndall Park, approximately 50% of the total population residing in the dissemination areas that encompass parts of these neighbourhoods were visible minorities in 2006.

[8]A dissemination area (DA) is the smallest standard geographic unit in Canada in which census data is collected.

Part C - Land Use and Development Policies

C-1 Goals for the Neighbourhood:

- Ensure that the Inkster West community remains a desirable community with an appropriate balance and transition from employment lands to residential uses;
- Create a more sustainable complete community with a diverse range of housing types and choices to meet the needs of varying income groups and lifestyles;
- Increase opportunities for healthy living with attention to local residents' access and use of greenspaces, walking trails and active transportation corridors with a focus on creating a sense of place and providing linkages to the surrounding neighbourhoods;
- Encourage residential development designs which increase open space and decrease negative impacts on the visual and natural environment;
- Encourage a socially inclusive community that provides a livable environment;
- Encourage walking and cycling as alternative methods of transportation within the neighbourhood;
- Promote the use of public transit through compact neighbourhood design and provide easy and convenient pedestrian linkages to transit stops within the neighbourhood;
- Encourage all development within Precinct "T" to address the recreation needs of the neighbourhood.

C-2 Land Use Concept Plan

The *Precinct "T" Land Use Concept Plan* is illustrated in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map*. The plan is conceptual and therefore flexible with respect to the precise location of land uses, however, the spatial relationship between the various land uses is intentional. Development applications are to be generally in accordance with *Precinct "T" Land Use Concept Plan.*

C-3 Residential Policies

It is intended that residential uses will be the predominant land use in Precinct "T" with limited non-residential uses. There are three residential areas shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map*: Low Density Residential Areas; Medium Density Residential Areas; and High Density Residential Areas. The following includes general policies that apply to all residential areas, as well as policies specific to each of the low, medium and high density areas.

C-3.1 General Policies (Apply to all Residential Areas)

a) Diverse housing choices that offer a range of housing styles and options within the neighbourhood shall be encouraged.

b) Residential development within Precinct "T" should respect the character and design pattern of the surrounding neighbourhoods.

c) The mix and location of land uses will be designed to be compatible with adjoining land uses.

d) Native plant species for landscaping will be encouraged.

e) Residential areas adjacent to major arterial streets should incorporate appropriate sound tempering measures.

C-3.2 Low Density Residential Area Policies

This section applies to the Low Density Residential Areas as shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map.*

a) Low Density Residential Areas may include the following land uses:

   i. single-family dwellings;

   ii. two-family dwellings;

   iii. townhouses;

   iv. parks and open space and active transportation networks.

b) alternative housing forms, institutional uses, recreational uses, public uses, and local commercial sites, and other similar and accessory uses, such as secondary suites to the above, may be allowed within the Low Density Residential Area where determined to be compatible and appropriate.

C-3.2.1 Density Range – Low Density Residential Area

a) Low Density Residential Area densities within Precinct "T" should strive for a minimum target of 6 units per net developable acre and a maximum target of 12 units per net developable acre.

b) The density requirements outlined above may be varied in accordance with *Precinct Plan "T":*

   i. provided that in the case of a proposed density which exceeds the target of 12 units per gross developable acre, the additional density can be effectively linked to the greenspace and recreational areas and can be appropriately accommodated by the transit routes and transit stops.

C-3.3 Medium Density Residential Area Policies

This section applies to the Medium Density Residential Areas as shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map.*

a) Medium Density Residential Areas may include the following land uses:

   i. two-family dwellings;

   ii. townhouses;

   iii. multi-family dwellings;

   iv. parks and open space and active transportation networks.

b) alternative housing forms, including multi-unit, institutional uses, recreational uses, public uses, and local commercial sites, and other similar and accessory uses, such as secondary suites to the above, may be allowed within the Medium Density Residential Area where determined to be compatible and appropriate.

c) Medium Density Residential Areas should be located in areas that provide convenient and easy access on to collector streets located within Precinct "T'.

d) Medium Density Residential Areas will be encouraged to locate in areas close to High Density Residential Areas to provide a transition between areas of different development densities and scale, including but not limited to, setbacks and a reduction of heights towards Low Density Residential Areas and in a manner that minimizes shadow impacts on adjacent Low Density Residential Areas.

C-3.3.1 Density Range – Medium Density Residential Area

a) Medium Density Residential Area densities within Precinct "T" should strive for a minimum target of 7.5 units per net developable acre and a maximum target of 15 units per net developable acre.

b) The density requirements outlined above may be varied in accordance with *Precinct Plan "T":*

   i. provided that in the case of a proposed density which exceeds the target 15 units per gross developable acre, the additional density can be effectively

linked to the greenspace and recreational areas and can be appropriately accommodated by the transit routes and transit stops.

C-3.4 High Density Residential Area Policies

This section applies to the High Density Residential Areas as shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map.*

a) High Density Residential Areas may include the following land uses:

   i. multi-family dwellings

   ii. parks and open space and active transportation networks.

b) Higher density residential areas, combined with appropriate landscaping along the edges of the Precinct "T" that abut adjacent employment land uses, should provide a planned transition between differing land uses, particularly the adjacent employment lands that encompasses Inksbrook Industrial Park and the surrounding CentrePort Canada lands.

c) High Density Residential Areas will be encouraged to locate in areas close to the adjoining employment land uses and Medium Density Residential Areas to provide a planned transition between areas of different development densities and scale, including but not limited to, setbacks and a reduction of heights towards Low Density Residential Areas and in a manner that minimizes shadow impacts on adjacent Low Density Residential Areas.

C-3.4.1 Density Range – High Density Residential Area

a) As per *Schedule "D" of The City of Winnipeg Zoning By-law No. 200/2006*, higher density residential uses shall be permitted up to a maximum allowable density of 35 units per acre.

C-4 Institutional Policies

Located within Precinct T is the *Gurdwara Kalgidhar Darbar, which serves as a unique* community node. *Precinct Plan "T"* aims to recognize its importance to the community and ensure future development within Precinct "T" provides linkages to the *Gurdwara Kalgidhar Darbar.*

The Institutional Area of *Precinct Plan "T"* shall be woven into the fabric of the neighbourhood and be guided by the following policies.

C-4.1 Policies

a) Institutional areas, which may include, but are not limited to, the expansion or establishment of religious institutions, community facilities, public facilities and educational facilities.

b) The Institutional area of Precinct "T" shall function as a community node and be linked to the adjoining areas by the active transportation network pathway system, as outlined in **Map 4** - *Precinct "T" Land Use Concept Plan.*

c) Local commercial sites and other similar and accessory uses may be allowed within the Institutional Area where determined to be compatible and appropriate.

C-5 Parks/Open Space Policies

This section applies to the greenspace, active transportation and pathways shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map.*

The primary purpose of the parks/open space areas is to provide areas for recreational and leisure activities in a safe and inviting way to serve both the neighbourhood, but also function as part of the city wide parks network. The successful provision of parks/open space is a function of size, location, distribution and configuration, an important consideration of which is how they integrate and connect within their context.

A major component of the *Precinct "T" Land Use Concept Plan* is the creation of a linear pathway system designed to provide a well-integrated system of parks that supports and becomes part of the active transportation network (see section **C-6.1**) – enhancing the connectivity within the precinct and extending out to significant areas in adjacent existing and anticipated communities. Allocation of large parks/open space areas should be in association with these key elements, with smaller parks/open space areas situated to provide special points of interest within Precinct "T".

The specific location, size and configuration of the parks/open spaces will be determined at the Development Application stage, the evaluation of which shall be on both qualitative and quantitative aspects.

The following policies will guide the creation of parks/open spaces in *Precinct Plan "T"*.

C-5.1 Policies

a) Parks/open space areas and pathways shall be provided throughout the neighbourhood to address the recreational needs of neighbouring residents and surrounding community.

b) A pathway shall be provided to link the surrounding employment lands with the residential areas of Precinct "T".

c) The parks/open spaces areas of *Precinct Plan "T"* may provide residents and visitors of this neighbourhood and of adjacent and nearby neighbourhoods with:

   i. recreation opportunities, such as sports fields;

   ii. passive recreation and leisure opportunities such as places to play, sit, enjoy nature, garden, learn, walk, cycle or ski; and

   iii. land in which pathways and active transportation corridors may be located.

d) Parks/open space areas may enable a variety of experiences and year-round activities for people of all ages and abilities.

e) Parks/open space areas should be located such that 95% of the residents are within approximately 400 metres.

f) Parks/open space areas should be an appropriate size and configuration for their intended uses but, in order to provide an equitable distribution of parks/open spaces, should not be much larger than is necessary for their intended uses nor not concentrated in one area.

g) Parks/open space areas should be planned to maximize passive surveillance through site configuration, placement of access points, amount of frontage and sightlines.

h) Parks/open space areas may incorporate principles of sustainable landscapes, which may include but are not limited to naturalized plantings and low maintenance opportunities.

i) Parks/open space areas located along storm water retention basins shall include space in which a path, with appropriate land drainage, can be accommodated.

j) Linear pathways and those parks having a primary purpose of accommodating a path that is part of an active transportation network should be designed:

   i. to minimize the number of street crossings and;

   ii. to connect key elements within the precinct or adjacent neighbourhoods.

k) Pathway surfacing should be appropriate to the context and determined in consideration of City guidelines and standards at the development approval stage.

l) Principles of CPTED (Crime Prevention Through Environmental Design) and Universal Design shall apply

C-6 Transportation Policies

Precinct Plan "T" integrates transportation and land use planning both at the neighbourhood and community scale. Transportation policies have been created to ensure a motor-vehicle and pedestrian network that is functional, safe, accessible, and integrated into surrounding neighbourhoods and the community at large.

The purpose of the Transportation Policies is to guide the development of *Precinct Plan "T"* transportation system so that it will accommodate a wide range of forms of transportation, including, but not limited to, the pedestrian and the cyclist (active transportation user), the private motor-vehicle driver/passenger and the public transit user. Pathways, sidewalks and roads will each accommodate one or more mode of transport, resulting in the networks of each mode of transport overlapping one another in places.

Map 4 – *Precinct "T" Land Use and Transportation Policy Map* shows the general location of proposed local streets, collector streets, pathways and sidewalks within Precinct "T".

C-6.1 Active Transportation

This section applies to the active transportation network as shown in **Map 4** – *Precinct "T" Land Use and Transportation Policy Map* The active transportation network may consist of:

a) Pathways or sidewalks for pedestrians, cyclists and similar modes only;

b) The active transportation network shall provide pedestrian and cyclist linkages to parks, transit stops and other hubs of activity, such as High Density Residential Areas, and Institutional Areas within Precinct "T".

c) The active transportation network shall provide pedestrian and cyclist connectivity to adjacent residential and employment areas and to existing and planned active transportation infrastructure.

d) Sidewalks or pathways should be provided along collector streets located within Precinct "T".

e) Where warranted to avoid conflicts between cyclists and pedestrians at transit stops, pedestrians and similar modes may have a separated pathway or sidewalk from cyclists and similar modes.

f) The active transportation network system should connect with the collector streets located within Precinct "T" and the expressways and arterials that abut the defined precinct area.

C-6.2 Public Transportation

a) Transit routes should be located on collector streets, with routes on local roads only when required.

b) Bus stops should be located within a walkable distance (400m) from most homes in the neighbourhood.

c) Bus stops should be located near hubs of activity, such as High Density Residential Areas and Institutional Areas within Precinct "T".

C-6.3 Motor-Vehicle Network

a) Truck traffic going to/from a destination within Precinct "T" should be accommodated on collector streets.

b) Where appropriate, local streets may be designed to calm traffic in order to discourage through traffic and manage speed.

C-6.4 Cost Sharing

a) There shall be a fair and equitable sharing of all developer costs among all landowners for community collector roads including, but not limited to road construction or improvement, intersection works, signing, traffic control signals, retention ponds, linear pathway system and active transportation corridors in

accordance with the parameters outlined in the Development Agreement. There shall also be fair and equitable sharing cost sharing arrangements for professional fees related to the preparation of this precinct plan.

C-7 Infrastructure Policies

Proper infrastructure is a key element to citizen health. Infrastructure planning provides insight on how Precinct "T' will be serviced. As a new community, Precinct "T", will strive to integrate a sustainable infrastructure system that ensures cost fairness and equity for existing residents, future residents, and developers while meeting overall community objectives laid out in *Complete Communities Direction Strategy*.

The following policies will guide the provision of infrastructure, and the efficient extension of municipal infrastructure in particular, in the phased development of Precinct "T".

C-7.1 Municipal Infrastructure Servicing Design Brief

a) Development applications will include the preparation and submission of a comprehensive servicing design brief. The servicing design brief should provide details on the characteristics of proposed land uses and municipal infrastructure requirements.

C-7.2 Water Policies

a) The water distribution system will be designed to accommodate the proposed land uses within Precinct "T".

b) Encourage water conservation initiatives by promoting use of WaterSense labeled products and considering rain and grey water technologies for toilet flushing.

c) The internal watermain system will be connected to the feedpoints and will be designed to provide target fire flow rates based on FUS guidelines during maximum daily demands.

d) Water will be delivered to Precinct "T" by extending a watermain north on King Edward St. from the 300mm connection point at the intersection of Commercial Ave. and King Edward St. Looping and additional pressure will be provided with a connection to the existing 300 mm watermain on Commercial Ave. In addition the proposed watermain on King Edward St. will be connected to the planned watermain on Old Commonwealth Path in Waterford Green.

C-7.3 Wastewater Policies

a) The wastewater sewer system will be designed to accommodate the proposed land uses within Precinct "T".

b) Precinct "T" will have a portion of its area drain to the wastewater sewer on Commercial Ave. and a portion will be routed down King Edward St. and connected to the Interceptor.

c) A wastewater management plan should be provided to the City of Winnipeg as part of the initial development application.

C-7.4 Land Drainage Policies

a) Provide a stormwater management system that is efficient and effective in managing drainage requirements of urban development within Precinct "T".

b) The land drainage system will be designed to accommodate the proposed land uses within Precinct "T".

c) Stormwater will be managed through one centrally located lake (totaling approximately 5.0 acres). The lake water levels and discharge rate will be controlled to the City's satisfaction.

d) A storm water management plan should be provided to the City of Winnipeg as part of the initial development application.

C-8 Communications, Electricity and Natural Gas

Encourage the provision of these services in a manner that ensures the facilities, rights-of-ways and easements are consistent with the policies within *Precinct Plan "T"*.

C-9 Implementation

C-9.1 . Implementation Policies

Precinct Plan "T" provides a guide for planned growth and change for a newly created neighbourhood. The Plan's vision, goals and policies provide direction for future growth in the areas. **Map 4** - *Precinct "T" Land Use and Transportation Policy Map* is intended to inform the re-zoning, development application process, provide guidance for the directions of future growth and provide an overview of phasing of development.

Any and all development within Precinct "T" shall be established at a rate and phasing of growth that ensures the logical and orderly progression of development, supports sustainable and cost-effective growth, encourages complete communities, and is consistent with the policies of *Precinct Plan "T"*.

C-9.1.1 . Actions

a) A detailed site plan or subdivision concept plan may be required at the development application stage. If required, the plan(s) should generally conform with the design of **Map 4** - *Precinct "T" Land Use and Transportation Policy Map* and the policies outlined in *Precinct Plan "T"*.

b) If required, a phasing plan should be submitted at the initial subdivision application process.

c) The phasing plan should comply with **Map 4** – *Precinct "T" – Land Use and Transportation Policy Map.*

C-9.1.2 . Site Plans

For High Density Residential Uses and Institutional Uses, development applications should include site plans that show:

a) The relationship and fit of the development with adjoining land uses and future development areas.

b) How site uses and structures will be organized and located to ensure compatibility with adjoining land uses and transportation systems.

c) Design features for special purposes such as landscaping, buffers, open space, and pedestrian and vehicular accesses.

Part D - Definitions

1) **Active Transportation** – Any human-powered mode of transportation such as cycling, walking, skiing and skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel;

2) **Affordable Housing** – Affordable housing costs less than 30 per cent of before tax household income. For renters, shelter costs include rent and any payments for electricity, fuel, water and other municipal services;

3) **Area Structure Plan** - An Area Structure Plan is a detailed plan having the status of a by-law which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city;

4) **CentrePort** – CentrePort is an inland port being developed around Winnipeg's James Armstrong Richardson International Airport. It will serve as an intermodal goods handling facility that is connected by road, rail and air to the marine ports of Vancouver, Prince Rupert, Churchill and Thunder Bay. Through Winnipeg's strategic location on the International Mid-Continent Trade and Transportation Corridor, it will function as a centre for the transshipment of cargo to other inland destinations;

5) **Community** – A group of people with similar or shared culture, concerns or geography;

6) **Complete Community** – Are places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another;

7) **Concept Plan** – A Concept Plan is similar to an Area Structure Plan/ Secondary Plan/Local Area Plan, but is not a statutory document and may not have the same level of detail as any of these other types of plans;

8) **CPTED** – Crime Prevention through Environmental Design. CPTED is a multi-disciplinary approach to deterring criminal behavior through environmental design. CPTED strategies rely upon the ability to influence offender decisions that precede criminal acts.

9) **Density** – In a planning context, density usually refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land;

10) **Healthy Community** – A community that is continuously creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential;

11) **Mixed-Use Development** – The development of a piece of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial;

12) **Multi-Family Dwelling** – Means a structure, located on a single lot, containing 3 or more dwelling units, each of which is designed for or occupied by one family only, with separate housekeeping and cooking facilities for each.

13) **Neighbourhood –** A residential area with an appropriate mix of housing types, convenience type commercial facilities, and where appropriate, schools or park facilities;

14) **Net Acre** – The total area of a site excluding portions that cannot be developed (e.g., right-of-way, open space). Sometimes referred to as the "buildable" area of the project.

15) **Precinct Plan -** Planning Precincts divide New Communities into logical fractions in order to ensure that planning for New Communities is comprehensive, orderly and complete;

16) **Public Reserve** – Land used for public parks and open space;

17) **Recreation** – Recreation is all those things that a person or group chooses to do in order to make their leisure time more interesting, more enjoyable and more personally satisfying;

18) **Secondary Plan -** A term that has been used to describe a detailed statutory plan which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city. Some examples include, the Osborne Village Neighbourhood Plan and the Waverley West Area Structure Plan;

19) **Subdivision** – The act of dividing a tract of land into 2 or more lots **OR** A tract of land that has been divided into 2 or more lots;

20) **Sustainable/Sustainability** – According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." While the term is most associated with its environmental implications, it also has economic and social implications as well;

21) **Townhouses** – A tall, narrow, traditional row house, generally having two or more floors. A townhouse is usually a single-family house of two or sometimes three stories that is usually connected to a similar house by a common sidewall. Townhouses are typically comprised of at least three dwelling units each of which with direct access to the outdoors and have reduced front yard more useable rear yards.

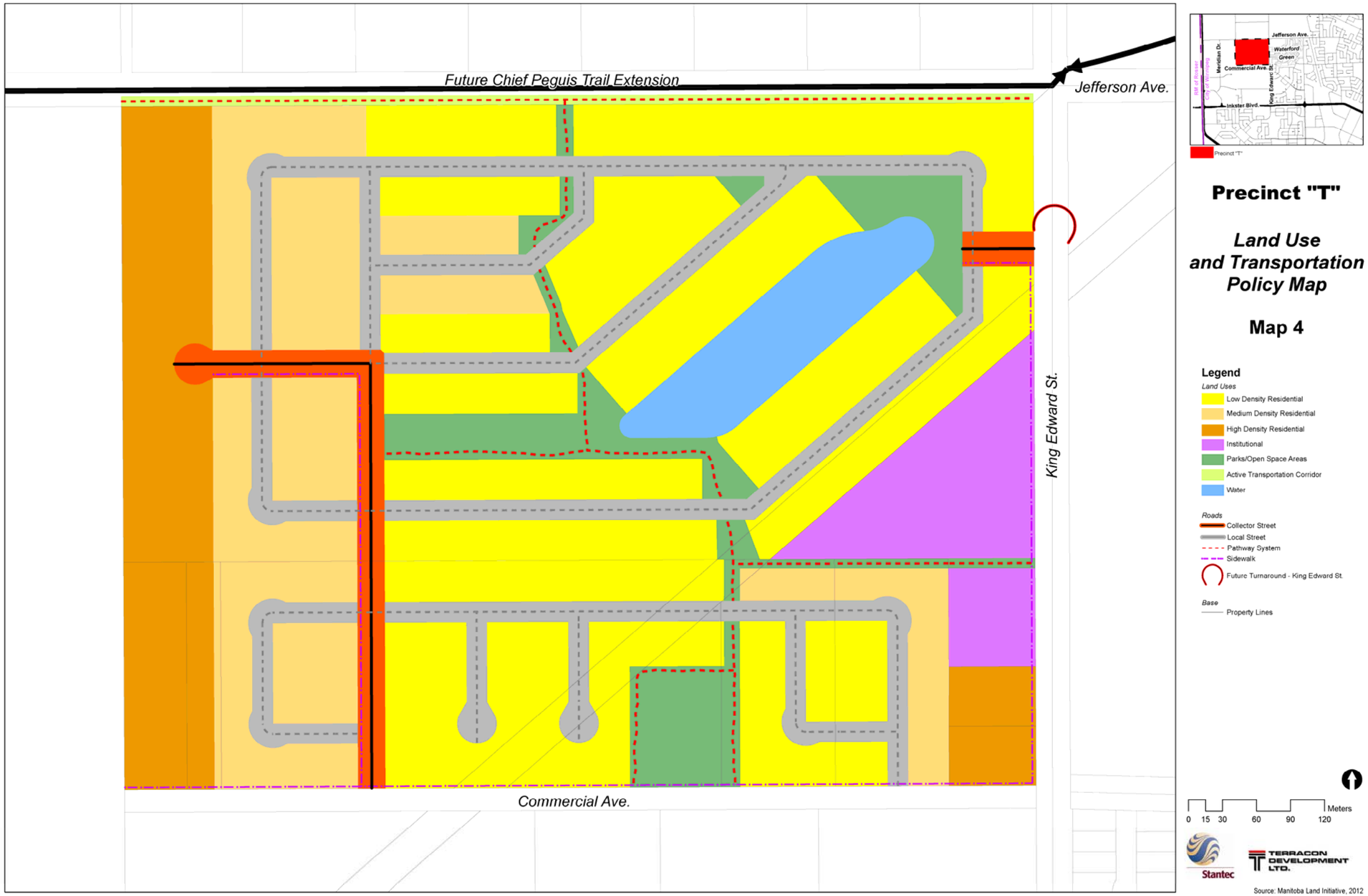
22) **Transformative Areas** – Specific areas within the city that provide the best opportunity to accommodate significant growth and change. These areas include Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities;

23) **Universal Design** – Refers to broad-spectrum ideas meant to produce buildings, products and environments that are inherently accessible to both people without disabilities and people with disabilities.

24) **Walkable/Walkability** - Walkability is a measurement of how conducive a place is to walking. This includes the physical nature of a place and other factors, such as safety and perceived enjoyment. Walkability is influenced by several factors including proximity to one's destination (for example work or school), the quality of pedestrian facilities, availability of parks and public spaces, urban density, mixture of uses and the presence of a defined urban centre;

25) **Zoning** - Zoning classifies of a city's land into specific "zones" that regulate the use, size, height, density and location of buildings and activities permitted in them. These zones are set out in zoning by-laws, as required in Winnipeg, by the City of Winnipeg Charter Act.

PRECINCT PLAN "T"



PRECINCT PLAN "T"

