Stevenson Advisors | McGOWAN·RUSSELL | Stantec | RAYMOND S.C. WAN ARCHITECT

# BISHOP GRANDIN CROSSING AREA MASTER PLAN

**Sugar Beet Lands Major Redevelopment Site of Complete Communities**

**2 April 2014**

DILLON CONSULTING

Hopewell™ Development

# Bishop Grandin Crossing Area Master Plan (AMP)

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# PREFACE

The Area Master Plan for the development of the Sugar Beet Lands Major Redevelopment Site has been prepared by Dillon Consulting Limited with input from McGowan Russell, Stevenson Group, Stantec, and Ray Wan Architects on behalf of Hopewell Development.

Over the course of preparing the plan, numerous public engagements, open houses, interviews, and meetings were held to gain valuable input and insight from area residents, surrounding property owners, and businesses, the City of Winnipeg, and the public at large.

We wish to thank all those who provided their time, effort, and vision in this process.

# HOW TO USE THIS PLAN

The Bishop Grandin Crossing Area Master Plan is divided into several parts and elements for ease of use. This section explains how to use the plan, and where to look for specific information. A conceptual illustration on how the plan works, where information can be found, and how it will be implemented is found at the end of this section.

**Part A: Introduction** provides a brief project overview outlining the potential socio-economic, environmental and public health benefits of the proposed development. This section includes information regarding area master plans (what they are and their purpose), formulation process, public input, authority and interpreting the plan.

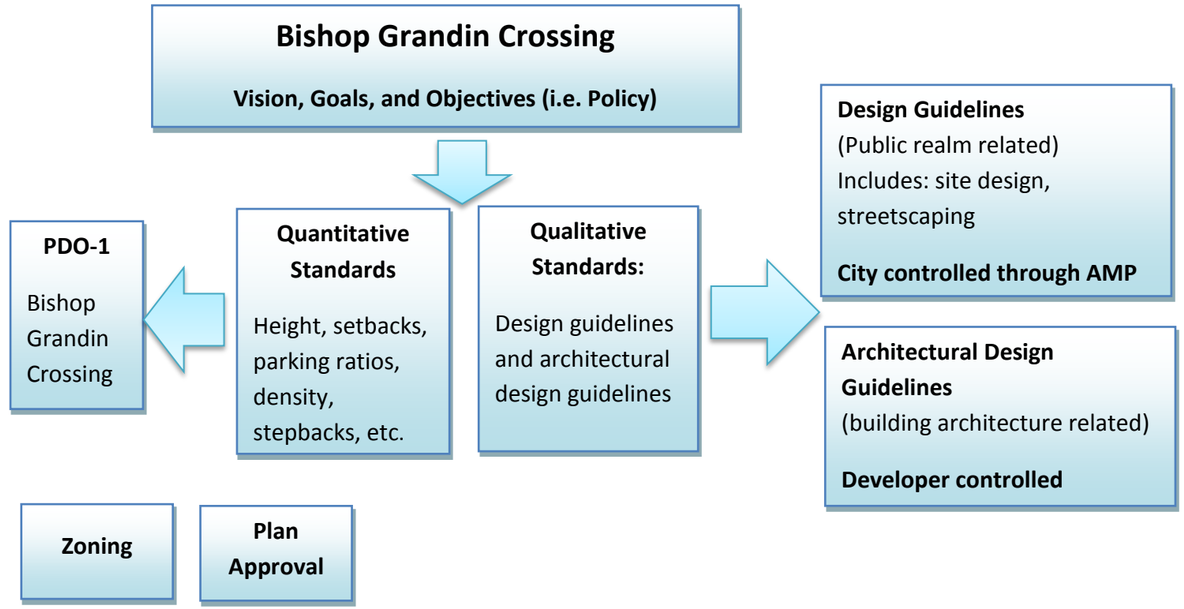
Persons or groups looking for background information on Bishop Grandin Crossing, and current land use patterns and issues in the area should consult **Part B: Site Information**, which is divided into eight (8) subsections. These subsections provide information as it relates to the historical context of Bishop Grandin Crossing, its location, demographics and regional setting, environmental characteristics, existing land uses and zoning, existing infrastructure and ends with an analysis of opportunities and constraints.

**Part C: Development Concept** presents the substantive portion of the Plan as it relates to urban form and land use, and should be consulted by all. The Elements contained within this Section include:

- Transit Oriented Development (TOD) and General Development Concept;
- Vision, Goals and Objectives;
- Land Use Strategy – Sets out the land use strategy and framework for the Bishop Grandin Crossing community and contains policies to guide transit supportive land use and employment and commercial centre land use;
- Parks and Open Space Strategy – Contains policies to guide parks and open space and plaza development;
- Urban Form and Urban Design Strategy – Contains policies to guide urban design, density and heights, intensification, build-to lines and setbacks, shade and shadow, public realm improvements, housing diversity, universally accessible design, crime prevention through environmental design and innovative parking strategies;
- Mobility Strategy – Contains policies to guide complete streets, pedestrian network, active transportation network, transit network and goods movement network;
- Environmental Strategy – Contains policies to guide sustainable design elements and green infrastructure;
- Infrastructure and Servicing Strategy – Contains policies to guide water infrastructure, wastewater infrastructure and land drainage infrastructure;
- Phasing and Implementation – Outlines the proposed development phasing and includes an implementation table summarizing the policy areas and tools (both Developer led and City of Winnipeg led) required to implement the policies.

**Part D: Appendices** includes all background reports and engineering studies and full size copies of all maps.

The Bishop Grandin Crossing Area Master Plan will apply to proposed development within the boundaries of the Bishop Grandin Crossing site as set forth in Part B Section 1.0. All development applications should be prepared using the Bishop Grandin Crossing Area Master Plan in conjunction with relevant sections of *Winnipeg Zoning By-law No. 2006* and *the Bishop Grandin Crossing Planned Development Overlay 1.*



# PART A: INTRODUCTION

## 1.0 Project Overview

The Bishop Grandin Crossing Site is identified as the Sugar Beet Lands Major Redevelopment Site (MRS) H in the *Complete Communities Direction Strategy*. Located immediately to the west of the second stage of the Southwest Rapid Transit Corridor (within 2.3 km of the University of Manitoba) and bounded by Industrial lands to the north and west, Bishop Grandin Boulevard to the south and a Manitoba Hydro Corridor and the Letellier CN Rail Line to the east, this site has tremendous redevelopment potential as an infill medium to high density housing, commercial, and industrial development on a vacant industrial site. This site represents a unique opportunity to incorporate a number of Transit Oriented Development principles, with all of the elements of live, play, and work, including industrial employment lands, within close proximity (10 minute walk) of each other and rapid transit.




Figure 1 - Context Map

Hopewell Development Corporation is the landowner of this approximately 131 acre contiguous infill parcel of land. The reuse of this vacant industrial site will remediate an otherwise derelict site, reduce urban sprawl, and provide critical support for Stage Two of the Southwest Transitway.

The proposed medium to high density housing will provide a variety of new housing choices for many income levels, both rental and ownership. Commercial, office, and hotel uses integrated and adjacent to the medium to high density housing offer employment opportunities, provide daily household needs within walking distance of home and create a buffer to industrial land uses. Industrial uses provide another level of employment opportunity. The pedestrian and cycling network and adjacent rapid transit system will be integral components of the site, allowing for reduced reliance on vehicles and reduced parking demand requirements.

### 1.1 Socio-Economic Benefits

This development will:

- Create a mixed use community that will be at a human scale that is pedestrian friendly and supportive of the adjacent rapid transit;
- Promote a socially equitable and engaging community by providing a wide range of housing choices including tenure, cost, and building types;
- Be sensitive to the existing neighbourhoods[1];
- Promote walking by providing safe, appealing and comfortable walkable environments[2];
- Provide pedestrian and cycling facilities that permit community connections to destinations both within and beyond the Sugar Beet Lands MRS including adjacent pedestrian and cycling networks and the rapid transit station;
- Promote high quality parks, plazas, and streetscapes;
- Exemplify infill development thereby: conserving land and protecting farmland and wildlife habitat; and supporting transit investment[3].

[1] Congress for New Urbanism, Natural Resources Defense Council, the U.S. Green Building Council and the Canada Green Building Council, *LEED 2009 for Neighbourhood Development with Canadian Alternative Compliance Paths*. (Washington, 2011) 74.
[2] Congress for New Urbanism, Natural Resources Defense Council, the U.S. Green Building Council and the Canada Green Building Council, *LEED 2009 for Neighbourhood Development with Canadian Alternative Compliance Paths*. (Washington, 2011) 62.
[3] Congress for New Urbanism, Natural Resources Defense Council, the U.S. Green Building Council and the Canada Green Building Council, *LEED 2009 for Neighbourhood Development with Canadian Alternative Compliance Paths*. (Washington, 2011) 68.

As part of the planning process for the Bishop Grandin Crossing, a market demand and supply study was completed by Stevenson Advisors Ltd (attached as an Appendix). In general the findings indicate strong support for a mixed-use development at this location. Proposed uses are to include multiple family residential, retail-commercial and business-office, park, and flex industrial. Generally speaking, the site and its location benefit from several positive factors, such as:

- Steadily increasing residential population in the City and southwest quadrant;
- Favourable real estate development and market demand metrics;
- Future proximity to the extension of the City's 'BRT' public transit system and the associated Transit Oriented Development planned at this location;
- The subject site's extensive exposure to a major arterial, Bishop Grandin Boulevard;
- The subject location's connectivity to both the SW and SE quadrants of Winnipeg, via Bishop Grandin Boulevard; and,
- The significant and continued expansion of the population base in the southwest quadrant in recent years, most notably within the Waverley-West residential neighbourhoods.



Figure 2 - Illustrating Socio-Economic Benefits

## 1.2 Environmental Benefits

This development will promote environmental benefits by:

- Remediate and redevelop an existing vacant and derelict industrial site;
- Introduce, where the developer deems practical, the use of sustainable materials, and methods and LEED design principles and best practices;
- Provide on-site storm water management;
- Provide a variety of parks and other outdoor places, and recreational paths to create opportunities for active and passive recreation, and a 'green' community setting;
- Have reduced reliance on personal vehicles and reduced parking demand requirements given proximity to rapid transit; and,
- Reduce per capita air pollutants and greenhouse gases by reducing reliance on personal vehicles.



Figure 3 - Illustrating Environmental Benefits

### 1.3 Public Health Benefits

Our build environment influences a range of health and health-related outcomes. Evidence suggests a healthy built environment promotes physical activity, physical and mental health, and prevents injury and obesity. These broad public health benefits can be achieved through development that:

- Provides a range of land uses and activities that permit residents to meet the majority of their daily needs within the neighbourhood, and creates a mixed use community that encourages walking. A study conducted in Atlanta, Georgia, found that each quartile increase of land-use mix – an attribute of neighborhoods that encourages walking – was associated with a 12 percent reduction in the likelihood of obesity. The same study found a link between the walkability of a neighborhood and a reduction in per capita air pollutants and greenhouse gases, supporting the idea that physical activity and environmental improvement are linked;[4]
- Ensures public parks (including sports fields and walking cycling facilities) are within a 400 m walk of residential, and provides parks, open spaces, and recreational facilities to accommodate a range of age and abilities. Numerous studies have linked proximity of parks and other recreational facilities to higher levels of physical activity among youth and adults;[5]
- Provides attractive and safe areas for informal social interaction such as park benches, playgrounds, sports fields, plazas, and transit stops and stations;
- Promotes multimodal internal connectivity and connections to the community at large thereby encouraging more trips by foot, bicycle and transit. Studies have found that obesity rates are lower in countries such as Germany, Denmark and the Netherlands, where biking infrastructure is better and where more trips are taken by foot, bicycle and transit;[6]
- Incorporates multi-modal transportation infrastructure and engineering measures that have been shown to promote safety, such as pedestrian and cycling pathways, traffic calming measures, thus reducing road traffic crashes and their associated impacts; and,
- Develops and maintains density (concentration of jobs and people in a given urban zone), diversity (number, variety and balance of land uses in the area), design (characteristics of a neighbourhoods street network and streetscape), destination accessibility (ease of travel to destinations/attractions) and distance to transit (average distance from home or work to nearest bus stop or rapid transit station). Walking and transit use (a factor connected to higher levels of physical activity) increase with density, diversity, good design, destination accessibility, and transit access. Developing and maintaining these five qualities is therefore essential to promoting active living.[7]




Figure 4 - Illustrating Public Health Benefits

[4] The New York City Departments of Design and Construction (DDC), Health and Mental Hygiene, Transportation (DOT), and the City Planning, *Promoting Physical Activity and Health in Design.* (City of New York, 2010) 17
[5] The New York City Departments of Design and Construction (DDC), Health and Mental Hygiene, Transportation (DOT), and the City Planning, *Promoting Physical Activity and Health in Design.* (City of New York, 2010) 17
[6] The New York City Departments of Design and Construction (DDC), Health and Mental Hygiene, Transportation (DOT), and the City Planning, *Promoting Physical Activity and Health in Design.* (City of New York, 2010) 17.
[7] The New York City Departments of Design and Construction (DDC), Health and Mental Hygiene, Transportation (DOT), and the City Planning, *Promoting Physical Activity and Health in Design.* (City of New York, 2010) 23.

## 2.0 What is an Area Master Plan?

The *Complete Communities Direction Strategy* promotes the preparation of an Area Master Plan for the Sugar Beet Lands Major Redevelopment Site through a collaborative planning process.

An Area Master Plan is a broad framework for the future development of a community. This framework is based on a community vision and includes a land use concept and a series of policy statements that work together as a guide to implementing the vision over a certain time period.

The formulation of an Area Master Plan is a collaborative effort between the City, land developers, and the community. It provides a high-level community vision with the understanding that the vision, along with the plan itself, will evolve as circumstances change over time.

## 3.0 How was the Plan Prepared?

The Bishop Grandin Crossing Area Master Plan was developed in consultation with a wide range of stakeholders including various City Departments, elected officials, the land owner and developer, immediately adjacent commercial and industrial land owners and area residents and land owners. One meeting with immediately adjacent private land owners and two public open houses were held as part of the public input component of the planning process to obtain input on the type of development community participants would prefer on this site.

Technical Advisory Committee (TAC) meetings were held with the City of Winnipeg, Winnipeg Regional Health Authority (WRHA) and Manitoba Hydro staff to assess infrastructure and community services capacities and potential future requirements. The Pembina Trails School Division and General Council of Winnipeg Community Centres were also consulted. Table 1 in Appendix A outlines the Stakeholder Consultations. Meeting Notes of major stakeholder consultations were documented and are also included in Appendix A.

The public input component of the planning process (described in 3.1 and 3.2. below) was important as a means of opening dialogue and is intended to provide a basis of support for the general planning direction of the Area Master Plan.

### 3.1 Immediately Adjacent Private Land Owners – Stakeholder Meeting #1

The first stakeholder meeting was held on August 20, 2013 at the Stantec Consulting Ltd. offices 905 Waverley Street, a five minute drive from the site. All land owners immediately adjacent to the site were personally invited to attend via a phone call. Five of the seven private land owners were represented at the meeting.

The purpose of the meeting was to introduce the stakeholders to the concepts of *Complete Communities* and TOD, review the stakeholder's opinions on the most important considerations when planning this site and discuss Hopewell's development vision. A questionnaire was distributed to document their input. Generally the stakeholders were supportive of the development vision presented as long as: 1) the residential component was separated from existing industrial and commercial uses to avoid potential complaints from future residents regarding the noise, dust, and light generated by the existing industrial and commercial uses; and, 2) new development incorporate traffic measures to ensure existing traffic issues (identified as traffic flow and traffic movement) were not made worse. A summary of the results of Stakeholder Meeting #1 is included in Appendix A.

### 3.2 Public Open Houses

The first open house was held on September 25, 2013 at the Canad Inns Destination Centre, 1824 Pembina Highway and was attended by more than 30 participants. The purpose of this open house was to: 1) provide background information on display boards regarding the Sugar Beet Lands MRS and the Conceptual Area Master Plan Vision of how the site may be developed; and, 2) gather feedback from participants. There was no formal presentation. A questionnaire was distributed to all participants to provide an opportunity to document their feedback. A summary of the results of this Open House is included in Appendix A.

The most important considerations when planning the Sugar Beet Lands MRS identified by participants in the first Public Open House were: Traffic, the Southwest Transitway Station, providing a mix of uses and proper/safe access. No respondents were in disagreement with the land uses proposed in the Conceptual Area Master Plan Vision.

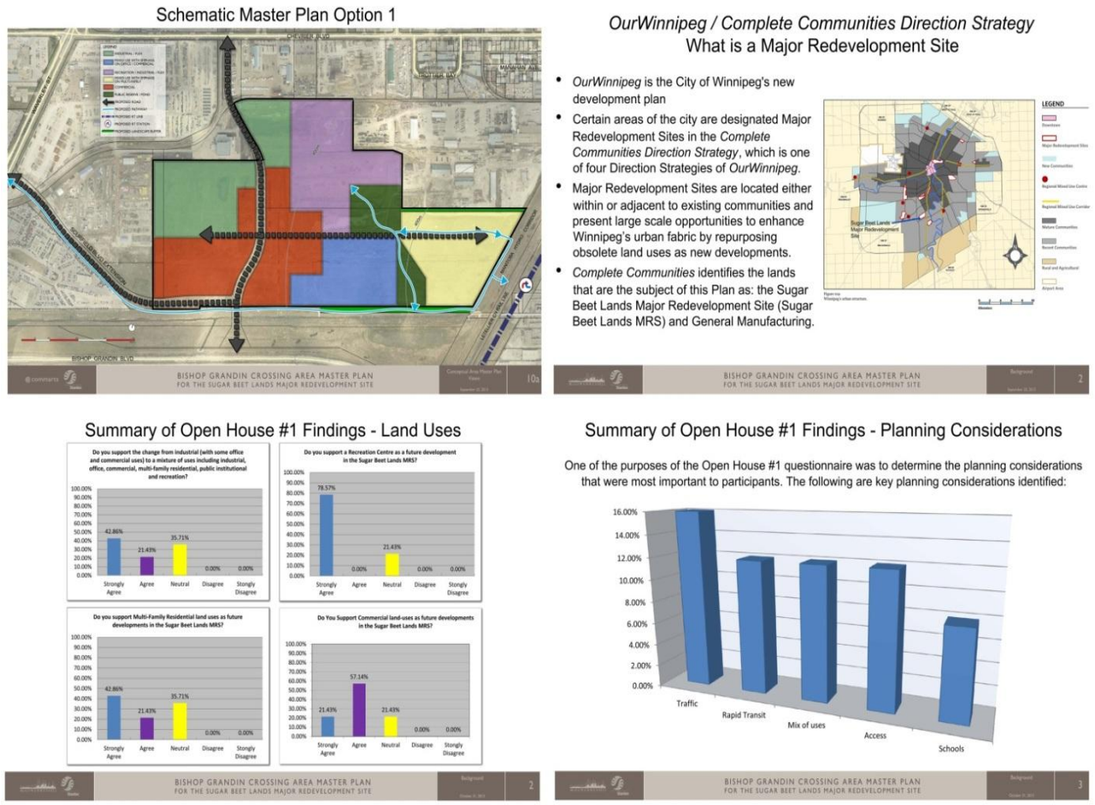



Figure 5 - Visual Excerpts from Conceptual Master Plan Vision Boards from Open House #1

The second open house was held on January 21, 2014 at the Canad Inns Destination Centre, 1824 Pembina Highway and was attended by more than 20 participants. The purpose of this open house was to 1) provide information on the Draft Area Master Plan (Draft Policies and Draft Land Use and Transportation Concept Map) and 2) gather feedback from participants. There was no formal presentation. A questionnaire was distributed to all participants to provide an opportunity to document their feedback. A summary of the results of this Open House is included in Appendix A.

Regarding the draft policy boards, 100% of respondents were in agreement or neutral on the Draft Parks and Open Space Strategy, the Draft Mobility Strategy and the Draft Infrastructure and Servicing Strategy. 84.61% of respondents were in agreement with the Draft Land Use Strategy and 92.31% of respondents were in agreement or neutral on the Draft Urban Form and Urban Design Strategy.

Regarding the Draft Land Use and Transportation Concept Map, 100% of respondents were in agreement with or neutral on the Mixed Use Employment areas, Internal Roads and Access Points, Pedestrian and Cycling Concept and Greenway Network. Over 90% of respondents were in agreement with or neutral on the Mixed Use Commercial Centre, the Urban Mixed Use areas and Open Space and Park Areas. 84.61% of respondents were in agreement with or neutral on the Building Heights concept.

Residents and land owners were encouraged to participate in the public open houses through advertisements in the local newspaper. The immediately adjacent industrial and commercial land owners were sent personalized invitations via e-mail. A targeted mail drop was also done for community residents and land owners identified as being potentially impacted by the proposed development including all addresses along Chevrier Boulevard (between Waverley Street and Pembina Highway), on Manahan Avenue and east of the Manitoba Hydro Corridor and Letellier CN Rail Line, west of Pembina Highway (from Chevrier Boulevard to Bishop Grandin Boulevard).

### 3.3 Other Key Stake9holders

In addition to being on the TAC, Manitoba Hydro was consulted regarding: 1) establishing active transportation paths in the transmission line corridor adjacent to the MRS; and, 2) their desire to obtain property within the MRS.

Manitoba Hydro agreed in principle to the establishment of active transportation paths within their corridor, linking the development to the Southwest Rapid Transit Corridor station and the Southwest Rapid Transit Corridor pedestrian and cycling facilities running parallel to the Southwest Rapid Transit Corridor. Manitoba Hydro's Land and Property Secondary Use Application process should be undertaken in the future to confirm the establishment of these paths.

Manitoba Hydro is interested in securing property within the MRS to expand their testing facility, located just north of the site, and develop a customer service centre. In exchange, Manitoba Hydro would consider providing land on the south end of their storage yards to permit a realigned and more direct extension of Scurfield into the MRS. Options are being explored by Hopewell with Manitoba Hydro.

### 3.4 Technical Advisory Committee (TAC)

The TAC consists of representatives of the City's Public Works, Winnipeg Transit, Water and Waste, Community Services, Planning, and Property and Development and Fire/Paramedic departments as well as Manitoba Hydro and WRHA. These City departments' comments informed the preparation of the Area Master Plan and the preparation of public open house presentation materials.

## 4.0 Purpose of the Area Master Plan

An Area Master Plan is both a starting point and a guide for community development. The primary framework of the Area Master Plan should not be overly prescriptive, but should provide clarity and direction on a variety of land use planning and development issues for both the public and private sectors. The framework should also promote creativity and innovation and be flexible and responsive to changing consumer preferences and market conditions.

The Area Master Plan:

1. Articulates the broad vision, goals, and principles for the Bishop Grandin Crossing development site:
2. Provides planning policies to: a) achieve the plan's goals; b) guide all aspects of the development including land use, parks and open space, community facilities, urban design, multimodal transportation network, infrastructure, and public utilities; and, c) guide the preparation and approval of development applications for rezoning and subdivision; and,
3. Guides phasing of the development, identifying immediate and long term goals and ensuring flexibility for the future.

## 5.0 Policy Framework

The development of the Sugar Beet Lands MRS will be based upon *OurWinnipeg Complete Communities Direction Strategy*, the other *OurWinnipeg Direction Strategies*, *the Winnipeg Transit-Oriented Development Handbook*, and *the Southwest Rapid Transit Corridor – Stage 2 Alignment Study*. In addition, other relevant/applicable City policies were considered.

### 5.1 Our Winnipeg and the Complete Communities Direction Strategy

*OurWinnipeg*, the City of Winnipeg's development plan, sets out the goals, policies, and guidelines for physical, social, environmental, and economic development in the City now and in the future. *OurWinnipeg* is a broad, overarching document supported by four Direction Strategies: *Complete Communities, Sustainable Winnipeg, Sustainable Transportation*, and *Sustainable Water and Waste*.

*Complete Communities* is the City's land use and development plan and has been adopted as a By-law. As such, all Area Master Plans must be consistent with *Complete Communities*. *Complete Communities* describes the physical characteristics of the City and its many neighbourhoods and establishes a framework for future growth and development[8]. It is based on the promotion of "complete communities" as inclusive, vibrant places in which to live, work, and play.

[8] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.

The *Complete Communities Direction Strategy* is based on Winnipeg's urban structure as established by *OurWinnipeg* and the spatial articulation[9] that distinguishes different areas of Winnipeg based on their period of development and unique characteristics. It identifies areas that are expected to accommodate significant growth and change as well as areas where more moderate intensification is expected to occur.

### 5.2 Existing Land Use and Development Policies

Several policies that are specific to *Major Redevelopment Sites* (including the Sugar Beet Lands MRS) are in Section 03-3 – *Major Redevelopment Sites* – of the *Complete Communities Direction Strategy (CCDS)*. Directions 1 to 4 of this Section are included below.

Direction 1[10] - *Promote Development of MRS with Proactive and Collaborative Planning Process*

- Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed-uses within the centre of the development. The Sugar Beet MRS does not accommodate a rapid transit station as a focal point within the MRS site area. The transit station will be located on the east edge of the MRS. Thus, although higher density residential and mixed-uses will be encouraged adjacent to the transit station, the development will not entirely conform with this CCDS policy direction;
- Create strong, multi-modal and active transportation linkages from each MRS to the downtown, other MRS, centres, corridors, parks, and major attractions and employment areas; and,
- Work with landowners and other stakeholders to establish local goals and objectives for each MRS while taking into account its relationship to: OurWinnipeg, Sustainable Transportation Direction Strategy, downtown, redevelopment areas, corridors, and other centres. This could include minimum and maximum density and employment targets.

Direction 2[11] – *Capitalize on the Proximity of MRS to Rapid Transit and High Frequency Transit*

- Promote development in accordance with Transit Oriented Development principles.

Direction 3[12] - Facilitate Redevelopment through Incentives, Partnerships and the Removal of Barriers

- Facilitate the redevelopment of major redevelopment sites by prioritizing infrastructure renewal; and,
- Working with other levels of government, investigate strategies to promote the redevelopment of brownfields.

Direction 4[13] - *MRS will provide for Complete Communities with Significant Levels of Mixed-use, High-density Development, with Strong Urban Design and Attractive Parks, Places and Open Spaces*

- Provide a mix of employment, high-density housing, retail and service uses within MRS in a way that complements the needs of adjacent communities;
- Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments;
- Promote the use of minimum density standards for new development;
- Promote high-quality plazas, parks, and streetscapes as focal points and networks that are connected to the greater community;
- Incorporate pedestrian elements like street trees, street furniture, wide sidewalks, bicycle parking, and public art in new development;
- Encourage the transition of development towards the outer edges of major development sites that is sensitive to the scale, massing, height, form, and character of the surrounding area;
- Mitigate any negative impacts new development may have on neighbouring streets, parks and properties.
- Development should be sensitive to conserving historically significant features and resources;
- Support a range of different types, tenures, and unit sizes in housing opportunities;
- Promote development in accordance with Universal Design and Crime Prevention Through Environmental Design (CPTED) policies;
- Encourage green design and construction by incorporating environmentally friendly design and construction principles; and,
- Encourage the development of recreation and community service facilities in these areas in a manner that respects the desired form and character of Major Redevelopment Sites.

*Complete Communities'* Figure 02a[14] Winnipeg's urban structure, designates the lands west of the Sugar Beet Lands MRS as Mature Communities and the lands north, east and south of the Sugar Beet Lands MRS as Recent Communities. *Complete Communities* defines *Mature Communities* as areas that were mostly developed before the 1950's, with a full range of municipal services[15]. *Recent Communities* are defined as typically stable residential communities, that were planned between the 1950's and the late 1990's, with limited redevelopment potential over the next 30 years[16].

In addition, *Complete Communities'* Figure 05b – Employment Lands – shows that the Sugar Beet Lands are in a General Manufacturing policy area[17]. 'General Manufacturing areas consist of existing, typically planned industrial areas that contain a mix of light to general industrial uses, manufacturing, office, associated and supportive retail, supportive personal service, warehouse, limited outdoor storage and limited mixed uses.' [18] The City's vision is to transform 'the traditional imager of segregated industrial uses into aesthetically pleasing, sustainable, mixed-use developments.' [19]

[9] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 10
[10] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 68.
[11] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 68.
[12] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 68.
[13] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 68.
[14] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[15] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[16] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[17] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[18] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[19] The City of Winnipeg, *Complete Communitices* (as part of *OurWinnipeg)* (Winnipeg, 2011) 90, 93.

### 5.3 Other Direction Strategies

Area Master Plans must also be consistent with the other *OurWinnipeg Direction Strategies*, which are: *A Sustainable Winnipeg; Sustainable Water and Waste; and Sustainable Transportation*.

A *Sustainable Winnipeg* contains key directions to creating a sustainable city[20]. It identifies tools in supporting the implementation of sustainable complete communities.

*Sustainable Water and Waste* promotes actions required to: protect health and safety; ensure the purity and reliability of water supply; and maintain or enhance the quality of the built and natural environments. Specific to the Sugar Beet Lands MRS, it will be important to consider strategies to reduce urban runoff given the sites proximity to the Lot 16 Drain. Strategies to reduce runoff using natural amenities, such as naturalized storm water retention basins, will be promoted.

*Sustainable Transportation* encourages the integration of transportation with land use[21] and the promotion of active and healthy lifestyles. These plans provide a framework that guides how the MRS will be developed to efficiently and effectively accommodate all transportation modes to improve access, movement, and mobility. *The Transportation Master Plan (TMP)* builds on the *Sustainable Transportation Direction Strategy*. The *TMP* identifies the City's intent to manage its transportation networks to support the concept of *Complete Communities* and the Urban Structure. Specific to the Sugar Beet Lands MRS, it will be important to consider reducing reliance on personal vehicles to reduce both delay on existing major streets and emissions. This Area Master Plan will comply by creating complete streets and a pedestrian/cycling network that encourage walking, cycling, and transit usage.




Figure 6 - OurWinnipeg and Direction Strategies

### 5.4 The Southwest Rapid Transit Corridor – Stage 2 Alignment Study and the Winnipeg Transit Oriented Development Handbook

City of Winnipeg Council approved the *Southwest Rapid Transit Corridor – Stage 2 Alignment* Study on March 20, 2013. The approved *Southwest Rapid Transit Corridor alignment* identifies the Southwest Rapid Transit Corridor and a rapid transit station immediately east of the Sugar Beet Lands. A new rapid transit station (Plaza Drive Station) is proposed east of the Bishop Grandin Crossing site.

The site's proximity to the proposed Plaza Drive Station will maximize access to the system and open the door to transit-oriented development (TOD) opportunities on the MRS. Development in the Sugar Beet Lands MRS should be consistent with the transit-oriented development (TOD) principles identified in the *Winnipeg Transit-Oriented Development Handbook*. The key principles needed to create a successful TOD are:

1. Medium to high density development that is greater than the community average;
2. A mix of uses;
3. Compact, high quality pedestrian-oriented environment;
4. An active defined centre;
5. Innovative parking strategies; and,
6. Public leadership.

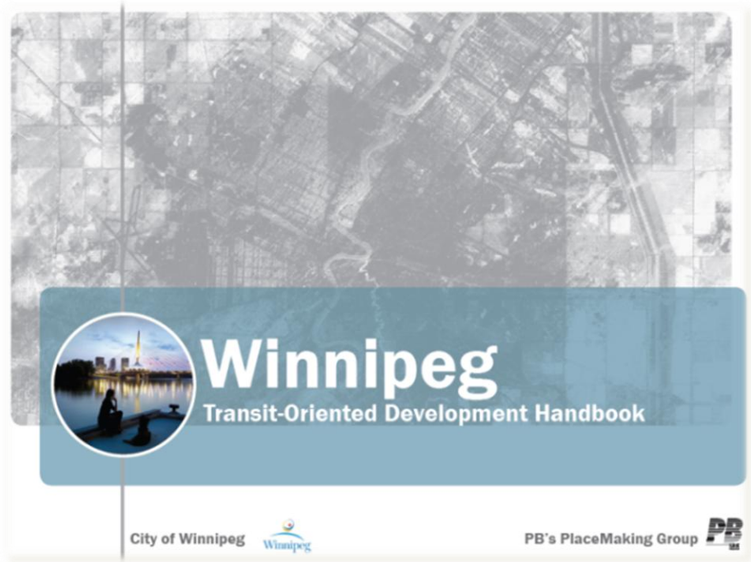



Figure 7 - Winnipeg Transit Oriented Development Handbook

[20] The City of Winnipeg, *A Sustainable Winnipeg* (as part of *OurWinnipeg*). (Winnipeg, 2011) 02.
[21] The City of Winnipeg, *Sustainable Transportation* (as part of *OurWinnipeg*). (Winnipeg, 2011) 04.

Six TOD Typologies or 'types' are identified in the TOD Handbook: *Urban Centre*, *Urban Neighbourhood*, *Town Centre, Neighbourhood Medium Density*, *Neighbourhood Low Density* and *High Frequency Transit Corridor*. Each TOD Type is defined based upon land use mix, net housing density, regional connectivity and transit frequency. TOD Types relevant to the Bishop Grandin Crossing site include the '*Town Centre'* typology and the '*Urban Neighbourhood'* typology.

*The Winnipeg Transit-Oriented Development Handbook* suggests a '*Town Centre*' typology for Major Redevelopment Sites such as Bishop Grandin Crossing as identified in the *Complete Communities Direction Strategy*. The *Town Centre* typology suggests a density range of 35-100 units per acre (with highest densities closest to the Transit station) enabled by 2-20 storey buildings with a 75% minimum to an 85% maximum site coverage. The land use mix suggested is office centre, urban entertainment, multiple family and retail. The site would be considered a sub-regional hub with high access to downtown and a transit frequency of 5-15 minutes.

The '*Urban Neighbourhood*' typology suggests a density range of 40-100 units per acre. The land use mix suggested is residential, retail and Class B commercial. An '*Urban Neighbourhood'* is a sub-regional hub with medium access to downtown and a transit frequency of 5-15 minutes.

## 6.0 Interpreting the Plan

### 6.1 Interpreting Policy Statements

Where a purpose statement accompanies a policy, it is provided for information only and to enhance the understanding of the policy.

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

In cases where the word "shall" is included in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved.

In cases where the word "should" is used in a policy, the policy is intended to apply to a majority of situations. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, or to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.

### 6.2 Interpreting the Concept Maps

The boundaries and locations of symbols and areas on the Concept Maps (such as certain land use types and infrastructure) are not absolute but conceptual and shall be interpreted as such. It is not intended to define exact locations except where they coincide with clearly recognizable physical features or fixed boundaries such as property lines or public road and utility right-of-ways (ROWs). Development applications that are consistent with the Plan's intentions as shown on the Concept Maps will not require amending the Plan.

### 6.3 Illustrations and other Maps

The purpose of the illustrations and other maps is to provide clarification regarding the Sugar Beet Lands MRS characteristics and context and the land use and development policies. The land use and development policy illustrations and maps are conceptual and shall be interpreted as such and are generally not intended to follow property lines.

# PART B: SITE INFORMATION

## 1.0 Boundaries of the Planning Area

The Sugar Beet Lands MRS is located in the River Heights – Fort Garry Ward and comprises approximately 131 acres of land that was previously part of the old Manitoba Sugar Beet Company refinery site. The Sugar Beet Lands MRS is bounded by the northern limit of the Lot 16 Drain, the eastern limit of Manitoba Hydro property east of Waverley, the southern limit of Manitoba Hydro property and private industrial properties south of Chevrier Boulevard and the western limit of a Manitoba Hydro transmission line ROW. Immediately east of the Manitoba Hydro transmission line ROW is the Letellier CN Rail Line Corridor and Stage Two of the proposed Southwest Transitway. A new Rapid Transit Station is planned in the vicinity of Plaza Drive. The new Transitway will include new pedestrian and cycling facilities.

The largest land holdings adjacent to the site are:

- Harris Transport Ltd., who own the balance of the original Manitoba Sugar Beet Company refinery lands immediately north and east of the Sugar Beet Lands;
- Manitoba Hydro who own all property immediately north and west of the MRS between Chevrier Boulevard and Waverley Street and the MRS; and,
- Waverley Auto Park who own the triangle of land just west of the MRS bounded by the Scurfield Extension, Waverley Street and Bishop Grandin Boulevard.

Industrial land owners sharing the north property line of the Sugar Beet MRS include American Baybridge, Searcy Trucking, Mings Emporium, Expocrete Concrete Products Inc. and Harris Transport Ltd.

Given Manitoba Hydro's interest in negotiating an 'exchange' of their south lands for lands within the MRS, the west boundary of the MRS and location of the Scurfield Road extension are potentially fluid. The Lot 16 Drain and Manitoba Hydro Corridor offer potential for landscape buffers and recreational paths. Proximity to the Southwest Transitway and Plaza Drive Rapid Transit (RT) Station provide the opportunity for Transit Oriented Development in the eastern portion of the MRS within 400 m-800 m of the proposed rapid transit station location.

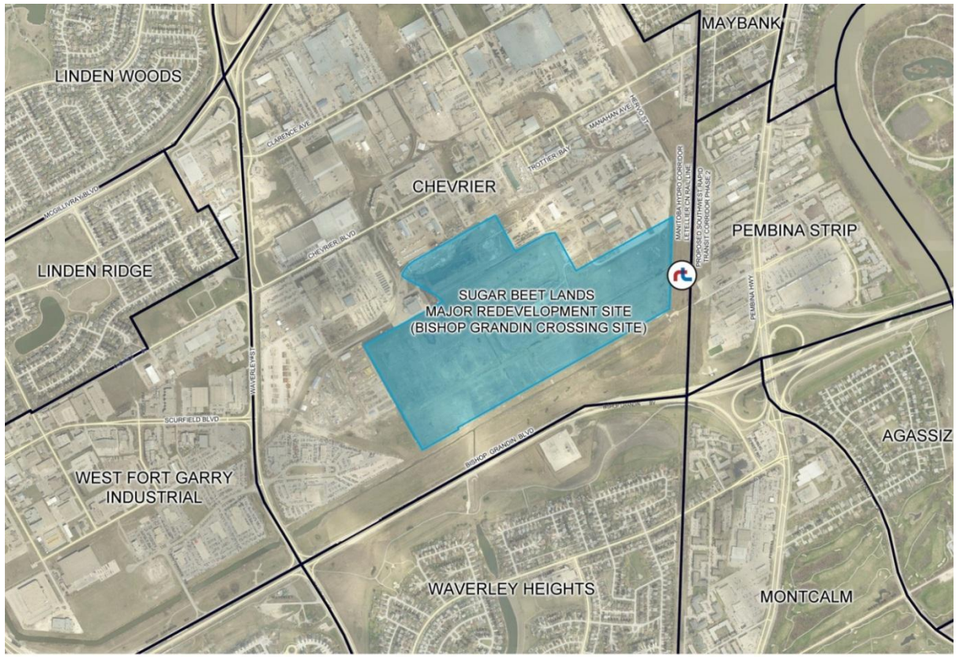



Figure 8 - Boundaries of the Planning Area and Surrounding Neighbourhoods

## 2.0 Surrounding Context and Demographics

The Sugar Beet Lands MRS is located within the Chevrier industrial neighbourhood. The Chevrier industrial neighbourhood is bounded by McGillivray Boulevard to the north, the Manitoba Hydro Transmission Line corridor to the east, Bishop Grandin Boulevard to the south and Waverley Street to the west. Adjacent neighbourhoods include: Buffalo industrial neighbourhood and Beaumont residential neighbourhood to the north, Maybank residential neighbourhood to the north east, Pembina Strip mixed use neighbourhood to the east, Waverley Heights residential neighbourhood to the south and West Fort Garry industrial neighbourhood and Linden Ridge residential neighbourhood to the west.

*Complete Communities* Figure 02a Winnipeg's Urban Structure, designates the lands north east of the site as mature communities and the lands east, south, west and north of the site as recent communities. *Complete Communities* defines *Mature Communities* as areas that were mostly developed before the 1950's, with a full range of municipal services[22]. *Recent Communities* are defined as typically stable residential communities, that were planned between the 1950's and the late 1990's, with limited redevelopment potential over the next 30 years[23].

[22] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 82.
[23] The City of Winnipeg, *Complete Communities* (as part of *OurWinnipeg*). (Winnipeg, 2011) 86.

The industrial areas adjacent to the MRS are both an opportunity and a constraint. Adjacent industrial provides the opportunity to create additional industrial land use and commercial land use opportunities within the MRS that may not have been possible if the MRS was adjacent to single family residential areas. However, new residential development within the MRS must ensure that existing industrial operations in the vicinity are protected.

Adjacent residential neighbourhoods are an opportunity, providing a potential population base to support commercial and industrial uses within the MRS. These areas are separated from the MRS by existing industrial lands, major Hydro and rail line rights of way or major road rights of way which act as significant 'buffers' to the adjacent residential neighbourhoods. Thus, little to no impact on existing residential is expected with the development of the MRS.

According to 2006 Census Data for the Maybank and Pembina Strip residential neighbourhoods, although there was a marginal population increase (1.3% in Maybank and 2.9% in Pembina Strip) in 2006, the population is 7% less than the combined peak in 1991. The average family income is just under $53,000.00 in Maybank and $40,000.00 in Pembina Strip (Chart 1). The top three employment sectors are health care, education and retail in Pembina Strip and health care and manufacturing in Maybank (Chart 2). The average household size is 2.3 persons in Maybank and 1.6 persons in Pembina Strip and the average number of children at home is equal to the City average at 1.1 in Maybank and only 0.4 in Pembina Strip (Chart 3).

**Chart 1**[24] [25]

| INCOME | Pembina Strip | | Maybank | | CITY OF WINNIPEG | |
|---|---|---|---|---|---|---|
| **Household Income in 2005** | **Number** | **% of Total** | **Number** | **% of Total** | **Number** | **% of Total** |
| Under $10,000 | 150 | 8.7% | 40 | 3.9% | 14,385 | 5.5% |
| $ 10,000 - $19,999 | 260 | 15.1% | 85 | 8.3% | 28,260 | 10.8% |
| $ 20,000 - $29,999 | 280 | 16.3% | 165 | 16.2% | 29,435 | 11.3% |
| $ 30,000 - $39,999 | 295 | 17.2% | 120 | 11.8% | 31,665 | 12.1% |
| $ 40,000 - $49,999 | 185 | 10.8% | 145 | 14.2% | 27,310 | 10.5% |
| $ 50,000 - $59,999 | 225 | 13.1% | 85 | 8.3% | 23,785 | 9.1% |
| $ 60,000 - $69,999 | 155 | 9.0% | 145 | 14.2% | 21,095 | 8.1% |
| $ 70,000 - $79,999 | 60 | 3.5% | 40 | 3.9% | 17,780 | 6.8% |
| $ 80,000 - $89,999 | 30 | 1.7% | 70 | 6.9% | 14,250 | 5.5% |
| $ 90,000 - $99,999 | 20 | 1.2% | 25 | 2.5% | 11,630 | 4.5% |
| $100,000 and over | 60 | 3.5% | 100 | 9.8% | 41,500 | 15.9% |
| **TOTAL** | **1,720** | **100.0%** | **1,020** | **100.0%** | **261,095** | **100.0%** |
| Average household income | $39,787 | | $52,648 | | $63,023 | |
| Median household income | $36,564 | | $45,852 | | $49,790 | |

Figure 9 - Chart 1: Household Income

**Chart 2**[26] [27]

| EMPLOYMENT SECTORS | Pembina Strip | | Maybank | | CITY OF WINNIPEG | |
|---|---|---|---|---|---|---|
| **Employment Sectors** | **Number** | **% of Total** | **Number** | **% of Total** | **Number** | **% of Total** |
| Health care and social assistance | 215 | 13.9% | 170 | 14.2% | 43,560 | 12.6% |
| Retail trade | 185 | 11.9% | 65 | 5.4% | 39,505 | 11.5% |
| Manufacturing | 100 | 6.5% | 170 | 14.2% | 38,655 | 11.2% |
| Educational services | 155 | 10.0% | 65 | 5.4% | 26,915 | 7.8% |
| Accommodation and food services | 140 | 9.0% | 55 | 4.6% | 24,665 | 7.1% |

Figure 10 - Chart 2: Employment Sectors

**Chart 3**[28] [29]

| HOUSEHOLDS | Pembina Strip | | Maybank | | CITY OF WINNIPEG | |
|---|---|---|---|---|---|---|
| **Household Size** | **Number** | **% of Total** | **Number** | **% of Total** | **Number** | **% of Total** |
| 1 person | 880 | 51.2% | 350 | 33.7% | 82,200 | 31.5% |
| 2 persons | 635 | 36.9% | 340 | 32.7% | 83,120 | 31.8% |
| 3 persons | 180 | 10.5% | 155 | 14.9% | 39,145 | 15.0% |
| 4-5 persons | 25 | 1.5% | 165 | 15.9% | 50,515 | 19.3% |
| 6 or more persons | 0 | 0.0% | 30 | 2.9% | 6,110 | 2.3% |
| **TOTAL** | **1,720** | **100.0%** | **1,040** | **100.0%** | **261,090** | **100.0%** |
| Average number of persons per household | 1.6 | | 2.3 | | 2.4 | |
| Average number of children at home | 0.4 | | 1.1 | | 1.1 | |

Figure 11 - Chart 3: Household Size

Population by age in Maybank is very similar to the City average with a moderately higher percentage of 25-35 year olds and seniors over 70 as noted in Chart 4 Population by age in Pembina Strip is very different than the City average, with a much lower percentage of 0-19 year olds and much higher percentages of 20-29 year olds and seniors over 70.

The primary modes of transportation are a personal vehicle (moderately lower than the City average in Maybank and significantly lower in Pembina Strip) and then public transit (slightly lower than the City average in Maybank and significantly higher in Pembina Strip) as noted in Chart 5. Cycling is significantly higher than the City average and walking is slightly lower than the City average in Maybank. In Pembina Strip both cycling and walking are moderately higher than the City average.

[24] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 12.
[25] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 14.
[26] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 11.
[27] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 11.
[28] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 14.
[29] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 14.

**Chart 4**[30] [31]

| POPULATION BY AGE | Pembina Strip | Maybank | CITY OF WINNIPEG |
|---|---|---|---|
| Age Group | % | % | % |
| 0-4 | 2.9% | 5.6% | 5.4% |
| 5-9 | 1.3% | 5.6% | 5.8% |
| 10-14 | 0.7% | 5.3% | 6.5% |
| 15-19 | 2.9% | 4.9% | 6.8% |
| 20-24 | 16.1% | 6.8% | 7.4% |
| 25-29 | 12.7% | 8.3% | 6.9% |
| 30-34 | 8.4% | 8.3% | 6.6% |
| 35-39 | 5.2% | 6.2% | 6.7% |
| 40-44 | 3.0% | 7.1% | 7.9% |
| 45-49 | 4.7% | 7.1% | 8.0% |
| 50-54 | 4.5% | 6.8% | 7.3% |
| 55-59 | 5.0% | 5.3% | 6.4% |
| 60-64 | 4.8% | 5.3% | 4.6% |
| 65-69[1] | 4.3% | 2.8% | 3.5% |
| 70-74[1] | 6.3% | 5.8% | 3.2% |
| 75-79[1] | 7.2% | 2.6% | 2.8% |
| 80-84[1] | 7.0% | 3.8% | 2.3% |
| 85+[1] | 3.2% | 2.4% | 1.7% |
| **TOTAL** | 100.0% | **100.0%** | **100.0%** |

[1]Note that the age ranges changed in 2006 from previous years

Figure 12 - Chart 4: Population by Age

**Chart 5**[32] [33]

| MODE OF TRANSPORTATION | Pembina Strip | Maybank | CITY OF WINNIPEG |
|---|---|---|---|
| 15 and over, employed labour force[1] | % of Total | % of Total | % of Total |
| Car, truck, van, as driver | 55.8% | 64.8% | 68.0% |
| Public transit | 24.3% | 13.9% | 14.2% |
| Car, truck, van, as passenger | 7.2% | 7.4% | 9.0% |
| Walk | 8.9% | 4.6% | 6.2% |
| Bicycle | 3.1% | 6.5% | 1.8% |
| Taxicab | 0.7% | 0.0% | 0.2% |
| Motorcycle | 0.0% | 0.0% | 0.1% |
| Other method | 0.0% | 2.8% | 0.6% |
| **TOTAL** | **100.0%** | **100.0%** | **100.0%** |

Employed labour force with a usual place of work or no fixed workplace address.

Figure 13 - Chart 5: Transportation Mode

The existing housing stock in Maybank is primarily single-detached houses (630 units in 2006) and row houses (245 units in 2006) with 84.5% constructed before 1970 as noted in Chart 6. The existing housing stock in Pembina Strip is apartments (1720 units in 2006) with 59.5% constructed between 1961 and 1980 and 27.7% constructed between 1981 and 1990. 77.2% of dwellings in Maybank are owned, which is more than the City average. Only 23.5% of dwellings in Pembina Strip are owned, well below the City average.

[30] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 03.
[31] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 03.
[32] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 11.
[33] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 11.

**Chart 6**[34] [35]

| DWELLINGS | Pembina Strip | Maybank | CITY OF WINNIPEG |
|---|---|---|---|
| Type of Dwelling | Number | Number | Number |
| Single-detached house | 0 | 630 | 155,020 |
| Semi-detached house | 0 | 10 | 10,120 |
| Row house | 0 | 245 | 8,630 |
| Apartment, detached duplex | 0 | 35 | 4,800 |
| Apartment, building with five or more storeys | 1,155 | 0 | 35,570 |
| Apartment, building with fewer than five storeys | 565 | 110 | 46,020 |
| Other single-attached house | 0 | 0 | 355 |
| Movable dwelling | 0 | 0 | 575 |
| **TOTAL OCCUPIED PRIVATE DWELLINGS** | **1,720** | **1,030** | **261,090** |

| Period of Construction | % of Total | % of Total | % of Total |
|---|---|---|---|
| Before 1946 | 0.9% | 14.6% | 19.5% |
| 1946 to 1960 | 5.8% | 56.3% | 20.3% |
| 1961 to 1970 | 17.3% | 13.6% | 16.8% |
| 1971 to 1980 | 42.2% | 8.7% | 19.5% |
| 1981 to 1985 | 9.8% | 2.4% | 7.3% |
| 1986 to 1990 | 17.9% | 1.0% | 7.1% |
| 1991 to 1995 | 5.2% | 1.0% | 3.3% |
| 1996 to 2000 | 0.9% | 0.0% | 2.5% |
| 2001 to 2006 | 0.0% | 2.4% | 3.6% |
| **TOTAL** | **100.0%** | **100.0%** | **100.0%** |

| Dwelling Tenure | % of Total | % of Total | % of Total |
|---|---|---|---|
| Owned | 23.5% | 77.2% | 65.1% |
| Rented | 76.5% | 22.8% | 34.9% |
| **TOTAL** | **100.0%** | **100.0%** | **100.0%** |

Figure 14 - Chart 6: Dwelling Units and Tenure

With the declining and aging population and aging housing stock in the adjacent residential neighbourhoods, the additional 1,000 – 1,500 residential units and 2000 – 3000 residents expected with the development of Bishop Grandin Crossing should be a welcome boost to existing businesses and community facilities, adding catchment population for the area schools and libraries to sustain their life. This development will also provide potential opportunities to age in place by offering a diversity of housing options that will allow people of all ages to stay within their home neighbourhood.

[34] The City of Winnipeg, *2006 Census Data – Maybank.* (Winnipeg, 2006) 16.
[35] The City of Winnipeg, *2006 Census Data – Pembina Strip.* (Winnipeg, 2006) 16.

## 3.0 History

Following the closure of the Manitoba Sugar Beet Company refinery located in south Fort Garry in the early 1990s, the lands were sold to a local ownership group that established two businesses in the former refinery buildings at the north-east corner of the site. The balance of the site, constituting approximately 131 acres, was subsequently purchased by Hopewell Development Corporation. This land was historically and continues to be used to store the lime mud residue from the sugar refining process.

Hopewell completed a rezoning and subdivision in 2008 to consolidate the zoning to "M2" and to create public street rights-of-way to provide access to the land-locked site from Bishop Grandin Boulevard, Waverley Street, and Chevrier Boulevard. There is an existing Development Agreement that currently applies to these lands as a result of this rezoning and subdivision. *OurWinnipeg*, adopted by City Council in July 2011, identifies this site as the 'Sugar Beet Lands Major Redevelopment Site'.

## 4.0 Existing Zoning and Land Use

The Sugar Beet Land MRS is currently zoned M2, General Manufacturing, permitting a variety of light manufacturing, processing, service, storage, wholesale, and distribution operations with some limited outside operations and storage[36]. Other permitted uses include recreation centre, commercial school, day care, place of worship, amusement enterprises, animal sales and service, drinking establishment, restaurant, office, medical/dental/optical clinics, private motor vehicle related sales and service, call centre, etc.

The primary zoning of land to the west and north of the Sugar Beet lands MRS is general manufacturing. Land northeast of the site is zoned residential single-family and the land east of the Manitoba Hydro Corridor and Letellier CN rail line, immediately east of the MRS along Pembina Highway, is zoned commercial, residential multi-family and institutional. The land south of the Lot 16 Drain and Bishop Grandin Boulevard, south of the MRS, is zoned primarily residential single-family with some residential multi-family.

The Sugar Beet Lands MRS is currently undeveloped. The historic land use was stockpiling the lime mud residue from the Manitoba Sugar Beet Company's sugar refining process and these stockpiles remain today.

Adjacent land uses include: an autopark and Manitoba Hydro storage yards to the west, Manitoba Hydro testing facility and storage yards, truck and freight yards, warehousing, concrete manufacturing and other general manufacturing uses to the north, Manitoba Hydro Corridor and Letellier CN rail line to the east and the Lot 16 Drain, and Bishop Grandin Boulevard to the south. North and east of the MRS, and east of the Manitoba Hydro Corridor, are single family homes. East of the Manitoba Hydro Corridor and the Letellier CN rail line is a mix of land uses along Pembina Highway including a technical school, town homes, apartment buildings, and commercial retail. South of Bishop Grandin Boulevard is primarily single family homes with some low rise multi-family housing.

There has been no recent industrial development activity with the exception of the construction of some additional warehouse buildings on the industrial land directly north of the east end of the MRS. There has been no recent residential or commercial activity in the area. The residential and commercial activity in the expanding Waverley West area is of note because as this development grows it further impacts the traffic conditions adjacent to the MRS on Waverley Street.

Potential destinations within the adjacent neighbourhoods include the commercial retail along Pembina Highway, and the schools and community facilities listed below.

### 4.1 Parks and Community Facilities

There are no community facilities (schools, community centres, parks, open spaces, playing fields, etc.) within a five minute walking distance of the Sugar Beet Lands MRS. The closest community amenities are Ray Fennel Sports Centre, Pembina Crest Tot Lot, and Westridge Community Centre. Ray Fennel Sports Centre is an approximate 15 minute walk from the MRS. Facilities include softball and football fields, with a washroom/change building, and an indoor arena. Pembina Crest Tot Lot is an approximate 10 minute walk from the MRS. This neighbourhood park includes baseball and soccer fields and play structures, Westridge Community Centre is an approximate 15 minute walk from the MRS. Facilities include two outdoor hockey rinks, a canteen, dressing rooms, washrooms, skate shack, and a separate building with a daycare and play structure. The Bishop Grandin Greenway on the south side of Bishop Grandin Boulevard will be accessible, within a five minute walk, via the future pedestrian/cycling bridge planned in conjunction with the Stage Two Southwest Transitway bridge.

The provision of adequate public parks and pedestrian and cycling connections will be critical to the development of this MRS given the lack of community facilities adjacent to the MRS.

### 4.2 Schools and Libraries

The Pembina Trails School Division confirmed that they do not require any schools (elementary, middle, high school) for the estimated 200-300 children K-8 that may result from the development of the Sugar Beet Lands MRS. Children will be bused to the under populated schools in the area as follows:

a) Ralph Maybank, K-6 English, 20 Donnelly Street;
b) École Crane, K-4 French Immersion, 888 Crane Avenue;
c) General Byng, 7-9 English, 1250 Beaumont Street;
d) École Viscount Alexander, 5-8 French Immersion, 810 Waterford Avenue; and,
e) High School: Vincent Massey, 975 Dowker Avenue or Fort Richmond Collegiate, 99 Killarney Avenue.

City of Winnipeg Library Services confirmed that this area is well services by two existing branches: Fort Garry, 1360 Pembina Highway and Pembina Trail, 2724 Pembina Highway. A new branch would not be required at this location.

[36] City of Winnipeg. *Winnipeg Zoning By-Law*. (Winnipeg, 2006) 49.

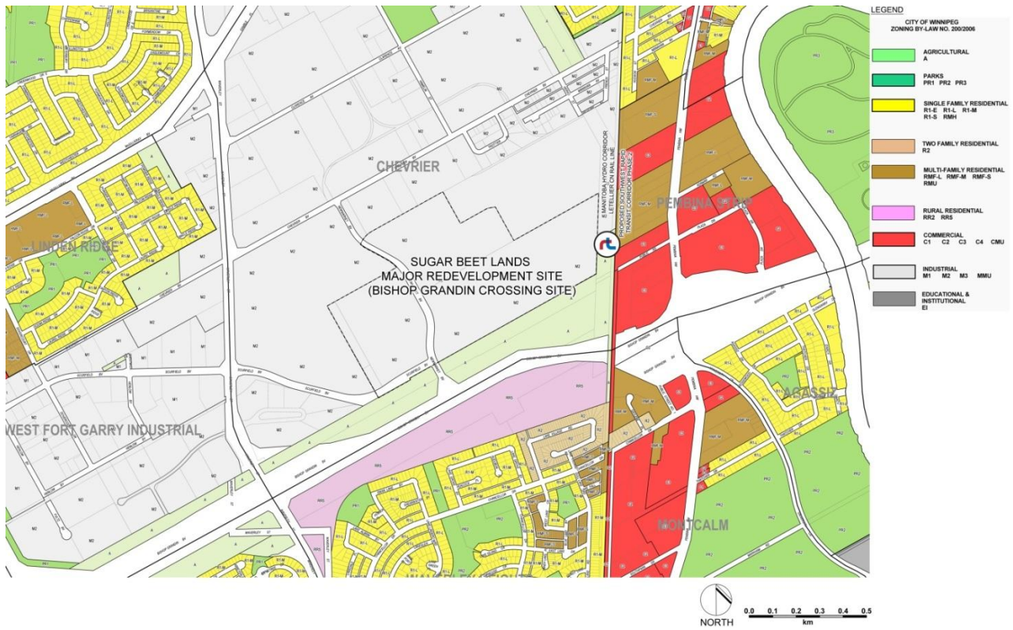



Figure 15 - Existing Zoning

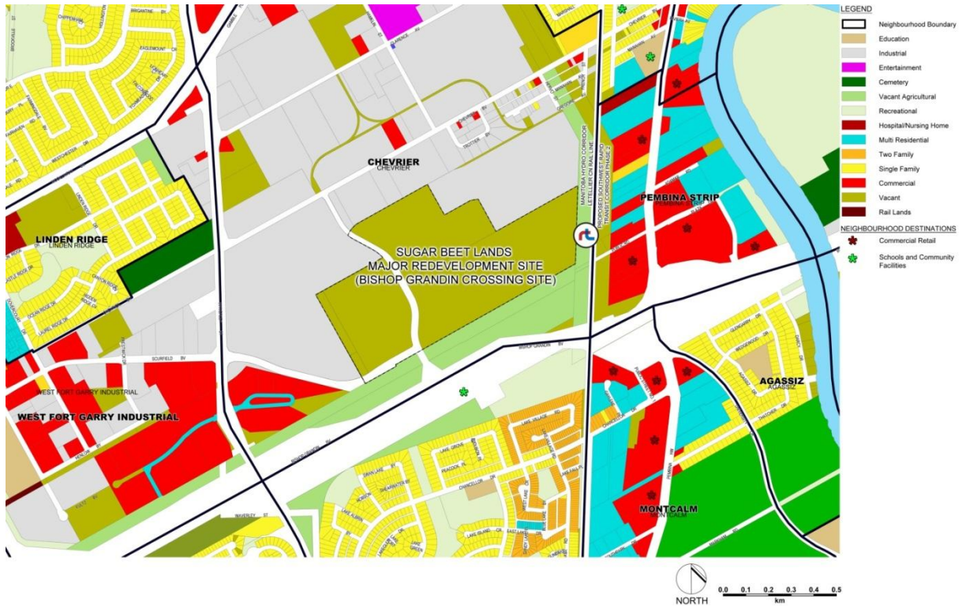



Figure 16 - Existing Land Use and Neighbourhood Destinations

## 5.0 Natural Features

### 5.1 Landscape

There are no significant natural features in the Sugar Beet Lands MRS as the majority of the site is covered with the lime mud residue from the former Manitoba Sugar Beet Company refinery sugar refining process. Due to the basic nature of the lime mud a mono culture of annual ragweed occupies the majority of the site. There are no trees or shrubs. Other than the ditches along the property lines and that bisect the site and former soil mud settlement ponds on the west end (both containing standing water), there are no water courses or aquatic habitat.

### 5.2 Topography

Significant changes in elevation, approximately 9 m grade difference, are present on the Sugar Beet Lands MRS due to the stockpiles of lime mud that cover more than 50% of the site. The balance of the site is relatively flat with: ditches along the property lines and bisecting the site running east/west and north/south and former soil mud settlement ponds on the west end. The *AMEC Environmental Site Assessment Update* in Appendix B, includes detailed descriptions of the site (p. 5) keyed to a map (Figure 2).

### 5.3 Soil Profile

The general soil conditions consist of a thin zone of organic clay overlying a thick deposit of firm to stiff high plastic clay, all of which is underlain by a loose to dense layer of silt till across the entire site. A thin low plastic silt or low to medium plastic clay layer is present within the high plastic clay deposit within a depth of 3 m from the original grade for the site. A considerable coverage of lime mud and clay fill is present through much of the central and east areas of the site with fill thicknesses ranging up to about 9 m in the central area and greater than 4 m in the east area.

The *AMEC Geotechnical/Environmental Investigation*, in Appendix B, includes detailed information concerning existing soil profiles.

## 6.0 Contamination Issues

The Sugar Beet Lands MRS is not listed on the Manitoba Conservation Hazardous Waste Generators List, Petroleum Storage Tank Summary List or the Impacted Sites List.

An *Environmental Phase 2 ESA* was completed in August 2005 and an ESA Update was completed in November 2010. These Environmental assessments indicated slightly elevated pH concentrations in soil across the site, with the highest concentrations (8.3 – 9.1) analyzed in the lime mud samples. The pH of the lime mud material was marginally above the Canadian Council of Ministers of the Environment (CCME) commercial environmental quality guidelines. However, the pH values are not in the range (<2.0 or >12.7) to be classified as a corrosive material under Manitoba Regulation 292/87: Classification Criteria for Products, Substances, and Organisms Regulation. Based on the ESA update, AMEC concluded that "there are no significant issues regarding the properties designated for development in this report"[37].

[37] AMEC. *ESA Update.* (Winnipeg, 2010) 09.

The *AMEC Geotechnical Investigation* (Appendix B) confirms that the lime mud is unsuitable for support of floor slabs and paved areas; as such, will have to be removed. However, the report states that the lime mud fill "appears to be suitable as an amendment in high plastic clay materials and as such, may have some value as fill on this site or other sites in the area"[38]. The report recommends that the lime mud and high plastic clay could be blended in ratios approaching 40% lime mud to provide a suitable fill material, for use at this site or elsewhere, for berms and in areas that need to be raised for the construction of roads and parking lots.

The adjacent Manitoba Hydro service yard and former Rogers Sugar properties located at 1840 Chevrier Boulevard and 555 Hervo Street, respectively, are both listed with Manitoba Conservation as petroleum storage sites and impacted sites. Additionally, Searcy Trucking and Murray Chev Olds properties located at 1470 Chevrier Boulevard and 1700 Waverley Street, respectively, are registered with Manitoba Conservation as generators of hazardous wastes and as petroleum storage tank sites. The Manitoba Hydro service yard is also listed with Manitoba Conservation as a PCB storage site.

During the 2005 Phase 1 ESA, Manitoba Conservation indicated that the neighboring properties were registered as hazardous waste generators based on the following information:

- 1470 Chevrier Boulevard generates the following:
  - 600 L/month of waste oil; and,
  - 200 kg/month of used oil filters.
- 1700 Waverley Street generates the following:
  - 205 L/month waste paint related materials;
  - 100 L/month of waste petroleum distillates;
  - 400 kg/month of used oil filters; and,
  - 100 L/month of used oil.

The Manitoba Hydro property at 1840 Chevrier Boulevard is also registered as a generator of various hazardous waste materials and is registered under license number 36HW under the *Dangerous Goods Handling and Transportation Act*.

## 7.0 Existing Infrastructure

Stantec was engaged by Hopewell to prepare the *Preliminary Municipal Servicing Report* outlining the conceptual servicing options for this proposed development (Appendix C). The following summarizes the background information contained within this report regarding existing services and infrastructure capacities.

### 7.1 Water Infrastructure

The water service area and proposed pipe sizing is shown in Figure 16. The system will have two feedpoints located at:

- Waverley Street and Scurfield Boulevard off an existing 300 watermain [39], and
- Chevrier Boulevard off an existing 200 watermain. [40]

The systems performance was analyzed under various operating conditions. Stantec determined that the proposed watermain system can meet the City's requested operating criteria and that adequate fireflow protection will be provided within the Development.

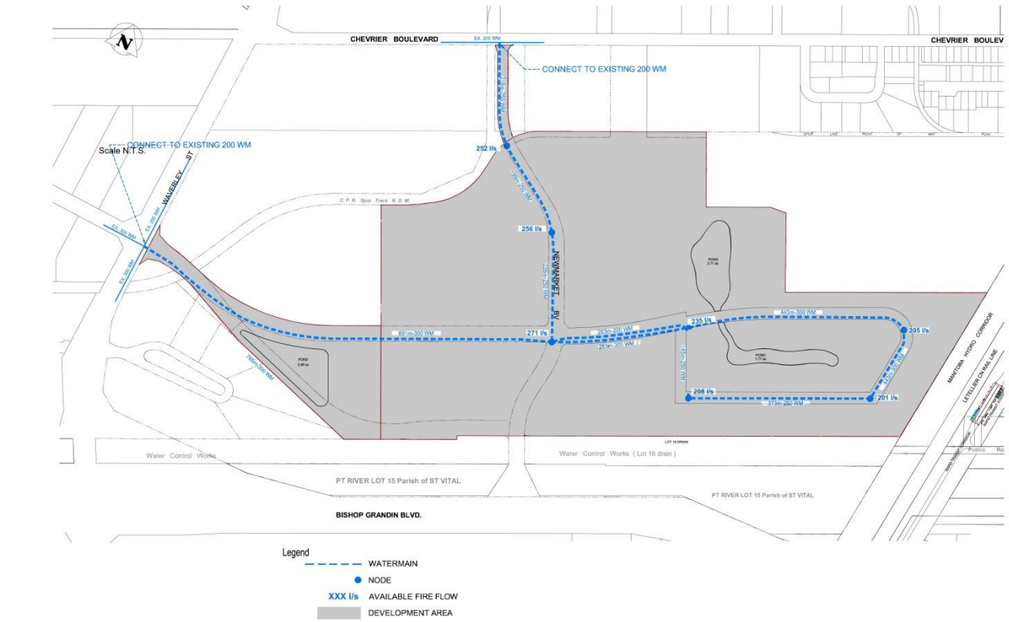



Figure 17 - Water Infrastructure

[38] AMEC. *Geotechnical/Environmental Investigation.* (Winnipeg, 2010) 11.

[39] Stantec Consulting Ltd.. *Preliminary Municipal Servicing Report*. (Winnipeg, 2013) 2.
[40] Stantec Consulting Ltd.. *Preliminary Municipal Servicing Report*. (Winnipeg, 2013) 2.

## 7.2 Waste Water Infrastructure

The proposed development is located in the Area 10 and 11 Sewer District that is planned to drain to the existing 1,350 mm Interceptor sewer on Bishop Grandin Boulevard which eventually discharges to the South End Pollution Control Centre. The peak design flow calculations are presented in the Stantec *Preliminary Municipal Servicing Report* (Appendix C), which also shows that a 375 mm Waste Water Sewer (WWS) has adequate capacity for the development.[41]

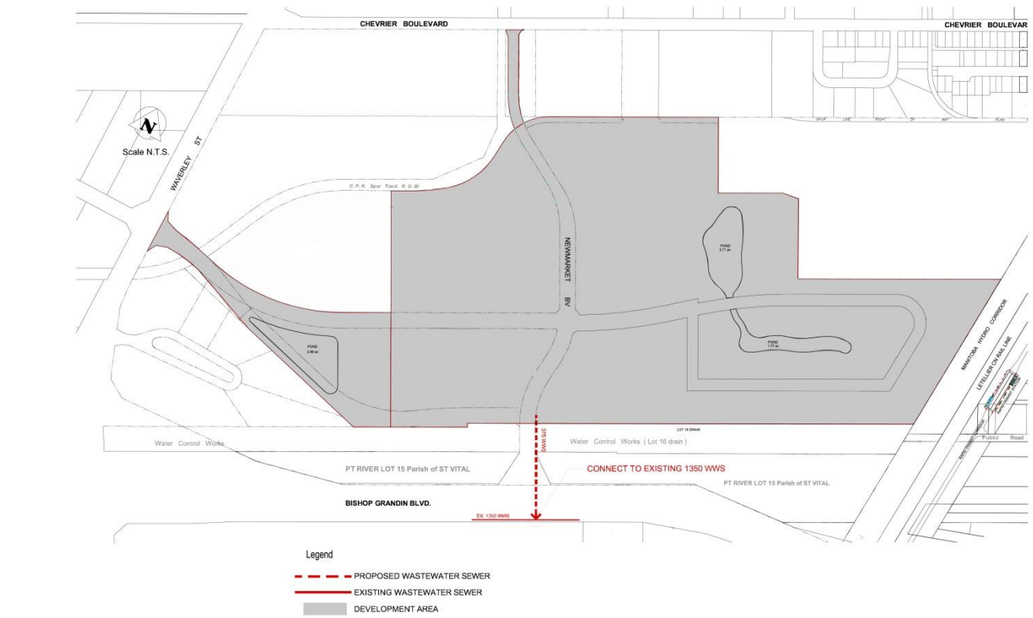



Figure 18 - Waste Water Infrastructure

## 7.3 Land Drainage Infrastructure

The proposed development is located within Area C of the Fort Garry Drainage Area – Part C and is planned to discharge to the Lot 16 Drain at a controlled rate as specified by the City of Winnipeg's Water and Waste Department. Retention Ponds will be required to store the runoff while being released at the controlled rate. A flap gate and a sluice gate will be installed within a chamber along the outfall pipe to the Lot 16 Drain so that flow can be controlled from entering and leaving the development.[42]

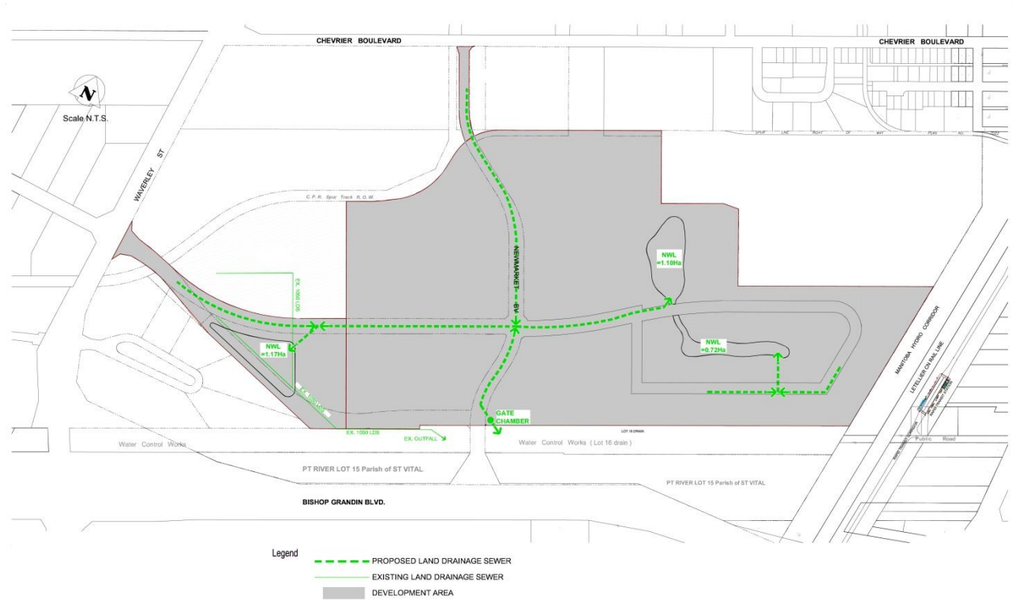



Figure 19 - Land Drainage Infrastructure

## 7.4 Road Network

General information on the primary roads adjacent and internal to the Sugar Beet MRS is provided below and locations are shown on Figure 19.

Primary roads, adjacent to the Sugar Beet Lands MRS, that will provide access points to the MRS:

- Chevrier Boulevard (north of the MRS) is a two lane industrial collector with a posted speed of 50 km/h;
- Bishop Grandin Boulevard (south of the MRS) is a four lane divided major thoroughfare with a posted speed limit of 80 km/h; and,
- Waverley Street (west of the MRS) is a four lane divided arterial with a posted speed limit of 80 km/h.

Hopewell engaged Stantec to determine the off-site improvements required (at the maximum proposed density) for the Sugar Beet MRS to maintain minimum level of service 'D' at the Chevrier and Waverley intersections (Appendix C). This study identified limitations in the existing road infrastructure as follows:

- The Waverley Street corridor is already congested and will be operating at a level of service 'F' during peak hour conditions in ten years even without this development. The City's typical minimum intersection level of service is 'D' during peak hour conditions. Waverley Street must be widened to accommodate traffic growth unrelated to this site and allow for additional traffic from the Sugar Beet MRS;

[41] Stantec Consulting Ltd.. *Preliminary Municipal Servicing Report*. (Winnipeg, 2013) 4.
[42] Stantec Consulting Ltd.. *Preliminary Municipal Servicing Report*. (Winnipeg, 2013) 5.

- The Chevrier Boulevard intersection requires signalization and the addition of a westbound to southbound left turn lane to allow for additional traffic from the Sugar Beet MRS;
- Public road rights of way adjacent and internal to the Sugar Beet Lands MRS that will provide access to the MRS;
- Scurfield Boulevard Extension is an existing 32 m ROW for a four lane divided collector, that extends from Waverley Street to New Market Boulevard; and,
- New Market Boulevard within the MRS is an existing 32 m ROW for a two lane divided collector (with parking both sides), that extends south to Bishop Grandin Boulevard and a two lane collector extending north from the MRS to Chevrier Boulevard.

These public road ROWs were approved with a previous subdivision and rezoning and are included in the existing development agreement. The Scurfield Boulevard extension and Newmarket Boulevard ROWs were dedicated as part of this previous rezoning.

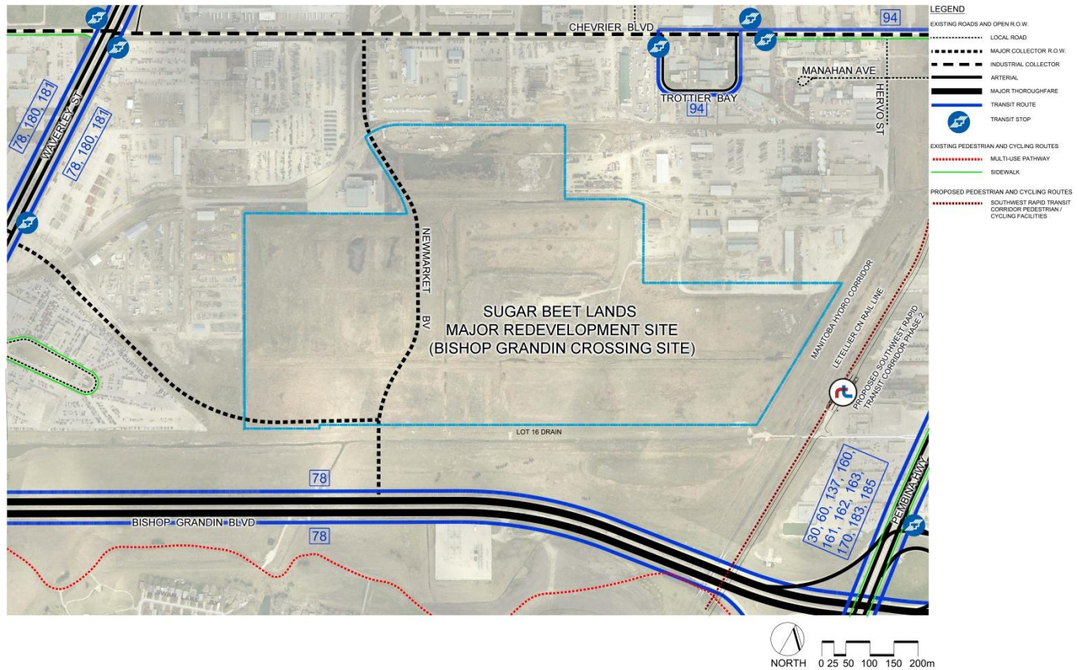



Figure 20 - Existing Road Network, Pedestrian, and Cycling Facilities

## 7.5 Pedestrian and Cycling Facilities

Pedestrian facilities include sidewalks, recreational paths, and multi-use paths. Cycling facilities include cycle tracks, multi-use path, bike lane, bike boulevard, and shoulder bikeways.

Sidewalks are located on the south side of Chevrier Boulevard from Trottier Bay to Pembina Highway and along both sides of Pembina Highway. There are no sidewalks on Bishop Grandin Boulevard or Waverley Street.

The City of Winnipeg Cycling Map identifies two existing paved multi-use paths and three future routes near the Sugar Beet Lands MRS as follows:

1. Existing paved multi-use path on the south side of Bishop Grandin Boulevard ending just west of Waverley Street (Bishop Grandin Greenway);
2. Existing buffered bike lane along Pembina Highway from Crescent Drive to Plaza Drive;
3. Paved multi-use path on the east side of Waverley Street between Bishop Grandin Boulevard and Scurfield Boulevard to be constructed in 2014;
4. A buffered bike lane is planned for construction in 2014 along both sides of Pembina Highway, from the Bishop Grandin Greenway to South Park;
5. A multi-use pathway is identified for future development on the east side of Waverley Street from Scurfield Boulevard to Chevrier Boulevard;
6. Future route along the Letellier CN rail line; and,
7. Future route through the Parker lands south along the Manitoba Hydro corridor to Manahan Avenue.

In addition, a cycle track is planned, for construction in 2014, along Pembina Highway, both sides, from the Bishop Grandin Greenway to South Park.

## 7.6 Public Transit

*The Transportation Master Plan* identifies the Letellier CN rail line corridor just east of the Sugar Beet Lands MRS as part of the Southwest Transitway, recommended to be constructed as part of Phase 2. The Council approved *Southwest Rapid Transit Corridor – Stage 2 Alignment Study* identifies the Southwest Transitway immediately east of the Letellier CN rail line and a proposed Transit Station immediately east of the Letellier CN rail line in the vicinity of Plaza Drive. Access to the proposed Plaza Drive Station requires pedestrian and cycling crossings on the Manitoba Hydro corridor and the CN Letellier Rail right of way. Manitoba Hydro was approached by Hopewell and is amenable to the construction of a path within their corridor subject to a formal review and approval process. CN was approached through the *Southwest Rapid Transit Functional Design Study* and, currently is not amenable to a pedestrian and cycling crossing. It is our understanding that the City of Winnipeg will be pursuing this matter further with CN.

The Sugar Beet Lands MRS is not currently serviced by Public Transit. The closest bus stops are Stop 60809 – northbound Waverley Street at Scurfield Boulevard, and Stop 61098 – southbound Trottier Bay at Chevrier Boulevard. Transit anticipates the provision of service within this area in the future as development progresses and resources permit, as per Winnipeg Transit's Service Guidelines. It is noted by Transit that within the development there is the potential for a transit stop in close proximity to the proposed Plaza Drive Station, connected with a pedestrian / cycling corridor to the station, with amenities and a look and feel that would function as a seamless extension to the Plaza Drive RT station.

# 8.0 Opportunities and Constraints

## 8.1 Economic

As an infill development, the Sugar Beet Lands MRS will increase the city's tax base without significantly increasing the city's yearly operating costs. In addition, the population increase will help support existing retail along Pembina Highway and boost school enrolments in the current under populated schools in adjacent neighbourhoods.

## 8.2 Environmental

The majority of the site is covered with lime mud with no natural features. The lime mud is both a constraint and an opportunity. The results of the *Environmental Phase 2 ESA* indicate elevated pH concentrations in the lime mud; however, the pH values are not in the range to be classified as a corrosive material and as such the site is not listed on the Manitoba Conservation Impacted Sites list. In addition to elevated pH levels, the lime mud has poor engineering properties which make this material unsuitable for support of surface structures including paved area. However, the lime mud is a suitable amendment in high plastic clay to provide a suitable fill material for use at this site or elsewhere.

Other environmental opportunities include:

- The remediation and redevelopment of an existing vacant and derelict industrial site;
- On site storm water management;
- Naturalized storm water retention basins with native grass shorelines to increase carbon sequestration and reduce maintenance requirements; and,
- Reduced reliance on vehicles and reduced parking demand requirements given proximity to rapid transit.

## 8.3 Social

The decline in the adjacent neighbourhood population has had an impact on area schools and community amenities. The estimated 2000-3000 new residents as a result of the development will offset the historic population decline and help support the existing under used schools and community amenities.

Demographic trends within the adjacent neighbourhoods, showing an aging population, a high percentage of 20-29 year olds and a good portion of young families with children, indicate a need for a range of housing types to meet the current and future housing needs of community residents.

## 8.4 Infrastructure

A preliminary review of water, waste water, and land drainage infrastructure associated with the Sugar Beet Lands MRS by Stantec Consulting Ltd. shows that the MRS area should not have any identifiable water, waste water or land drainage constraints that would limit or preclude high-density residential, commercial and industrial development.

However, the limitations of the existing road infrastructure outlined in Section 7.4, and pedestrian and cycling access to the proposed Plaza Drive Station across the CN rail line must be addressed prior to full build out of the Sugar Beet Lands MRS.

# PART C: DEVELOPMENT CONCEPT

## 1.0 TOD and General Development Concept

The Bishop Grandin Crossing site is designated as a MRS under *Complete Communities*, and as such presents a strategic opportunity for mixed use infill development, and the revitalization of an underutilized former industrial site. The site's presence adjacent to the proposed Plaza Drive RT Station on Stage Two of the Southwest Transitway also presents the opportunity to capitalize on the Transit Oriented Development (TOD) potential of the site, as mandated in *Complete Communities* and illustrated in the *Winnipeg TOD Handbook*.

While the policy direction and potential for TOD is clear, Bishop Grandin Crossing is not without its challenges. By its very size, dimensions, and location, the site presents numerous opportunities and constraints. A significant portion of the approximately 130 acre site clearly falls within the 400 m to 800 m walkshed of the future Plaza Drive RT Station; however, approximately 1/3 of the site is outside of the 10 minute walk shed. The west boundary of the site is approximately 1,350 m from the RT Station, and suggests that not all of the site can or should be developed based solely on TOD principles and best practices. Moreover, the far western and northern portions of the site are immediately adjacent to existing large scale industrial and employment uses. Introduction of dense residential uses in this area may increase land use conflicts and potentially negatively impact the Fort Garry Industrial Park, which is one of the primary employment nodes in the southwest quadrant of the City, and thus is not recommended.

It is also important to note that the development concept, vision, objectives, and policies to bring this vision to reality is based on the fundamental premise of direct pedestrian and bicycle connection between Bishop Grandin Crossing and the Plaza Drive Rapid Transit Station. Without this connection, a TOD-based project and its associated characteristics and benefits is not possible. Public leadership by the City of Winnipeg and its associated departments on this direct connection issue is critical for development of Bishop Grandin Crossing to occur as described on the following sections. This is consistent with TOD Principle #6 – Public Leadership, as outlined in the Council adopted *Winnipeg TOD Handbook*.

All the above present opportunities to create a unique infill community that capitalizes on the strengths and strategic location of the site by:

- Providing a mixed-use community with a variety of land uses and intensities;
- Introducing strong east-west linkages via street, pedestrian, active transportation and recreational networks and urban form to integrate and shape the employment and commercial uses in the west to the dense primarily residential areas to the east, and onwards to the Plaza Drive RT Station;
- Utilizing employment and commercial uses to provide appropriate land use transitions between the more dense predominantly residential areas adjacent to the Plaza Drive RT Station, and the existing industrial and employment uses to the north and west;
- Establishing Bishop Grandin Crossing as a commercial and employment centre on the Southwest Transitway given its context, opportunities, and constraints presented by the surrounding employment uses; and,
- Allowing for more traditional forms of development and intensities outside of the 400 m to 800 m walkshed, typically defined by the north-south Newmarket Boulevard, while still introducing pedestrian amenities and urban form.

A concept envisioning how Bishop Grandin Crossing may develop according to these opportunities and the vision and objectives described below are illustrated in the Conceptual Master Plan.

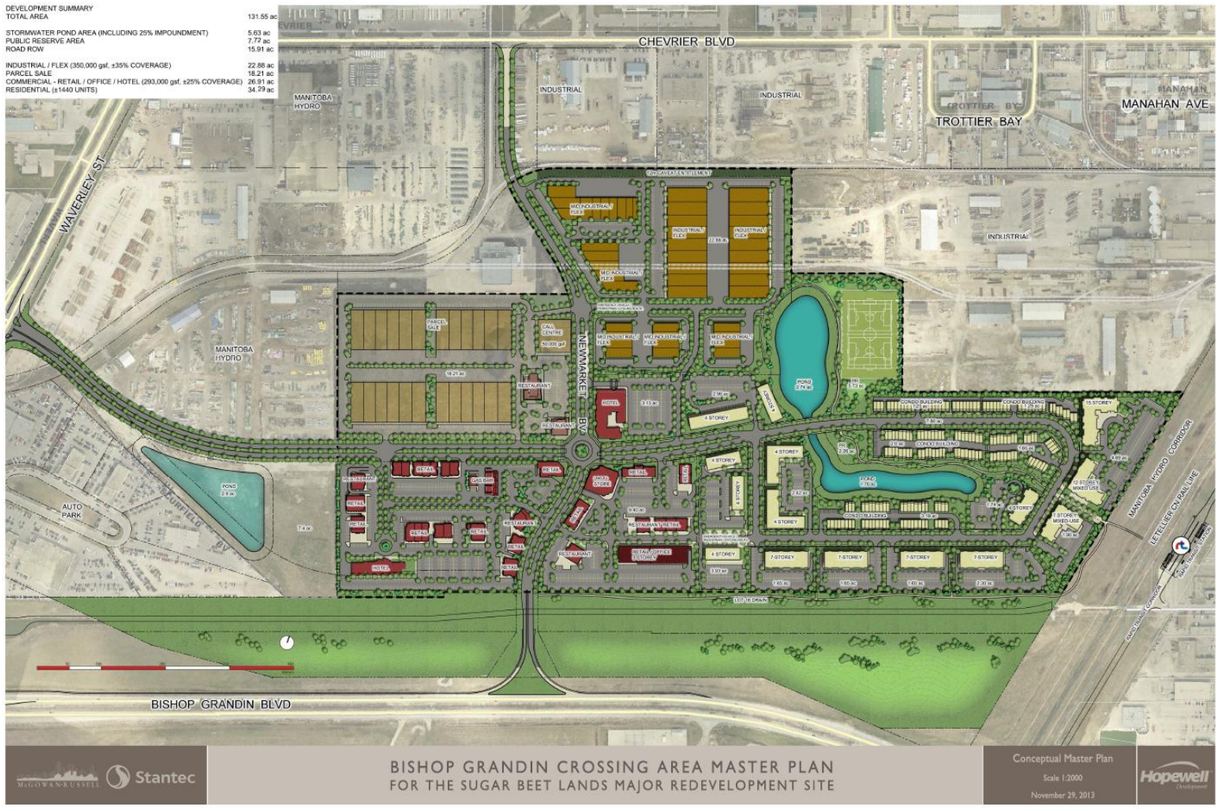



Figure 21 - Conceptual Master Plan

Transit Oriented Development can assume many different densities, intensities, and mixtures of uses based on the area's context, opportunities, constraints, and location along a rapid transit corridor. The *Winnipeg TOD Handbook* outlines a series of types or typologies of TOD as a starting point for planning and development of TOD areas. The Handbook identifies six different TOD typologies, and outlines the land use mix, net housing density, regional connectivity, and transit frequency for each: *Urban Centre, Urban Neighbourhood, Town Centre, Neighbourhood Medium Density, Neighbourhood Low Density*, and *High Frequency Transit Corridor*. Given the size, scale, and mix of uses contemplated for the site, the development plan for Bishop Grandin Crossing is most similar with the *Town Centre* typology identified in the *Winnipeg TOD Handbook*.

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

* Net densities, ie. the buildable area after the street right-of-way has been subtracted.

Figure 22 - Winnipeg TOD Handbook Typologies

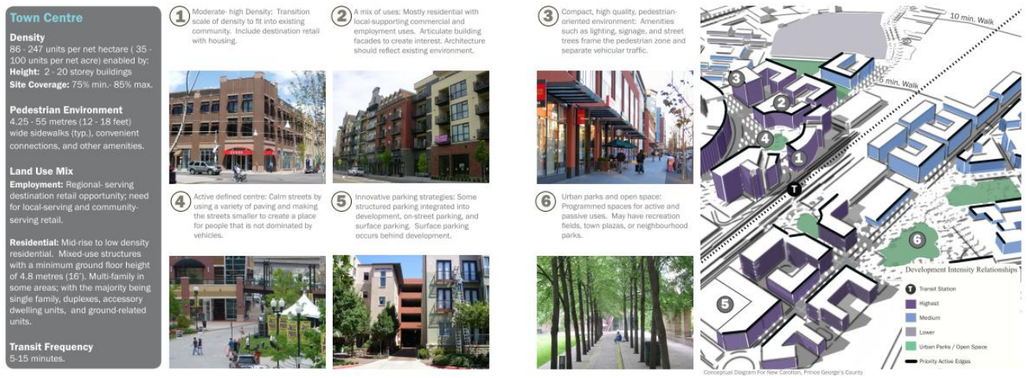



Figure 23 - Winnipeg TOD Handbook Town Centre Typology

## 2.0 Vision and Objectives

### 2.1. Vision

The Vision for Bishop Grandin Crossing encapsulates the following:

a) Incorporate principles of TOD, where appropriate and within market realities;

b) Develop an integrated, mixed use, pedestrian friendly community;

c) Create a sense of place and identity through high quality urban design and development;

d) Create destinations, both within the site and as a signature element along the Southwest Transitway;

e) Establish the site as a commercial and employment centre along the Southwest Transitway;

f) Promote an inclusive community in terms of housing and modal choice; and,

g) Promote flexibility and opportunities for intensification over time.

The following sections within Part C present the objectives and policies that will guide the development of Bishop Grandin Crossing in a manner consistent with, and designed to achieve, this vision.

### 2.2. Objectives

The following objectives will guide and enable the development of a vibrant, economically healthy, and vital Bishop Grandin Crossing:

**a) Create a mixed-use, pedestrian friendly community based on TOD principles**;

- Facilitate the concept of complete communities by providing for opportunities to live, work, play, and meet the majority of daily needs within Bishop Grandin Crossing;
- Promote a variety of residential, commercial, employment and recreational uses within the community;
- Integrate transit and pedestrian oriented uses (residential, small scale shops, restaurants, etc.);
- Provide residential and employment densities to promote activity and support rapid transit; and,
- Explore the concept of innovative parking strategies to promote a district-level approach to parking, shared parking to maximize the potential of mixed use development, and reduced amounts of parking.

**b) Create strong linkages to the Plaza Drive RT Station via connections, corridors, and urban form;**

- Develop strong visual connections to the Plaza Drive RT Station via viewsheds, wayfinding, and urban design elements;
- Create open spaces, plazas, and gathering spaces along the routes to, and in close proximity with, the Plaza Drive RT Station;
- Utilize densities and heights to create a 'landmark' immediately adjacent to the RT Station to promote a sense of identity and arrival; and,
- Create a strong east-west emphasis to reinforce clear paths of travel, connections, and viewsheds to the rapid transit station, and to integrate the predominantly residential, commercial, and employment mixed use area.

**c) Accommodate higher density and mixed use opportunities in close proximity to the RT Station;**

- Orient the highest densities and heights closest to the Plaza Drive RT Station; and,
- Accommodate mixed use buildings and ground floor active use opportunities immediately adjacent to the RT Station.

**d) Create a sense of place and destination;**

- Establish Bishop Grandin Crossing as a commercial and employment destination along the Southwest Transitway, with a diversity of commercial, business, and employment types;
- Utilize urban form, urban design, and architectural features to create a strong sense of place, relationship to the pedestrian, and a unique and identifiable destination along the Southwest Transitway;
- Promote high quality urban design and development via developer-controlled design guidelines;
- Utilize build-to lines and active edges to promote a pleasing, high quality pedestrian friendly environment;
- Create a destination at the station area, and destination areas throughout the site via parks and open space, urban form, active street areas, and natural places to gather;
- Create a new street and pedestrian hierarchy to unify the development and create strong east-west linkages; and,
- North-south connections at various points to promote pedestrian connections, provide more direct connections to transit service and commercial amenities, and integrate the various mixed use areas.

**e) Enhance connections to the surrounding community and region;**

- Facilitate connections to the Bishop Grandin Greenway, the proposed Southwest Transitway Pedestrian and Bicycle Pathway, and adjoining pathway systems; and,
- Provide extensions and connections to the city's pedestrian and cycling network, and surrounding area.

**f) Provide appropriate transitions to the surrounding context;**

- Provide employment areas as a transition from the denser station area development to the surrounding established industrial park to the north and west; and,
- Provide appropriate density and height transitions from the RT Station area to the surrounding employment, commercial, and residential areas to the north and east.

**g) Enable modal choice;**

- Offer safe, convenient and pleasant pedestrian, bicycle and vehicular access options to the station from all directions;
- Accommodate alternative transportation modes in the planning area; and,
- Create strong, direct, and visually prominent pedestrian and bicycle connections to the Plaza Drive RT Station.

**h) Promote housing diversity;**

- Provide new opportunities for housing, including a variety of types and tenure to reflect Winnipeg's diverse household types; and,
- Facilitate diverse housing options adjacent to the Plaza Drive RT Station, supported by a strong market for residential development along transit lines.

**i) Create opportunities for passive and active recreation;**

- Utilize the greenspace network to create and facilitate strong east-west linkages within the community and direct routes to the RT Station;
- Offer a mix of recreation choices, such as plazas and green space for neighborhood events and gatherings; and,
- Offer a mix of active recreation opportunities, such as pedestrian and bicycle pathways and athletic fields.

**j) Plan for intensification and change over time;**

- Provide a flexible and enabling framework to allow for intensification and change over time;
- Ensure plan policies and associated zoning enables increased densities, intensities, and heights; and,
- Create awareness in the design of individual building sites and development to permit adaptation and intensification over time subject to market changes.

**k) Promote a community that supports public health approaches;**

- Provide recreational areas and pedestrian and bicycling networks and facilities to encourage an active lifestyle;
- Accommodate modal choice as a means of encouraging alternative modes of transportation other than the private automobile; and,
- Promote a mixed-use community that allows for residents, employees, and employers to live, work, and play, and meet the majority of their daily needs within their community.

**l) Promote sustainability;**

- Promote best building practices and 'green infrastructure' approaches; and,
- Facilitate principles of TOD to provide a community with reduced automobile ownership rates, reduced vehicle kilometers traveled (VKT), reduced greenhouse gas (GHG) emission rates per household, and, higher rates of transit use, pedestrian activity, and active transportation.

## 3.0 Land Use Strategy

This section sets out the land use strategy and framework for the Bishop Grandin Crossing community. The major redevelopment site presents a significant opportunity for reurbanization. Over time, a complete reurbanization of the site is needed to achieve the vision of a livable community and establish the area as an employment, residential, and commercial destination along the Southwest Transitway corridor. This change will occur over time and through the initiative of private land owners, developers, and public infrastructure investments by the City of Winnipeg.

### 3.1. Areas

Although the Bishop Grandin Crossing development is envisioned as a unified community, various areas will take on distinct characteristics. Four areas are identified in this Plan and include Urban Mixed Use, Mixed Use Commercial Center, Mixed Use Employment, and Parks and Open Space. Each has their own focus, uses, and characteristics, but together, will add up to more than a sum of their parts.

Land Use Areas are places with distinct elements that will each have unique roles to play in achieving the vision for the Bishop Grandin Crossing Area Master Plan. Establishing these areas is a way to structure the concept plan to achieve many of the important objectives and policies outlined in this document. Development within these areas should be consistent to their intent and role. All land use areas, except Mixed Use Employment, will be able to accommodate a broad mix of uses.

*Urban Mixed Use Area*

The Urban Mixed Use Area will primarily accommodate the development of a wide range of residential uses including townhouses, low rise and high rise apartment buildings, plus the potential for select areas of office, hotel, restaurant, and retail building types. Eventually, it will be the unifying element that will tie together the commercial and employment mixed use areas to the west and north, provide appropriate use and density transitions, and create a destination and sense of arrival to and from the Plaza Drive RT Station.

By virtue of its proximity to the RT Station, this area will facilitate the most intense amount of residential density and mix of uses within Bishop Grandin Crossing. Areas closer to the Plaza Drive RT Station can accommodate higher density buildings, including podium and tower building types, with mid-rise types and townhouses elsewhere. This is where the tallest structures within Bishop Grandin Crossing are most appropriate, and will be enabled up to 20 stories immediately adjacent to the RT Station. Parking requirements can be further reduced or eliminated within the Urban Mixed Use Area if appropriate based on product. This area will not be the primary retail hub within Bishop Grandin Crossing, but the Urban Mixed Use Area will be initially implemented via Residential Mixed Use (RMU) zoning that will enable supportive ground floor retail uses if warranted by the market.

*Mixed Use Commercial Centre Area – East and West*

The Mixed Use Commercial Centre will be the retail and commercial activity node within Bishop Grandin Crossing. Larger format retail within Bishop Grandin Crossing is appropriate in this area. Residential, office, and other complementary uses are also encouraged in the Mixed Use Commercial Centre. Parking within the Commercial Centre will likely be provided through a combination of on street parking, surface, and underground parking or parkades where feasible. The Mixed Use Commercial Centre Area will be initially implemented via Commercial Mixed Use (CMU) zoning.

Due to their locational characteristics, distance from the Plaza Drive RT Station, and location either within or external to the 400 m to 800 m walkshed, the Mixed Use Commercial Centre Area will consist of two sub-areas located on either side of Newmarket Boulevard:

- *Mixed Use Commercial Centre – East* - This area is located largely within the 800 m walkshed from the RT Station, and can accommodate development that is more pedestrian in scale and urban in nature. Building orientation and parking lot layout and screening can play a role in creating a pedestrian friendly environment. In multi-story buildings, active uses such as retail, restaurants, and cafes are best located on the ground floor, with office and residential uses located above.
- *Mixed Use Commercial Centre – West* – This area is located beyond the 800 m walkshed from the RT Station, and while it will share similar urban form and urban design characteristics to the East area, larger format retail and more traditional auto-oriented uses such as gas stations are more appropriate in this location. This area will form a transition zone from employment uses to the north and west, and more intensive commercial and residential areas to the east.

*Mixed Use Employment Area – East and West*

The Mixed Use Employment Area will offer a wide range of employment, office, and supportive commercial uses in a business park setting. This Area will promote employment uses and opportunities within Bishop Grandin Crossing and provide appropriate transitions to the industrial uses to the north and west within the Fort Garry Industrial Park. The Mixed Use Employment Areas will be initially implemented via M2 Industrial and/or Manufacturing Mixed Use (MMU) zoning. Due to their locational characteristics, distance from the Plaza Drive RT Station, and location either within or external to the 400 m to 800 m walkshed, the Mixed Use Employment Area will consist of two sub-areas located on either side of Newmarket Boulevard:

- *Mixed Use Employment - East* – This area is located within or adjacent to the 800 m walkshed from the RT Station, and is best suited to smaller scale flex employment and office uses. Buildings located on the Newmarket Boulevard frontage and adjacent to Mixed Use Commercial, Urban Mixed Use, Parks and Open Space Areas may be more attractive for development with smaller floorplates, pedestrian amenities, and street orientation in terms of building location;
- *Mixed Use Employment - West* – This area is located beyond the 800 m walkshed from the RT Station, and is located immediately adjacent to more intensive, heavier industrial uses to the west and north. Business park and employment uses with larger floor plates are encouraged as an appropriate transition element, while more active employment and supportive commercial uses are promoted along the Newmarket Boulevard frontage.

*Parks and Open Space Area*

The Parks and Open Space Area will provide the opportunity to encompass larger scale active and passive recreation areas, and will form a logical and direct link to the station area. Pedestrian and bicycle network linkages to the Plaza Drive RT Station will be incorporated throughout, and the Area may contain plazas, hardscape active and passive recreational areas, and supportive uses. The Parks and Open Space Area will be implemented via Parks and Recreation (PR) 1 and/or 2 zoning.

These Areas, and their locations relative to the 400 m to 800 m walkshed of the Plaza Drive RT Station, are identified in the Land Use Concept Map.

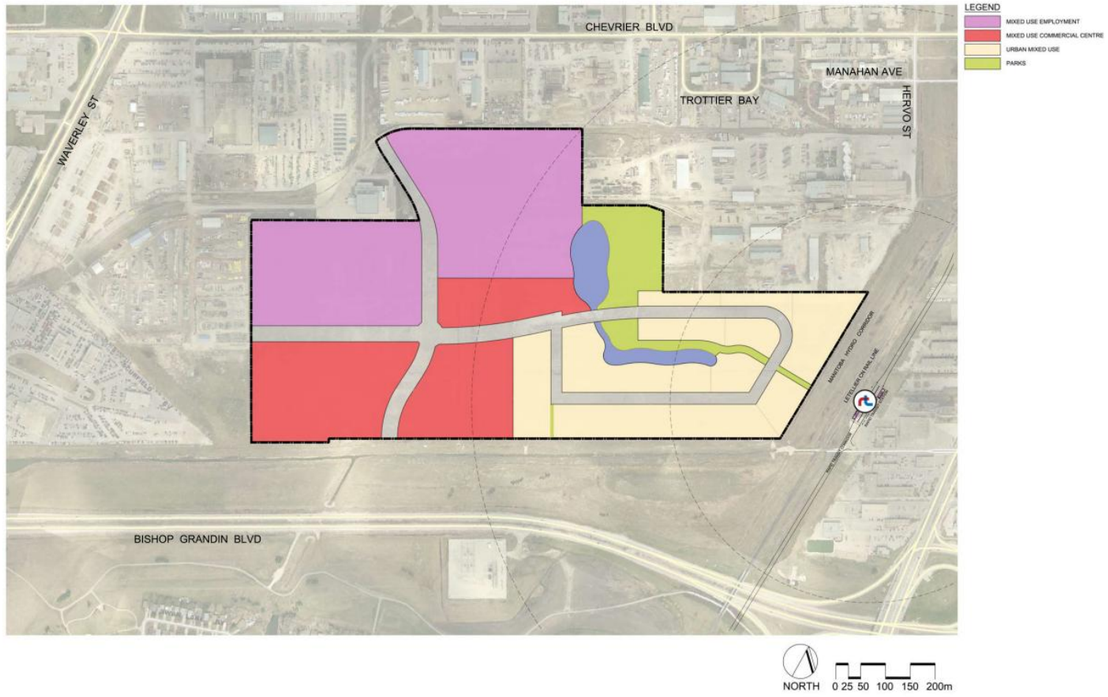



Figure 24 - Land Use Concept Map

## 3.2. Transit Supportive Land Uses

Facilitating a wide variety of uses is critical to creating Bishop Grandin Crossing as a livable, transit-supportive community. Successful TODs all possess the common characteristic of a “complex vitality”, possessing many different people and activities in the community that make it come alive.

Creating a wide mix of uses is important and each will vary to the degree that they are transit supportive. Transit supportive uses are those which are capable of generating significant levels of transit ridership. Such uses also support high levels of street activity and vitality at all times of the day. Development in the immediate station area is envisioned to be transit-supportive in use, scale and mix, subject to market demand. This is also relevant and important in the Urban Mixed Use and Mixed Use Commercial Centre - East Area areas, as they are closest to the Plaza Drive RT Station and within the 400 m to 800 m walk shed.

Transit Supportive Land Use Policies:

a) Development should accommodate transit supportive land uses including, but not limited to:

   i. Non-single family residential uses including townhouses, and mid-rise and high-rise apartment and condominium buildings;
   ii. Retail uses, either stand alone or integrated into buildings;
   iii. Services including hotels, day cares, and clinics;
   iv. Institutional uses such as health care and community facilities, educational facilities, and seniors housing;
   v. Entertainment uses including cultural and recreational facilities, and theatres; and,
   vi. Employment uses such as offices and research facilities.



Figure 25 - Examples of Transit Supportive Land Uses

## 3.3. Employment and Commercial Centre

A significant characteristic and opportunity of the Bishop Grandin Crossing site is its location immediately adjacent to one of the largest employment hubs in the Southwest Winnipeg region: the Fort Garry Industrial Park. This should be further strengthened through the promotion of Bishop Grandin Crossing as a significant employment destination along the Southwest Transitway corridor.

Due to the size, shape, and location of the Bishop Grandin Crossing site, there is strong potential for location of employment uses in a business park or flex industrial environment in the north and northwestern portions of the site, as well as office and other similar employment uses throughout the plan area. In addition, promoting business park / flex industrial development will also create an appropriate buffer in terms of land uses and intensities between the existing Fort Garry Industrial Park to the north and west, and the more intensive and dense mixed use residential areas adjacent to the Plaza Drive RT Station. A wide variety of retail and services will allow residents and workers to meet a majority of their daily needs within their community.

Employment and Commercial Centre Policies:

a) Encourage Bishop Grandin Crossing to develop as part of a major employment hub along the Southwest Transitway, by allowing a variety of complementary employment and institutional uses;

b) Permit the establishment of larger, low intensity employment uses, such as business park and flex industrial space, outside of the Urban Mixed Use and Mixed Use Retail Village Areas as an effective transition and buffer to the existing industrial park to the north and west; and,

c) Encourage a wide variety of retail and service uses within the development to meet the needs of residents and workers, as well as establishing Bishop Grandin Crossing as a commercial destination along the Southwest Transitway.

### 3.4. Implementation via Mixed Use Zoning

The Land Use Strategy will be implemented through the use of a Planned Development Overlay and Residential Mixed Use (RMU), Commercial Mixed Use (CMU), and M2 Industrial Districts, as outlined in the *City of Winnipeg Zoning By-law 200/2006*. Portions of the Mixed Use Employment Area may be retained under the current M2 Industrial zoning or may be rezoned to MMU, dependent on transitions to adjacent uses.

A Residential Mixed Use (RMU) district is intended to facilitate the development of primarily medium to high density residential development, which may contain small scale commercial, institutional, recreational, and service facilities needed to support residential development. The area, site, or building should retain a predominantly residential character. Development in the RMU District should facilitate and encourage pedestrian travel between residential and non-residential uses. This district is often utilized as part of or adjacent to town centres, neighbourhood commercial centres, or other types of mixed use or major employment centres.

A Commercial Mixed Use (CMU) district intended to provide for community-serving mixed use development at a higher scale than is appropriate for neighbourhood locations. The CMU district is intended for use along selected corridors and at important nodes in the city. The district is intended to include attractive commercial, institutional, recreational, and service facilities needed to support surrounding neighbourhoods and the community at-large. Although the area, site, or building should have a predominantly commercial character, multi-family housing may be incorporated within the district, and development should facilitate pedestrian connections between residential and nonresidential uses.

A Manufacturing General (M2) district is intended to provide for light manufacturing, processing, service, storage, wholesale, and distribution operations, with some limited outside operations and storage. An M2 District may include community & recreational facilities, office, call centres, hotels, and limited restaurant & retail sales activities.

A Planned Development Overlay-1 (PDO-1) provides for site-specific control over an individual proposed development in unique or special circumstances, where any other zoning district would be inappropriate or inadequate. A PDO-1 District is appropriate in order to achieve local planning objectives in specially designated areas, such as a Major Redevelopment Site. A PDO-1 zoning district is also appropriate when additional zoning controls are required to address an area-wide (rather than site-specific) condition, or to implement an area-wide plan for the proposed district, such as an Area Master Plan.

Specific Characteristics would be:

- Use of a PDO-1 to create a tailored zoning specific to the site to enable and facilitate certain aspects of Transit Oriented Development, based on the RMU, CMU, and M2 zoning districts under the City of Winnipeg Zoning By-law 200/2006;
- Provision of a variety of residential densities, heights, and mixed uses immediately adjacent to the Plaza Drive RT Station;
- Reduced setbacks, use of build-to lines, and establishment of active edges to facilitate development based on TOD principles;
- Opportunity for provision and management of parking on a district level; and,
- Opportunity for reduction or elimination of minimum parking ratios, and potential establishment of maximum parking ratios.

The developer intends to submit a combined rezoning and subdivision application and Planned Development Overlay (PDO) in association with approval of the Area Master Plan (see Section 9.0 Phasing and Implementation).

## 4.0 Parks and Open Space Strategy

A comprehensive recreation and open space system can achieve many objectives. Enhancing access to the city's recreation system is extremely important in offering active recreation, such as athletic fields and pedestrian and bicycle pathways. In areas in close proximity to the RT Station, open space creates a sense of arrival and creates strong visual connections to destinations such as the station and shopping areas. Investment in quality recreation and open space adds value and sustainability to neighborhoods and business districts and can meet some recreation demands. Parks, open space, and plazas may be a mix of public and private lands, depending on their location, design, and function. Parks and open space improvements and dedications will be determined via the rezoning and subdivision process.



Greenspace functions differently in a TOD environment, where the emphasis should be on placemaking, quality as opposed to sheer quantity of space, and use of greenspaces as amenities and organizing features for new development. The open space system is more urban in character close to the RT station and therefore includes more opportunities for plazas and gathering space rather than always offering traditional, green park space. Open space immediately adjacent to the RT station will meet more passive recreational needs, with more active recreational needs provided for in a more substantive open space area easily accessible by a five minute (400 m) walk for area residents and majority of employment and commercial employees and patrons. As these new amenities are designed and constructed, developers should apply best practices for sustainability. The specific design and placement of open space is part of a detailed evaluation process. Additional private open spaces such as rooftop gardens and courtyards are encouraged.



## 4.1 Parks

Parks are an essential component of any urban environment. They serve various purposes, including recreation, leisure, and relaxation. It is important to remember that there are key differences between parks found in dense, urban areas, and those found in more traditional, suburban communities.

Parks Policies:

a) Encourage a diversity of park uses, to appeal to a wide variety of ages and abilities;

b) Create park linkages by connecting them through the pedestrian and cycling network;

c) Ensure that all residents are within 400 m (5 minute walk) of a park;

d) Balance the needs of both active recreation (e.g. skating rinks, sports fields) and passive recreation (e.g. community gardening, public seating areas, walking paths) throughout the community;

e) Encourage the installation of high quality park furnishings, including play equipment, benches, shelters, public art, and lighting;

f) Incorporate principles of sustainable landscapes, which may include, but not limited to naturalized plantings and low maintenance vegetation; and,

g) If associated with a retention pond area, park areas are to include public access and pathways along at least one side and ensure appropriate land drainage can be accommodated.

## 4.2 Plazas

A plaza is a public, urban open space, where people can gather and congregate. If properly designed, a plaza can serve as a lively focal point for a community. It is envisioned that the primary gateway between the Bishop Grandin Crossing development and Plaza Drive RT Station will be punctuated with such a plaza.

Plaza Policies:

a) Enable active edges and frontages along plazas, in order to maximize their use, and create synergies between the public and private realms. The consistent flow of pedestrians throughout the day and evening not only animates the plaza and encourages its utilization, but it also increases safety;

b) Accommodate the opportunity to create an urban plaza in close proximity to Plaza Station. The plaza would serve as the anchor of the mixed-use node, and serve as the gateway linking the development and the station;

c) Give consideration to help ensure that the plaza is framed by the buildings that surround it. By building to property lines adjacent to the plaza, buildings help shape the plaza and give it a sense of place; and,

d) Design the plaza using a hardscaped base, and enhance the space using landscaping and streetscaping.

Parks and open space, plazas, greenspace, and their locations relative to the 400 m to 800 m walkshed of the Plaza Drive RT Station, are identified in the Green Network Concept Map.

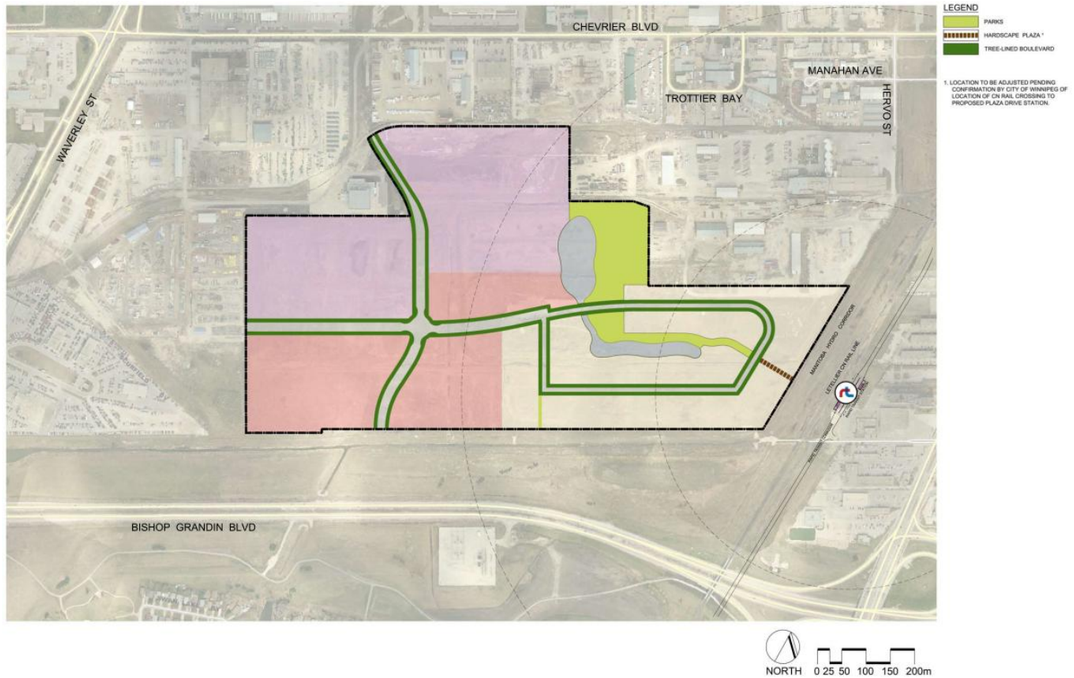



Figure 26 - Green Network Concept Map

## 5.0 Urban Form and Urban Design Strategy

Urban form and urban design are critical elements in facilitating a successful development. Planning has traditionally focused on land use; however, TOD functions in a different manner. Rather than land use, the focus is on placemaking - the 'look and feel' of a place, the 'form and fit' of a place – creating a sense of place, a sense of community, and a destination. Urban design, massing, densities, heights, pedestrian friendly features, complete streets, active edges, build-to lines, and the interaction of the public, private, and semi-public realms are all features that should be considered when developing a successful development. These same concepts can be utilized on a more modest scale within mixed use employment areas as a high-quality and effective transition to the surrounding Fort Garry Industrial Park.

### 5.1. Urban Design

The quality of urban design will be a major factor in the success of Bishop Grandin Crossing as a livable and attractive community. The interface with the street will be well articulated, permeable, have a human scale and provide weather protection for pedestrians. Building middles and tops will be designed in a way that helps reduce potentially negative impacts on the public realm of taller buildings. Environmentally sustainable features are also strongly encouraged.

Urban Design Policies:

a) Promote a high quality of urban and architectural design;

b) Ensure buildings are designed as pedestrian friendly; and,

c) Promote a unified look and feel, and create a sense of place, with consideration for developer controlled urban design guidelines and master signage guidelines.

### 5.2. Density and Heights

Density is a common thread in the success of Transit Oriented Development. Most successful TOD-based developments both promote transit ridership and feed off of it in a symbiotic relationship: higher population densities around rapid transit stations encourages higher levels of transit ridership, and conversely a more popular rapid transit corridor with higher ridership levels helps to build vibrant, strong, and safe neighbourhoods.

As a *MRS* and located adjacent to the planned Plaza Drive RT Station on the Southwest Transitway, Bishop Grandin Crossing is a strategic place to achieve a significant amount of density, hence the introduction of a wide range of medium density housing choices. A critical mass of people, business, employment and activity will make Bishop Grandin Crossing thrive as a livable and viable community.

The concepts of density and building heights are related, as density typically increases with height. The development of a variety of building heights and densities will also mean accommodating the opportunity for a variety of building types ranging from low rise townhouses to high rise towers in Bishop Grandin Crossing.

The Building Heights Concept indicates a range of minimum to maximum building heights. The Building Height Concept orients the greatest density at the Plaza Drive RT Station. As one moves away from the station, the height transitions to a lower scale and blends with surrounding neighborhoods. The concept also identifies key areas where taller structures can effectively enclose wider streets and create more dramatic entries into the station area. When heights exceed five stories, there should be consideration of a building step back to minimize the building scale at the street level. Overall, the Building Height Concept creates variability within the development, adding architectural interest and a compatible transition.

Density and Heights Policies:

a) Promote development to achieve a target of approximately 40 dwelling units per net acre within the Urban Mixed Use Area;

b) Promote development consistent with a 2:1 ratio of residents to employment;

c) Promote commercial and employment development to achieve a target density of 15 to 20 jobs per acre outside of the Urban Mixed Use Area;

d) Building heights shall respect the height ranges with each height zone established in the Building Heights Concept Map; and,

e) Where heights exceed five stories, include building step backs and other architectural features to minimize the building scale at the street level, and reduce the visual impact of taller buildings.

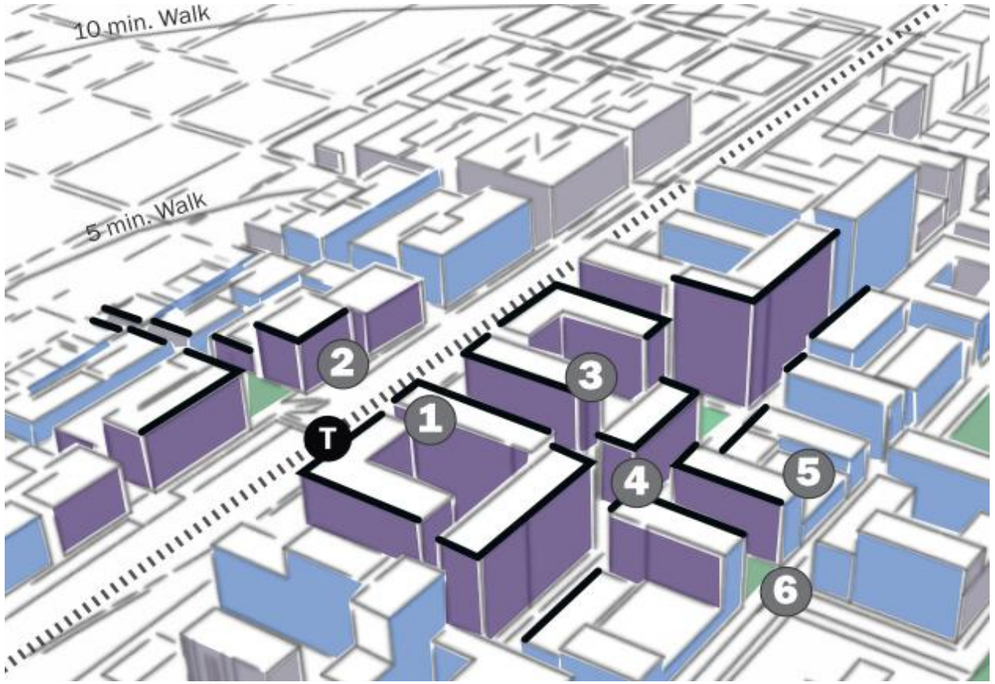



Figure 27 – Variation in Heights and Densities Conceptual Illustration

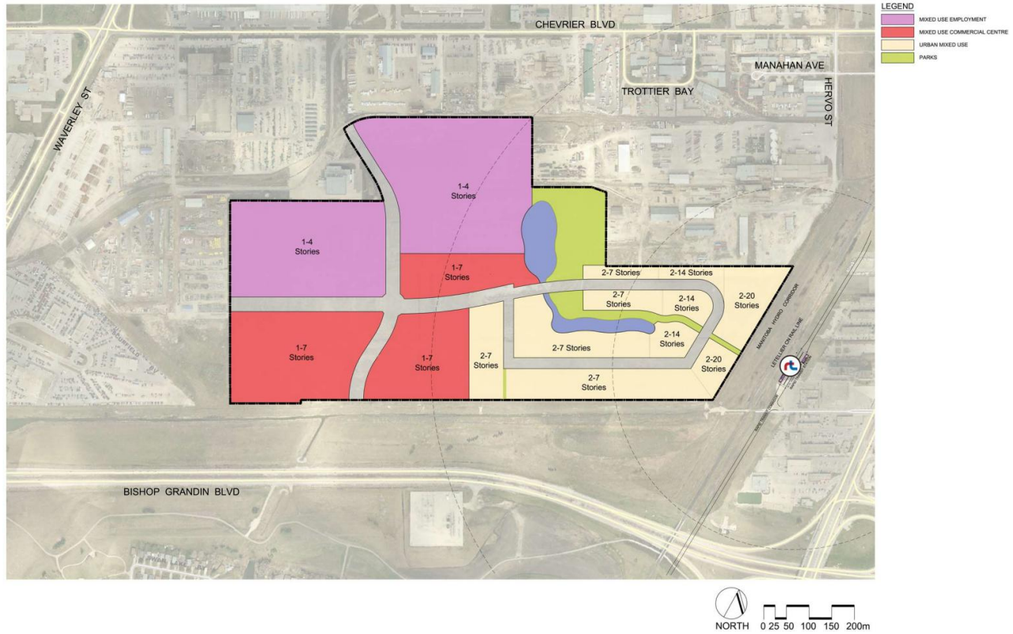



Figure 28 - Building Heights Concept Map

## 5.3. Intensification

Experience from other jurisdictions demonstrates that land use pressures increase and property values appreciate in an area or corridor when rapid transit is introduced. Much of this impact occurs over time, and often increases as the demand and popularity of rapid transit and TOD increases. As such, it is important to establish an enabling framework that allows for intensification and densification of Bishop Grandin Crossing over time – recognizing not just the market realities of today, but in the medium to long term. Moreover, individual buildings and clusters of development should consider intensification over time in terms of site design and building layout, and allow for adaptation of buildings to different land uses over time – particularly on the ground floor.

Intensification Policies:

a) Provide a flexible and enabling framework to allow for intensification and change over time;

b) Ensure plan policies and associated zoning enables increased densities, intensities, and heights;

c) Give consideration in the design of individual building sites and development to permit adaptation and intensification; and,

d) Accommodate ground floor 'flex space' where appropriate to enable non-residential uses to occur as markets change and the development approaches build-out.

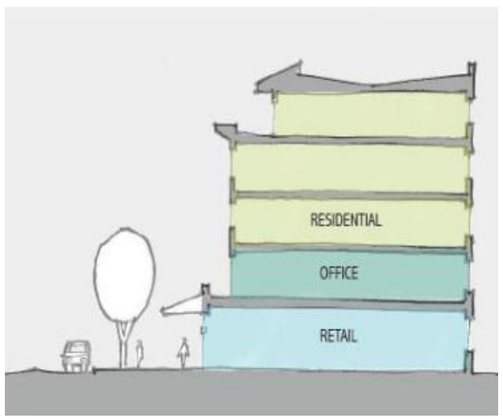
## 5.4. Build-To Lines and Active Edges

To ensure a quality public realm and to reinforce the urban village character of Bishop Grandin Crossing, the urban form and character of building facades fronting onto streets and parks need careful consideration. Build-to lines and reduced setbacks should be utilized to bring buildings up to street, and certain ground floor frontages should be active to reinforce important places within the community. Eyes onto the primary pedestrian streets, parks and open spaces will help ensure their safety and create lively places for people. It is also important to ensure service and loading frontages are not obtrusive in the community, and that parking areas are predominately located to the side and rear of buildings. The Build-To Lines & Active Edges Concept Map illustrates where it is critical that active frontages be incorporated into the ground floor to animate and accentuate the street as a key public space.

The build-to lines concept identifies locations where ground floor building facades must be built to the property line. A build-to line can also be described as a zero-foot building setback from the property line where the sidewalk is built directly up to the facade. Build-to lines establish a continuous "street wall" that defines the edge of the sidewalk and frames streets and open spaces. They can have a similar effect as Active Edges in that they "bring" the built form up to the sidewalk and define the public realm.



Build-to Lines must possess certain qualities to ensure they define the public realm and creates the consistent street wall. There should be a maximum setback for the building (such as 5-15 feet) that allows for some flexibility but does not create too much variation. This setback should also accommodate landscape and hardscape features, outdoor seating and eating areas, recessed ground-floor entrances, windows and architectural elements that engage the build-to line. Reduced yard setbacks encourage activity on the edges of the community and promote 'eyes on the street'. Generally, servicing functions such as delivery areas, utility areas, and garbage and recycling enclosures are a detriment to a pedestrian-oriented environment. Such functions should be screened from pedestrian view, and/or not located along street fronts.




Active edges are building frontages with direct sidewalk entries and a high degree of transparency. This increases visual and physical interaction between people inside and outside of the buildings, creating a safe and vibrant pedestrian environment. This "eyes on the street" environment will promote safety and activity. At key gateways to the station area, active edges will create a sense of arrival and guide people to their destinations. Buildings located in those areas identified in the Build-To Lines and Active Edges Concept Map should incorporate these design features.

Ground-floor retail uses are an important component of an active and vital station area. Retail uses create activity at the connections to the station and along designated primary streets; however, market realities will dictate if and where ground floor active uses such as retail, restaurants, and cafes are economically viable. Ground floor active uses are enabled in the Mixed Use Commercial Centre Area, given

the strong primary commercial nature of these areas. Other areas may include 'flex space' on the ground floor to allow for buildings to adapt and change to changing market conditions. 'Flex space' involves constructing the ground floor of buildings in a manner that will meet the building code and market requirements for retail, office, and general commercial – such as higher ceiling heights, individual entrances, floor plates, and firewalls. Both ground floor retail uses and flex space are enabled and encouraged via CMU and RMU zoning.



Build-To Line and Active Edge Policies:

a) Within the Urban Mixed Use Area, and those areas identified in the Build-To and Active Edges Concept Map, establish front setbacks of 0' to 15' to permit flexibility and accommodate landscape features, outdoor seating and eating areas, and architectural elements and features. Vehicular parking areas are to be located to the side and rear of the buildings, and not between the building and the street edge;

b) Design new development to support pedestrian activity through architectural features, urban design, pedestrian-oriented scale, and massing. Buildings should have detailed and well-articulated street level façades with quality materials to help animate the street and create a visually interesting street interface;

c) Continuous building frontages should be encouraged along sidewalks by avoiding large front and side setbacks, long blank walls, and surface parking lots that face the sidewalk;

d) Building entrances should be conveniently situated relative to transit stations/ stops, where applicable

e) Commercial or retail uses located at grade should help animate the street by incorporating appealing and transparent frontages that allow activity within to be seen from the street, such as clear glass windows and doors, as well as entrances that front on and connect to the public or on-site sidewalk system;

f) The ground floor of commercial buildings should accommodate multiple retail bays, or the appearance of multiple bays, and frequent entrances to help create a strong visual rhythm;

g) Locate active uses that generate a higher number of daily trips on a main floor location. These should include retail and open space located in the first 15-20 feet of building height. Land uses that generate fewer trips are more appropriate on higher floors;

h) Enable buildings to incorporate ground floor 'flex space' designed to accommodate non-residential uses and retail uses.

i) All at grade residential units should, in most cases, have individual primary entrances and main floor levels placed slightly above grade (0.3 - 1.0 m typical) in order to achieve visual privacy from any sidewalks and streets; and,

j) Wherever possible and practical, loading and servicing functions should not be accessed from primary street frontages, or along public open spaces.

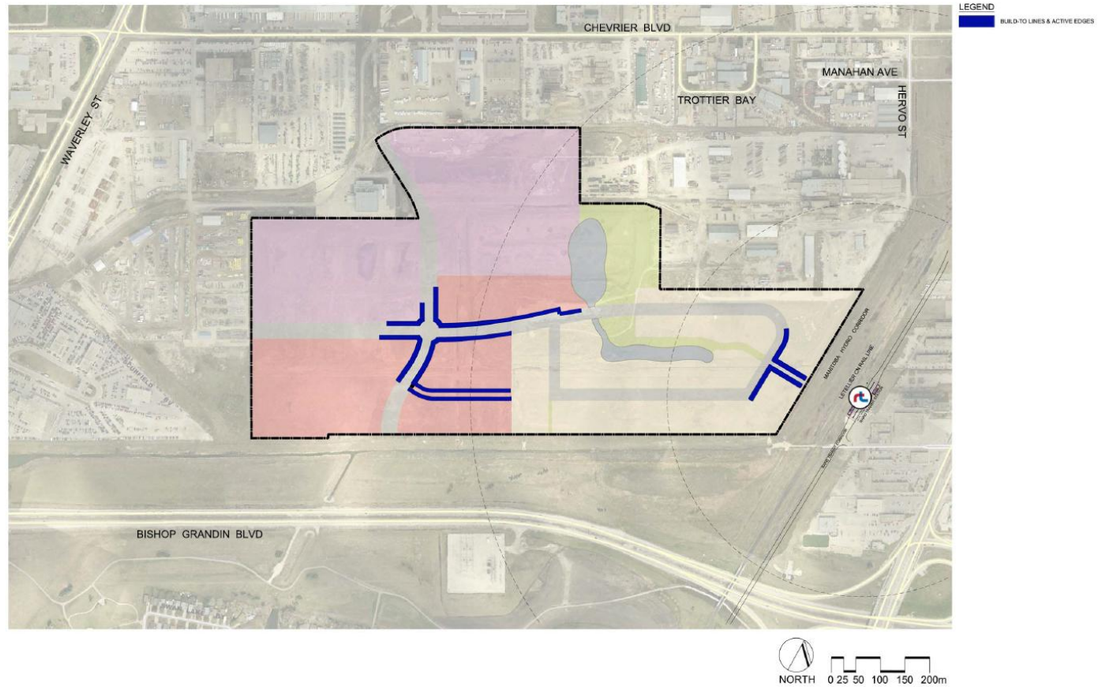



**Figure 29 - Build-To Lines and Active Edges Concept Map**

## 5.5. Shade and Shadow

Denser, mixed-use developments are well known for their benefits. However, as building heights and massing increase, the potential for negative shade and shadow impacts on surrounding areas grows with them. The higher density nodes within this development should be designed in ways that mitigate some of these potential impacts.

Shade and Shadow Policies:

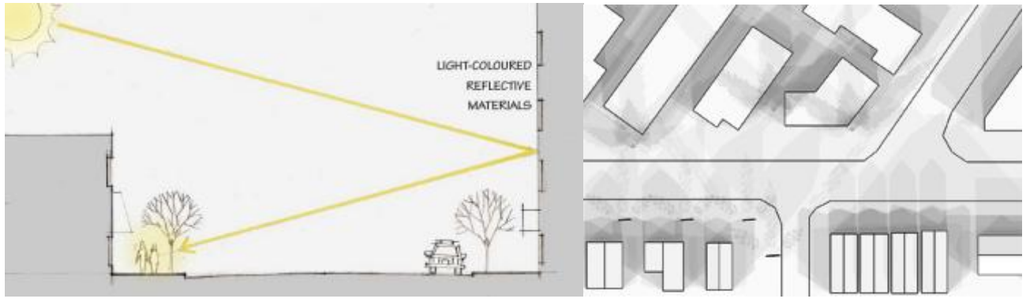
a) Design and locate taller buildings to minimize the adverse impacts of shadows on adjacent private and public spaces;

b) Encourage larger buildings to step-back as their height increases, to minimize shading and improve the development's pedestrian scale;

c) Design tower portions of taller buildings with a more slender profile, to reduce the shadow impacts below;

d) Limit the length of buildings along key pedestrian streets and public spaces, in order to allow for sunlight and openness; and,

e) Require buildings over 10 stories to provide a shadow study as part of the development permit process.






## 5.6. Public Realm Improvements

The public realm consists of everything from streets and sidewalks, to parks and open spaces. The quality of the public realm, and the manner in which it interfaces with private spaces, is a key to creating communities that people want to live, work, and play in.

Public Realm Policies:

a) Encourage enhanced streetscaping within community nodes, including:
   i. Well-designed benches and street furniture;
   ii. Landscaping and trees;
   iii. Patios, where appropriate;
   iv. Plazas;
   v. Weather protection or shelter, where appropriate;
   vi. Unique paving for sidewalks (e.g. brick, integrally coloured concrete);
   vii. Public art; and,
   viii. Pedestrian scale signage and lighting.

b) Promote high quality connections between various elements of the public realm, through sidewalks, plazas, linear parks, or pedestrian and cycling networks;

c) Ensure pedestrian safety and priority, by creating accessible, well-signed, and distinctive crosswalk treatments at high traffic intersections;

d) Enhance the pedestrian experience by promoting human scale public realm improvements; and,

e) Ensure that street furniture and landscaping do not impede sidewalk maintenance, particularly snow clearing.

## 5.7. Gateways, View Corridors, and Transit Station Integration

In denser community nodes, the positioning and massing of buildings offers opportunities to create both gateways and view corridors. These gateways, or vistas, are not only interesting and aesthetically pleasing to pedestrians, but can direct them to key focal points of the development and to the RT Station. The intent of this section is to introduce policies which promote and enhance these vistas, lead pedestrians to key destinations within the development, and integrate the Plaza Drive RT Station.

Gateway and View Corridor Policies:

a) Encourage clear sightlines along pedestrian corridors and public spaces;

b) Integrate and connect Plaza RT Station to the heart of the mixed-use node with a strong community gateway by:
   i. Massing buildings along the gateway up to the street, to frame the vista;
   ii. Encouraging enhanced streetscaping and landscaping; and,
   iii. Enabling active frontages along the corridor.

c) Create a sense of arrival at each end of the gateway (e.g. Plaza Drive RT Station and community node); and,

d) Provide plazas at either end of the connection to the Plaza Drive RT Station to create gateways into the community and provide efficient connections for transit uses. These open spaces will generally be hard surface plazas, with active uses, such as retail and restaurant spaces, fronting onto them.



## 5.8. Housing Diversity

Housing diversity is an important issue in regards to promoting a 'complete community' and developing according to TOD principles. Bishop Grandin Crossing presents an opportunity to introduce a wide variety of different housing types and tenure for Winnipeg's changing and growing population. This includes options for seniors, diverse household sizes and compositions, those of more modest incomes, and those for whom access to transit is a priority. TOD-based projects such as Bishop Grandin Crossing can add to the supply of housing that is considered affordable by providing the opportunity for a variety of housing types, sizes, and tenures, and by reducing household transportation expenditure. In addition, a variety of housing types and tenure allows individuals the opportunity to meet their housing needs and lifestyle changes within a neighbourhood.

Housing Diversity Policies:

a) Include the opportunity for a variety of housing types, tenures, and unit sizes within the Bishop Grandin Crossing community, such as townhouses, live-work units, walk up apartments, and mid and high rise condo and apartment buildings;

b) Encourage the inclusion of market integrated affordable housing, where feasible;

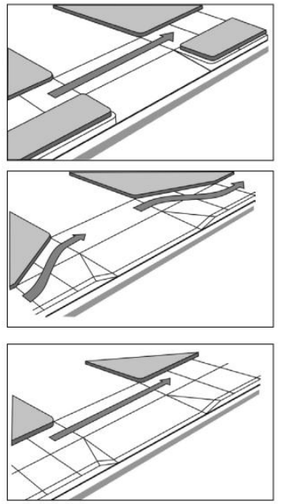
c) Promote the inclusion of visitable and universally accessible housing units; and,

d) Encourage the inclusion of housing types to meet the needs of seniors, including supportive or assisted living housing options.

## 5.9. Universal Accessible Design

Universal Accessible Design involves principles and guidelines for building communities that are accessible to all people, regardless of age or ability. They seek to remove a wide range of barriers for those with disabilities and mobility issues. The intent is to develop Bishop Grandin Crossing as a community that is welcoming and inclusive of people from all walks of life.

Universal Accessible Design Policies:



a) Give consideration in key areas to the provision of additional accessible parking spots beyond what is required in the zoning by-law;

b) Ensure that there are adequate drop-off locations for Handi-Transit vehicles, particularly in denser areas;

c) Use changes in texture and colour to clearly demarcate stairs, crossings, or entrances;

d) Ensure that curb cuts are wide enough to accommodate walkers, wheelchairs, and strollers, while minimizing their slope if possible;

e) Install both audible and visual traffic signals (particularly at cross-walks and pedestrian crossings) for the visually and hearing impaired respectively;

f) Minimize wording on public signage; use universally understood symbols and simple graphics where possible;

g) Include rest areas (e.g. benches) at regular intervals along pathways and sidewalks. This is particularly important for the elderly and those with mobility issues; and,

h) Utilize the guiding principles from the 2010 City of Winnipeg Accessibility Design Standards when developing Bishop Grandin Crossing, where feasible.

## 5.10. Crime Prevention Through Environmental Design (CPTED)

The way we design communities can have a significant impact on safety, and the perception of safety. While dark alleys and isolated courtyards can invite undesirable activities, well-lit spaces and active frontages help deter would-be offenders. Bishop Grandin Crossing will apply the tenets of Crime Prevention through Environmental Design (CPTED), an approach to increase public safety through planning and design.

Crime Prevention Through Environmental Design (CPTED) Policies:

a) Maximize the amount of active frontages facing public spaces in order to promote more "eyes on the street";

b) Provide high quality and appropriate lighting along streets, alleys, pathways and parking areas, in order to increase visibility;

c) Avoid creating blind-spots or dead spaces in parks or along pathways, to promote safety within these community amenities;

d) Ensure that public spaces and open spaces have several sightlines and unobstructed views, in order to maximize their visibility;

e) Promote natural surveillance within the community by enabling the co-location of compatible uses that attract different users at different times of day;

f) Avoid blank walls that can attract graffiti and vandalism;

g) Locate bicycle parking in front of retail developments to discourage theft or vandalism; and,

h) Discourage landscaping that conceals or isolates people and sightlines.



## 5.11. Innovative Parking Strategies

Bishop Grandin Crossing is envisioned as a mixed-use development, with a variety of uses in a pedestrian friendly environment. Numerous studies have demonstrated that TOD-based projects have lower car ownership rates, lower trip generation rates, and require significantly less vehicular parking spaces than is typically required; however, these must be balanced with market realities on the ground. As Winnipeg gradually progresses towards a less auto-dependent city, automobile use and parking must still be considered in a context-sensitive manner.

The key is to minimize parking's impact on the urban form and pedestrian nature of this development. It is important to facilitate parking in places and in forms where it is unobtrusive and is not a detriment to Bishop Grandin Crossing's quality of place. This means reducing and screening surface parking, and reducing or eliminating minimum parking requirements where appropriate. In creating a street and block structure, many opportunities will open up for on street parking. This is beneficial to retail uses, particularly to those on the proposed commercial main street. On street parking also buffers the pedestrian realm from moving traffic.

Innovative Parking Strategy Policies:

a) In appropriate locations, situate surface parking areas behind or beside buildings, and screen them from view via landscaping treatments and building location;

b) Adequately buffer parking lots from incompatible uses using landscaping, screening, and other methods;

c) Frame on-street parking with sidewalk "bulb-outs", in order to increase pedestrian safety along major streets;

d) Plan parking at the area level, rather than on a building by building basis in areas with comprehensive development plans and consolidated ownership. Parking lots serving more than one building or use can provide the flexibility needed to accommodate a wide range of residents and patrons while minimizing spaces;

e) Relax parking regulations and ratios within 400 - 800 m of Plaza Drive RT Station, including reducing or removing parking minimums;

f) Provide the opportunity for structured parking in the highest density areas (e.g. near Plaza Station), where economically feasible and practical. Enable the development of active frontages along the main floor of parkades (e.g. retail at-grade);

g) Parking facilities and areas should be designed to feed pedestrians onto primary pedestrian routes;

h) Recognize the importance of short-term customer parking (whether on-street or off-site) for retail and other tenants of mixed-use development;

i) Promote increased opportunities and parking for bicycles, carpool and carshare / car coop vehicles, and charging stations for alternative fuel vehicles; and,

j) Monitor parking demand as future phases develop, and revise requirements to adapt to observed conditions.



## 6.0 Mobility Strategy

Mobility is a critical element when planning for transit oriented development. Mobility choices are key ingredients to a livable TOD environment because they increase access to jobs, conserve energy, relieve congestion, support public safety, and encourage social and economic activity. Additionally, people at various stages of life and mobility share these benefits. Mobility improves circulation between the RT station, the surrounding areas, and to and within Bishop Grandin Crossing. Choices also minimize the impact of new development on major regional mobility corridors such as Bishop Grandin Boulevard, and Pembina Highway. Enhanced pedestrian and bicycle routes are an important component that provides safe, direct, convenient and attractive connections.

One of the defining characteristics of TOD is the availability of mobility options, thus allowing people to do a majority of their daily activities without needing a car for every trip. Whether the neighborhood is served by on-street transit or rapid transit, service needs to be frequent and reliable. In addition, people need to be able to circulate within the area, so TODs must prioritize the needs of non-motorized modes. In many ways mobility planning within transit oriented developments involves inverting the typical transportation planning hierarchy, placing pedestrians as the highest priority and form of mobility, and private single occupancy vehicles as the lowest. Central to this is embracing a Complete Streets approach, providing comprehensive pedestrian and pedestrian and cycling networks, and strong connections and integration with the Plaza Drive RT Station.

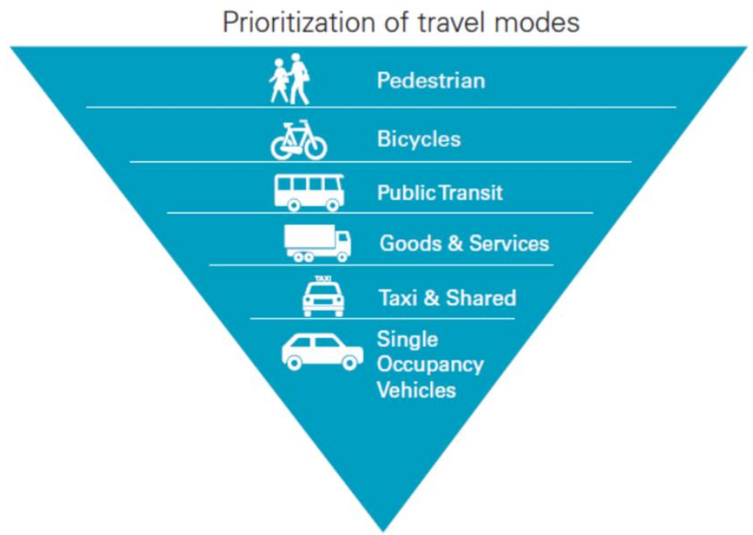



Figure 30 - Prioritization of Travel Modes in TOD

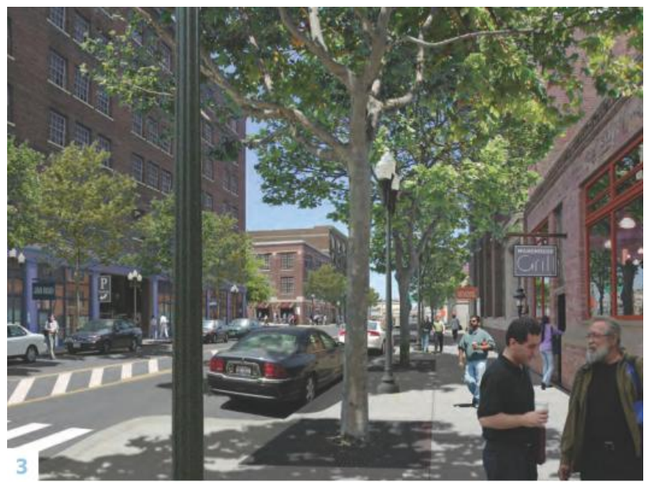
### 6.1. Complete Streets

Complete Streets are safe, livable, and welcoming streets for everyone. Regardless of age, mobility, trip purpose, or mode, streets should be safe, comfortable places for all users. On a complete street anyone should be able to walk to shops, bike to work, catch a bus, feel safe to walk to and from transit stops, and reasonably navigate in a car.

Complete Streets are designed and operated to balance the safety and mobility needs of all users, respecting the relative regional and localized context of the street. The Proposed Road Network concept and conceptual cross sections are provided below. Determining how any given street (or portion thereof) can become more complete requires a good understanding of each of the street users' needs from the perspective of both the local context and the larger network context:

- Pedestrians, cyclists, transit users, and motorists of all ages and abilities should be able to safely move along and across a complete street;
- By improving opportunities for other modes of travel, Complete Streets can reduce dependence on automobiles and enhance economic and urban development opportunities;
- Complete Streets can include a variety of features: road narrowing, on-street parking, bicycle lanes, bus lanes, sidewalk expansion, streetscape, and speed limit reductions; and,
- Complete Streets respond to the community context and will look different in different locations but will always balance the safety and convenience of everyone using the road.

A core concept of Complete Streets is a focus on the pedestrian user. Whether a person is commuting via RT, a shopper who is driving to a store, a resident is walking to a café, or a student is bicycling to school, every trip starts and ends as a pedestrian trip. Bishop Grandin Crossing will provide a safe, welcoming pedestrian environment throughout the community, so that all travelers can walk along an interesting and safe route between their homes, offices, transit stops, or other destinations.



Complete Streets Policies:

a) Promote a high level of street design, including sidewalks, boulevards, boulevard trees, street furniture, and pedestrian lighting;

b) Install bollards, trees, and other street furniture to protect pedestrians and buildings from traffic, and to increase the perception of pedestrian safety;

c) Minimize the number of driveways, garage entrances, and dedicated turning lanes on main pedestrian routes;

d) Minimize streets widths in the station area to the smallest width needed to accommodate local travel speeds and emergency vehicle access;

e) Design sidewalks to exceed universal accessibility design standards, ensuring that they are wide enough for wheelchairs and strollers, well lit, and safe for the visually impaired;

f) Include street furniture (e.g., benches) and design features (e.g., human-scale street lights) without blocking traveler's "desire lines" (paths which travelers use, whether designated or not);

g) Design sidewalk-driveway interfaces to be identical to sidewalks (e.g. the sidewalk material and level should continue across the driveway). This alerts both pedestrians and drivers that they are traveling on an extension of the sidewalk;

h) Connect Plaza Station or key bus stops with nearby intersections and destinations using the shortest and most direct route as possible;

i) Install curb extensions ("bulb-out" sidewalks) at all corners with on-street parking, to increase pedestrian safety;

j) Enhance the pedestrian network and pedestrian safety by:

   I. Installing pedestrian signals at all traffic signals;

   II. Actuating pedestrian phase at all times with traffic phase; and,

   III. Including leading pedestrian intervals at all signals, allowing pedestrians to start ahead of traffic.

k) Reduce vehicular roadway lane widths and rededicate the reclaimed space to provide or widen sidewalks, crosswalks, paths, and bike lanes;

l) Reduce the number of conflict points between motorized and non-motorized modes. Where conflict points are unavoidable, ensure non-motorized modes have clearly delineated pathways and that drivers are aware of their responsibility to share the road; and,

m) Increase road and path connectivity, with special non-motorized shortcuts, such as paths between cul-de-sac heads and mid-block pedestrian links.

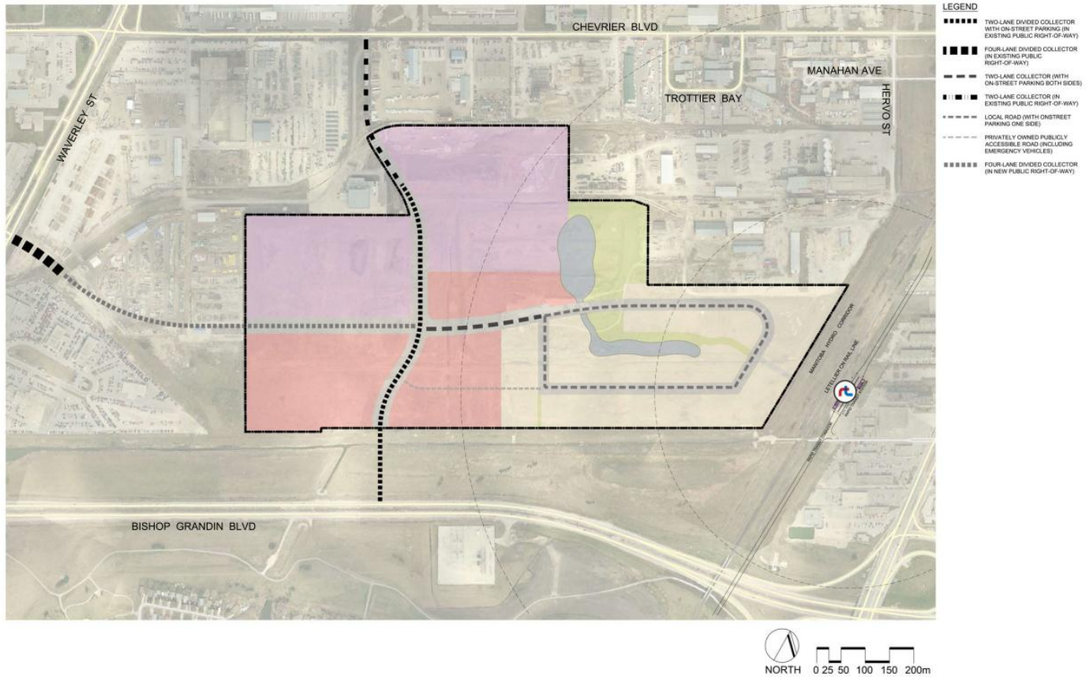



Figure 31 - Proposed Road Network Concept

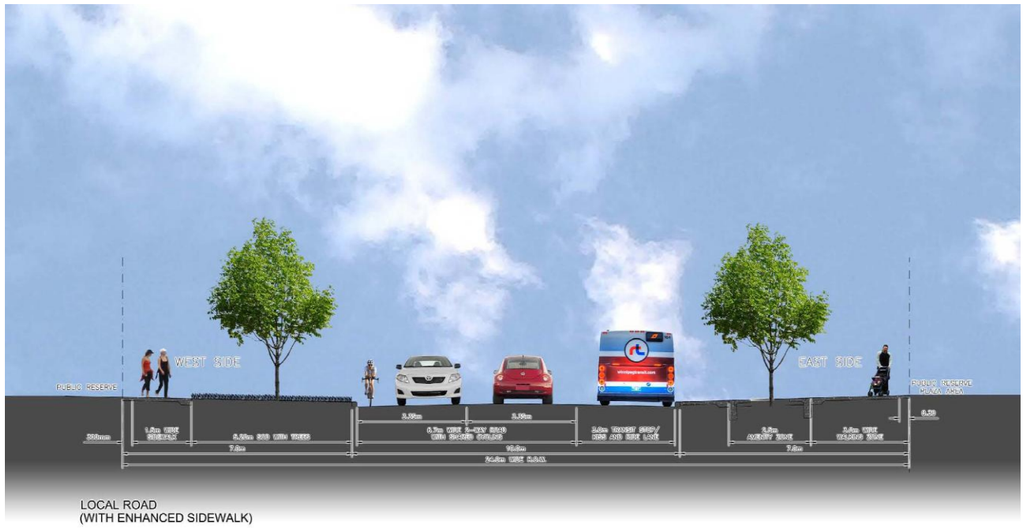



Figure 32 - Conceptual Complete Streets Cross Sections

## 6.2. Pedestrian and Cycling Network

Great pedestrian environments share several characteristics – safety, accessibility, active frontages, interesting designs, and key destinations. Since pedestrians interact primarily with the lower levels of buildings, design at the street level should focus creating a pedestrian oriented environment. The Pedestrian and Cycling Concept Map illustrates a pedestrian network for the Bishop Grandin Crossing, and connections to Plaza Drive RT Station and beyond.




Active transportation is any type of human-powered transportation, and includes walking, jogging, cycling, skateboarding, rollerblading, and using a wheelchair, among others. A strong network of interconnected pathways, particularly those that link key destinations, enables residents and visitors to use a wide variety of transportation alternatives. Not only do strong active transportation networks reduce greenhouse gas emissions, but they also promote healthier lifestyles for those who use them. Bishop Grandin Crossing will feature an integrated, multi-platform pedestrian and cycling network.

Bicycles will share the road network with motorists and have a dedicated bicycle network connecting to Winnipeg's growing pathway system. The Pedestrian and Cycling Concept Map illustrates a bicycle network for the Bishop Grandin Crossing, and connections to Plaza Drive RT Station and beyond. Adequate and appropriately located bicycle parking is also an important consideration as part of integrating a bicycle network.

Pedestrian and Cycling Network Policies:

a) Design safe and accessible pedestrian networks by promoting universal design, ample lighting, and active frontages which promote "eyes on the street" at all times of day;

b) Encourage dynamic "break out" spaces along key sidewalks, which can host patios, sidewalk sales, buskers, and small markets, all of which contribute to an engaging pedestrian environment;

c) Provide wider sidewalks and increased pedestrian amenities, street furniture, and landscaping in those areas identified as 'enhanced sidewalk' areas in the Pedestrian and Cycling Concept Map;

d) Design pedestrian cross-walks at key intersections with the following considerations:
   i. Universal accessibility;
   ii. Sidewalk curb extensions (or bulb-outs);
   iii. Differently coloured or textured paving materials; and,
   iv. Crossing signals.

e) Design the pedestrian realm (from the property line to the street) as though it were three distinct areas, in order to avoid blocking "desire lines" (paths which pedestrians use, whether designated or not):
   i. Transition Zone – next to the property line, it may include signage, landscaping, and patios;
   ii. Sidewalk – a barrier-free corridor in which pedestrians are free to travel; and,
   iii. Streetscape Zone – next to the street, it may include street furniture, lighting, bike racks, bus shelters, way-finding signs, and landscaping.

f) Ensure that where possible, sidewalks and pathways continue as natural extensions across drive aisles and streets;

g) Allow for "refuge medians" along busier divided roadways, including Newmarket Boulevard;

h) Promote the highest densities around Plaza Station, in order to maximize residents within a 5 to 10 minute walk-shed of the station;

i) Ensure accessibility by encouraging developers to follow the City of Winnipeg Universal Accessible Design standards;

j) Connect new pathways with existing trail networks, streets, and sidewalks;

k) Bicycle networks should run throughout the Bishop Grandin Crossing and directly to the Plaza Drive RT Station, with clear signage leading the way, and bicycle parking available throughout;

l) Public accessible bicycle parking locker storage facilities should be included in public space and in close proximity to the Plaza Drive RT Station;

m) Provide direct connections to the associated pedestrian and bicycle pathways adjacent to the Southwest Transitway;

n) Link key destinations (e.g. mixed-use nodes, transit stations, plazas) via the pedestrian and cycling network, where possible;



o) Design pedestrian and cycling networks to integrate both recreational opportunities and transportation alternatives;

p) Include lighting, signage (both directional and educational), seating, and waste receptacles along pathways;

q) All street designs should include provisions for bicycle parking posts or racks;

r) Separate leisure pathways (e.g. trails, sidewalks) from higher speed facilities (e.g. cycle-tracks) where possible, to increase safety and comfort for users;

s) Retain at least 50% of the frontage onto retention ponds as public reserve, and utilize this space for a linear pathway through the community;

t) Work with the City of Winnipeg to create a linear pathway on their right-of-way south of Bishop Grandin Crossing. The pathway could serve as a key AT connection between Waverley, Pembina, and the mixed-use development; and,

u) All buildings are encouraged to provide generous bicycle infrastructure and amenities, such as bicycle parking, internal bicycle storage facilities, lockers, and showers.

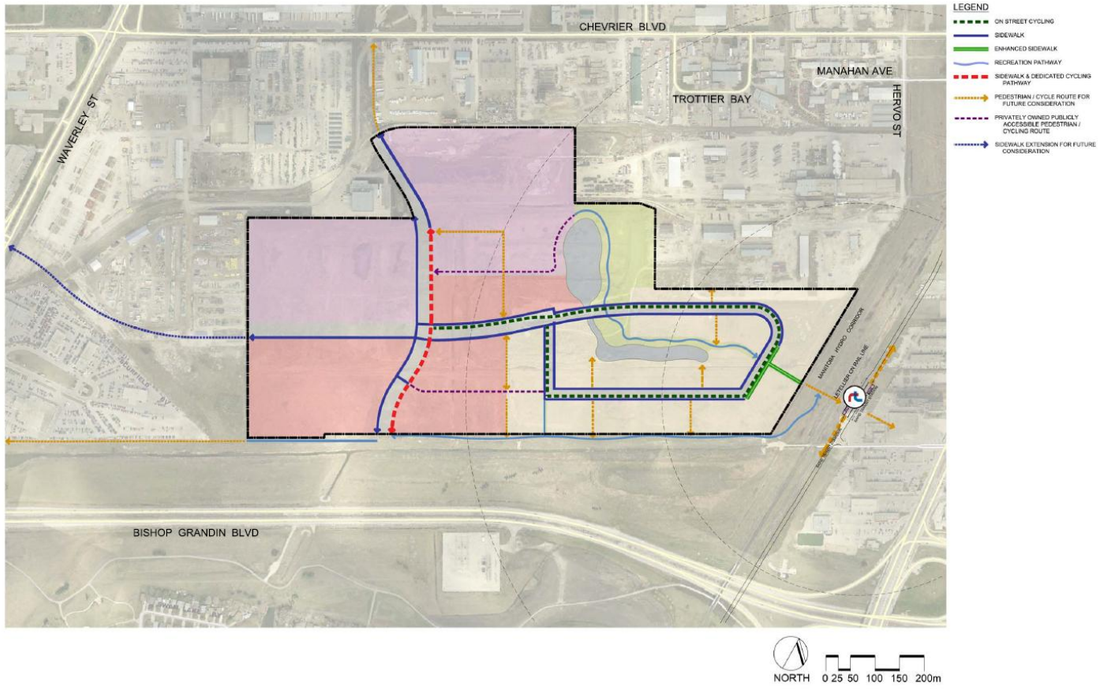



Figure 33 - Pedestrian and Cycling Concept Map

## 6.3. Transit Network, Station Connections, and Wayfinding

Public Transportation is an essential component of the mobility framework, particularly given the location of the proposed Southwest Transitway Stage II and Plaza Drive RT Station immediately adjacent. This includes the internal on-street bus service within Bishop Grandin Crossing, and its connections to the Plaza Drive RT Station, as illustrated in the Conceptual Transit Routing & RT Station Connections figure. Frequent, reliable, all-day transit service is essential, as are the pedestrian amenities to connect and assist in the transit network. This includes sidewalk connections, waiting areas, the bus stops themselves, and wayfinding and direct enhanced connections to the Plaza Drive RT Station.

Transit Network, Station Connections, and Wayfinding Policies:

a) Capitalize on the close proximity of the Southwest Transitway and the Plaza Drive RT Station as a mobility choice;

b) Promote the inclusion and operation of on-street bus service within Bishop Grandin Crossing, with stops located at key connections, intersections, and enhanced transit stop & direct linkages to the Plaza Drive RT Station;

c) Provide direct, pedestrian friendly, high quality linkages to the Plaza Drive RT Station via City of Winnipeg improvements as part of Stage II of the Southwest Transitway;

d) Provide sidewalks to connect the RT Station and bus stops to key nearby intersections and destinations in a manner that is as short, direct, and visually unobstructed as possible;

e) Design transit waiting areas to maximize comfort and safety in all seasons of the year;

f) Ensure that transit stops are accessible and recognizable to all users; and,

g) Promote the close proximity of rapid transit within Bishop Grandin Crossing through the use of wayfinding signage, viewsheds, and pedestrian, bicycle, and open space networks that feed directly to the Plaza Drive RT Station.



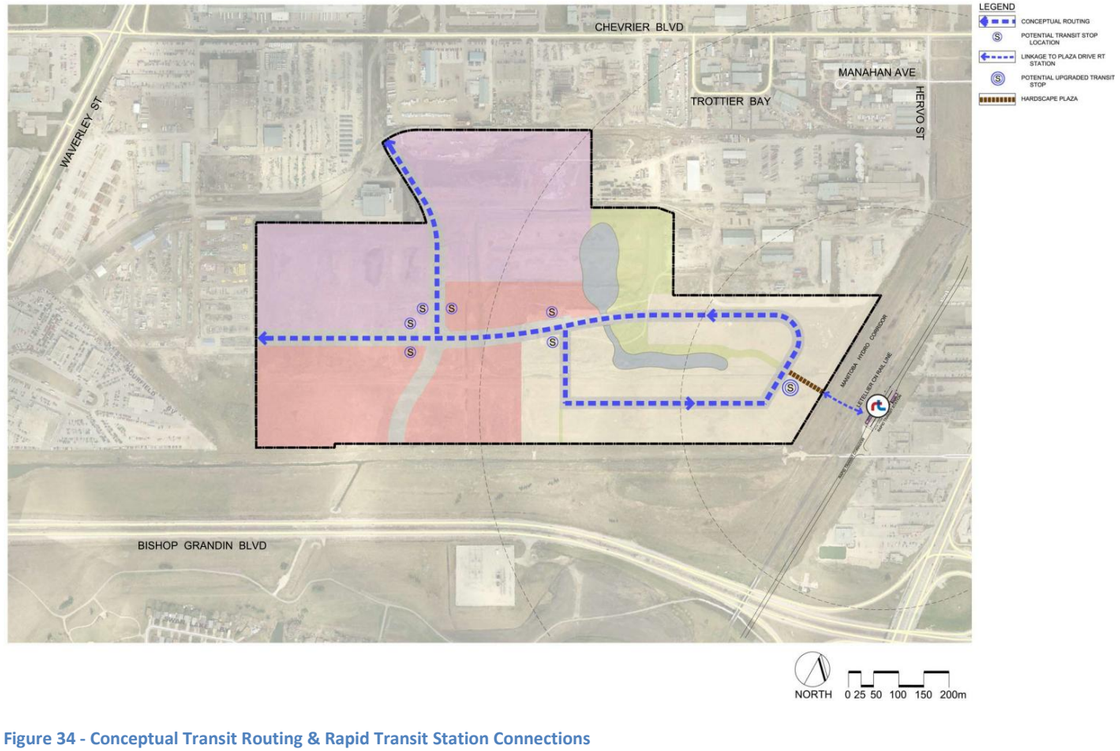



Figure 34 - Conceptual Transit Routing & Rapid Transit Station Connections

## 6.4. Goods Movement Network

Regardless of the mobility option that a majority of residents, employees, and others take, local businesses and employers will require goods and services to be delivered to their establishments within Bishop Grandin Crossing. While goods movement and delivery is important, loading, unloading, and service activities have the potential to impact surrounding residents, and negatively impact the urban and pedestrian realm. The needs of local business owners for deliveries and the larger goods movement network needs must be balanced with the pedestrian orientation of the neighbourhood.

Goods Movement Policies:

a) Balance the need for short term loading from the front streets with the need for public parking and pedestrian oriented design;

b) Encourage loading to be done from back lanes where appropriate;

c) Minimize the number of loading zones by choosing locations that could serve a number of businesses; and,

d) Promote loading from back lanes shared by commercial and residential properties at a reasonable hour to minimize both the noise and congestion impacts.

# 7.0 Environmental Strategy

## 7.1. Sustainable Design Elements

Sustainable communities strive to achieve environmental, social, and economic goals and objectives in concert. Sustainable design encompasses principles and standards that promote these interrelated goals, and includes everything from initiatives that promote efficient use of energy and water, to the re-use of resources and materials. Bishop Grandin Crossing will endeavour to promote sustainable design, as is consistent with the vision of *Major Redevelopment Areas* in *Our Winnipeg*.

a) Implement the vision of Bishop Grandin Crossing as a mixed-use development with the promotion of transit oriented development principles. A compact, pedestrian focused community increases health outcomes, reduces greenhouse gas emissions, and promotes the efficient use of public infrastructure, all tenets of sustainable design;

b) Design buildings in ways that reduce their energy consumption requirements, including:

   I. Reusing and recycling building materials, where possible, in the construction of new buildings;

   II. Increasing day-lighting and natural heating by orienting major windowed facades to the south and situating taller buildings on the north side of the street; and,

   III. Encouraging the use of Energy Star appliances, and energy efficient windows, insulation, toilets, furnaces, and lighting.

c) Plant landscaping and tree canopies to maximize natural shading in the summer, in order to reduce air conditioning costs;

d) Encourage the use of solar panels for public lighting and signage, if possible;

e) Enable the use of greywater for irrigation of public parks and boulevard grass. Encourage rainwater harvesting, where feasible;

f) Naturalize retention ponds to help manage and filter run-off, and to reduce the amount of piped infrastructure needed; and,

g) Promote various options for the re-use of on-site mounds of spent lime, such as for landscaping, in order to avoid costly and environmentally unfriendly trips to the landfill.

## 7.2. Green Infrastructure

Green infrastructure generally refers to the integration of the built environment and natural systems; essentially, it serves to solve urban, built-form challenges with ecological processes. Bishop Grandin Crossing is envisioned as an advocate for community sustainability. As such, the principles and innovations of green infrastructure will be incorporated into its design where possible and economically feasible.

Green Infrastructure Policies:

a) Encourage advanced structural engineering techniques so that buildings in commercial and flex areas can support green roofs, if practical. Green roofs can minimize rainwater impacts during heavy storm events, help regulate building temperatures, and improve air quality;
b) Promote the use of bio-swales to naturally drain and filter run-off from parks, pathways, and potentially parking areas;
c) Promote rain gardens or similar other approaches as alternatives to on-site storm-water retention, particularly in parks and townhouse developments;
d) Naturalize storm-water retention ponds, in order to better filter run-off, deter nuisance birds (e.g. Canada Geese), reduce maintenance costs, and promote native species;
e) Encourage the use permeable pavement along pathways and alleys as an alternative to traditional concrete or asphalt, in order to manage and filter run-off, while giving trees more room to root; and,
f) Promote the introduction of other green infrastructure approaches, such as district heating / cooling systems, rain water catchment and harvesting systems, solar-powered lighting, and others.




## 8.0 Infrastructure and Servicing Strategy

### 8.1. Water Infrastructure

The purpose of these policies is to provide for a suitable water distribution system designed to service the plan area:

a) The internal watermain system will provide an integrated looped water system. Water will be provided to Bishop Grandin Crossing via two feed points, located at:
    i. Waverley Street and Scurfield Boulevard off an existing 300 mm watermain; and,
    ii. Chevrier Boulevard off an existing 200 mm watermain.
b) The water system will be designed to provide target fire flow rates based on Fire Underwriters Survey (FUS) guidelines during maximum daily demands;
c) The water distribution system for the proposed development will be designed to adequately and efficiently serve the ultimate development of the area;
d) As part of the initial Development Application, the developer(s) shall be required to submit a site-or development-specific water distribution analysis along with development phasing plans to demonstrate that any future development can be serviced in accordance with the overall design of the water distribution system for the area; and,
e) Encourage water conservation initiatives by promoting use of WaterSense labeled products and considering rain and grey water technologies for household purposes.

### 8.2. Wastewater Infrastructure

The proposed development is located within the Area 10 and Area 11 Sewer Districts. Wastewater would drain into the existing 1350 mm interceptor sewer along Bishop Grandin Boulevard, which eventually discharges into the South End Pollution Control Centre.

The purpose of these policies is to provide for a suitably designed sanitary sewer system to service the proposed development:

a) The wastewater sewer system will connect with the existing 1350 mm interceptor sewer in the Bishop Grandin right-of-way;
b) The wastewater sewer system for Bishop Grandin Crossing shall be designed to adequately and efficiently serve the proposed development; and,
c) As part of the Development Application, the developer(s) shall be required to submit a wastewater sewer servicing analysis to demonstrate that the subject sites and developments can be serviced in accordance with the overall design of the wastewater sewer system for the area.

### 8.3. Land Drainage Infrastructure

Bishop Grandin Crossing is located within Area C of the Fort Garry Drainage Area (Part C), and would discharge into the Lot 16 Drain at a controlled rate (as specified by the City's Water and Waste Department). These policies serve to provide for the design and development of a suitable and efficient stormwater management system, which will serve the urban, mixed-use development within this Major Redevelopment Area:

a) A system of both naturalized retention ponds and land drainage sewers will be used to collect, store, and discharge the surface runoff;

b) As part of the development approval process, the developer(s) shall submit a Stormwater Management Plan consistent with the Master Drainage Plan as approved by the City to demonstrate that the site(s) can be serviced in accordance with the overall design of the stormwater management system for the area; and,

c) The land drainage system for the Bishop Grandin Crossing will incorporate water sensitive urban design techniques such as naturalized retention ponds, rain gardens, permeable pavements, etc. where feasible and practical.

## 9.0 Phasing and Implementation

### 9.1. Phasing

Bishop Grandin Crossing is anticipated to be developed over a period of ten to fifteen years. Phasing will be contingent upon market demand, and logical infrastructure servicing. At this time it is anticipated that various residential forms in the Urban Mixed Use Area would be developed first. Development of the commercial frontages in closest proximity to the multiple-family is expected to follow to serve the residents. The balance of retail commercial, business office park, flex industrial and ancillary uses will follow on the more westerly located lands, based on marketplace demand and continued favourable economic conditions. The Mixed Use Employment – West area adjacent to the Manitoba Hydro facility may be occur early in the phasing and development of the site – dependent on the needs and timing of potential users Ultimately, each phase of the development will proceed based on the economics of development and market interest.

### 9.2. Implementation

The Implementation Section identifies at a high level the essential action items necessary to successfully develop the Bishop Grandin Crossing site according to the vision and policies contained in the Area Master Plan, and consistent with the City's *OurWinnipeg, Complete Communities Direction Strategy,* and other associated *Direction Strategies* and implementation documents, such as the *Winnipeg TOD Handbook*.

The following table outlines the various implementation measures for the Bishop Grandin Crossing Area Master Plan, and is organized by Policy Area, Developer Led and City Led categories, and by time frame. While all measures are important, the reality of market conditions, infrastructure constraints, capital budgets, and funding require assigning time frames by short-term (1-5 years), mid-term (5-10 years), or long-term (10 years+). This table does not require these time frames if opportunities arise sooner than predicted, or if market realities require longer horizons.

While responsibilities of implementation are identified in terms of developer-led or City-led measures, a team approach between the City, developers, and various entities is crucial. Many aspects of implementation involve numerous tools, activities, and parties, hence implementation measures may indicate several areas.

| No. | Action | Responsibility | Timeframe | | |
|---|---|---|---|---|---|
| | | | Short | Medium | Long |
| **A** | **Transit Oriented Development** | | | | |
| 1 | Rezone the site from M2 Manufacturing General to the appropriate mixed use zoning districts (CMU, RMU) to facilitate the recommended mix of uses. | City of Winnipeg | √ | | |
| 2 | Create a Planned Development Overlay (PDO) zoning district to adjust certain zoning by-law requirements to facilitate transit oriented development (eg, building setbacks, etc), facilitate a predictable scale and form of development and encourage use of alternative modes of transportation (rapid transit). | Hopewell and City of Winnipeg | √ | | |
| 3 | Complete the Stage II Southwest Rapid Transit Corridor (SWRTC) to introduce rapid transit to the area. | City of Winnipeg | | √ | |
| 4 | Locate and complete the Plaza Drive Station to provide access from the development to the rapid transit line. | City of Winnipeg | | √ | |
| 5 | Collaborate to ensure siting of the pedestrian and cycling connection to the Plaza Drive Station optimizes site lines, views and access to the Station. | Hopewell and City of Winnipeg | | √ | |
| 6 | Confirm grade level pedestrian crossing of CN Letellier rail line and Manitoba Hydro transmission line corridor from Bishop Grandin Crossing to Plaza Drive Station. | Hopewell, City of Winnipeg and CN | | √ | |
| | | | | | |
| **B** | **Active Transportation** | | | | |
| 1 | Complete the pedestrian and cycling network to ensure there is connectivity between uses, the site is pedestrian oriented and walkable. | Hopewell | | √ | |
| | | | | | |
| **C** | **Land Use and Development** | | | | |
| 1 | Prepare design guidelines/architectural controls to guide the design and construction of buildings to ensure they meet the intent for each sub-area and are consistent with the Plan. | Hopewell | √ | | |
| 2 | See A1 | City of Winnipeg | √ | | |
| 4 | See A2 | Hopewell and City of Winnipeg | √ | | |
| | | | | | |
| **D** | **Infrastructure and Servicing** | | | | |
| 1 | Install on-site infrastructure and municipal services. | Hopewell | √ | √ | √ |
| 2 | Install off-site infrastructure and municipal services. | Hopewell and City of Winnipeg | | √ | √ |
| 3 | Prepare a comprehensive servicing report (by a qualified engineer) which will outline the provision of water, wastewater and land drainage facilities required to service the proposed development in accordance with, and to the satisfaction of, the Director of Water and Waste. | Hopewell | √ | | |
| | | | | | |
| **E** | **Parking, Traffic, Transportation and Transit** | | | | |
| 1 | See A2 | Hopewell and City of Winnipeg | √ | | |
| 2 | Prepare a Traffic Impact Analysis report (by a qualified engineer) to the satisfaction of the Director of Public Works. | Hopewell | √ | | |
| 3 | Secondary access from Area 1 to Newmarket Boulevard to be on private road constructed to City of Winnipeg standards. | Hopewell | √ | | |
| 4 | Work with Winnipeg Transit to optimize routing of local bus service through the site. | Hopewell | | √ | |
| | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| **F** | **Parks and open space** | | | | |
| 1 | See C1 | Hopewell | √ | | |
| 2 | Pedestrian connections between the site and Bishop Grandin Boulevard and the proposed Plaza Drive Station to be dedicated as public reserve. | | √ | | |
| | | | | | |
| **G** | **Urban Design** | | | | |
| 1 | See C1 | Hopewell | √ | | |
| | | | | | |
| **H** | **Environmental** | | | | |
| 1 | Work with the Public Works and Water and Waste departments to determine permanent solutions for relocation or reuse of the lime mud residue stockpiles. | Hopewell | √ | | |
| | | | | | |
| **I** | **Plan Administration** | | | | |
| 1 | Schedule A Plan Approval | Hopewell and City of Winnipeg | √ | √ | √ |
| 2 | See C1 | Hopewell | √ | | |
| 3 | Parking management plan | Hopewell | | √ | |
| 4 | Master signage plan | Hopewell | | √ | |
| 5 | Cross access agreements | Hopewell | √ | | |
| 6 | See A1 | City of Winnipeg | √ | | |
| 7 | Prepare an Addendum to the AMP to outline the process for amendment to the Plan (“Operationalizing the Area Master Plan”) | City of Winnipeg and Hopewell | √ | | |
| 8 | Rescind previous Development Agreement and create new Development Agreement to address land dedication and servicing. | City of Winnipeg | √ | | |
| 9 | Work with the Winnipeg Fire Paramedic Service to prepare a building addressing plan and site plan to satisfy needs for emergency vehicle access and orientation. | Hopewell | | √ | |
| 10 | Rescind previous Zoning Agreement and create new Zoning Agreement to address fencing issues, etc. | City of Winnipeg | √ | | |

Figure 35 - Bishop Grandin Crossing Area Master Plan Implementation Table

# Part D: Appendices

## Appendix A – Results of Public Consultations

**Sugar Beet Lands Major Redevelopment Site (MRS) Area Master Plan**

**First Public Open House**

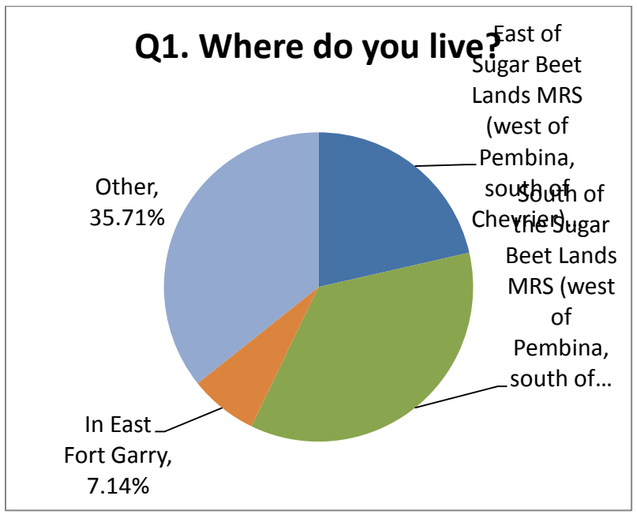
**September 25, 2013**

**1.0 Public Open House Introduction**

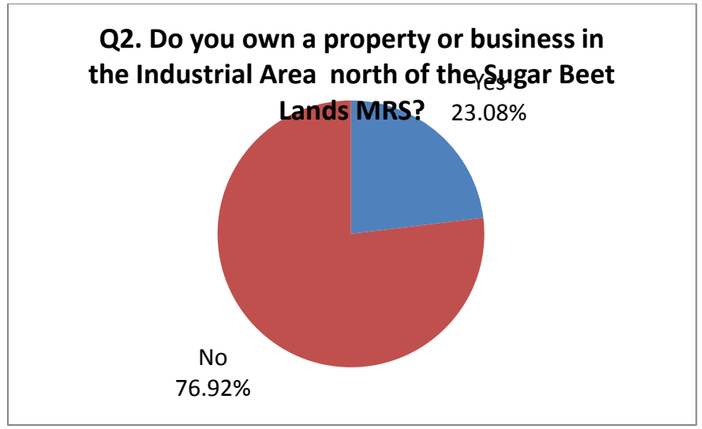
The purpose of this Public Open House was to provide information on the Bishop Grandin Crossing Area Master Plan for the Sugar Beet Lands Major Redevelopment Site. A Questionnaire was provided to obtain public input on the Conceptual Area Master Plan Vision of how the area may be developed.

There were over 30 participants at this First Public Open House which was held at the Canad Inns Destination Centre located at 1824 Pembina Highway on Wednesday, September 25, 2013. Of these 14 people responded to the questionnaire.

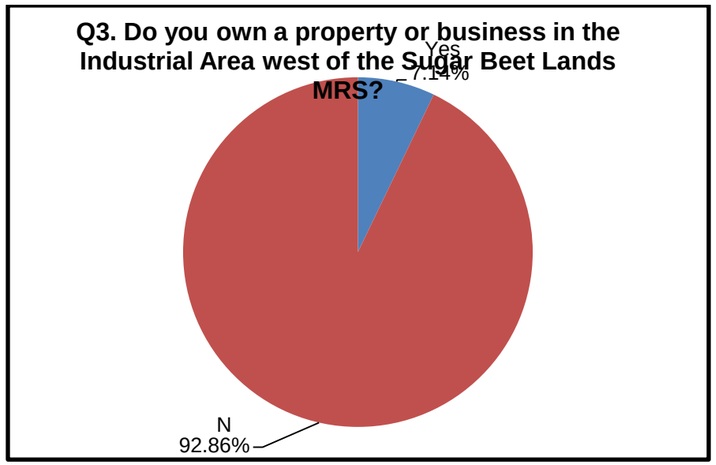
35.71% of respondents live South of the Sugar Beet Lands MRS (west of Pembina, south of the Bishop Grandin), 7.14% live in East Fort Garry, 21.44% of respondents live East of the Sugar Beet Lands MRS (west of Pembina, south of Chevrier) and 35.71% of respondents live in another location noted as Other.




23.08% of participants own a property or business in the Industrial Area north of the Sugar Beet Lands MRS.




7.14% of participants own a property or business in the Industrial Area west of the Sugar Beet Lands MRS




The Public Open House was advertised in the September 18th Edition of The Sou'Wester. In addition, Industrial land owners to the north and west and key stakeholders were sent an e-mail invitation and an invitation letter was delivered to all addresses along Chevrier Blvd. (between Waverley Street and Pembina Hwy), on Manahan Ave.and east of the Manitoba Hydro lands and west of Pembina Hwy (from Chevrier Blvd & Bishop Grandin Blvd).

The following summarizes the results of the Public Open House. These results represent only the views of those who chose to attend the public open houses and submit a questionnaire and cannot be generalized to represent the view of all residents, property or business owners within and adjacent to the Sugar Beet Lands Major Redevelopment Site.

## 2.0 Summary of Open House Findings

The highlights of the Exit Survey findings are:

**Q4: In your opinion, what are the three most important considerations when planning the Sugar Beet Lands Major Redevelopment Site?**

The most important considerations identified were as follows:

- Traffic or Traffic Flow or Traffic Movement (4)
- Rapid Transit 2nd Leg Completion/Rapid Transit Access/ Phase 2 Completion (3)
- Mix of uses (residential, business/commercial and green space) (3)
- Proper/safe access (motor vehicle, cyclist and pedestrian) (3)
- Schools (2)

**Q5: Do you support the change from industrial (with some office and commercial uses) to a mixture of uses including industrial, office, commercial, multi-family residential, public institutional and recreation?**

64.29% of respondents indicated they either Strongly Support or Support and 35.71% were Neutral. No one disagreed.

**Q6: Do you support a Recreation Centre as a future development in the Sugar Beet Lands MRS?**

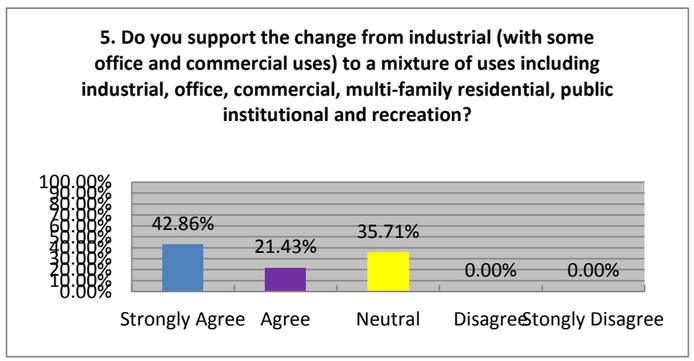
78.57% of respondents indicated they either Strongly Support or Support, 21.43% were Neutral. No one disagreed.

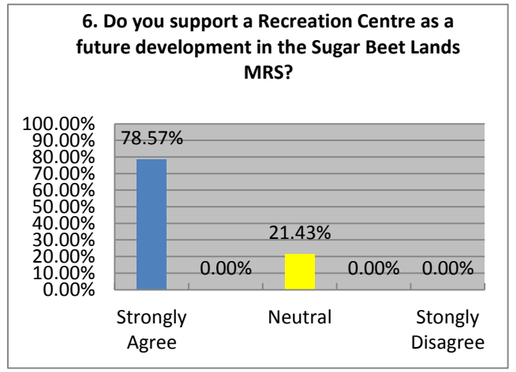
**Q7: Do you support the Multi-Family Residential land uses as future developments in the Sugar Beet Lands MRS?**

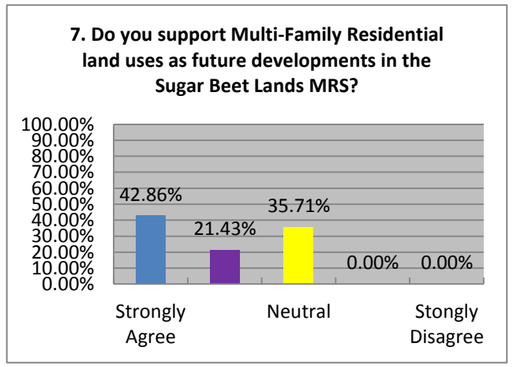
64.29% of respondents indicated they either Strongly Support or Support, 35.71% were Neutral. No one disagreed.

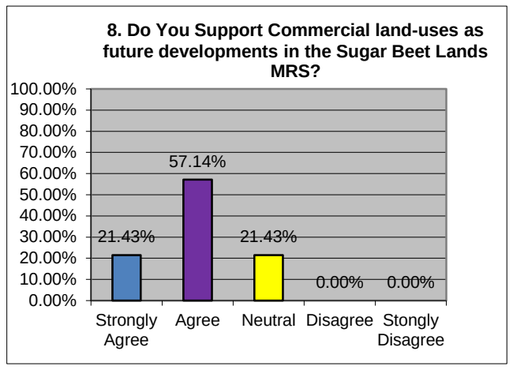
**Q8: Do you support the Commercial land-uses as future developments in the Sugar Beet Lands MRS?**

78.57% of respondents indicated they either Strongly Support or Support, 21.43% were Neutral. No one disagreed.




**Q9: Please give reasons why you AGREE or DISAGREE with Items 5 through 8 above.**

The most common reasons as to why respondents agreed or disagreed with Items 5 through 8 were as follows:

Five (5) respondents stated that mixed use is best plan. More development. More employment. More housing.

Three (3) respondents noted that a Rec Centre is an important part of any high density housing area. There is already a lot of industrial surrounding the proposed development. Winnipeg is always in need of further recreational facilities.

**Q10: Was this meeting helpful?**

92.86% of respondents felt this meeting was helpful. 7.14% of respondents were non-responsive (did not answer this question).

**Q11: Please provide us with any additional comments you may have.**

Two (2) thought this development would be good for local businesses.

Two (2) thought the commercial should have a closer relationship with the residential.

Two (2) respondents were concerned about the cost of the redevelopment and who was going to pay for this redevelopment, including maintenance of additional infrastructure (should not be paid by increase in existing taxes).

Please refer to the attached for a list of all comments provided.

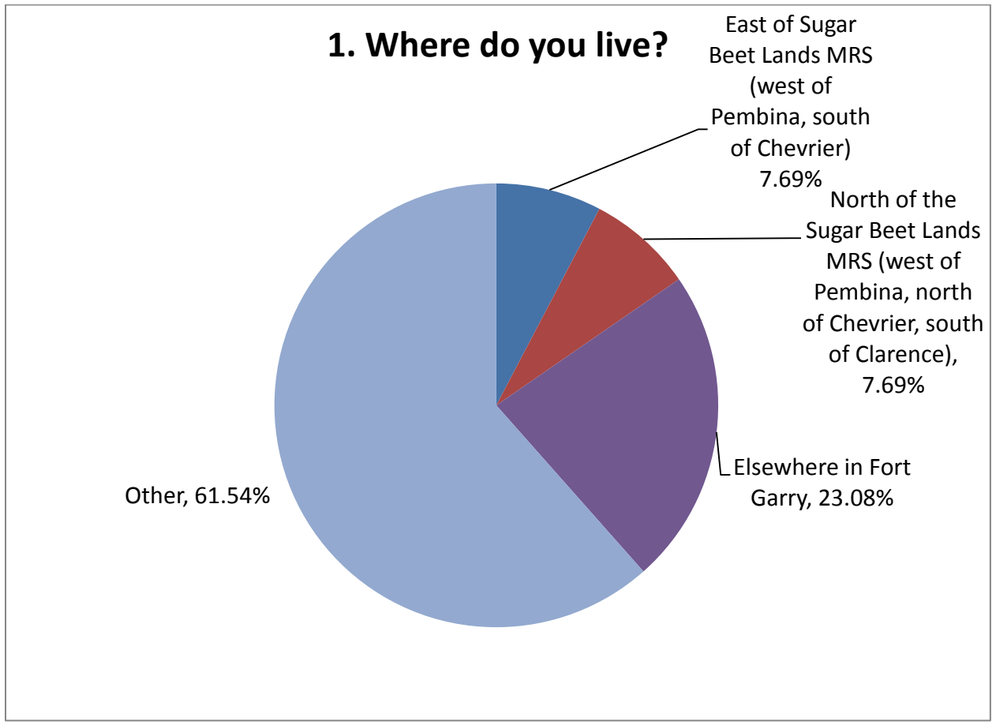
**Sugar Beet Lands Major Redevelopment Site (MRS) Area Master Plan**
**Second Public Open House**
**January 21, 2014**

## 2.0 Public Open House Introduction

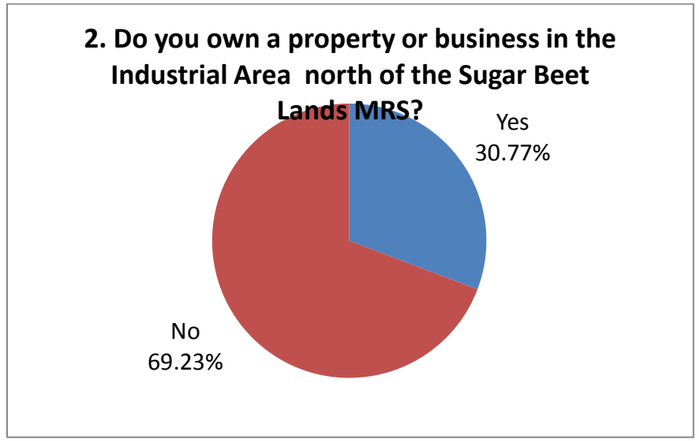
The purpose of this Public Open House was to provide information on the Draft Bishop Grandin Crossing Area Master Plan for the Sugar Beet Lands Major Redevelopment Site. A Questionnaire was provided to obtain public input on the Draft Area Master Plan.

There were over 20 participants at this Second Public Open House which was held at the Canad Inns Destination Centre located at 1824 Pembina Highway on Tuesday, January 21, 2014. Of these 13 people responded to the questionnaire.

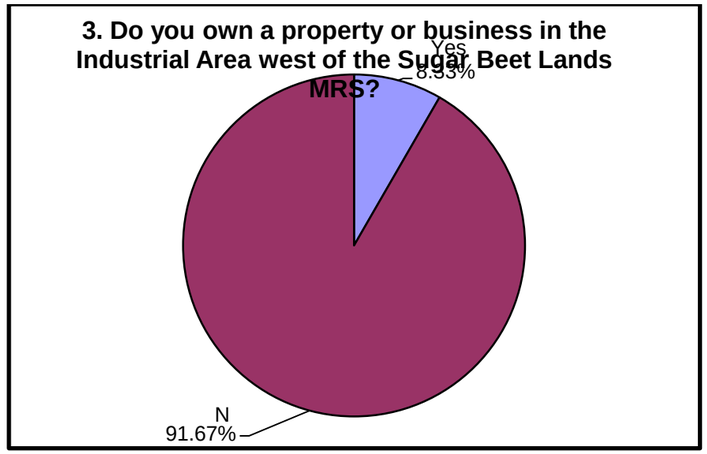
7.69% of respondents live North of the Sugar Beet Lands MRS (west of Pembina Highway, north of Chevrier, south of Clarence), 23.08% live elsewhere in Fort Garry, 7.69% of respondents live East of the Sugar Beet Lands MRS (west of Pembina Highway, south of Chevrier) and 61.54% of respondents live in another location noted as Other.




30.77% of participants own a property or business in the Industrial Area north of the Sugar Beet Lands MRS.




8.33% of participants own a property or business in the Industrial Area west of the Sugar Beet Lands MRS




The Public Open House was advertised in the January 15th Edition of The Sou'Wester. In addition, Industrial land owners to the north and west, key stakeholders and those in attendance at the first open house were sent an invitation (via e-mail, mail or phone call) and an invitation letter was delivered to all addresses along Chevrier Blvd. (between Waverley Street and Pembina Hwy), on Manahan Ave.and east of the Manitoba Hydro lands and west of Pembina Hwy (from Chevrier Blvd & Bishop Grandin Blvd).

The following summarizes the results of the Public Open House. These results represent only the views of those who chose to attend the public open houses and submit a questionnaire and cannot be generalized to represent the view of all residents, property or business owners within and adjacent to the Sugar Beet Lands Major Redevelopment Site.

## 3.0 Summary of Open House Findings

The highlights of the Exit Survey findings are:

**Q4: Do you support the Draft Land Use Strategy summarized on Board 7?**

84.61% of respondents indicated they either Strongly Support or Support. 15.39% of respondents indicated they either Strongly Disagree or Disagree.

**Q5: Do you support the Draft Parks and Open Space Strategy summarized on Board 8?**

84.61% of respondents indicated they either Strongly Support or Support, 15.39% were Neutral. No one disagreed.

**Q6: Do you support the Draft Urban Form and Urban Design Strategy summarized on Board 9?**

84.62% of respondents indicated they either Strongly Support or Support, 7.69% were Neutral. 7.69% of respondents indicated they either Strongly Disagree or Disagree.

**Q7: Do you support the Draft Mobility Strategy summarized on Board 10?**

92.30% of respondents indicated they either Strongly Support or Support, 7.70% were Neutral. No one disagreed.

**Q8: Do you support the Draft Infrastructure and Servicing Strategy summarized on Board 11?**

92.30% of respondents indicated they either Strongly Support or Support, 7.70% were Neutral. No one disagreed.

**Q9: Do you support the Draft Land Use and Transportation Concept Map (Board 12)?**

76.93% of respondents indicated they either Strongly Support or Support, 7.69% were Neutral. 15.38% of respondents indicated they either Strongly Disagree or Disagree.

**Q10: Do you support Mixed Use Employment in areas as shown on the Draft Concept Map?**

76.92% of respondents indicated they either Strongly Support or Support, 23.08% were Neutral. No one disagreed.

**Q11: Do you support Mixed Use Commercial Centre in areas as shown on the Draft Concept Map?**

61.54% of respondents indicated they either Strongly Support or Support, 30.77% were Neutral.

7.69% of respondents indicated they either Strongly Disagree or Disagree.

**Q12: Do you support Urban Mixed Use in areas as shown on the Draft Concept Map?**

75.00% of respondents indicated they either Strongly Support or Support, 16.67% were Neutral.

8.33% of respondents indicated they either Strongly Disagree or Disagree.

**Q13: Do you support Open Space and Parks in areas as shown on the Draft Concept Map?**

84.62% of respondents indicated they either Strongly Support or Support, 7.69% were Neutral.

7.69% of respondents indicated they either Strongly Disagree or Disagree.

**Q14: Do you support the Internal Roads and Access Points as shown on the Draft Concept Map?**

69.23% of respondents indicated they either Strongly Support or Support, 30.77% were Neutral.

No one disagreed.

**Q15: Do you support the Pedestrian and Cycling Concept as shown on the Draft Concept Map?**

84.61% of respondents indicated they either Strongly Support or Support, 15.39% were Neutral.

No one disagreed.

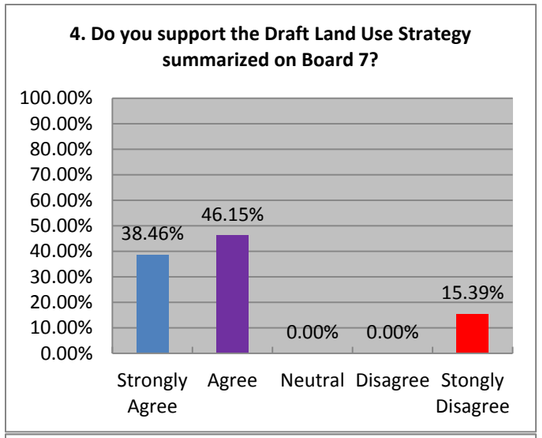
**Q16: Do you support the Greenway Network as shown on the Draft Concept Map?**

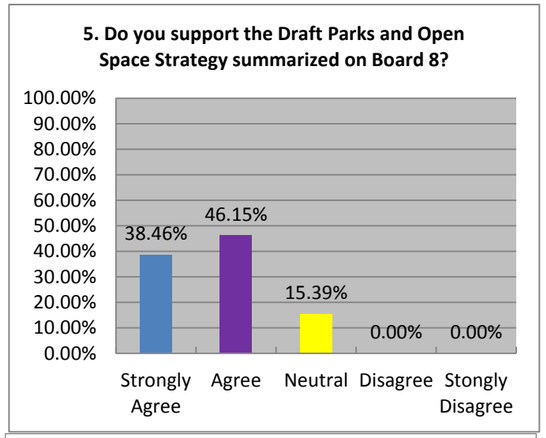
84.62% of respondents indicated they either Strongly Support or Support, 15.38% were Neutral.

No one disagreed.

**Q17: Do you support the Building Heights Concept as shown on the Draft Concept Map?**

84.61% of respondents indicated they either Strongly Support or Support. 15.39% of respondents indicated they either Strongly Disagree or Disagree.


4. Do you support the Draft Land Use Strategy summarized on Board 7?
100.00%
90.00%
80.00%
70.00%
60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
0.00%
38.46%
46.15%
0.00%
0.00%
15.39%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


5. Do you support the Draft Parks and Open Space Strategy summarized on Board 8?
100.00%
90.00%
80.00%
70.00%
60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
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Strongly Agree
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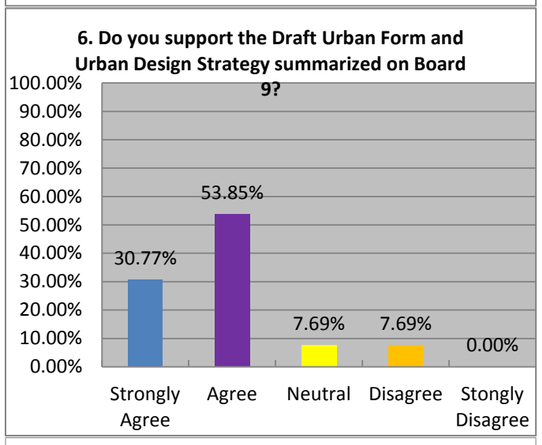
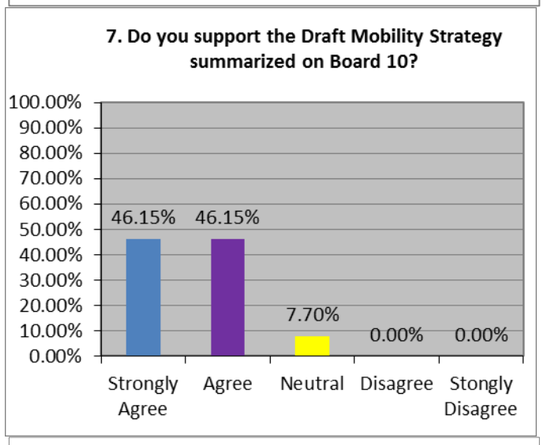
Disagree
Stongly Disagree


6. Do you support the Draft Urban Form and Urban Design Strategy summarized on Board 9?
100.00%
90.00%
80.00%
70.00%
60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
0.00%
30.77%
53.85%
7.69%
7.69%
0.00%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


7. Do you support the Draft Mobility Strategy summarized on Board 10?
100.00%
90.00%
80.00%
70.00%
60.00%
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40.00%
30.00%
20.00%
10.00%
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46.15%
46.15%
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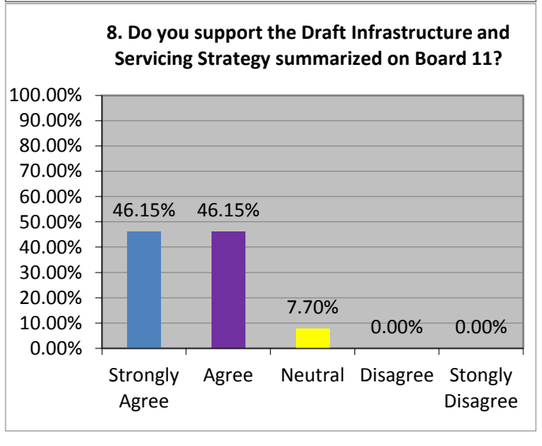
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


8. Do you support the Draft Infrastructure and Servicing Strategy summarized on Board 11?
100.00%
90.00%
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Strongly Agree
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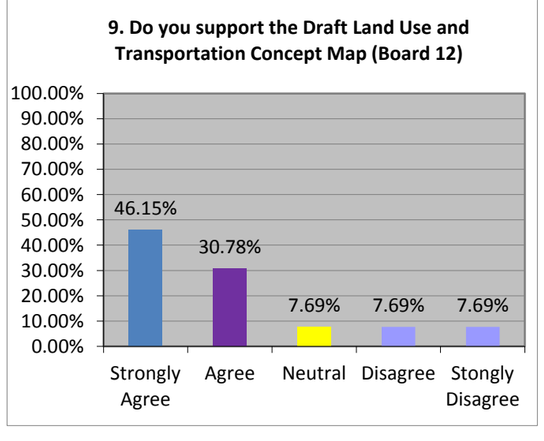
9. Do you support the Draft Land Use and Transportation Concept Map (Board 12)
100.00%
90.00%
80.00%
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7.69%
Strongly Agree
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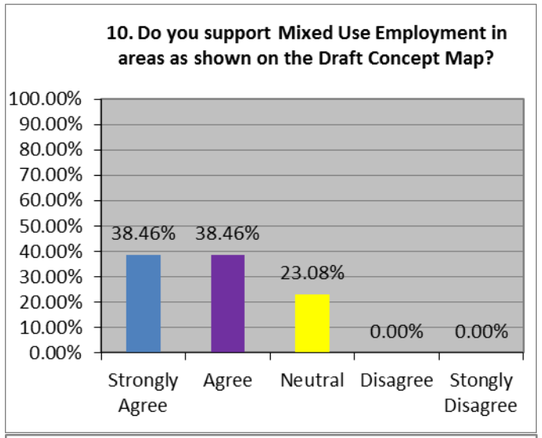
Disagree
Stongly Disagree


10. Do you support Mixed Use Employment in areas as shown on the Draft Concept Map?
100.00%
90.00%
80.00%
70.00%
60.00%
50.00%
40.00%
30.00%
20.00%
10.00%
0.00%
38.46%
38.46%
23.08%
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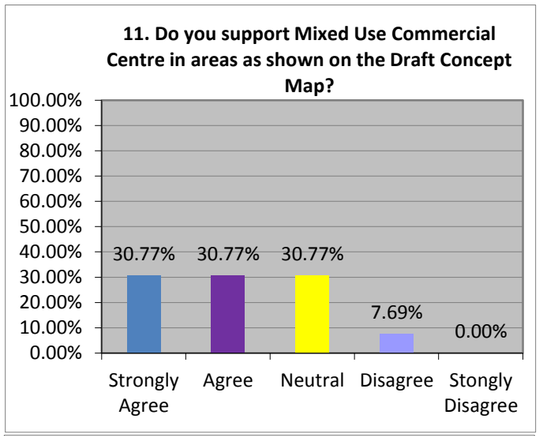
0.00%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


11. Do you support Mixed Use Commercial Centre in areas as shown on the Draft Concept Map?
100.00%
90.00%
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50.00%
40.00%
30.00%
20.00%
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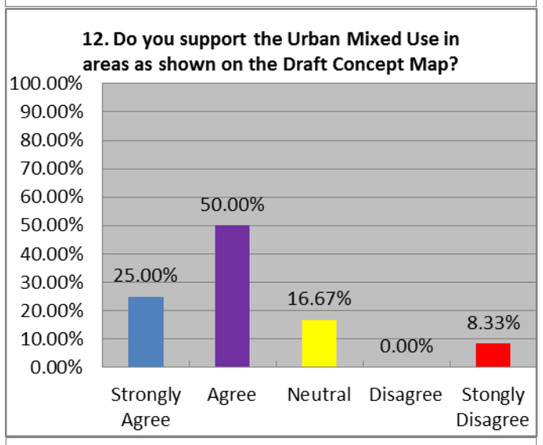
7.69%
0.00%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


12. Do you support the Urban Mixed Use in areas as shown on the Draft Concept Map?
100.00%
90.00%
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20.00%
10.00%
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25.00%
50.00%
16.67%
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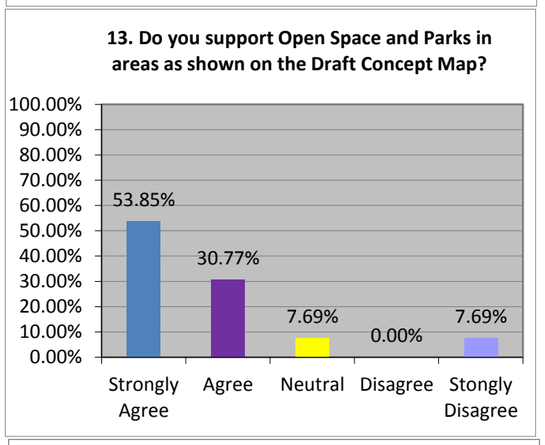
8.33%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


13. Do you support Open Space and Parks in areas as shown on the Draft Concept Map?
100.00%
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40.00%
30.00%
20.00%
10.00%
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30.77%
7.69%
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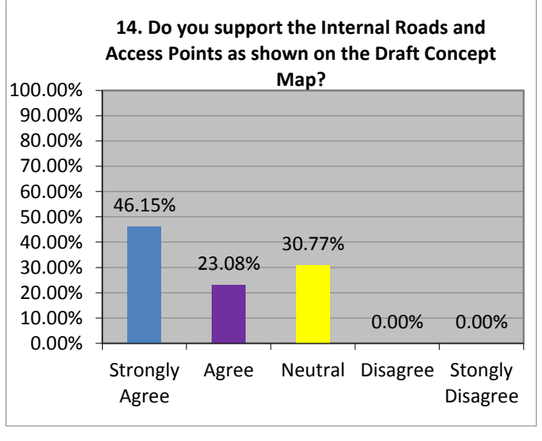
7.69%
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree


14. Do you support the Internal Roads and Access Points as shown on the Draft Concept Map?
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Strongly Agree
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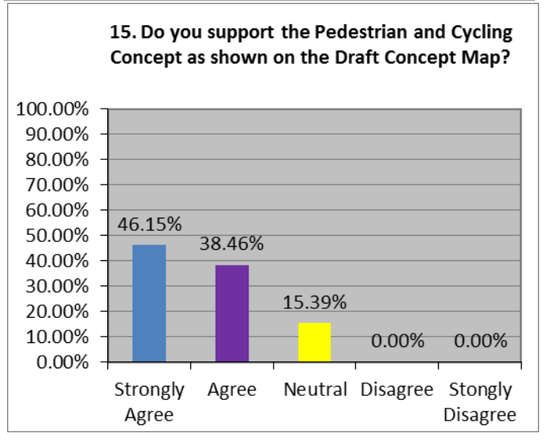
Neutral
Disagree
Stongly Disagree


15. Do you support the Pedestrian and Cycling Concept as shown on the Draft Concept Map?
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70.00%
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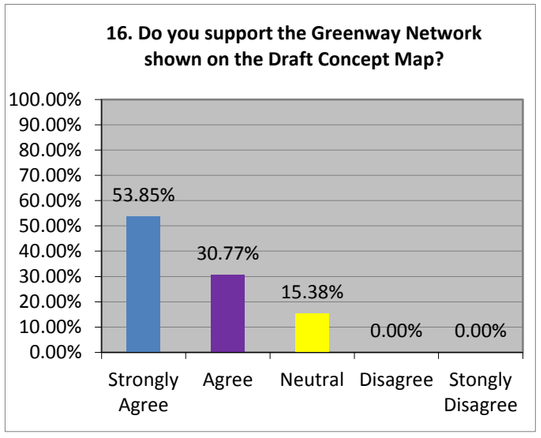
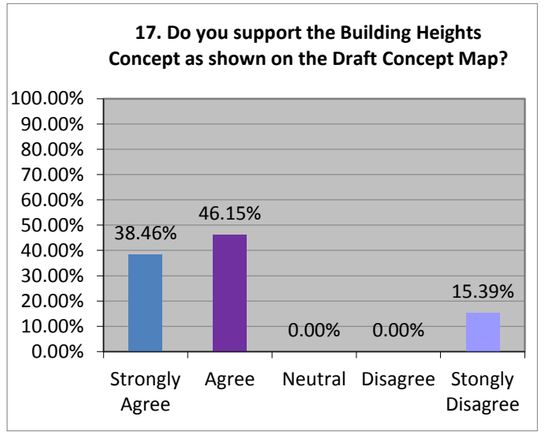
Strongly Agree
Agree
Neutral
Disagree
Stongly Disagree




**Q18: Was this meeting helpful?**

76.92% of respondents felt this meeting was helpful. 23.08% of respondents were non-responsive (did not answer this question).

**Q19: Please provide us with any additional comments you may have**.

One (1) respondent thought there should be a stronger focus on attaching new development to Pembina (ie - walking bridge, rising bike bridge)

One (1) respondent works in the area and feel proposed land use, transit were well thought and not affect Pembina traffic adversely - less than the bombers stadium.

One (1) respondent wants additional access from Chevrier re: Hervo would be good

One (1) respondent felt that this was not well-published as many well-connected people were unaware or caught short notice. Combined with what looks like poor turnout to open house #1 and it seems that minimal consulting was done.

One (1) respondent commented excellent plan and presentation

One (1) respondent feels that more thought needs to be given to active transportation (cycling and walking paths) for system continuity, convenience and safety

## Appendix B – Operationalizing the Bishop Grandin Crossing Area Master Plan

**Operationalizing Bishop Grandin Crossing Area Master Plan**

***1. Area Master Plans***

Adoption

1(1) The Area Master Plan will be endorsed in principle.

1(2) The critical path for endorsement is:

- City Centre Community Committee – Standing Policy Committee on Property and Development - Executive Policy Committee - Council

Amendment

1(3) Application can be made by:

a. The owner.

b. An agent of the owner authorized in writing by the owner.

1(4) Application for the amendment is made to the Director of Planning Property and Development.

1(5) Amendments proposing significant change to any one of the following must be endorsed by council and follow the critical path identified in provision 1(2) above:

i. Maps

ii. Density

iii. Text

iv. Height

v. Land Use/Zoning

Notification

1(6) Notification for the adoption of a Master Plan or amendment to a Master Plan must follow provisions 3.1 through 3.6.

***2. Parking Management Plans and Master Signage Plans***

Adoption

2(1) Parking management plans shall be submitted to and approved by the Director of Planning, Property, and Development and thereafter maintained to the satisfaction of the Director of Planning, Property, and Development.

2(2) Master signage plans shall be submitted to and approved by the Director of Planning, Property, and Development and thereafter maintained to the satisfaction of the Director of Planning, Property, and Development

Amendment

2(3) Application can be made by:

a. The owner.

b. An agent of the owner authorized in writing by the owner.

2(4) Application for the amendment is made to the Director of Planning Property and Development.

Notification

2(5) Notification for the adoption of a Parking Management Plan or Master Signage Plan or amendment to a Parking Management Plan or Master Signage Plan must follow provisions 3.1 through 3.6.

***3. Notification***

3(1) Notification of the adoption or an amendment must be sent to all property owners, or condominium corporations where established, within the Master Plan Boundaries by mail.

3(2) Letters must include a description of the intent of the plan or amendment and a copy of the proposed amendment.

3(3) If the plan or amendment will proceed the Community Committee, letters must identify the time, date, and location of the meeting and where and when a copy of the administrative report for the proposed amendment will be available.

3(4) All letters will indicate that the recipient has 17 days from the date the letter was sent to express their comments, in writing, concerning the amendment to the Director of Planning Property and Development. For those plans or amendments being scheduled for a public meeting the commenting period must expire at least 14 days prior to the public meeting.

3(5) All letters must include the mailing address for submission of comments and contact information for further inquiries.

3(6) Prior to acceptance of a plan or amendment application proof of notification, in accordance with provisions 3.1 through 3.5., must be provided to the Director of Planning Property and Development.

## Appendix C – Market Demand and Supply Study

### Introduction

Hopewell Development Corporation has consulted with Stevenson Advisors Ltd. to research and provide market demand and supply factors related to the proposed Sugar Beet property redevelopment. Information on various market sectors has been collected over the past couple of years and was used to help determine the land use and concept planning for the site's redevelopment. Excerpts from these various studies are included as supporting data for the Area Structure Plan process.

In general the findings indicate strong support for a mixed-use development at this location. Proposed uses are to include; multiple family residential, retail-commercial and business-office park, and flex industrial. Generally speaking, the site and its location benefit from several positive factors, such as:

- Steadily increasing residential population in the City and southwest quadrant.
- Favourable real estate development and market demand metrics.
- Future proximity to the extension of the City's 'BRT' public transit system and the associated Transit Oriented Development planned at this location.
- The subject site's extensive exposure to a major arterial, Bishop Grandin Boulevard.
- The subject location's connectivity to both the SW and SE quadrants of Winnipeg, via Bishop Grandin Boulevard.
- The significant and continued expansion of the population base in the southwest quadrant in recent years, most notably within the Waverley-West and South Point residential neighbourhoods.

The development of the site in a mixed-use manner will capture an opportunity to create a 'live-work' community with a mix of multiple family residential housing opportunities along with significant employment land development, consisting primarily of retail, business office park, and flex industrial uses.

In most likelihood, significant development will proceed from the eastern end of the site, in proximity to the Bus Rapid Transit (BRT) access, with the multiple family land components developing first. Development of the commercial frontages in closest proximity to the multiple-family is expected to follow to serve the residents. The balance of retail commercial, business office park, flex industrial and ancillary uses will follow on the more westerly located lands, based on marketplace demand and continued favourable economic conditions.

The timeframe for the development of the site, following completion of land planning and municipal servicing, will likely span a period of 10 years, again being largely determined by continued favourable market conditions.

Research materials used throughout the study period are include as supporting documentation to the Area Master Plan, as follows:

### Population and Demographic Overview

The southwest quadrant is an area which is defined by the Assiniboine River to the north, the Red River to the east, and the Perimeter Highway to the south and west. The southwest quadrant is an area of Winnipeg currently in the midst of growth and transformation. The 2011 Census estimates the population of the southwest polygon at 160,111, representing an increase of 2.93 percent from 2006. The population breakdown by age is presented in table 3-1 on the following page. In general, the population by age breakdown of the southwest quadrant is consistent with the City of Winnipeg CMA overall.

Data from the 2011 Census regarding key demographic indicators other than general population figures have yet to be released. However we have presented various household statistics from the 2006 Census data in the charts below (Table 3-2 and 3-3). The 2006 Census offers the best and most reliable data with regards to households and household income. It also offers a method of comparison for the Southwest Quadrant to the City of Winnipeg as a whole.

When comparing and contrasting the Census information between the southwest quadrant and the City of Winnipeg overall, we can conclude that the occupied private dwelling characteristics (Table 3-3) are very similar. Single-detached houses make up a total of 62.37 percent for the southwest quadrant, compared to 61.8 percent for the City of Winnipeg overall. Approximately 67.1 percent of dwellings are owned in the southwest quadrant, compared to 67.2 for the City of Winnipeg overall. Therefore, the makeup of dwelling characteristics is similar; however, a large gap is discovered when examining the 2005 value of owned dwellings. The average value of an owned dwelling was $192,166 in the southwest quadrant, compared to $168,255 for the city overall.

A disparity is also found in both household and family income statistics when comparing the southwest quadrant to the City of Winnipeg overall. As shown in table 3-2, the median income of all private households was $65,118 for the southwest, compared to $51,314 for the city overall in 2005. This phenomenon is also carried over into what Statistics Canada defines as "Family Income". The southwest quadrant had the highest median family income in 2005 at $77,664, approximately $13,000 higher than the median family income of the Winnipeg CMA as a whole. The only other city quadrant with a higher median family income than the CMA is the southeast at $67,923. In other words, the southwest quadrant of Winnipeg is the highest earning group of residents by a relatively wide margin.

| 2011 Census Population by Age and Sex | Southwest Quadrant | | Winnipeg, MB | |
|---|---|---|---|---|
| | | % | | % |
| **2011 Population by Sex** | **160,111** | | **730,020** | |
| | | | | |
| Males | 77,151 | 48% | 355,955 | 49% |
| Females | 82,960 | 52% | 374,065 | 51% |
| | | | | |
| **2011 Population by Age** | **160,111** | | **730,020** | |
| | | | | |
| 0 to 4 years | 7,520 | 5% | 40,550 | 6% |
| 5 to 9 years | 7,875 | 5% | 40,265 | 6% |
| 10 to 14 years | 8,662 | 5% | 44,030 | 6% |
| 15 to 19 years | 10,643 | 7% | 49,600 | 7% |
| 20 to 24 years | 13,402 | 8% | 52,445 | 7% |
| | | | | |
| 25 to 29 years | 12,147 | 8% | 50,350 | 7% |
| 30 to 34 years | 10,210 | 6% | 48,270 | 7% |
| 35 to 39 years | 10,159 | 6% | 47,755 | 7% |
| 40 to 44 years | 10,687 | 7% | 49,220 | 7% |
| 45 to 49 years | 11,926 | 7% | 56,930 | 8% |
| | | | | |
| 50 to 54 years | 11,792 | 7% | 56,005 | 8% |
| 55 to 59 years | 11,072 | 7% | 49,515 | 7% |
| 60 to 64 years | 9,840 | 6% | 42,230 | 6% |
| 65 to 69 years | 6,867 | 4% | 29,815 | 4% |
| 70 to 74 years | 5,137 | 3% | 22,280 | 3% |
| | | | | |
| 75 to 79 years | 4,448 | 3% | 19,070 | 3% |
| 80 to 84 years | 3,650 | 2% | 15,590 | 2% |
| 85 years and over | 4,055 | 3% | 16,100 | 2% |
| | | | | |
| 65 years and over | 24,282 | 15% | 102,855 | 14% |
| | | | | |
| **Average age** | 40.3 | | 39.5 | |
| **Median age** | 39.7 | | 39.1 | |
| **Dominant age group** | 20 to 24 years | | 45 to 49 years | |

*Table 3-1

| 2006 Census | | | | |
|---|---|---|---|---|
| **Census Snapshot** | Southwest Quadrant | | Winnipeg, MB | |
| | | % | | % |
| **Selected household characteristics, Total private households** | 67,555 | | 281,760 | |
| Households containing a couple (married or common-law) with children | 17,600 | 26.1% | 74,545 | 26.5% |
| Households containing a couple (married or common-law) without children | 18,340 | 27.1% | 74,610 | 26.5% |
| One-person households | 21,165 | 31.3% | 85,020 | 30.2% |
| Other household types | 10,430 | 15.4% | 47,580 | 16.9% |
| Average household size | 2.41 | | 2.4 | |
| Median income in 2005 - All private households ($) | $65,118 | | $51,314 | |
| Median income in 2005 - Couple households with children ($) | $92,001 | | $82,294 | |
| Median income in 2005 - Couple households without children ($) | $76,065 | | $64,696 | |
| Median income in 2005 - One-person households ($) | $35,622 | | $26,711 | |
| Median income in 2005 - Other household types ($) | $53,223 | | $42,551 | |
| Median after-tax income in 2005 - All private households ($) | $53,908 | | $44,049 | |
| Median after-tax income in 2005 - Couple households with children ($) | $74,946 | | $68,769 | |
| Median after-tax income in 2005 - Couple households without children ($) | $62,359 | | $54,567 | |
| Median after-tax income in 2005 - One-person households ($) | $30,247 | | $23,714 | |
| Median after-tax income in 2005 - Other household types ($) | $45,434 | | $38,436 | |
| Median monthly payments for rented dwellings ($) | $725 | | $595 | |
| Median monthly payments for owner-occupied dwellings ($) | $832 | | $744 | |

*Table 3-2

| 2006 Census | | | | |
|---|---|---|---|---|
| **Census Snapshot** | Southwest Quadrant | | Winnipeg, MB | |
| | | % | | % |
| **Occupied private dwelling characteristics, Total private dwellings occupied by usual residents** | 67,550 | | 281,760 | |
| Single-detached houses - as a % of total occupied private dwellings | 62.37 | | 61.8 | |
| Semi-detached houses - as a % of total occupied private dwellings | 3.39 | | 3.6 | |
| Row houses - as a % of total occupied private dwellings | 3.53 | | 3.1 | |
| Apartments; duplex - as a % of total occupied private dwellings | 1.05 | | 1.7 | |
| Apartments in buildings with fewer than five storeys - as a % of total occupied private dwellings | 16.85 | | 16.4 | |
| Apartments in buildings with five or more storeys - as a % of total occupied private dwellings | 12.71 | | 12.6 | |
| Other dwellings - as a % of total occupied private dwellings | 0.03 | | 0.6 | |
| Number of owned dwellings | 45,295 | 67.1% | 189,220 | 67.2% |
| Number of rented dwellings | 22,255 | 32.9% | 92,450 | 32.8% |
| Number of dwellings constructed before 1986 | 54,140 | 80.1% | 229,820 | 81.6% |
| Number of dwellings constructed between 1986 and 2006 | 13,390 | 19.8% | 51,940 | 18.4% |
| Dwellings requiring major repair - as a % of total occupied private dwellings | 7.28 | | 8.4 | |
| Average number of rooms per dwelling | 6.52 | | 6.1 | |
| Dwellings with more than one person per room - as a % of total occupied private dwellings | 0.66 | | 1.2 | |
| Average value of owned dwelling ($) | $192,166 | | $168,255 | |

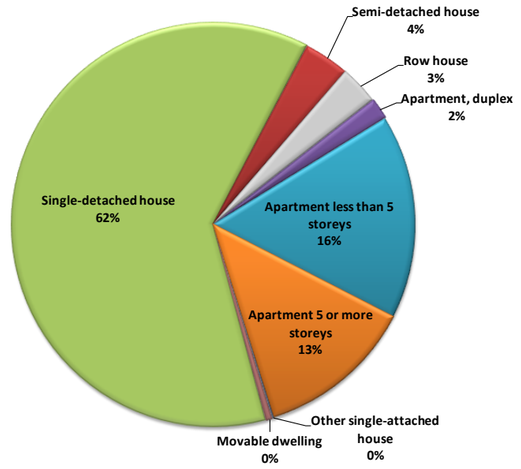
*Table 3-3

## RESIDENTIAL MARKET ANALYSIS – MULTI-FAMILY SECTOR

As it relates to residential development within the study area, our analysis does not include single-family residences. Therefore, our analysis of residential development options would be focussed upon the multiple family sector. Within this sector the development options may include general market apartment units, student apartment units, and senior's apartments and apartment condominiums.

2006 Census figures (2011 figures have not yet been released) estimated the housing stock in the City of Winnipeg (CMA) at 281,760 occupied private dwellings[43]. Ownership housing represents 189,220 or 67.2 percent of the dwelling stock. Single-detached houses (which in the Winnipeg market area almost exclusively owned) represent 61.8 percent of the dwelling stock. Apartments (low and high-rise) represent an additional 29.0 percent of the dwellings.

**Dwelling Type and Tenure - City of Winnipeg**




Over the past five years (2008 – 2012 YTD) the average price of a single family detached dwelling in the Winnipeg marketplace has risen from $182,456 to $258,275, indicating an average year-over-year price growth of 9.1 percent per annum. Over this same period the average price for condominium units in the Winnipeg marketplace has risen from $166,232 in 2008 to $202,153 at 2012 mid-year, representing an average annual price increase of 6.2 percent. Over the same time period, average apartment rental rates[44] have increased modestly from $769 to $875, representing an average annual increase of 2.8 percent.

## RENTAL MARKET ANALYSIS

The primary source for rental housing statistics is Canada Mortgage and Housing Corporation (CMHC), which undertakes an annual survey each October of private (not government assisted) rental apartment and row housing stock in Canadian metropolitan markets. The survey does not include apartments in privately owned houses or rented units in condominium projects that are largely owner-occupied.

[43] 'Occupied private dwellings' refers to a private dwelling in which a person or a group of persons are permanently residing. Also included are private dwellings whose usual residents are temporarily absent on Census Day

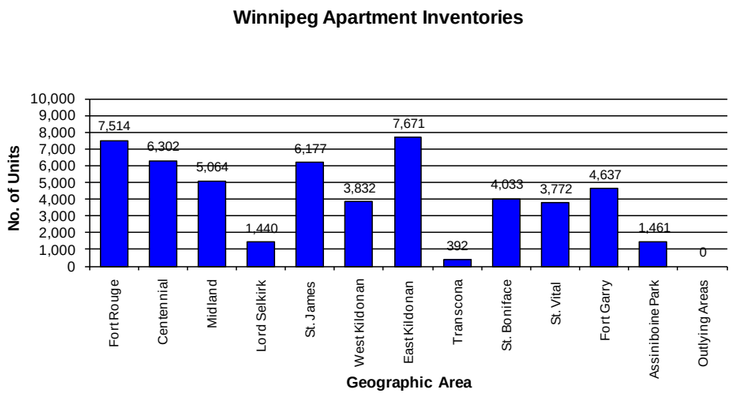
[44] Average annual rental rate for a 2 Bedroom apartment unit in the Winnipeg CMA

The local market survey quotes rental market information representing the Winnipeg CMA, but if the data sources are examined, it is apparent that those areas lying outside the City's municipal boundaries (CMHC Zone 13) do not contribute to the datasets used for the analysis (i.e. either the data is suppressed due to small sample sizes or no units exist in the universe or sample). In essence, the CMHC Rental Market Survey (RMS) numbers represent the City of Winnipeg, more so than the CMA area.

**Stock of Rental Apartment Housing**

The estimated universe of private rental apartments (excluding rented units in private residences and apartment condominiums) in the Winnipeg CMA is 52,319. Within the City's RMS zones, the core area (zones 1 – 4) contributes 38.8 percent (20,320 units) of the overall apartment stock, with the suburban areas (zones 5 – 12) contributing 61.1 percent (31,975 units).

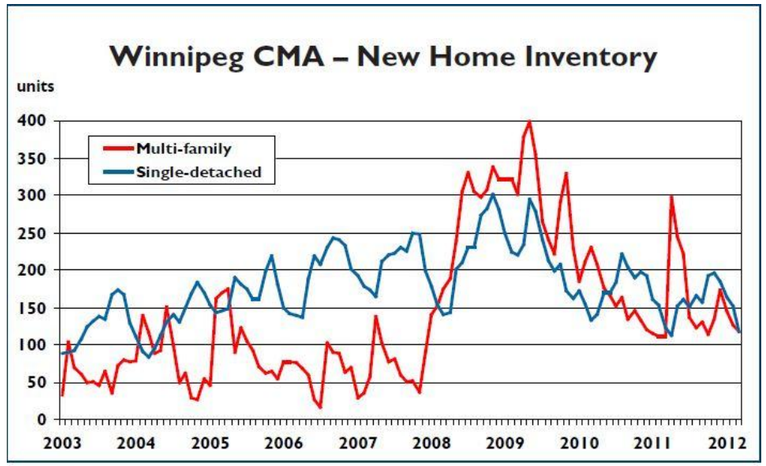
The inner-city zones of Fort Rouge (7,514 units) and Centennial (6,302 units) and the suburban zones of East Kildonan (7,671 units) and St. James (6,177 units) represent the market areas contributing the greatest number of apartment units in the city.




**New Construction of Apartment Units**

In its Spring 2012 Housing Market Outlook report, CMHC indicated that starts in the multi-family sector surpassed an impressive performance in 2010 by 6 units, adding 1,329 units. CMHC forecasts that the same factors that led to this growth in 2011 will persist in 2012 and 2013. These estimates are slightly higher than the five-year average of 1,100 units per year. As usual, the addition of one or two large projects in the later part of the year can have a dramatic effect on the yearly totals, given both the small size of the market, and the monthly variability in the data.

Demand for continued development of multi-family units will come from several sources. Net migration increases will continue the need for rental units where vacancy rates are already very low. Baby boomers will also continue to sell houses that are too large for their needs and purchase or rent new condominium units. We will also see young adults moving from their parents' home into either rental units or homeownership.



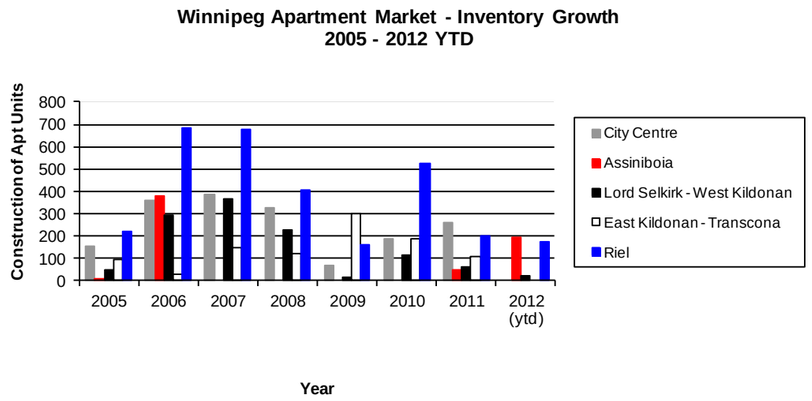

Source: CMHC

The completion of several projects around city led to a spike in inventory to 1,486 units at the end of March 2011, an 81 percent increase over the previous year. Much of the supply mentioned was comprised of units that were started in 2010 and are still under construction. The inventory of units that were complete and unoccupied was 111 units at the end of March; half of what it was in March 2010. In the past, such spikes have been sold down within a couple months. However, given the number of units of all types under construction in the Winnipeg area, care should be taken monitoring inventory levels going forward. A further move upward, or an inability to smoothly absorb the units already in inventory, may signal a shift in demand for multi-family units. With the exception of these spikes, we can observe a stabilization in new home construction over the past year (2011 – 2012).

City of Winnipeg building permit records were reviewed and indicate the following trend for apartment unit construction since 2005;

**Winnipeg Apartment Market - Construction of Dwelling Units (2005 - 2012 YTD)**

| Community | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 (ytd) |
|---|---|---|---|---|---|---|---|---|
| City Centre | 152 | 357 | 386 | 329 | 67 | 191 | 261 | 0 |
| Assiniboia | 1 | 378 | 0 | 0 | 0 | 0 | 46 | 192 |
| Lord Selkirk - West Kildonan | 49 | 292 | 366 | 230 | 13 | 113 | 63 | 20 |
| East Kildonan - Transcona | 94 | 27 | 148 | 123 | 303 | 188 | 109 | 0 |
| Riel | 219 | 682 | 679 | 407 | 164 | 525 | 202 | 172 |
| | | | | | | | | |
| Total | 515 | 1736 | 1579 | 1089 | 547 | 1017 | 681 | 384 |



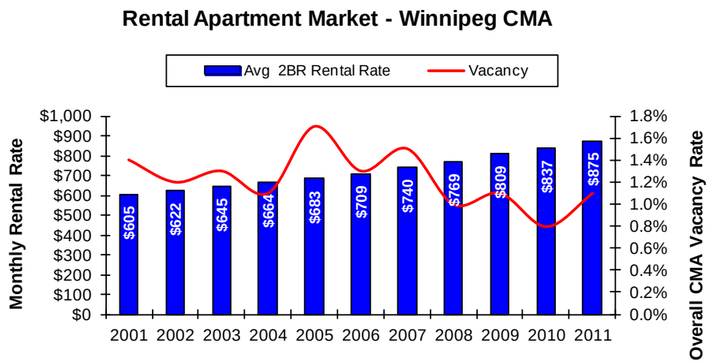

### Historic and Current Rental Market Trends

Vacancy rates in the Winnipeg CMA have stabilized over the past three years following significant decreases since 2005. In October 2011, the overall vacancy rate was measured at 1.1 percent, representing a 0.3 percent increase from 2010 levels.

Vacancies in the city in 2011 varied from 0.5 percent in the East Kildonan, West Kildonan, and Assiniboine Park suburban markets, to 2.6 percent in Transcona suburban market.

Overall, the inner-city zones showed a collective 1.4 percent vacancy in 2011 (up from 1.2 percent in 2010), and the overall suburban vacancy rate was 0.9 percent (up slightly from 0.6 percent in 2010).

To put the vacancy situation in the proper perspective, it should be noted that "balanced market" conditions, where supply and demand factors are considered to be in equilibrium, are reached when the vacancy rate is at three percent. Therefore, the current low rate of vacancy can easily be described as a "tight" rental market.



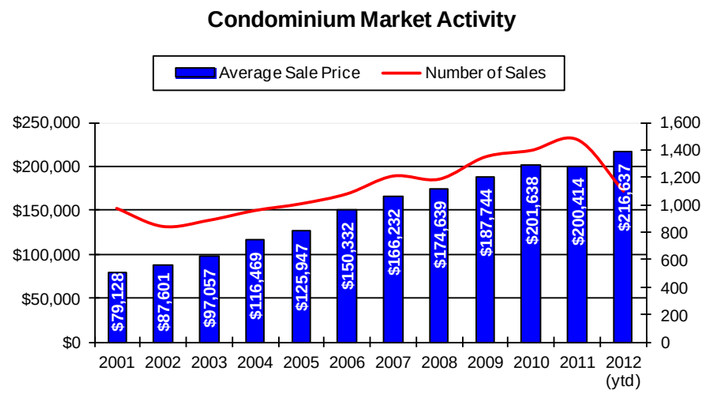

As stated, suburban markets indicated an overall vacancy for apartment units in 2011 of 0.9 percent. Of the vacancies reported, 41.9 percent were for one bedroom units (which comprised 47.1 percent of the apartment stock), 51.9 percent were for two bedroom units, with the remaining vacancies in bachelor and three + units.

When comparing apartment buildings by size, CMHC's Rental Market Survey found that for the city as a whole, larger apartment buildings experience lower vacancy rates than smaller structures. In general, vacancy rates were highest among apartment structures with smaller numbers of units, while larger buildings experienced lower vacancies. As an example, apartment structures of 3 to 5 units registered a vacancy rate of 2.0 percent, while apartment structures with 100+ units recorded vacancies of 0.9 percent.

### CONDOMINIUM MARKET OVERVIEW

Over the past five years (2008 – 2012 YTD) the average price of condominium units in the Winnipeg marketplace has risen from $174,639 in 2008 to $216,637 at September 2012. The average annual price increase for condominiums over the past five years has been 5.5 percent.

In 2011, the average price for a condominium decreased slightly for the first time in ten years to $200,414, representing a miniscule 0.6 percent decrease from 2010. Average prices rebounded strongly in 2012, with the average condominium sale price reaching $216,637 to August 31, 2012, an increase of 8.0 percent over 2011 price levels.




Condo sales activity has increased year over year since 2002, with a slight exception in 2008 where the number of sales decreased slightly by 1.90 percent over the previous year. In 2011, 1,477 condo units sold on MLS, an increase of 5.65 percent over the 1,398 units sold in 2010. To September 2012, 1,098 condo sales had occurred.

While all areas have exhibited increases in condominium sales prices, some areas of Winnipeg, particularly the two south quadrants have seen consistently strong price increases and considerably higher increases in absolute price growth. In 2011, the southwest quadrant had by far the strongest condominium market when considering both price and volumes of sales.

| Winnipeg Condominium Sales Sub-Market Analysis | 2011 Average Sale Price | Number of Sales | Market Share |
|---|---|---|---|
| Southwest Quadrant | $208,020 | 711 | 48.1 percent |
| Southeast Quadrant | $210,640 | 275 | 18.6 percent |
| Northwest Quadrant | $162,000 | 254 | 17.2 percent |
| Northeast Quadrant | $164,900 | 153 | 10.4 percent |
| Downtown/Central District | $205,100 | 84 | 5.7 percent |

## FUTURE DEMAND FOR MULTI-FAMILY RESIDENTIAL DEVELOPMENT

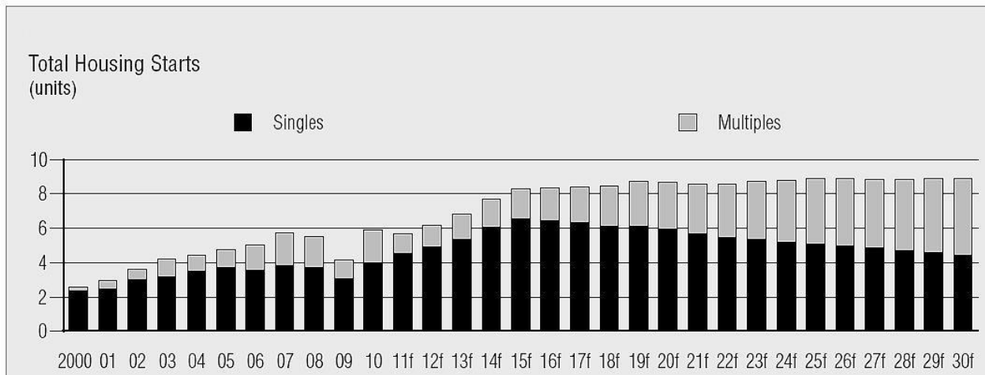
In its 2011 Long Term Economic Forecast 45 the Conference Board of Canada projected that growth in private residential investment is expected to be fairly robust to 2030. Private investment in residential construction is expected to advance by 9.5 per cent compounded annually, over 2010–15 and 4.0 per cent over 2016–30.

Total housing starts are forecast to grow from 5,670 units in 2011 to 8,867 units in 2030.

Of significance to the former Sugar Beet area development is the Conference Board's forecast regarding the multi-family residential market. Over the forecast period, a structural change is expected to take place within the housing sector.

As the baby boomers enter retirement years in increasing numbers, it is expected that the majority will opt to live in apartment buildings or retirement homes; as the province's population ages, the demand for multi-family dwellings will increase while the demand for single-family dwellings will decline. Because of this, a greater proportion of total housing starts will be multi-family dwellings. Indeed, multi-family dwellings are expected to comprise 50 per cent of total housing starts in Manitoba by 2030, compared with 22.6 per cent in 2010, while the share of single-family starts will decline to 50 per cent in 2030 from 77.4 per cent in 2010.

The potential for the increased demand for multi-family housing units is significant and reflects favourably on the potential for residential development within the subject area. In addition to these favourable projections, the attractiveness of the area in terms of access to the future BRT route cannot be discounted in its relationship to market demand.




f = forecast
Sources: The Conference Board of Canada; CMHC Housing Time Series Database.

## RETAIL MARKET OVERVIEW

This section will analyze in general, the commercial or retail opportunities in the Winnipeg marketplace with attention paid to the economic health of this sector, current inventories, absorption and potential for growth. In particular, the focus of our analysis will be the retail sector that operates at the regional level.

### RETAIL MARKET OVERVIEW

Winnipeg's current retail investment inventory is approximately 19 million square feet, consisting of enclosed mall shopping centres, strip centres, power centres, standalone stores and restaurants. This figure increases to in excess of 24 million sf when service space is factored in. For our purposes we will reflect more upon the pure retail-commercial market.

The International Council of Shopping Centres (ICSC) defines shopping centres by the following parameters:

| Type of Centre | Gross Leasable Area | Acreage | No. of Anchors | Type of Anchors | Anchor Ratio | Primary Trade Area |
|---|---|---|---|---|---|---|
| Convenience | < 30,000 | < 3 | 1 | Convenience store | NA | < 1 mile |
| Neighbourhood | 30,000 – 150,000 | 3 – 15 | 1 or more | Supermarket | 30 – 50 percent | 3 miles |
| Community | 100,000 – 350,000 | 10 – 40 | 2 or more | Discount, supermarket, drug, home improvement, large specialty discount | 40 – 60 percent | 3 – 6 miles |
| Regional | 400,000 – 800,000 | 40 – 100 | 2 or more | Full line dept, junior dept, mass merchant, discount dept, fashion apparel | 50 – 70 percent | 5 – 15 miles |
| Super Regional | 800,000+ | 60 – 120 | 3 or more | Full line dept, junior dept, mass merchant, discount dept, fashion apparel | 50 – 70 percent | 5 – 25 miles |
| Outlet | 50,000 – 400,000 | 10 – 50 | NA | Manufacturers' outlet stores | NA | 25 – 75 miles |
| Power | 250,000 – 600,000 | 25 – 80 | 3 or more | Category killer, home improvement, discount dept, warehouse club, off price | 70 – 90 percent | 5 – 10 miles |
| Theme/Festival | 80,000 – 250,000 | 5 – 20 | unspecified | Restaurants, entertainment | NA | 25 – 75 miles |
| Lifestyle | 150,000 – 500,000 | 10 - 40 | 0 - 2 | Large format upscale specialty | 0 – 50 percent | 8 – 12 miles |

[45] Conference Board of Canada – Provincial Outlook 2011 Long Term Economic Forecast

The four suburban quadrants (southwest, southeast, northwest and northeast) in the City of Winnipeg contain six significant commercial nodes identified as "Regional Mixed Use Centres" within Our Winnipeg 46.

1. In the southwest quadrant, the power centre development at the intersection of Kenaston Boulevard and McGillivray Boulevard.
2. In the southeast quadrant, St. Vital Centre and the surrounding district.
3. In the northwest quadrant, the Polo Park district, Unicity Shopping Centre and Garden City Shopping Centre.
4. The northeast quadrant contains the Regent and Lagimodiere retail district.

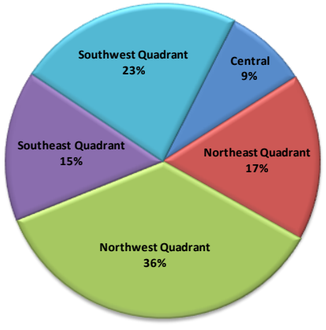
A variety of newer developments have occurred throughout the city in recent years with a decided emphasis on power centre malls. Examples include newer anchored centres at Kenaston and McGillivray, Polo Park and Unicity. Wal-Mart, Home Depot, Rona, Canadian Tire, Superstore and Costco are examples of large format retailers significantly positioning their products within the city. Also a new 395,670 square foot Ikea store was constructed at Kenaston Boulevard and Sterling Lyon Parkway opening in November 2012.

**RETAIL INVENTORY**

In the Winnipeg marketplace, the inventory of developed retail space is distributed as follows:

| Geography | Retail Development (square feet) |
|---|---|
| Central | 1,592,021 |
| Northeast Quadrant | 3,255,900 |
| Northwest Quadrant | 6,849,026 |
| Southeast Quadrant | 2,831,568 |
| Southwest Quadrant | 4,382,125 |
| Total | 18,910,640 |

**Winnipeg Retail Building Inventory By Quadrant**



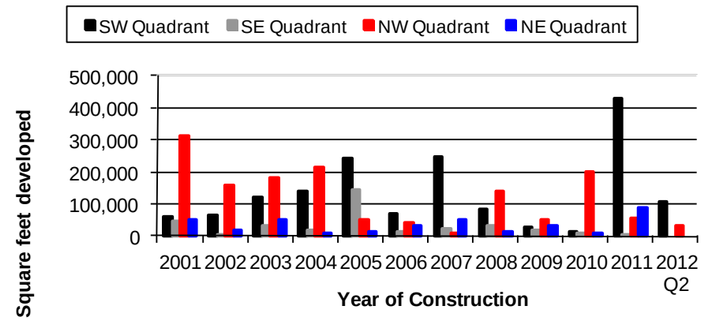

[46] Complete Communities Direction Startegy – Secondary Plan No. 68/2010

**RETAIL DEVELOPMENT**

Information has been obtained from the City of Winnipeg Planning, Property and Development Department with regards to permits for retail development that have been approved on a yearly basis since 2001. Between 2001 and 2012 year to date, a total of 3,804,005 square feet of new retail space has been added to the local inventory. Most years showed activity levels between approximately 250,000 square feet to 475,000 square feet of new retail development. Of the data shown, 2006 and 2009 were the two years with the lowest amounts of new development, with both years showing less than 200,000 square feet of new retail development in Winnipeg.

| City of Winnipeg - Retail Construction | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 Q2 |
| Total Permits | 26 | 17 | 20 | 23 | 25 | 14 | 17 | 17 | 21 | 21 | 19 | 10 |
| Square feet | 475,774 | 247,540 | 389,604 | 381,578 | 450,547 | 161,765 | 349,866 | 266,134 | 130,534 | 231,447 | 579,817 | 139,399 |
| | | | | | | | | | | | | |
| SW Quadrant | 60,694 | 64,456 | 121,916 | 139,498 | 245,098 | 70,609 | 247,322 | 81,840 | 26,252 | 14,971 | 428,950 | 106,921 |
| SE Quadrant | 48,735 | 4,016 | 32,043 | 20,900 | 142,914 | 14,817 | 24,048 | 30,549 | 20,934 | 7,601 | 6,144 | 0 |
| NW Quadrant | 313,795 | 158,356 | 181,640 | 213,380 | 50,255 | 43,839 | 11,608 | 138,020 | 51,371 | 199,276 | 54,158 | 32,478 |
| NE Quadrant | 52,550 | 20,712 | 52,517 | 7,800 | 12,280 | 32,500 | 53,066 | 15,725 | 31,977 | 9,599 | 90,565 | 0 |

**Retail Development by Quadrant**



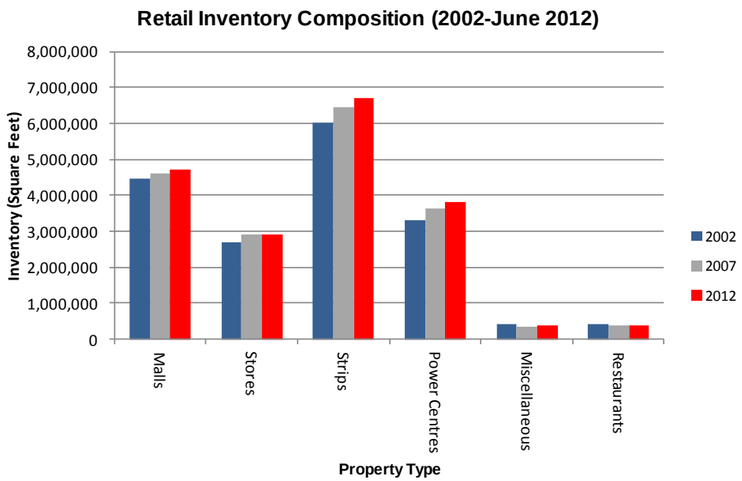

As can be seen from the chart above, a significant amount of new retail development in the past few years has occurred within the southwest quadrant. The build out of the Kenaston Common development at the corner of Kenaston Boulevard and McGillivray Boulevard has added approximately 400,000 square feet of floor space to the southwest quadrant inventory during this period. In addition, a large spike can be observed in 2011 when the permit was processed to construct a 395,670 square foot IKEA store. A spike is also observed in the southwest quadrant in the first half of 2012, most of which can be quantified in the development of a 70,173 square foot Cabela's retail store in the Seasons of Tuxedo development, next to the IKEA development.

Based on the retail development observed above, it can be quantified that over the past ten years (2002 to 2011), a total of 3,188,832 square feet of new retail space was constructed in the City of Winnipeg, representing an average annual growth over the ten years of 265,736 square feet.

According to the Johnson Report, the retail inventory in Winnipeg (excluding Service space) grew from 17,346,591 square feet in 2002 to 18,910,640 square feet at mid-year 2012, representing an annual growth rate of approximately 0.9 percent.

**Winnipeg Retail Inventory Growth (2002 - Mid-Year 2012)**

| Type | 2002 Inventory | 2007 Inventory | 2012 Inventory |
|---|---|---|---|
| **Malls** | 4,482,985 | 4,620,814 | 4,723,990 |
| **Stores** | 2,702,640 | 2,918,764 | 2,914,127 |
| **Strips** | 6,031,780 | 6,462,169 | 6,689,720 |
| **Power Centres** | 3,300,418 | 3,628,453 | 3,816,468 |
| **Miscellaneous** | 421,466 | 358,905 | 382,165 |
| **Restaurants (standalone)** | 407,302 | 395,006 | 384,170 |
| **Total** | **17,346,591** | **18,384,111** | **18,910,640** |
| | | 10 Year Growth (sf) | 1,564,046 |
| | | 10 Year Growth (%) | 9.0% |
| | | Avg Annual Growth (sf) | 156,405 |
| | | Avg Annual Growth (%) | 0.9% |




**RETAIL INVENTORY METRICS**

At previously stated, the City of Winnipeg has a total retail inventory of 18,910,640 square feet. Based on a total CMA population of 730,020 47 persons, the City of Winnipeg has approximately 25.9 square feet of retail space per capita.

Within the southwest quadrant, the population according to the 2011 Census was 160,111. Based on the retail inventory within the southwest quadrant of 4,382,125 square feet, the retail space per capita within the quadrant is 27.4 square feet, slightly higher than the City of Winnipeg overall.

In an effort to determine the potential retail space that is supportable in Winnipeg both currently and in the future, we have compared the existing floor space per capita measure with that of other Canadian urban centres.

| **Retail Floorspace per Capita Indicators** | | | | |
|---|---|---|---|---|
| | **Winnipeg** | **Regina** | **Edmonton** | **Calgary** |
| Total Rentable Area | 18,910,640 | 7,402,407 | 31,560,000 | 32,568,450 |
| CMA Population (2011) | 730,020 | 210,556 | 1,159,869 | 1,214,839 |
| **Floorspace per Capita** | 25.9 | 35.2 | 27.2 | 26.8 |

Our analysis indicates that Winnipeg has a retail space per capita lower than Regina, Edmonton and Calgary. It should be realized that Winnipeg is in a fairly unique position for retailing as opposed to the other urban centres analyzed, in that it serves as the primary and lone regional centre for the entire province.

It is logical to conclude that Winnipeg could reasonably be expected to have a floor space per capita ratio exceeding that of the other urban centres indicated. It is possible to conclude that there are opportunities to expand the existing retail inventory in the Winnipeg marketplace.

**OFFICE MARKET OVERVIEW**

In any mixed-use development concept envisioned for the subject lands, office development would be a logical component. This section will analyze the existing suburban office market, construction trends and opportunities for new development within the sector.

The overall Winnipeg office market consists of downtown and suburban office buildings, government, medical and other types of buildings with above grade office space. For the purpose of this study, emphasis will be placed on the suburban office market.

[47] 2011 Census – Statistics Canada

**Inventory**

According to the June 2013 market report conducted by Wayne Johnson[48], the total office inventory in the Winnipeg marketplace consists of approximately 17.8 million square feet of space. Within the inventory, 13.1 million square feet (74 percent) is located downtown and the remaining 4.7 million square feet is located in suburban locations. Of the 4.7 million square feet of suburban inventory, the majority (2.49 million square feet) is classified as "Miscellaneous" and represents a mix of office/retail, office/industrial and other type properties.

Within the suburban market, Class A – C buildings comprise approximately 816,000 square feet of space. Class A buildings comprise 241,000 square feet, Class B buildings contribute 189,000 square feet and Class C buildings comprise approximately 386,000 square feet.

**Vacancy**

The overall Winnipeg office vacancy rate at June 2013 measured 7.1 percent, but is influenced by the inclusion of 2.6 million square feet of government office space. In the suburban market, the overall vacancy rate at June 2013 was 7.9 percent, significantly lower from year-end 2012 which was at 9.3 percent. However, in the Class A-C buildings, a vacancy of 13.4 percent is indicated. Of the 2.5 million square feet of miscellaneous-use suburban office inventory, approximately 220,000 square feet were vacant, producing a vacancy rate of 8.8 percent, down from 9.1 percent at the end of 2012.

**Suburban Office Market – June 2013 Inventory and Vacancy**

| Building Type | Inventory (sf) | Vacancy (sf) | % Vacant |
|---|---|---|---|
| CLASS A | 241,154 | 18,429 | 7.7 |
| CLASS B | 189,124 | 7,223 | 3.8 |
| CLASS C | 385,717 | 83,723 | 21.7 |
| **TOTAL A, B, C** | **815,995** | 109,375 | **13.4** |
| GOVERNMENT | 795,216 | 0 | 0 |
| MEDICAL | 568,277 | 38,179 | 6.7 |
| MISCELLANEOUS | 2,497,520 | 220,191 | 8.8 |
| **TOTAL SUBURBAN** | **4,677,008** | **367,745** | **7.9** |

The southeast quadrant of the city had the highest vacancy rate at June 2013 with total suburban vacancy at 10.6 percent. The vacancy rate in the northeast quadrant was the lowest at 0.5 percent, while both the northwest and southwest quadrant's registered at 8.6 and 8.2 percent vacancy rates respectively.

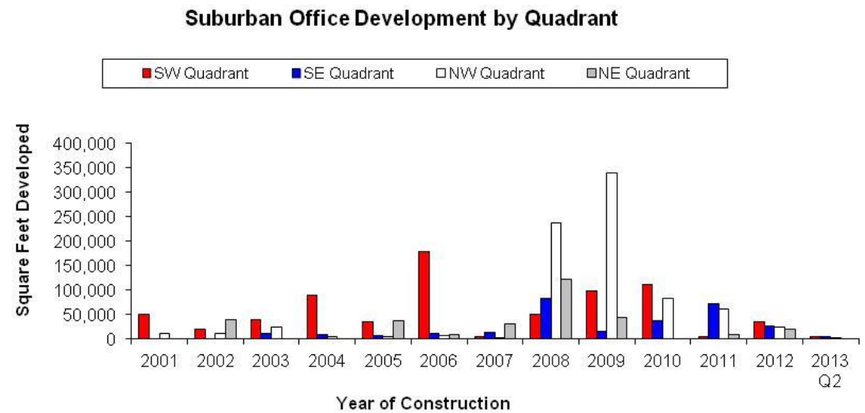
**Suburban Office Vacancy by Quadrant**

| Quadrant | Inventory | Vacant | Vacancy Rate |
|---|---|---|---|
| NW | 2,808,774 | 241,106 | 8.6% |
| SW | 1,168,520 | 96,013 | 8.2% |
| NE | 432,892 | 2,317 | 0.5% |
| SE | 266,822 | 28,309 | 10.6% |
| **Totals** | **4,677,008** | **367,745** | **7.9%** |

**New Construction**

Modest amounts of new inventory were added to the suburban office market from 2001 to 2007. In the years 2008 and 2009 this trend shifted and significantly larger numbers of inventory were reported. Almost 500,000 square feet of new inventory was added in both 2008 and 2009. From 2008 to 2012, approximately 1,476,749 square feet of new inventory was added to the Suburban office market during this five-year period.

Between 2001 and 2006 most of the new suburban office construction was added in the Southwest Quadrant. In




2008 and 2009 the majority of new inventory added shifted to the northwest quadrant of the city. In 2010 the southwest quadrant again was the location of choice for the majority of new development happening there, with the northwest and southeast quadrants not far behind. It is important to note that since 2008, we have been seeing increasing construction of office developments in the southeast quadrant as can be seen in the chart above.

In 2012, approximately 106,200 square feet of new suburban office space was added to the overall inventory, accounting for approximately 7.2 percent of the new construction over the past five years. The two south quadrants together accounted for more than half; approximately 58 percent of all development last year. Approximately 35,422 square feet or 33.3 percent was added to the Southwest Quadrant of the city, and approximately 26,147 square feet or 24.6 percent was added to the southeast quadrant. .

[48] *The Johnson Report – June 2008 Market Report Commercial Real Estate*

Office development within the proposed development could take the form of standalone suburban office development, typically low rise development, consisting of two to four levels and occupied by professional firms – accounting, financial advisors and engineering firms being representative examples. Alternatively, office uses could be integrated into 'flex space' industrial business park uses, such as are found in developments like Tuxedo Business Park. These users may incorporate facilities such as warehousing or display areas with office uses.

In either case our analysis suggests that the amount of land required for development of these types of projects is more limited, as the scale of these uses is not intense by nature. More typically, a number of occupants would comprise a more modest development area. Owner occupied buildings such as call centres could generate larger requirements. Our analysis indicated just over 2.7 million square feet of new office space was added to the suburban inventory over the last ten years, or approximately 270,000 square feet per annum. Given a one to three building to land ratio allowing for a high percentage of surface parking area, only approximately 42 acres of land has been consumed for this purpose within this time frame.

The southwest quadrant has recently been a highly attractive area for professional firms and thus we would assume would continue to attract a major share of suburban office development.

**INDUSTRIAL MARKET OVERVIEW**

Within Winnipeg's four quadrants ten industrial clusters can be identified. The southwest quadrant includes the Fort Garry and Tuxedo clusters. The southeast quadrant includes the St. Boniface cluster. The northwest contains the industrial clusters of Brookside, Inkster-West Kildonan, St. James, Airport West and CPR mainline. The northeast quadrant contains the East Kildonan-Transcona and the Transcona Yards industrial clusters.

The total industrial inventory in Winnipeg is approximately 79 million square feet of which 67 percent or approximately 53 million square feet is owner occupied buildings, 30 million square feet used for manufacturing purposes, 20.0 million for warehouse space and approximately 3 million square feet for service type buildings. Investment forms of industrial real estate, that are tenant occupied, represent about 33 percent of the inventory or approximately 26.5 million square feet.

The St. James district has the highest concentration of industrial space in the city, at approximately 18 million square feet, followed by the Central Winnipeg and St. Boniface and Fort Garry districts, each with approximately 10 million.

The subject property is located in the Fort Garry Industrial sub-market which represents approximately 12.5 percent of the total industrial building space in Winnipeg.

***Sales***

Since 2001, the Winnipeg industrial market has exhibited strong performance with annual sales volumes exceeding $50 million annually. In terms of building area, annual industrial sales typically exceed two million square feet.

Square foot sales prices for industrial properties have remained strong over the past five years, with average square foot prices of improved properties increasing approximately 30 percent, moving from $44.11 psf in 2008 to $59.09 at year-end 2012.

According to the Johnson Report as of year-end 2012, the average price of industrial property in the Fort Garry industrial district, where the subject property is located, was $98.70 per square foot; up from $75.83 per square foot the previous year.

***Leasing***

Industrial leasing activity in 2012 accounted for approximately 846,000 square feet, a decrease from 1.15 million square feet in 2011. The Fort Garry district accounted for 158,215 square feet or about 18.7 percent of the leasing activity.

In the overall Winnipeg market, average net lease rates for industrial properties at the end of 2012 were $6.31 per square foot, up from $5.53 in 2011 and $5.09 in 2010. The average 2012 net lease rate in the Fort Garry district was $8.77 per square foot. Single-tenant industrial net lease rates averaged $5.35 in 2012 for the Winnipeg marketplace and $6.31 per square foot in the St. James district. The average multi-tenant lease rate was $6.79 per square foot for Winnipeg and $9.89 per square foot for the Fort Garry district.

If building ages are considered, industrial buildings built prior to 1970 averaged $5.67 per square foot in Winnipeg, those constructed between 1970 and 1979 leased for an average rate of $7.49, those constructed between 1980 and 1989 leased for an average rate of $6.13, those constructed in the 1990's leased for an average rate of $7.49, while those constructed post-2000 leased at an average of $9.16 per square foot.

***Industrial Market Vacancy*** [49]

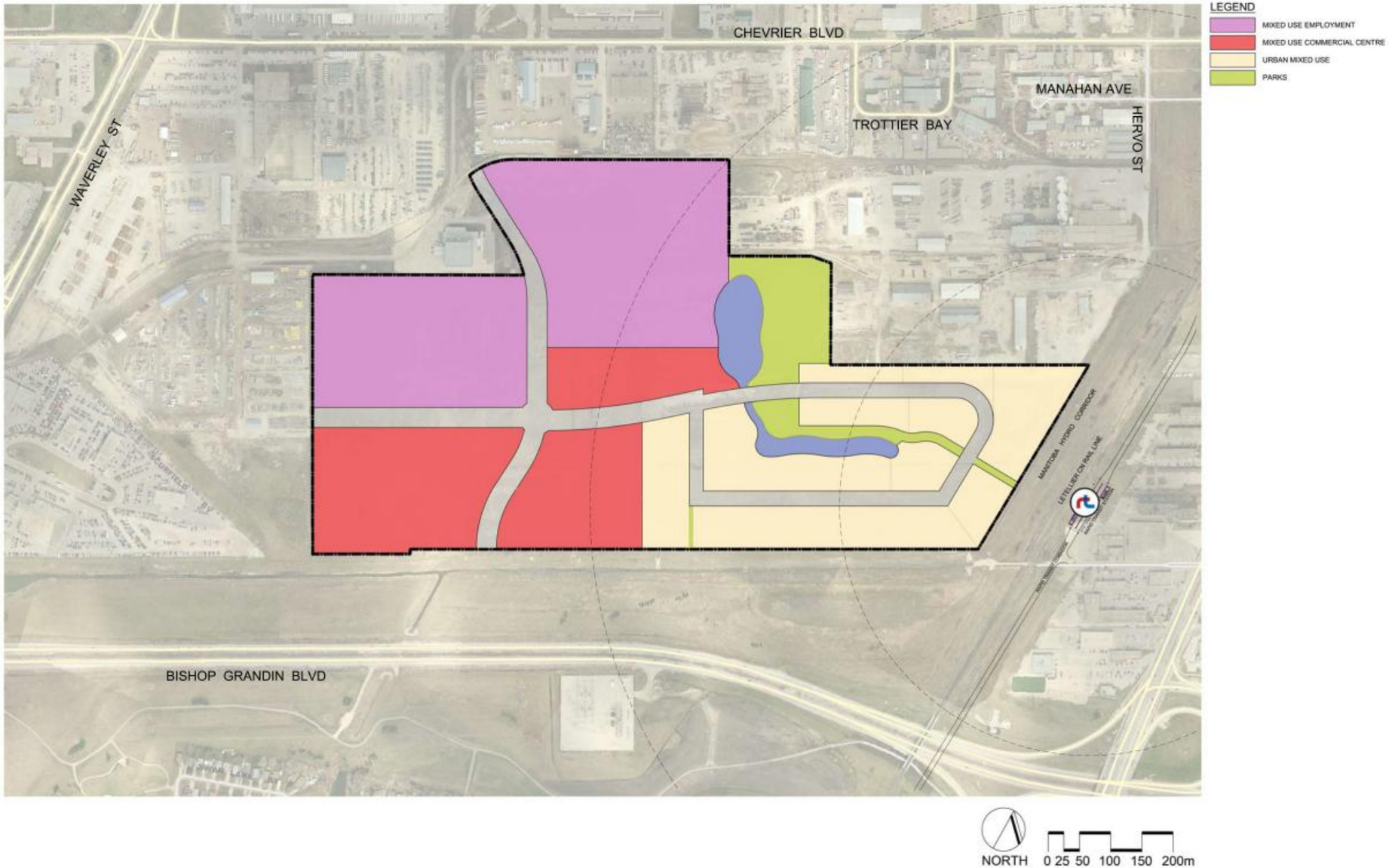
Of the total universe of industrial space within the City of Winnipeg (single-tenant, multi-tenant, owner-occupied and investment), the overall vacancy rate at June of 2013 was 2.6 percent, up very slightly from 2.0 percent from June of 2012. Within this total inventory of space, the overall vacancy rate over the last ten years has averaged 2.8 percent. Over the past five years, the overall vacancy rate for the Fort Garry sub-market has averaged 1.8 percent. The vacancy rate at June 2013 for the Fort Garry sub-market was 1.4 percent. The investment vacancy for the Fort Garry sub-market is somewhat higher at June 2013 at 4.5 percent, while the single-tenant figure was at 0.0 percent at June 2013.

Source: The Johnson Report 2013 June Market Report – Commercial Real Estate

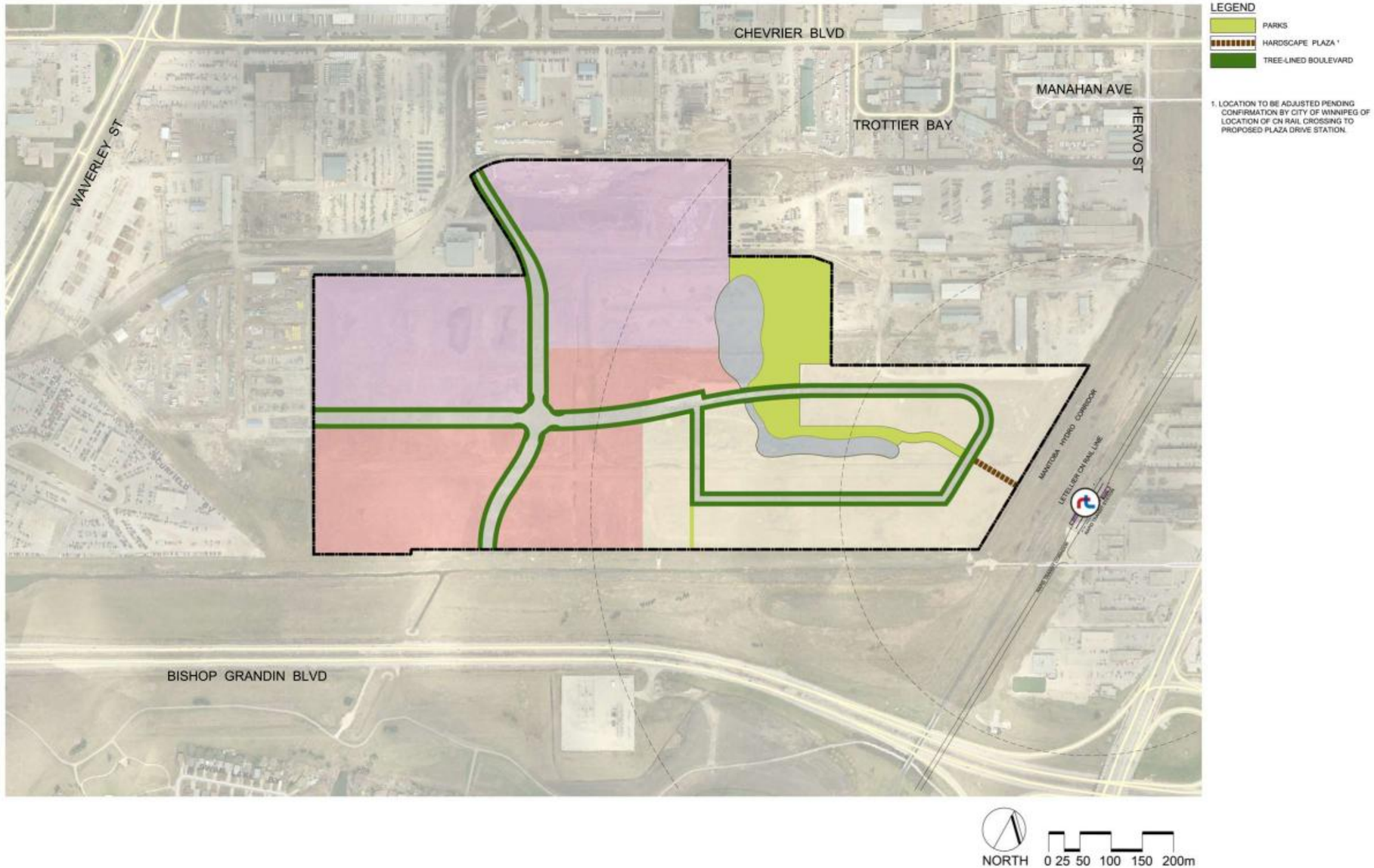
## Appendix D: Maps



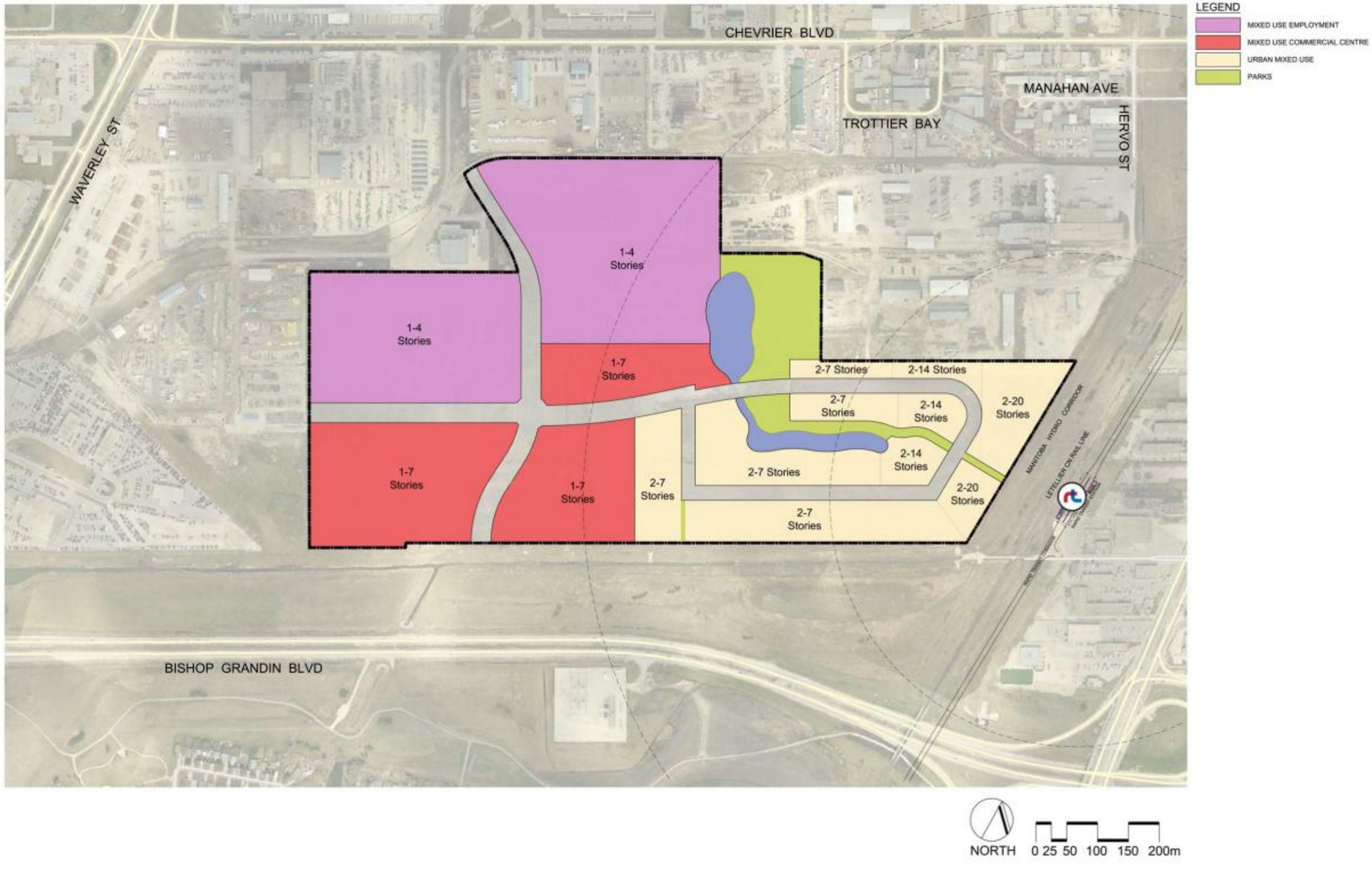

*Conceptual Master Plan*



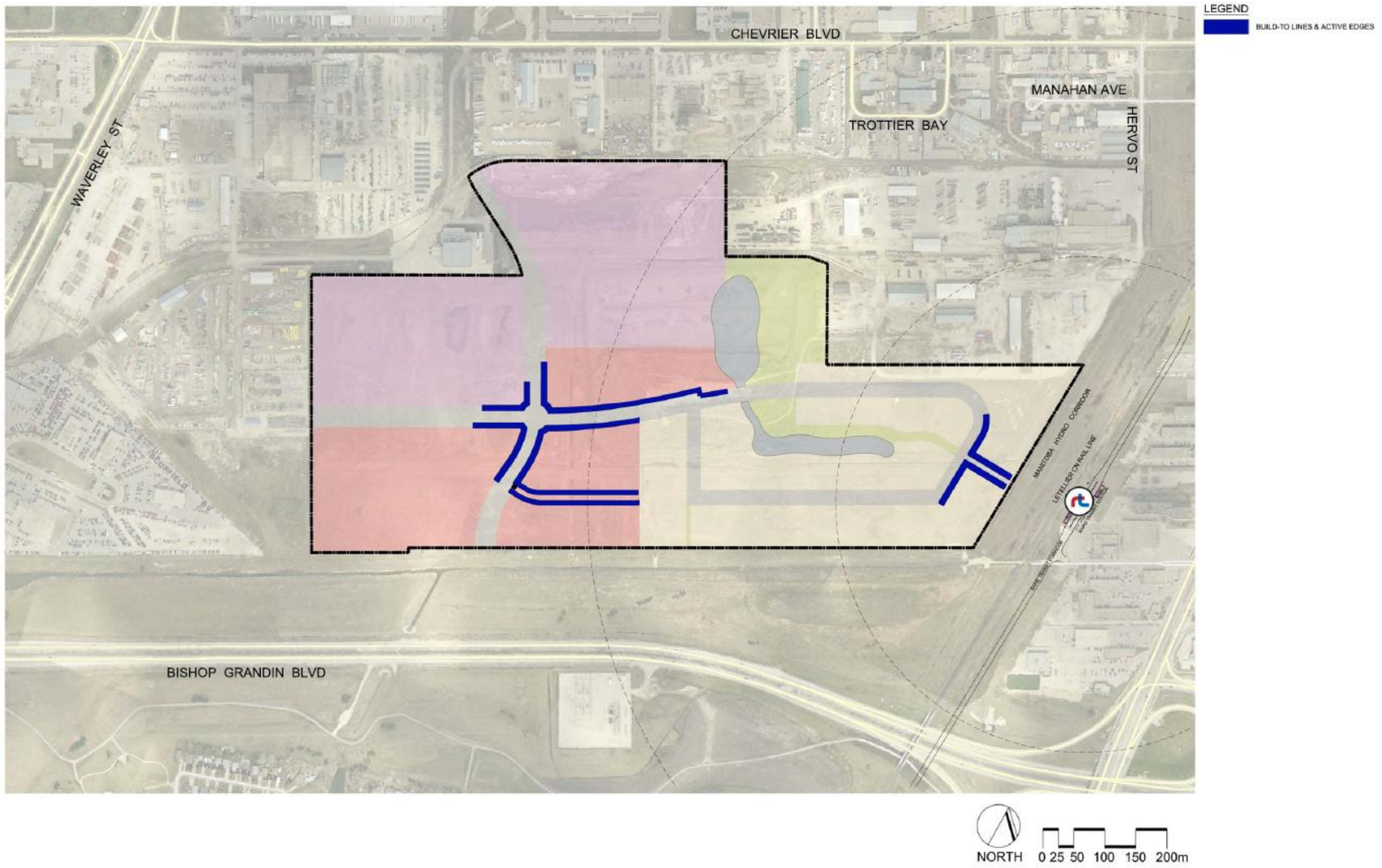

*Land Use Concept*



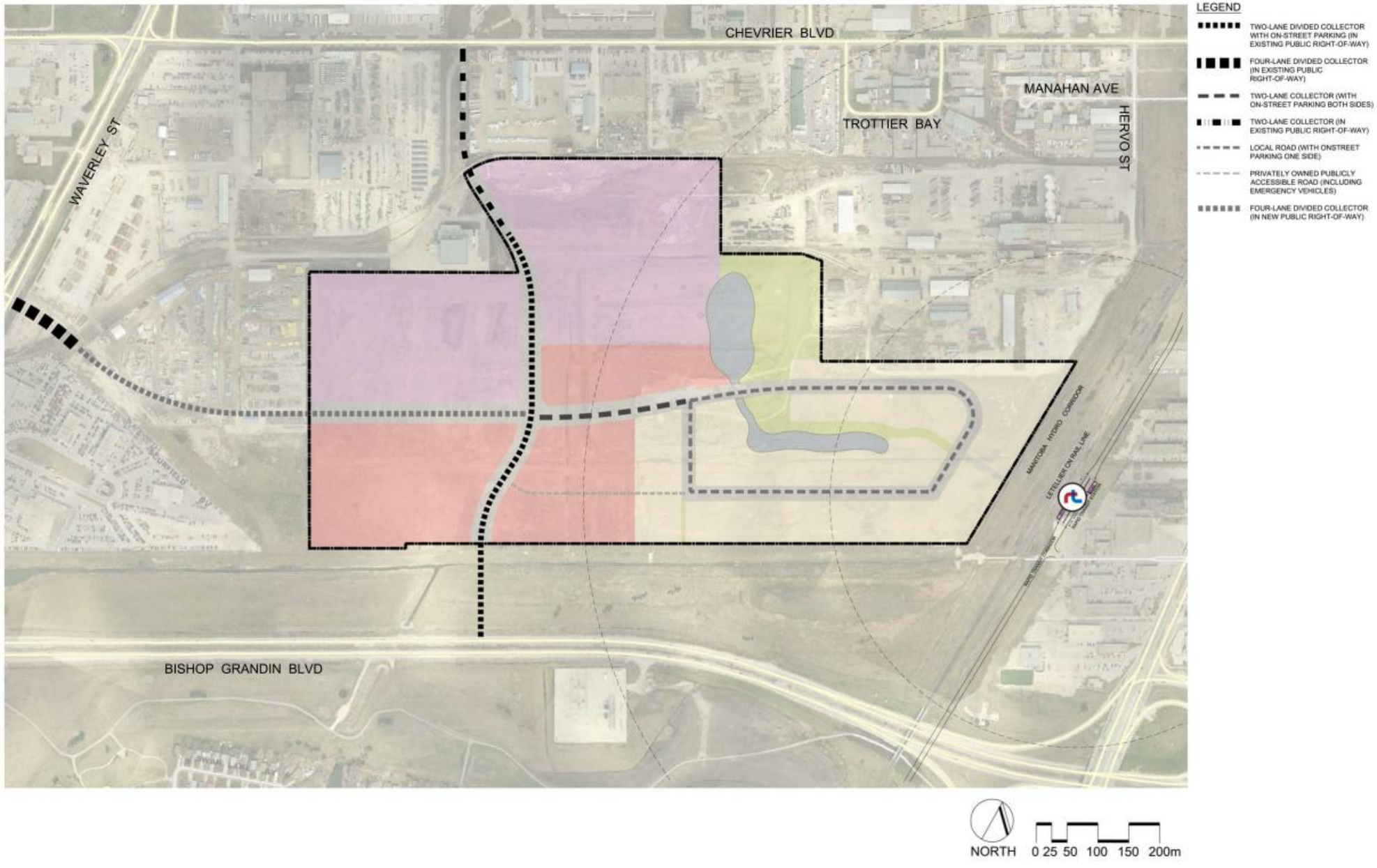

*Green Network Concept*



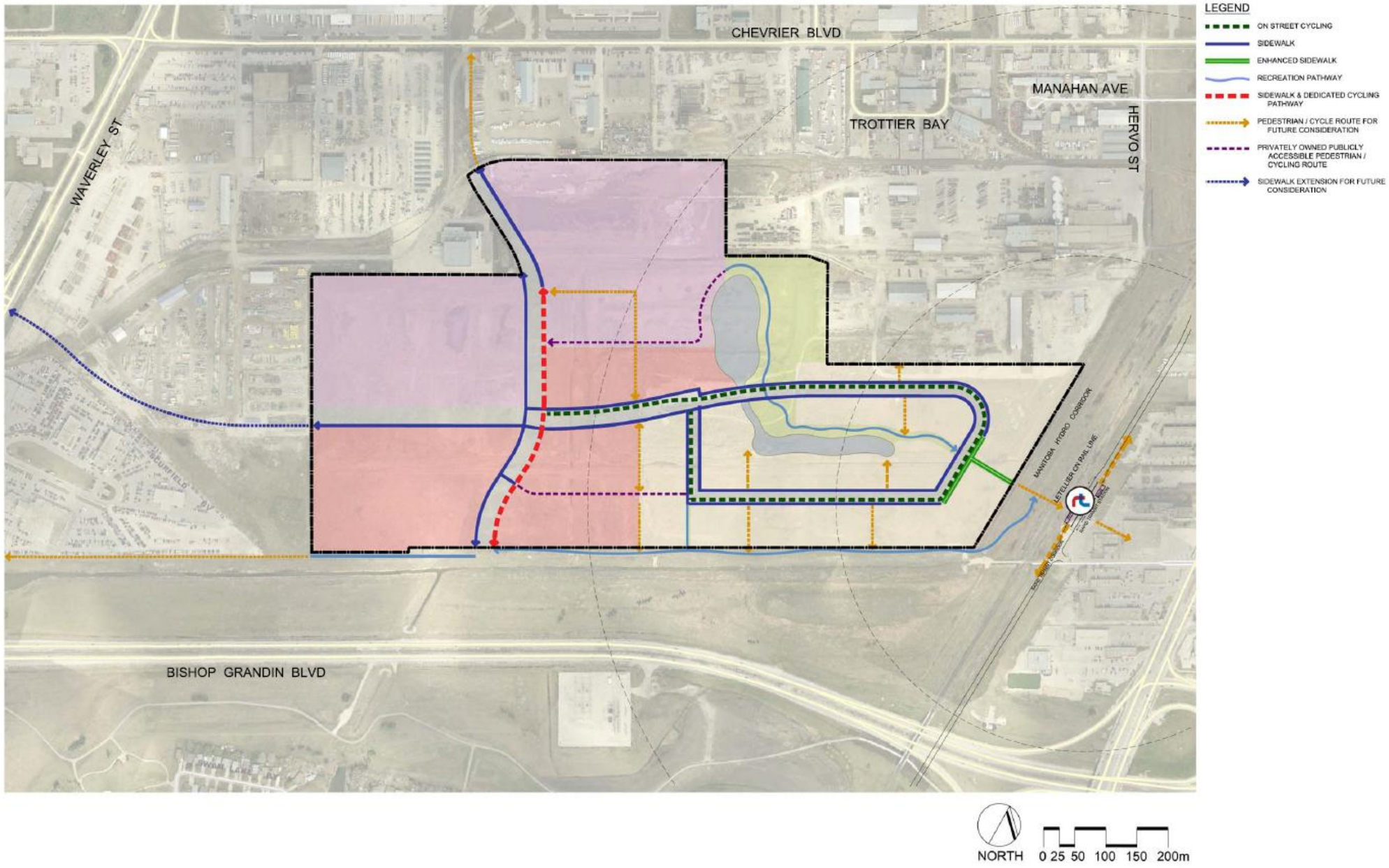

*Building Heights Concept*



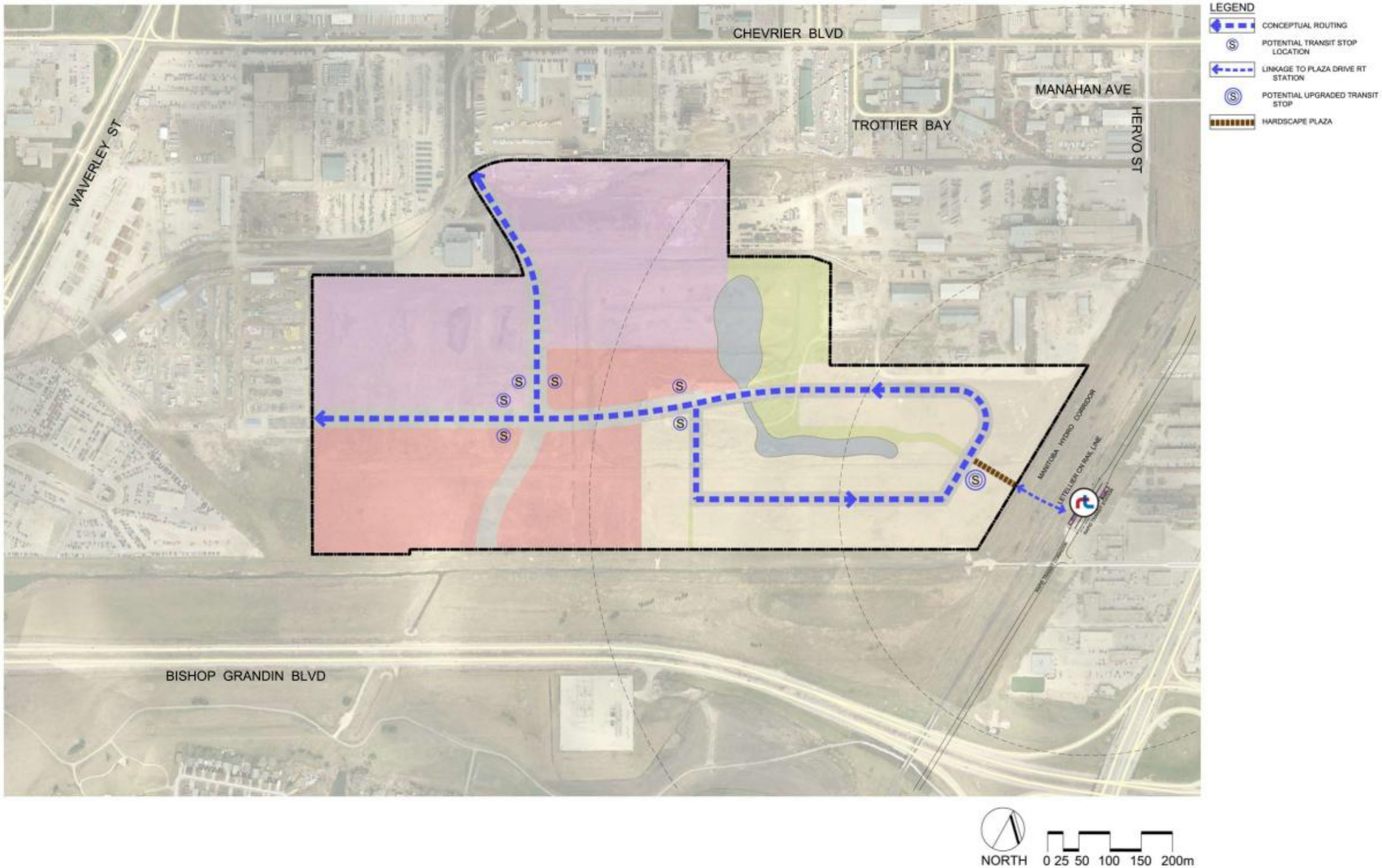

*Build-To Lines and Active Edges Concept*




*Proposed Road Network Concept*




*Pedestrian and Cycling Concept*




*Conceptual Transit Routing & Rapid Transit Station Connections*