Agenda – Council – November 16, 2016

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 8, 2016

Item No. 12 Plan for Red River Exhibition Lands
(St. Charles Ward)
File SP 1/2016

STANDING COMMITTEE RECOMMENDATION:

On November 9, 2016, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That the Plan for Red River Exhibition Lands, included as Attachment 'C' to this report, be endorsed as Council policy subsequent to the following alterations:

    a. The following sentence be removed from section 4.3 (Land Use Concept Areas):

    These land uses include: a community campus concept area; a commercial, agricultural, recreational, entertainment and tourism concept area; a commercial and retail concept area; a business, manufacturing and employment concept area; and a mixed use concept area Exhibition and Showcase Concept Area.

    b. Reference in section 4.3.5.1 to Figure 6 be changed to Figure 5.

    c. The following policies be added to section 5.1.2:

    13. All new permanent development shall be serviced with paved streets.

    14. The provision of transit infrastructure does not guarantee a level of service provision. The level of transit service provided will be at the discretion of Winnipeg Transit.

    15. The Developer shall construct all internal roadways to be used by transit buses and emergency vehicles to widths and thicknesses, and with geometry satisfactory to the Directors of Winnipeg Transit and Winnipeg Fire Paramedic Service, and with sidewalks and pedestrian-scale ornamental street lighting satisfactory to the Director of Winnipeg Transit.

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d. The words *paved streets* and *municipal* be removed from the following sentence in section 5.2.1 (Purpose):

Any development within the Planning Area will need to be fully serviced with ~~paved streets~~, piped ~~municipal~~ utilities (water, sanitary sewer, and stormwater) as well as shallow utilities (gas, electrical, telecommunications).

e. The words *paved streets* and *municipal* be removed from policy 5.2.2.1 so that the policy reads:

All new permanent development shall be serviced with piped water, wastewater sewer and stormwater facilities, including drainage lakes as required.

f. The following policies be added to Section 5.2.2: (Land Drainage, Wastewater and Water Services Policies)

6. Development within the Planning Area may require extension of piped services to existing piped infrastructure beyond the boundaries of the Planning Area or upgrading of existing private serving infrastructure. Extension or upgrading of such services will be the responsibility of the developer/applicant including arrangement of joint servicing agreements with neighbouring property owners.

7. Development proposals which increase or alter drainage discharge into the Provincial Drainage System or into the RM of Headingley will require permission from the Province of Manitoba or RM of Headingly respectively. If necessary, the Province or RM of Headingley may request the applicant submit a detained drainage plan prepared by a qualified engineer. The cost of this study and any revisions to the highway drainage system directly associated with the proposed development will be the responsibility of the developer.

8. Development requiring water, wastewater and/or land drainage servicing beyond current capacity of City services in the area will require the undertaking of infrastructure studies prepared by a qualified engineer to the satisfaction of the City of Winnipeg. Infrastructure upgrades may be required at the expense of the developer to adequately service the Planning Area, to the satisfaction of the City of Winnipeg.

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9. The City of Winnipeg may require developers to pay their share of infrastructure upgrades which benefit the Planning Area.

2. That *Operationalizing the Plan for Red River Exhibition Lands*, included as Attachment 'B' to this report, be endorsed as Council policy.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – November 8, 2016

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 9, 2016, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On November 8, 2016, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On October 18, 2016, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development, Heritage and Downtown Development.

On September 13, 2016, the Assiniboia Community Committee laid over the matter to its meeting on October 18, 2016.

ADMINISTRATIVE REPORT

Title: **Plan for Red River Exhibition Lands, SP 1/2016**

Issue: A Plan for the Red River Exhibition Lands, a portion of Precinct R of *Complete Communities*) has been prepared and is being presented for endorsement as Council policy.

Critical Path: Assiniboia Community Committee → Standing Policy Committee on Property and Development, Heritage, and Downtown Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	J. Kiernan	N/A	N/A

RECOMMENDATIONS

1. That the *Plan for Red River Exhibition Lands,* included as Attachment 'C' to this report, be endorsed as Council policy subsequent to the following alterations:

    a. The following sentence be removed from section 4.3 (Land Use Concept Areas):

        These land uses include: a community campus concept area; a commercial, agricultural, recreational, entertainment and tourism concept area; a commercial and retail concept area; a business, manufacturing and employment concept area; and a mixed use concept area Exhibition and Showcase Concept Area

    b. Reference in section 4.3.5.1 to *Figure 6* be changed to *Figure 5*.

    c. The following policies be added to section 5.1.2:

        13. All new permanent development shall be serviced with paved streets.

        14. The provision of transit infrastructure does not guarantee a level of service provision. The level of transit service provided will be at the discretion of Winnipeg Transit.

        15. The Developer shall construct all internal roadways to be used by transit buses and emergency vehicles to widths and thicknesses, and with geometry satisfactory to the Directors of Winnipeg Transit and Winnipeg Fire Paramedic Service, and with sidewalks and pedestrian-scale ornamental street lighting satisfactory to the Director of Winnipeg Transit.

d. The words *paved streets* and *municipal* be removed from the following sentence in section 5.2.1 (Purpose):

Any development within the Planning Area will need to be fully serviced with ~~paved streets~~, piped ~~municipal~~ utilities (water, sanitary sewer, and stormwater) as well as shallow utilities (gas, electrical, telecommunications).

e. The words *paved streets* and *municipal* be removed from policy 5.2.2.1 so that the policy reads:

All new permanent development shall be serviced with piped water, wastewater sewer and stormwater facilities, including drainage lakes as required.

f. The following policies be added to Section 5.2.2: (Land Drainage, Wastewater and Water Services Policies)

6 Development within the Planning Area may require extension of piped services to existing piped infrastructure beyond the boundaries of the Planning Area or upgrading of existing private serving infrastructure. Extension or upgrading of such services will be the responsibility of the developer/applicant including arrangement of joint servicing agreements with neighbouring property owners.

7. Development proposals which increase or alter drainage discharge into the Provincial Drainage System or into the RM of Headingley will require permission from the Province of Manitoba or RM of Headingly respectively. If necessary, the Province or RM of Headingley may request the applicant submit a detained drainage plan prepared by a qualified engineer. The cost of this study and any revisions to the highway drainage system directly associated with the proposed development will be the responsibility of the developer.

8 Development requiring water, wastewater and/or land drainage servicing beyond current capacity of City services in the area will require the undertaking of infrastructure studies prepared by a qualified engineer to the satisfaction of the City of Winnipeg. Infrastructure upgrades may be required at the expense of the developer to adequately service the Planning Area, to the satisfaction of the City of Winnipeg.

9 The City of Winnipeg may require developers to pay their share of infrastructure upgrades which benefit the Planning Area.

2. That *Operationalizing the Plan for Red River Exhibition Lands*, included as Attachment 'B' to this report, be endorsed as Council policy

3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

The Red River Exhibition Lands are located within an area identified as a Regional Mixed Centre in the *Complete Communities Direction Strategy*. Direction 1 of the *Complete*

Communities section regarding Regional Mixed Use Centre indicates that transformation of existing regional mixed use centres will be done through a proactive and collaborative planning process. *The Plan for Red River Exhibition Lands* is consistent with the principles and direction in *OurWinnipeg* and *Complete Communities*.

The Plan for Red River Exhibition Lands (the Plan) presents a general land use concept, complete with objectives and policies, to guide development of the existing Red River Exhibition Lands. All future development applications will be considered in the context of the Plan. The City's review of the Plan seeks to ensure compliance with *OurWinnipeg* and the Directions and Enabling Strategies of the *Complete Communities Direction Strategy*.

The Plan for Red River Exhibition Lands is being submitted for endorsement as Council Policy.

IMPLICATIONS OF THE RECOMMENDATIONS

The Plan is intended to guide future Council decision making. It provides a series of policies for the Public Service to follow during the review and analysis of development applications. The Plan is to be endorsed as Council policy and not adopted as a by-law. This provides flexibility in interpretation and application and allows the Plan to adapt as circumstances change. The Plan is not a by-law, and is therefore, not intended to be prescriptive or regulatory in nature. Changes to the Plan will follow the process outlined in attachment 'B': *Operationalizing the Plan for Red River Exhibition Lands.*

Endorsement of the Plan will allow for consideration to be given to the rezoning and subdivision of the subject lands.

HISTORY

On July 20, 2011, Council adopted the *Complete Communities Direction Strategy* By-law 68/2010 which designated the Red River Exhibition Lands and surrounding area as Regional Mixed Use Centre.

On May 31, 2016, the consultant for the Red River Exhibition Association submitted an application (DASZ 33/2016) to subdivide two (2) agricultural parcels into six (6) parcels. The application also proposes to create a new Planned Development Overlay Zone ("PR3-PDO-2 RRX") which will be applied to a ~236 acre parcel resulting from the subdivision. Two (2) of the six (6) new parcels are proposed to be zoned as "C3" (Commercial Corridor) zone and the remaining three (3) parcels are to remain zoned "A" (Agricultural). Approval of this subdivision/rezoning application is pending the Council is pending the Council endorsement of the Plan now under consideration.

Also on May 31, 2016, the consultant for the proponents submitted application to have the Plan endorsed by Council as policy.

OURWINNIPEG POLICY ALIGNMENT

The Plan is consistent with the *OurWinnipeg* and *Complete Communities Direction Strategy* By-laws.

OurWinnipeg identifies the Planning Area as part of a larger Regional Mixed Use Centre. The Plan has been prepared and is in accordance with *Complete Communities* section 03 (Regional Mixed Use Centres) Direction 1: *Promote and guide the transformation of existing Regional Mixed Use Centres through a proactive and collaborative process.* As per the requirements of this Direction, the Plan establishes local goals and objectives while taking into account its relationship to *OurWinnipeg*.

The Plan reinforces the importance of the wider area as a regional mixed use centre and promotes development which *concentrates urban development in a built form that helps to optimize existing investment, municipal infrastructure, and facilities* (OurWinnipeg section 01-1c – Key Directions for Centres and Corridors).

Complete Communities figure 03g identifies the subject land as a *New Community* and figure 03h labels the subject land "Precinct R". The Key Direction statements of section 03-4 *New Communities* indicates that *…New Communities will be planned as complete from the outset and will continue to achieve a high standard of sustainability in planning, design, construction and management.* Section 03-4 also states that not all areas designated as *New Community* will be residential neighbourhoods and specifically mentions that the planning and development of Precinct 'R' will follow the policies of Section 06 *Commercial Areas.*

The pre-amble of Section 06 *Commercial Areas* recognizes that a commercial area *provides local and regional goods and services, provides employment for many Winnipeggers and contributes to the health, diversity and vitality of the local economy.* This section concludes with the suggestion that *the form that these developments take will be influenced in a large part by the characteristics of the area of the urban structure in which they are located.* The uses and activities already established in the wider Precinct 'R' area are of considerable regional significance and make this area unique. The proposed Plan will *encourage the creation of vibrant and high quality commercial developments* (Section 04-3, Direction 4) in the subject area as appropriate.

CONSULTATION

In preparing this report there was consultation with:

- Internal consultation with: Public Works, Water and Waste, and Winnipeg Transit.

SUBMITTED BY

Department: Planning Property and Development Department
Division: Urban Planning Division
Prepared by: James Platt, MCIP
Date: September 6, 2016
File No. SP 1/2016

List of Attachments:

1. Attachment A – *Planning Discussion*
2. Attachment B – *Operationalizing the Plan for Red River Exhibition Lands*
3. Attachment C – *Plan for Red River Exhibition Lands*

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ATTACHMENT A: *PLANNING DISCUSSION*

DATE:	September 6, 2016
FILE NUMBER:	SP 1/2016
RELATED FILES:	DASZ 33/2016 & DAV 16-130922/D
COMMUNITY:	Assiniboia (St. Charles Ward)
SUBJECT:	Plan for Red River Exhibition Lands
LOCATION:	3977 & 4055 Portage Avenue
APPLICANT/OWNER:	Landmark Planning & Design Inc / Red River Exhibition Association

Summary

The Red River Exhibition Association (the Association) is a not-for-profit corporation (incorporated under *The Red River Exhibition Association Incorporation Act*, RSM 1990, c 146) that operates the Red River Exhibition Park on a year round basis. The Red River Exhibition Park utilizes only a small portion of the ~390 acres of land owned by the Association in Precinct 'R' (of *Complete Communities*). The Association has developed the *Plan for Red River Exhibition Lands* (the Plan) to expand upon its agricultural and entertainment roots to become part of a larger destination district for the Manitoba Capital Region. The subject land is within one of the seven transformative areas identified in the *OurWinnipeg Development Plan* as a 'Regional Mixed-Use Centre'. The Plan is the result of a proactive and collaborative planning process as required by *Complete Communities* when considering development within a 'Regional Mixed Use Centre'.

The Plan is consistent with the *OurWinnipeg* and *Complete Communities Direction Strategy* By-laws.

Purpose of the Plan

The Planning Area is owned by the Red River Exhibition Association (the Association), which is a not-for-profit corporation (incorporated under *The Red River Exhibition Association Incorporation Act*, RSM 1990, c 146) that operates the Red River Exhibition Park on a year round basis. A major objective of the Association is to promote and hold fairs, exhibitions, competitions and games involving horses, cattle, agriculture, horticulture, creative arts, athletics, sport and recreation.

The applicant has submitted the Plan with the intent of providing a guide for future land development (10 to 30 year horizon) within the Planning Area which refines and implements the City's broader planning objectives (as described in *OurWinnipeg* and *Complete Communities*). The Plan envisions the Planning Area to expand upon its agricultural and entertainment roots to become a *destination event and entertainment area where the agricultural industry is promoted, business thrives, guests are entertained, and the environment is celebrated* (Section 3.2 – Planning Goals). This vision fits the mandate of the Association which is *to encourage and showcase Manitobans and their achievements through the promotion of agriculture, tourism, industry and commerce.* Under the direction of this Plan, the Association intends to establish a *mix of commercial, agricultural, entertainment, business, manufacturing, recreational and tourism development* (Section 1.4 Overall Planning Goals) which is *compatible with surrounding uses* (Section 3.2.7) and *strengthens the area as a regional attraction in Manitoba's Capital Region* (Section 3.2.1).

Site Description

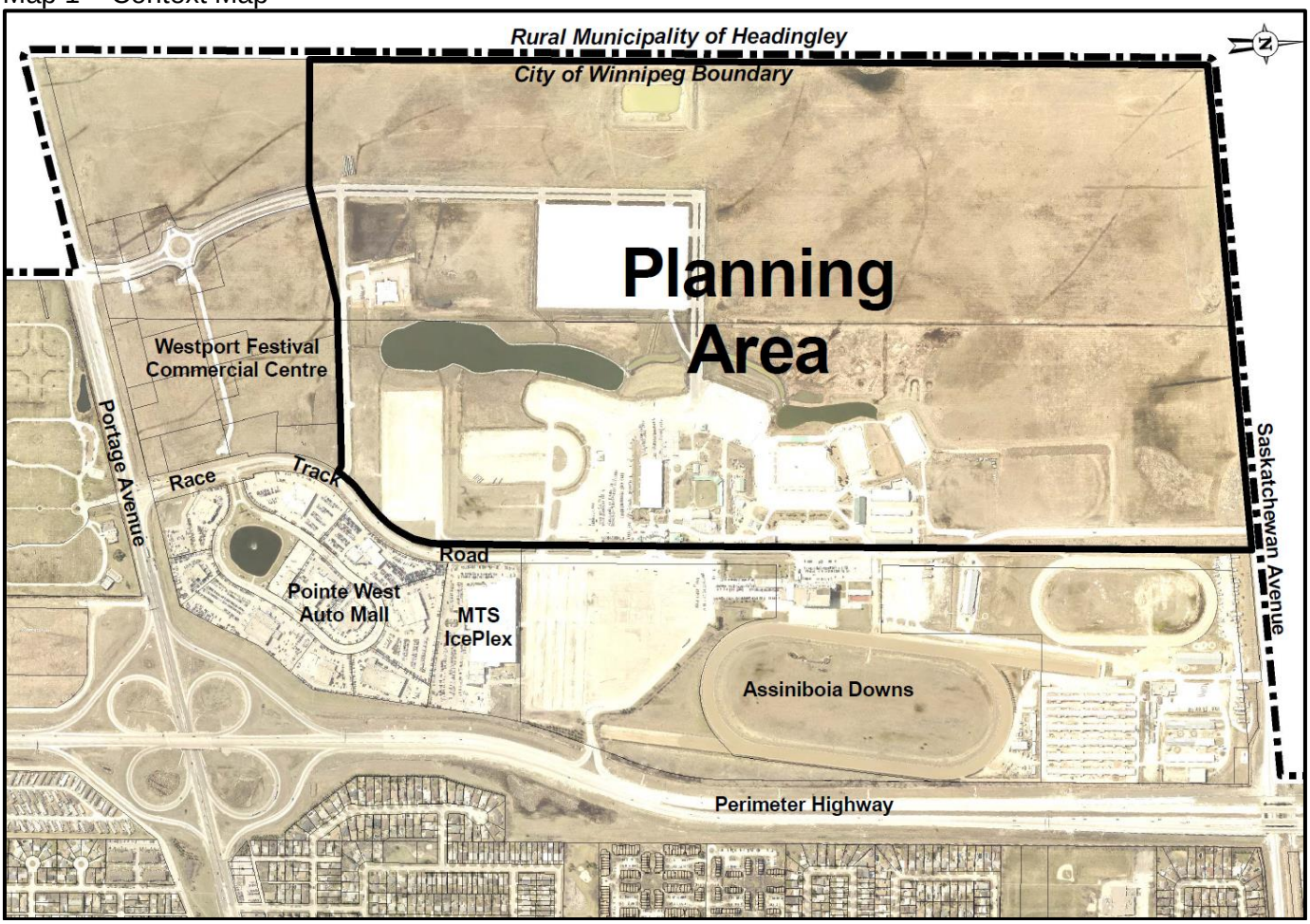
The Planning Area, which is ~390 acres in size, is bounded by the RM of Headingley to the west, Saskatchewan Avenue to the north, Racetrack Road and the Assiniboia Downs site to the east, and the Westport Festival lands to the south (See Map 1 – Context Map). The subject land is entirely within the Assiniboia Downs Neighbourhood (2.227) of the St Charles Ward.

Red River Exhibition Park

The Red River Exhibition Park, located in the south eastern portion the Planning Area, hosts fairs, exhibitions and events sponsored by the Association and other third party organizations to promote industry, commerce, agriculture, and tourism. Construction began on the Park in the Fall of 1996 and

was officially opened in June 1997 with the beginning of the 1997 Red River Exhibition. Red River Exhibition Park has been developed to accommodate Festivals, Fairs and Special Events ranging from 500 to 40,000 people daily. The Park has been designed with numerous features and structures that allow for flexibility in planning and layout while providing a safe, clean and patron friendly environment.

Map 1 – Context Map



The southwestern portion of the planning area contains a building occupied by the Dairy Farmers of Manitoba. A large parking area supporting the Red River Exhibition Park can be found north of the Dairy Farmers of Manitoba Building.

A drainage retention pond exists between the Red River Exhibition Park and the Dairy Farmers of Manitoba building. A smaller retention pond is located adjacent to the northern portion of the Red River Exhibition Park.

Approximately half of the Planning area is undeveloped and under agricultural cultivation.

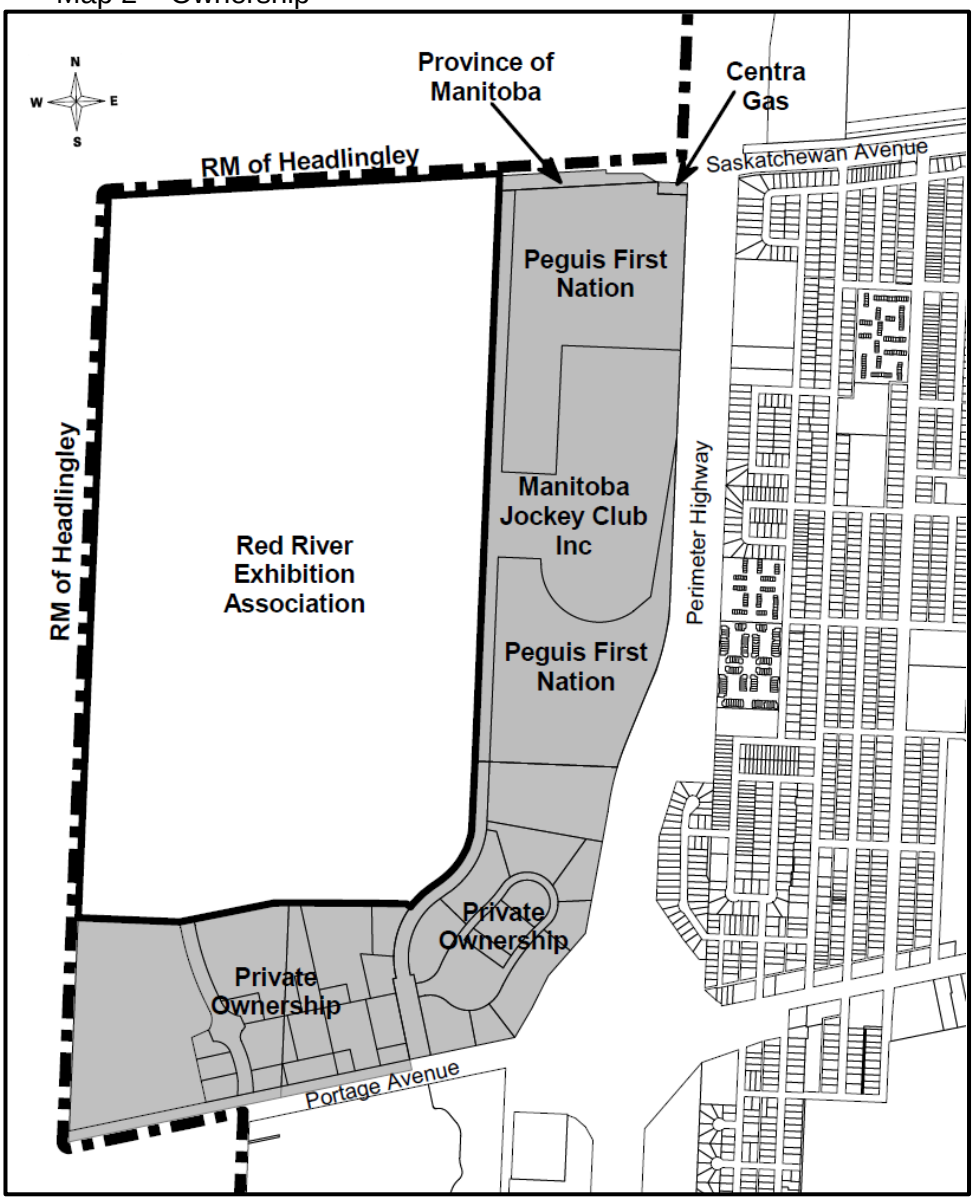
All land within the Planning Area is currently zoned 'A' – Agricultural District. Land zoned Agricultural is intended for a broad range of agricultural activities until such time as it is required for future urban development. The Association has operated the Red River Exhibition under the 'Amusement Enterprise, outdoor' use, which is permissible in the Agricultural zone.

Public access to the Planning Area is gained from the south via Race Track Road and or the newly established Festival Drive (which aligns with Camp Manitou Road). It should be noted that Race Track Road and Festival Drive are private roads and not under the jurisdiction of the City of Winnipeg. Access to the service area of the facility is gained from the north via Saskatchewan Avenue, which is under the jurisdiction of the RM of Headingley (see Map 2 – Ownership).

Surrounding Uses

The City of Winnipeg does not own land abutting the Planning Area (see Map 2 – Ownership).

Map 2 – Ownership



A majority of the land immediately east of the Planning Area is subject to the Assiniboia Downs Area Master Plan which was endorsed by Council in February, 2016. The Manitoba Jockey Club and Peguis First Nation developed the Assiniboia Downs Area Master Plan which supports intensifying development of the 143 acre Assiniboia Downs site in the creation of a regional 'Racing and Entertainment Centre' destination. The future land uses described and/or characterized in the Assiniboia Downs Area Master Plan provide the starting point upon which Peguis First Nation and the City of Winnipeg are expected to negotiate a Municipal Development and Services Agreement. The Plan has the potential to serve as the foundation for the successful development of a pre-eminent Aboriginal Economic Development Zone.

The Assiniboia Downs racetrack remains owned and operated by the Manitoba Jockey Club Inc. Established in 1958, the Assiniboia Downs is the largest horseracing complex in Manitoba; offering live thoroughbred racing and year round simulcast broadcasting with pari-mutuel waging. The facility has grown to become a year-round entertainment, hospitality and exhibition centre hosting various convention & trade shows with +500,000 visitors annually.

The MTS Iceplex (3969 Portage Avenue) is south east of the Planning Area. The MTS Iceplex is a 177,000 square feet complex with four (4) NHL sized rinks with spectator seating constructed in 2009/2010 on the east side of Race Track Road (see Map 1 – Context Map). The Iceplex is used as a practice facility for the NHL Winnipeg Jets; home rink for Junior Hockey, Winnipeg South Blues; home to high school hockey, St. Paul's and Balmoral Hall. The facility has 20 player dressing rooms, a pro shop, concession & vending facilities, restaurant & bar, and is a Hockey Canada Centre of Excellence. The MTS Iceplex has 20,000 hours of ice time and is opened 365 days a year to serve the minor hockey community, adult recreation leagues, tournaments, summer camps and casual rentals.

Pointe West Auto Park (3965 Portage Avenue) is located on Portage Avenue immediately south of the MTS Iceplex (see Map 1 – Context Map). Since 1998 the Point West Auto Park has continued to evolve through various stages of development to become Manitoba's largest Automall with 16 manufactures (foreign, domestic, prestige). This 'auto park' represented a new age of car dealership where the public can come and shop within a wide variety of manufacturers, makes and models of vehicles located along an internal circular drive through a well landscaped setting.

Immediately south of the Planning Area is the Westport Festival commercial/retail centre (see Map 1 – Context Map). Westport Festival is expected to contain 1,000,000 sq ft of building area on 70 acres of land. In addition to a broad spectrum of commercial/retail opportunities, the site may also include a hotel.

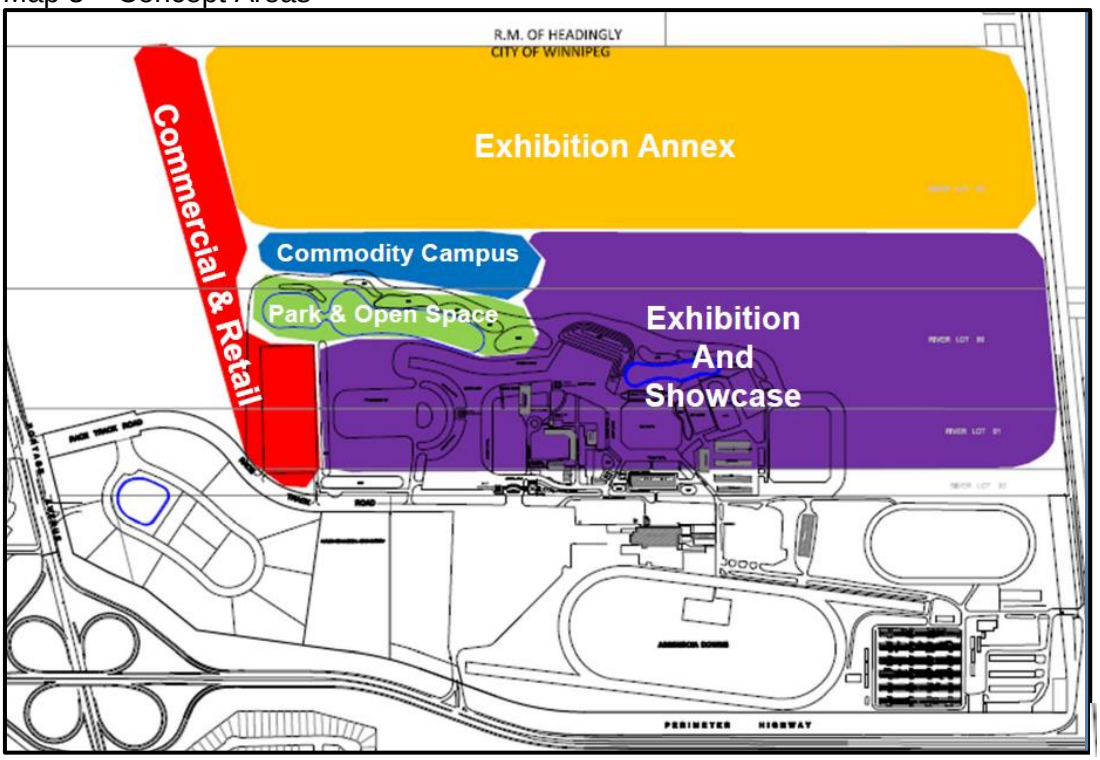
The western and northern boundary of the Planning Area is shared with the RM of Headingley. The RM of Headingley Development Plan By-law designates a majority of the land immediately west of the Planning as 'General Business Policy Area' and it undeveloped. The remainder of the land in the RM of Headingley adjacent to the Planning Area is designated 'Rural Policy Area'. The Department of National Defence operates the land opposite Saskatchewan Avenue to the north.

Analysis

A description of how the Planning Area is to develop over the 10 to 30 year horizon is found in Section 4 (Land Use Concept) of the Plan. The following five (5) policy or concept areas, as presented in Map 3 – Concept Areas, are described in the Plan:

- Exhibition and Showcase Concept Area
- Commodity Campus Concept Area
- Commercial and Retail Concept Area
- Exhibition Annex Concept Area
- Private Parks and Open Space Concept Area

Map 3 – Concept Areas



Section 4.3 (Land Use Concept Area) makes reference to *a community campus concept area; a commercial, agricultural, recreational, entertainment and tourism concept area; a commercial and retail concept area; a business, manufacturing and employment concept area; and a mixed use concept area.* The concept areas identified in section 4.3 do not appear in the remainder of the Plan. It is likely that the concept area names changed in a previous draft version of the Plan and this sentence was overlooked. This sentence should be either altered or removed.

It is recommended that the following sentence be removed from section 4.3 (Land Use Concept Areas):

> *These land uses include: a community campus concept area; a commercial, agricultural, recreational, entertainment and tourism concept area; a commercial and retail concept area; a business, manufacturing and employment concept area; and a mixed use concept area Exhibition and Showcase Concept Area*

The purpose of the Commodity Campus Concept Area is to accommodate agriculture-related offices and businesses which are compatible in scale and function to surrounding uses. The existing building occupied by the Dairy Farmers of Manitoba is located in this concept area. Development in this area will provide the Association the opportunity to attract agricultural-related businesses and institutions to the

Planning Area. Uses established in this concept area will be able to take advantage of the adjacent and already established private park and open space amenities.

The Exhibition and Showcase Concept Area allows for the continued operation and growth of the existing Red River Exhibition Park, which occupies approximately half of the concept area. The size of this concept area provides ample space for the Red River Exhibition Park to expand and/or accommodate large scale festival/event type uses. The policies of this concept area permit the establishment of new office and institutional uses as appropriate.

The Commercial and Retail Concept Area runs along the southern boundary of the Planning Area opposite the Westport Festival Commercial Centre. As the name suggests, uses commercial-related permitted in this concept area. Policy 4.3.3.2.2 specifically permits hotels/motels and office uses. It is assumed that development in this concept area will front onto the existing road separating the Planning Area from the Westport Festival lands to the south. Such development could serve as a transition from the commercial uses at Westport Festival to the festival/events related uses at the Red River Exhibition Park, although this is not stated as a purpose or reflected in the policies provided.

The Exhibition Annex Concept Area covers almost the entire western half of the Planning Area and is adjacent to the RM of Headingley. The purpose of this area is not entirely clear; however there is a stated intention for development in this concept area to be limited to those uses which benefit from being located in proximity to the Red River Exhibition Park. Policies of this section permit light industrial, research institutions, manufacturing, and commercial uses. However, it should be noted that Policy 4.3.4.2.5 states *any new development should be designed so that the uses and activities do not cause annoyance or nuisance to surrounding uses.* This policy provides a means by which the appropriateness of any proposed light industrial and/or manufacturing development could be evaluated. It is possible that development in this area could provide a transition or buffer from the uses permitted in the adjacent 'General Business' designation of the RM of Headingley Development Plan.

The Private Parks and Open Space Concept Area provides for private park land and open community spaces for active and passive recreation. The concept area appears to cover little more than the area already occupied by an existing drainage retention pond. It should be noted that policy 4.3.5.2.2 states *the dedication of lands for parks, open space and recreation purposes shall be in accordance with the Development Agreement Parameters of the City of Winnipeg.* This policy is redundant as the Development Agreement Parameters apply to development applications in the area regardless of whether this policy exists or not. Regardless, the land within the Planning Area is expected to remain under private ownership and the City of Winnipeg will not likely be acquiring land in the area for parks, open space or recreation purposes. Instead, it is likely that the City of Winnipeg will request cash in lieu of park dedication as per the Development Agreement Parameters.

Section 4.3.5.1 incorrectly refers to "Parkland, Rails and Transit" being represented in Figure 6 instead of Figure 5. It is recommended that this reference be corrected.

<u>Design Guidelines</u>

The Planning Goals of the Plan (Section 3.2) include intent to *promote sustainable design features with priority given to green roofs, solar technology, native plan materials, bio-swales, green building design(s) and other supporting elements* (Section 3.2.6) and ensure the area is maintained through quality design and landscaping (Section 3.2.7). As land within the Planning Area is expected to remain under the ownership of the Association, the standard of development established by this goal will be upheld by Association. Section 4.4 (Design Approval) provides that the Association will prepare and maintain a set of design guidelines which will be applied to new and/or expanding developments within the Planning Area (in addition to those of the City of Winnipeg).

A copy of the intended Design Guidelines (*Developer Regulated Design Guidelines – Red River Exhibition Park Lands*) has been provided by the Association for reference. Guidelines contained in the

document are organized according to the Concept Areas described in the Plan. It is the responsibility of the Association to make this document available to the public.

Alignment with *OurWinnipeg* and *Complete Communities*

Complete Communities figure 03g identifies the subject land as a *New Community* and figure 03h labels the subject land "Precinct R". The Key Direction statements of section 03-4 *New Communities* indicates that *…New Communities will be planned as complete from the outset and will continue to achieve a high standard of sustainability in planning, design, construction and management.* Section 03-4 also states that not all areas designated as *New Community* will be residential neighbourhoods and specifically mentions that the planning and development of Precinct 'R' will follow the policies of Section 06 *Commercial Areas.*

The pre-amble of Section 06 *Commercial Areas* recognizes that a commercial area *provides local and regional goods and services, provides employment for many Winnipeggers and contributes to the health, diversity and vitality of the local economy.* This section concludes with the suggestion that *the form that these developments take will be influenced in a large part by the characteristics of the area of the urban structure in which they are located.* The uses and activities already established in the wider Precinct 'R' area are of considerable regional significance and make this area unique. The Plan aligns with the *Complete Communities* direction to *encourage the creation of vibrant and high quality commercial developments* (Section 04-3, Direction 4).

The Planning Area is also considered to be a component one of the seven 'Regional Mixed-Use Centres' identified in the *OurWinnipeg Development Plan* as strategically located throughout the City. As 'Transformative Areas', 'Regional Mixed-Use Centres' are characterized as large sites (typically 100 acres or more) capable of major transformative change often located adjacent to major corridors with the potential become intensely developed, city-wide or regional destinations. The Plan supports intensifying development of the existing site incorporating a range of uses which increase the potential of the area as a regional destination.

Complete Communities Section 03-2c (Transformative Areas > Centres and Corridors > Regional Mixed Use Centres) Direction 1 supports the *transformation of existing regional mixed uses centres through a proactive and collaborative process.* The Plan is the result of a proactive and collaborative process, which included stakeholder meetings and a public engagement.

Complete Communities Section 03-2 Transformative Areas – Centres and Corridors Direction 1 states: *Develop Centres and corridors as focal points, characterized by a mix of uses, high density developments, opportunities for gathering and other social interaction and a high-level of accessibility through multiple modes of transportation.* The vision and policies of the Plan include elements which accommodate social interaction and pedestrian accessibility. The Plan also includes the potential for the development of a Transit hub.

Complete Communities Section 03-2a Centres Key Direction states: *Centres will function as key strategic areas that provide a mix of uses, allowing for further intensification of these uses over time, while serving as vibrant gathering spaces that support the daily activities of local residents.* The Plan promotes a mix of uses, supported by a vibrant pedestrian environment, which will intensify development of the site over time.

The Plan aligns with *OurWinnipeg* and the *Complete Communities Direction Strategy.*

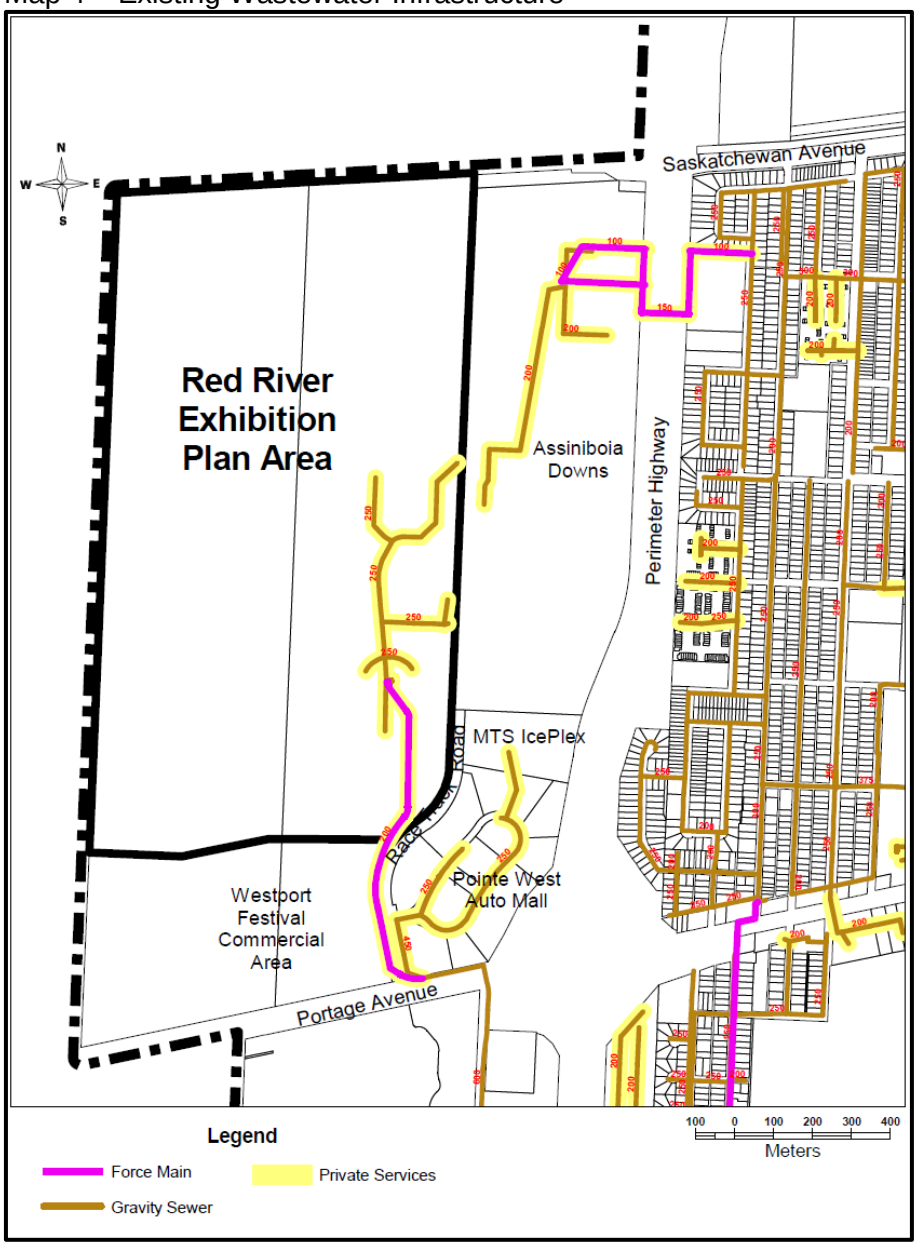
Land Drainage, Wastewater and Water Services

Policies related to land drainage, wastewater and water services are found in section 5.2 of the Plan. The following provides a description of existing infrastructure.

Waste water generated within the Planning Area is collected through an existing private gravity system which drains to a lift station. Wastewater is then pumped south from the lift station through a 200mm

private force main to a 600mm City of Winnipeg wastewater sewer main along Portage Avenue (See Map 4 – Existing Wastewater Infrastructure).

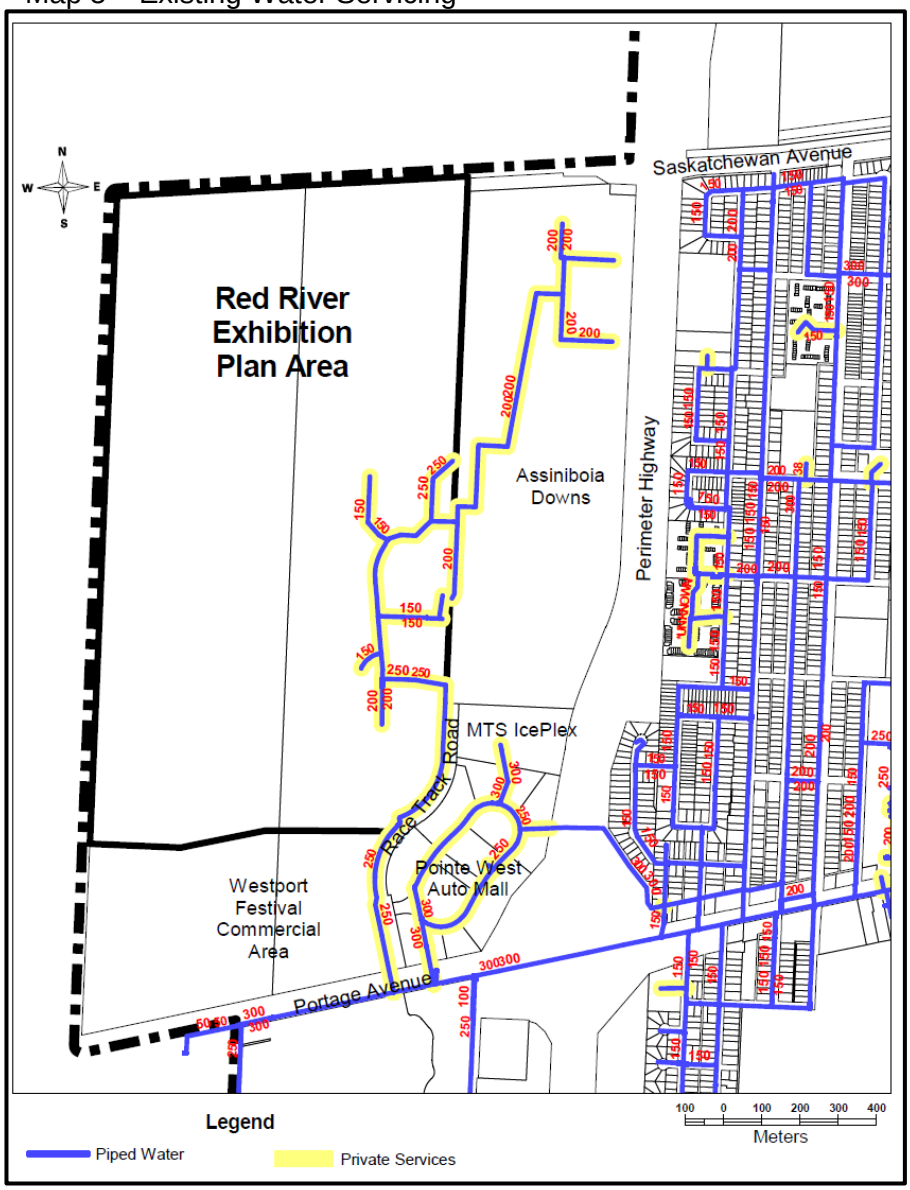
Map 4 – Existing Wastewater Infrastructure



The design of the wastewater infrastructure that services the Planning Area will need to consider and accommodate the wider area being serviced by the 600mm wastewater sewer main on Portage Avenue.

Water for the Planning Area currently originates at the intersection of Race Track Road and Portage Avenue. The existing water pipeline servicing the Planning Area crosses land under private ownership (See Map 5 – Existing Water Servicing). The existing water pipeline system extends east to service the Assiniboia Downs.

Map 5 – Existing Water Servicing



Development within the Planning Area will require improvements to the existing water servicing infrastructure. The anticipated water main extension along Saskatchewan Avenue will provide a second major water feed into the Planning Area. The Plan recognizes and proposes connection to this second major water feed.

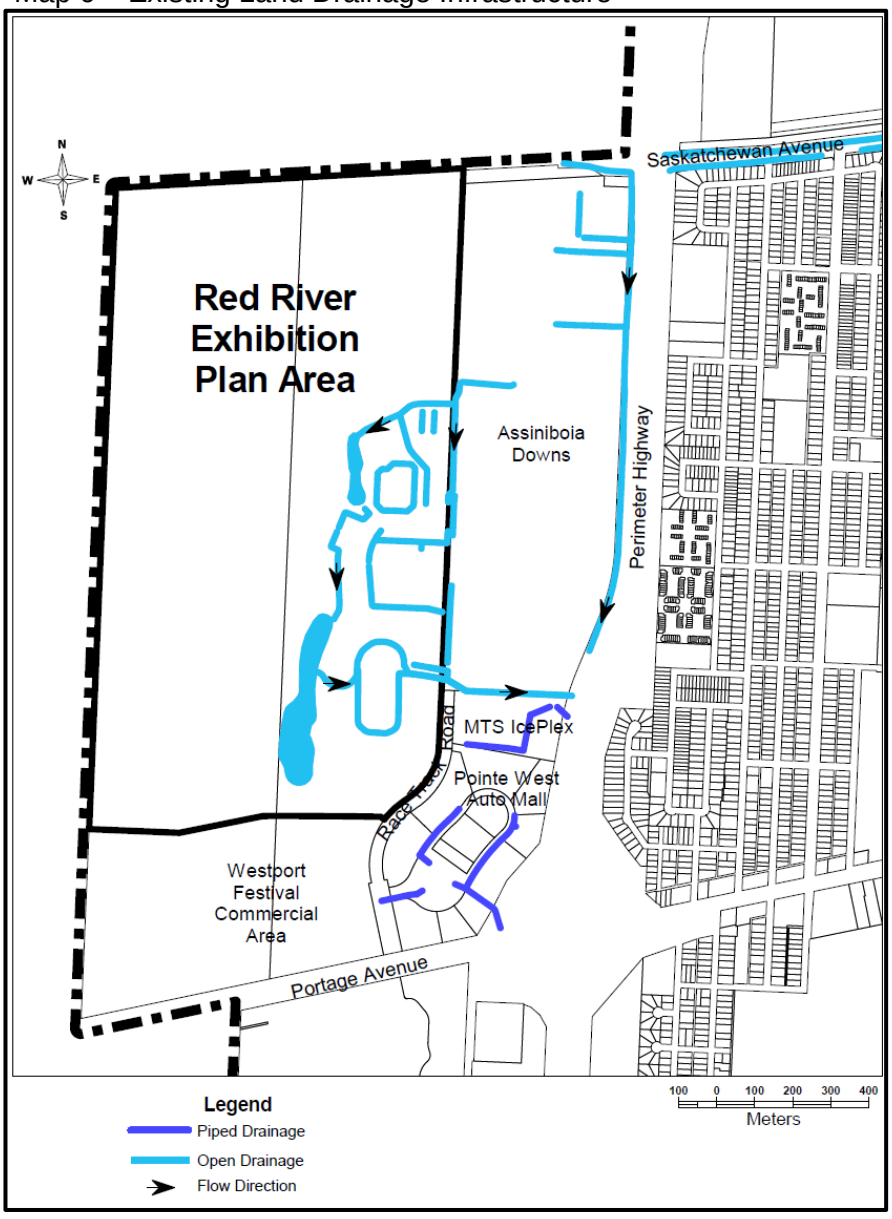
Despite the additional capacity provided by the second major water feed, building construction upgrades beyond the Building Code requirements may be required to satisfy the City's fire protection and life safety requirements. Water servicing for development within the wider area will require coordination between landowners (ie. Westport Festival Assiniboia Downs) and the City of Winnipeg.

City of Winnipeg engineers have identified a number of issues with the Water Distribution System Capacity Study submitted in support of the Plan. It should be noted that resolving the issues in the engineering reports is not likely to drastically affect the content of the Plan. It is recognized that new

infrastructure represented in figures 7 through 10 is conceptual only and subject to change. For instance the drainage retention ponds depicted in figure 4 (Land Use Concept Plan) differ from those in figure 10 (Proposed Land Drainage Conditions). The purpose of these figures is to demonstrate that servicing the Planning Area is possible. As mentioned in Section 5.2.1 of the Plan, details related to the alignment and sizing of new infrastructure will be identified at the Development Agreement Stage and confirmed prior to or during construction drawing approval.

Land Drainage within the Planning Area is provided through a system of ditches which discharge through private land to the east and into the drainage system along the Perimeter Highway, which is under the jurisdiction of the Province (See Map 6 – Existing Land Drainage Infrastructure).

Map 6 – Existing Land Drainage Infrastructure



When development proceeds, the Province will request sufficient information to ensure drainage from the Planning Area will not adversely affect the provincial highway system. If necessary, the Province may request the applicant submit a detained drainage plan prepared by a qualified engineer. The cost of this study and any revisions to the highway drainage system directly associated with the proposed development will be the responsibility of the developer.

Land within the Planning Area is expected to remain private, including any new infrastructure. The Plan should contain policy wording making it clear that the developer will be responsible for infrastructure improvements required to connect private services within the Planning Area to municipal infrastructure outside of the Planning Area.

Section 5.2 (Land Drainage, Wastewater and Water Services) includes reference to "piped municipal utilities" and "piped municipal water." Since the word "municipal" may imply these services are public, and not private, these references could be inaccurately interpreted and should be reworded. This section also includes references to "paved streets", which would be better included in section 5.1 (Roadways)

It is recommended that the words "paved streets" and "municipal" be removed from the following sentence in section 5.2.1 (Purpose):

> *Any development within the Planning Area will need to be fully serviced with* ***~~paved streets,~~*** *piped* ***~~municipal~~*** *utilities (water, sanitary sewer, and stormwater) as well as shallow utilities (gas, electrical, telecommunications).*

It is recommended that the words, "paved streets" and "municipal" be removed from policy 5.2.2.1 so that the policy reads:

> *All new permanent development shall be serviced with piped water, wastewater sewer and stormwater facilities, including drainage lakes as required.*

It is recommended that the following policies be added to Section 5.2.2: (Land Drainage, Wastewater and Water Services Policies)

6 *Development within the Planning Area may require extension of piped services to existing piped infrastructure beyond the boundaries of the Planning Area or upgrading of existing private serving infrastructure. Extension or upgrading of such services will be the responsibility of the developer/applicant including arrangement of joint servicing agreements with neighbouring property owners.*

7. *Development proposals which increase or alter drainage discharge into the Provincial Drainage System or into the RM of Headingley will require permission from the Province of Manitoba or RM of Headingly respectively. If necessary, the Province or RM of Headingley may request the applicant submit a detained drainage plan prepared by a qualified engineer. The cost of this study and any revisions to the highway drainage system directly associated with the proposed development will be the responsibility of the developer.*

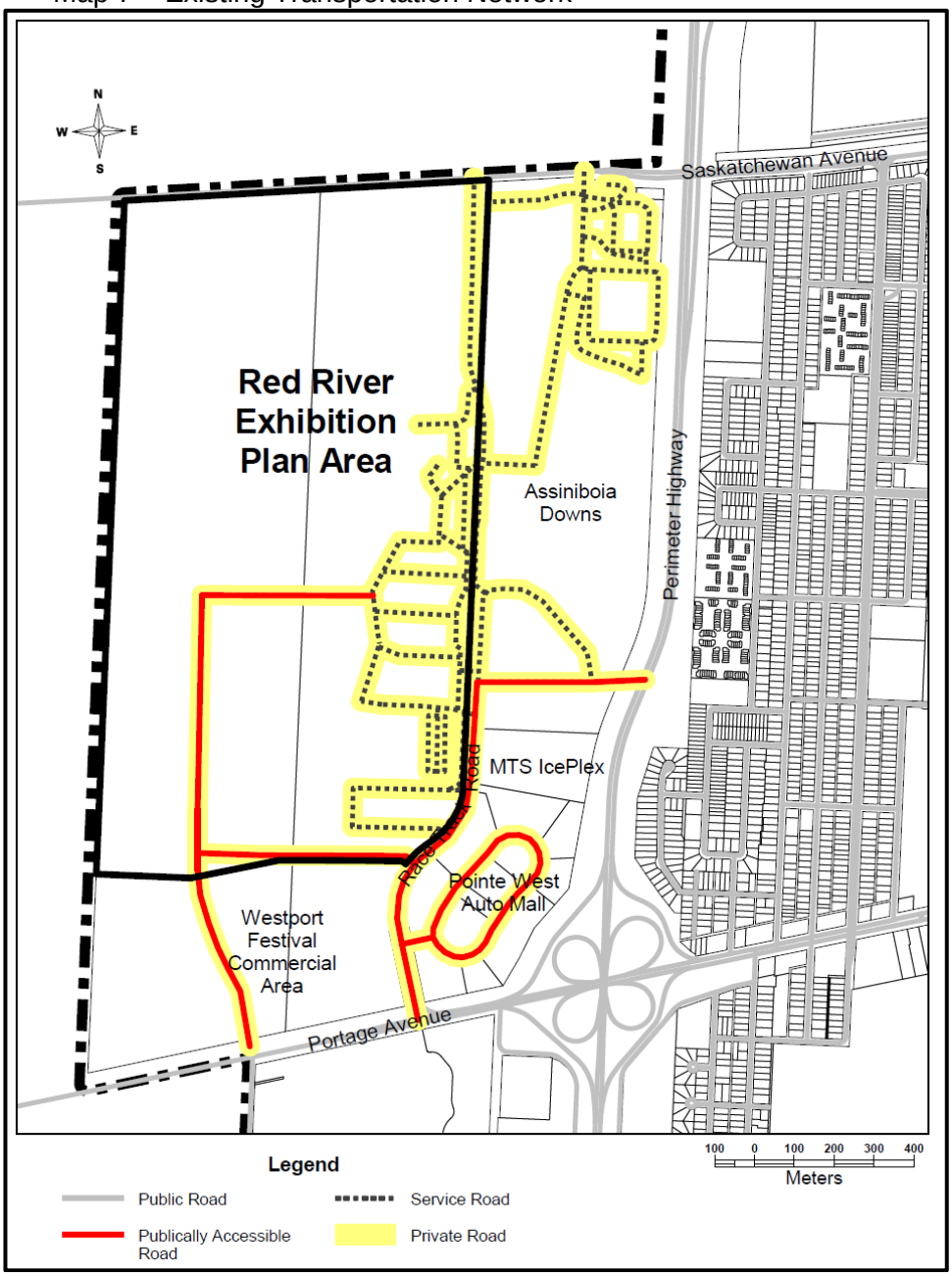
8 *Development requiring water, wastewater and/or land drainage servicing beyond current capacity of City services in the area will require the undertaking of infrastructure studies prepared by a qualified engineer to the satisfaction of the City of Winnipeg. Infrastructure upgrades may be required at the expense of the developer to adequately service the Planning Area, to the satisfaction of the City of Winnipeg.*

9 *The City of Winnipeg may require developers to pay their share of infrastructure upgrades which benefit the Planning Area.*

Transportation

The City of Winnipeg does not have jurisdiction over any of the roads adjacent to the Planning Area. Public access to the Planning Area is gained from Portage Avenue from the south via the privately owned Race Track Road, or the newly constructed Festival Drive. Additional private service access is currently obtained via Saskatchewan Avenue (see Map 7 – Existing Transportation Network) or from the neighbouring privately owned properties to the east.

Map 7 – Existing Transportation Network



Development in the Planning Area is very likely to increase traffic on Saskatchewan Avenue east of the Perimeter Highway. It should be noted that a significant amount of residential development on the north side of Saskatchewan Avenue between the Perimeter Highway and Sturgeon Road has been proposed since the completion of the traffic study was completed for the Planning Area. The traffic study submitted in support of the Plan for the Red River Exhibition Lands does not need to be altered to account for the additional traffic potentially generated by the newly proposed residential area.

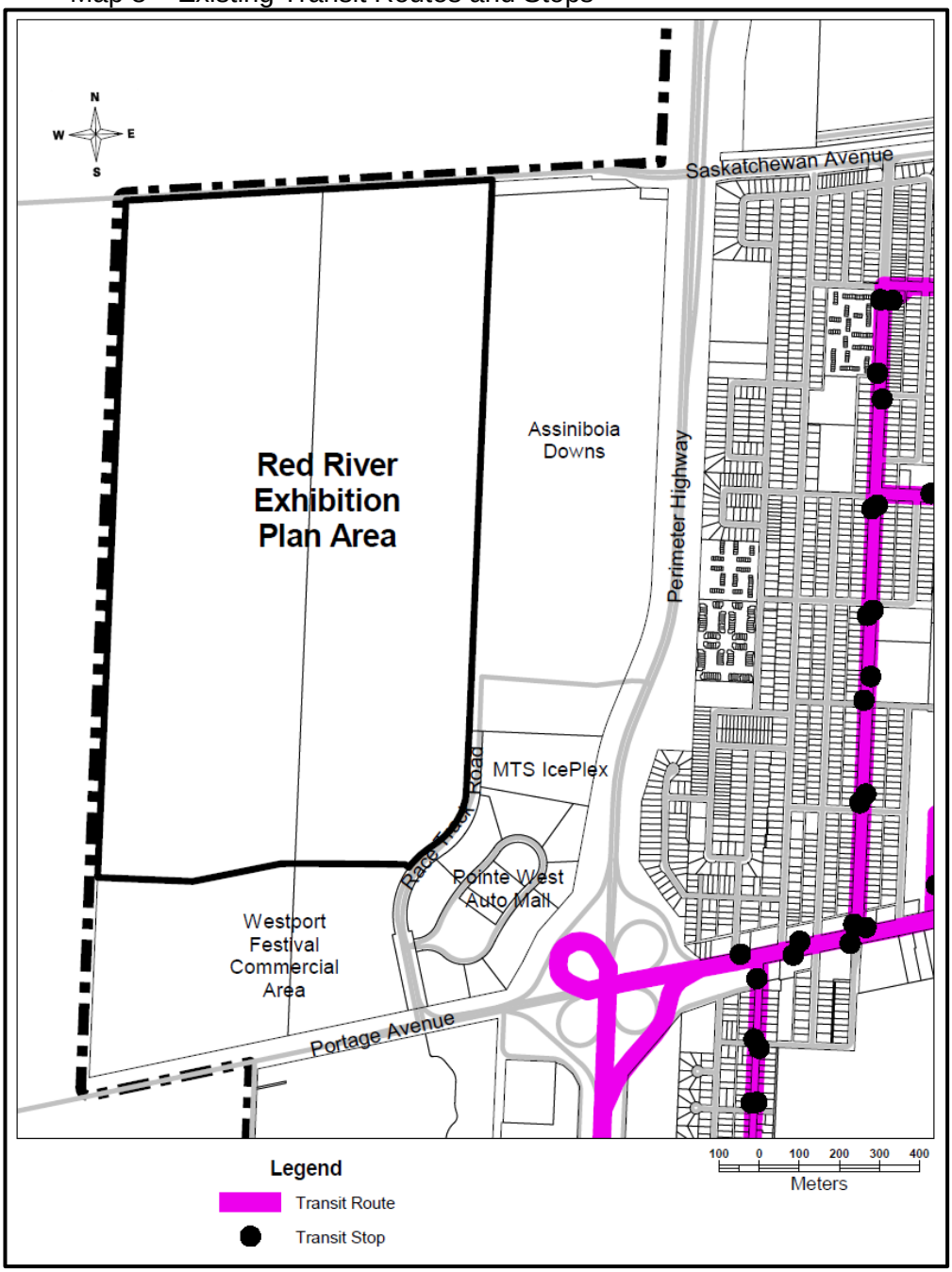
Earlier in this report it was recommended that references to “paved streets” be relocated to policies in section 5.1 (Roadways). It is recommended that the following policy be added to section 5.1.2:

13. All new permanent development shall be serviced with paved streets.

Transit

One of the Planning Goals of the Plan is to *promote the safe and effective movement of people and traffic by encouraging transit use, efficient ingress and egress of vehicles* (Section 3.2.5). Winnipeg Transit does not currently serve the Planning Area (see Map 8 – Existing Transit Routes and Stops); other than seasonal service during the Red River Exhibition (and formerly event service for Assiniboia Downs horse racing events, although not in recent years).

Map 8 – Existing Transit Routes and Stops



Winnipeg Transit is aware that development in the area is driving demand for service; this includes both the development in the Plan Area and adjacent development already in place (e.g. MTS IcePlex, the

future Westport Festival mixed-use development, etc.) The phasing of development of the wider area, including that of future development to the northeast (CentrePort), may also influence the provision of Transit service to the area.

The potential transit routing depicted in Figure 5 (Parkland, Trails and Transit) is recognized as one of many options. A variant of this would be to use the recently constructed L-shaped road network made up of the Camp Manitou Road (Festival Drive) segment / east-west internal roadway leading to the west entrance into the Red River Exhibition Grounds with a terminal / bus loop in this location. The provision of park-and-ride at the large Red River Exhibition lot in this area may also be worth investigating.

Plans for service expansion would first need to be developed and approved by the City, as would the dedication of resources necessary to implement such service should this be required. It should be noted that Winnipeg Transit may not be able to extend service to this area for several years due to resource availability. Winnipeg Transit has limited resources for expanding service at the moment and is interested in exploring cost sharing options.

Transit service in the Planning Area will have to make use of internal private roadways. Private roadways will need to be constructed to a standard equivalent to a City of Winnipeg collector road for Transit service to be possible.

Figure 5 correctly identifies the transit infrastructure as “Potential Transit Routing” and “Potential Transit Station.” It should also be noted that Policy 5.1.2.12 correctly provides that all proposed transit routing included in the Plan (including in Figure 5) is only conceptual and that further analysis by Winnipeg Transit is required.

It is recommended the following transit-related policies be added to Section 5.1.2 (Roadway Policies):

14. *The provision of transit infrastructure does not guarantee a level of service provision. The level of transit service provided will be at the discretion of Winnipeg Transit.*

15. *The Developer shall construct all internal roadways to be used by transit buses and emergency vehicles to widths and thicknesses, and with geometry satisfactory to the Directors of Winnipeg Transit and Winnipeg Fire Paramedic Service, and with sidewalks and pedestrian-scale ornamental street lighting satisfactory to the Director of Winnipeg Transit.*

Operationalizing the Plan

The Development Procedures By-law (160/2011) provides details regarding the process by which Secondary Plan By-laws are adopted and/or amended. As the Plan will not be passed by Council as a Secondary Plan By-law the procedure for amending the Plan needs to be articulated and endorsed by Council. The document entitled *Operationalizing the Plan for Red River Exhibition Lands* provides the rules and process for amending the Plan. Council endorsement of this document is required to establish the rules and process future amendments to the Plan will follow.

Recommendation

It is recommended that the *Plan for Red River Exhibition Lands* be endorsed as Council policy subsequent to the following alterations:

a. The following sentence be removed from section 4.3 (Land Use Concept Areas):

> *These land uses include: a community campus concept area; a commercial, agricultural, recreational, entertainment and tourism concept area; a commercial and retail concept area; a business, manufacturing and employment concept area; and a mixed use concept area Exhibition and Showcase Concept Area*

b. Reference in section 4.3.5.1 to *Figure 6* be changed to *Figure 5*.

c. The following policies be added to section 5.1.2:

13. All new permanent development shall be serviced with paved streets.

14. The provision of transit infrastructure does not guarantee a level of service provision. The level of transit service provided will be at the discretion of Winnipeg Transit.

15. The Developer shall construct all internal roadways to be used by transit buses and emergency vehicles to widths and thicknesses, and with geometry satisfactory to the Directors of Winnipeg Transit and Winnipeg Fire Paramedic Service, and with sidewalks and pedestrian-scale ornamental street lighting satisfactory to the Director of Winnipeg Transit.

d. The words *paved streets* and *municipal* be removed from the following sentence in section 5.2.1 (Purpose):

> *Any development within the Planning Area will need to be fully serviced with ~~paved streets~~, piped ~~municipal~~ utilities (water, sanitary sewer, and stormwater) as well as shallow utilities (gas, electrical, telecommunications).*

e. The words *paved streets* and *municipal* be removed from policy 5.2.2.1 so that the policy reads:

> *All new permanent development shall be serviced with ~~paved streets~~, piped ~~municipal~~ water, wastewater sewer and stormwater facilities, including drainage lakes as required.*

f. The following policies be added to Section 5.2.2: (Land Drainage, Wastewater and Water Services Policies)

6 Development within the Planning Area may require extension of piped services to existing piped infrastructure beyond the boundaries of the Planning Area or upgrading of existing private serving infrastructure. Extension or upgrading of such services will be the responsibility of the developer/applicant including arrangement of joint servicing agreements with neighbouring property owners.

7. Development proposals which increase or alter drainage discharge into the Provincial Drainage System or into the RM of Headingley will require permission from the Province of Manitoba or RM of Headingly respectively. If necessary, the Province or RM of Headingley may request the applicant submit a detained drainage plan prepared by a qualified engineer. The cost of this study and any revisions to the highway drainage system directly associated with the proposed development will be the responsibility of the developer.

8 *Development requiring water, wastewater and/or land drainage servicing beyond current capacity of City services in the area will require the undertaking of infrastructure studies prepared by a qualified engineer to the satisfaction of the City of Winnipeg. Infrastructure upgrades may be required at the expense of the developer to adequately service the Planning Area, to the satisfaction of the City of Winnipeg.*

9 *The City of Winnipeg may require developers to pay their share of infrastructure upgrades which benefit the Planning Area.*

Attachment B – *Operationalizing the Plan for Red River Exhibition Lands*

Operationalizing the Plan for Red River Exhibition Lands

1. Plans

Adoption

1(1) *The Plan for Red River Exhibition Lands* will be endorsed as Council policy.

1(2) The critical path for endorsement is Assiniboia Community Committee → Standing Policy Committee on Property and Development, Heritage, and Downtown 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. Text

Notification

1(6) Notification for the adoption of *Plan for Red River Exhibition Lands* or amendment to *Plan for Red River Exhibition Lands* must follow provisions 2.1. through 2.6.

2. Notification

2(1) Notification of the adoption or an amendment must be sent to all property owners, or condominium corporations where established, within the Plan for Red River Exhibition Lands Boundaries by registered mail.

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

2(3) If the Plan or amendment is proceeding to the Assiniboia 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.

2(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.

2(5) All letters must include the mailing address for submission of comments and contact information for further inquiries.

2(6) Prior to acceptance of a plan or amendment application proof of notification, in accordance with provisions 2.1. through 2.5., must be provided to the Director of Planning Property and Development.