Minutes – Executive Policy Committee – September 12, 2018

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 4, 2018

Item No. 16 SP 2/2018 – Proposed Secondary Plan for Precinct 'G' of the Complete Communities Direction Strategy – First Reading (Old Kildonan Ward)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

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 Council give first reading to the Precinct G Secondary Plan By-law No. 5/2018 (the "By-law", a draft of which is attached as Appendix "B"), as amended in accordance with Appendix "D" of this Report.

2. That the Lord Selkirk – West Kildonan Community Committee conduct a public hearing in respect of the By-law and provide its report and recommendations in respect of same to Council.

3. That as part of the administrative review, the Winnipeg Public Service perform an economic analysis of the true costs of the development showing the net benefit or cost to the City, and that the findings be included in the report submitted for the public hearing.

4. 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 – September 4, 2018

DECISION MAKING HISTORY:

Moved by Councillor Allard,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On September 4, 2018, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Add the following new recommendation 3:

    3. That as part of the administrative review, the Winnipeg Public Service perform an economic analysis of the true costs of the development showing the net benefit or cost to the City, and that the findings be included in the report submitted for the public hearing.

- Renumber the remaining recommendation accordingly.

and submitted the matter to the Executive Policy Committee and Council.

Mark Cohoe, Executive Director, Bike Winnipeg, submitted a presentation titled “Bike Winnipeg Precint G Recommendations” dated September 4, 2018, with respect to the matter.

ADMINISTRATIVE REPORT

Title: SP 2/2018 – Proposed Secondary Plan for Precinct 'G' of the *Complete Communities Direction Strategy* – First Reading

Critical Path: 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	M. Ruta	D. Wardrop, Acting CAO

EXECUTIVE SUMMARY

The applicant has submitted an application to have a Precinct Plan (the Plan) adopted as a secondary plan by-law for the Precinct 'G' area. The secondary plan by-law will guide future neighbourhood development in the plan area. Under the *Complete Communities Direction Strategy*, new communities (or precincts) require a planning process in order to support new development.

The Plan is organized into four land use policy areas to achieve the vision and supporting objectives: Low Density Residential; Medium Density Neighbourhood; Commercial and Mixed-Use; and, Limited Development.

The Public Service has reviewed the Plan, identified key concerns, and has recommended policy changes to overcome these concerns, primarily regarding the following:

- The proposed density and location of the Medium Density Neighbourhood Policy Area
- The physical extent of the Limited Development Policy Areas
- Separation distances for residential development from the McPhillips Snow Disposal Site (snow dump)
- The physical extent of the Commercial and Mixed Use Policy Areas and the allowance of single-family development in this policy area
- The development phasing.
-

The Public Service has also recommended over 25 minor changes to the Plan. These changes vary from correcting typos to clarifying language included in the Plan.

A potential cost implication to the City in approving the Precinct 'G' Plan is that the development of Precinct 'G' contributes to the need to widen McPhillips Street, Main Street, and extend Chief Peguis Trail, none of which are currently budgeted for.

The Transportation Study for Precinct ‘G’ relies heavily on Chief Peguis Trail for access. If Precinct ‘G’ builds out ahead of Chief Peguis Trail being extended, then congestion at other access points could be significant and the traffic study will need to be updated.

The Transportation Study for Precinct ‘G’ notes significant background traffic growth from communities outside of Winnipeg in the future. This growth, and not Precinct ‘G’ traffic, make up the majority of forecast traffic growth on McPhillips Street and Main Street, triggering the need for major widening projects, which have not been studied and are currently not budgeted for. If these do not occur, traffic congestion could become significant throughout the northwest sector of Winnipeg.

Similarly, the Transportation Study for Precinct ‘G’ assumes three new rail crossings can be constructed across the Canadian Pacific Railway (CPR) corridor to the east of Precinct ‘G’. There is no guarantee that the CPR will agree to this. If one or more of the three rail crossings that are proposed in Precinct ‘G’ are not supported by the CPR, then congestion at other access points could be significant and the Transportation Study will need to be updated and the Plan may need to be amended.

With the recommended changes, the Public Service views the Plan consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy.* The Public Service recommends that Council give first reading to the associated By-law (No. 5/2018) and that the Lord Selkirk – West Kildonan Community Committee conduct a public hearing respecting the proposed by-law.

RECOMMENDATIONS

1. That Council give first reading to the Precinct G Secondary Plan By-law No. 5/2018 (the “By-law”, a draft of which is attached as Appendix “B”), as amended in accordance with Appendix “D” of this Report.

2. That the Lord Selkirk – West Kildonan Community Committee conduct a public hearing in respect of the By-law and provide its report and recommendations in respect of same to Council.

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

An application has been received for the adoption of a secondary plan for Precinct ‘G’ of the *Complete Communities Direction Strategy*. Under the *Complete Communities Direction Strategy,* new communities (or precincts) require a planning process in order to support new development. Development applications to intensify a land use through a subdivision or rezoning within Precinct ‘G’ are considered premature and cannot be accepted until a secondary plan by-law has been enacted.

Only Council can enact a by-law. A public hearing with respect to the secondary plan by-law is required to be held between first and second reading.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, the Lord Selkirk/West Kildonan Community Committee will conduct a public hearing in respect of the By-law and provide its report and recommendations on same to Council.

HISTORY/DISCUSSION

A full analysis and discussion is included in Appendix “A” – *Planning Discussion*.

The full list of changes recommended by this report, and discussed in Appendix “A” (*Planning Discussion*) are provided in an itemized list in Appendix “D” - *Recommended First Reading Alterations to the Precinct ‘G’ Secondary Plan*.

FINANCIAL IMPACT

Financial Impact Statement Date: August 1, 2018

Project Name:

SP 2/2018 – Proposed Secondary Plan for Precinct 'G' of the Complete Communities Direction Strategy – First Reading

COMMENTS:

There are no financial implications associated with this report.

"Original Signed By"
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This report has been prepared in consultation with:

- Planning, Property and Development
- Public Works
- Water and Waste
- Transit
- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

Precinct 'G' is designated as a "New Community" in both *OurWinnipeg* (By-law 67/2010) and the *Complete Communities Direction Strategy* (By-law 68/2010). "New Communities" are large areas of undeveloped land identified for future urban development that are not currently served by the full range of municipal services. Policies guiding development of New Communities state 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."

As modified with the Public Service recommendations, the Plan conforms to the relevant policies of *OurWinnipeg* and the *Complete Communities Direction Strategy* as discussed in Appendix "A" – Planning Discussion and provided in an itemized list in Appendix "D".

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: R. Kostiuk, MCIP, RPP
Date: August 2, 2018
File No: SP 2/2018

Attachments:

Appendix "A" – Planning Discussion
Appendix "B" – By-law No. 5/2018
Appendix "C" – Precinct G Secondary Plan By-law No. 5/2018
Appendix "D" – Recommended First Reading Alterations to the Precinct 'G' Secondary Plan
Appendix "E" – Background Material

APPENDIX 'A' – Planning Discussion

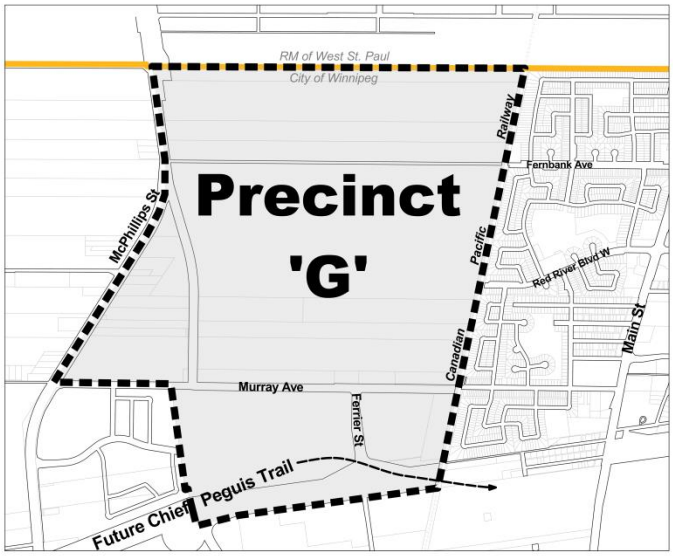
DATE: July 30, 2018

FILE: SP 2/2018 (By-law 5/2018)
RELATED FILES: n/a

COMMUNITY: Lord Selkirk – West Kildonan Community
NEIGHBOURHOOD #: 3.335 & 3.333 Lord Selkirk – West Kildonan Community

SUBJECT: For Council's consideration to give first reading to By-law 5/2018 the Precinct 'G' – Precinct Plan, and to direct the Lord Selkirk – West Kildonan Community Committee to conduct a public hearing respecting the proposed by-law.

LOCATION: see map below



APPLICANT: Landmark Planning & Design

RECOMMENDATION: **Approval with amendments**

PURPOSE OF THE PLAN

- The purpose of the Precinct 'G' – Precinct Plan is to provide direction on the use and development of land within Precinct 'G'.

PLAN AREA

- The plan area is bound by McPhillips Street to the west, the City of Winnipeg boundary to the north, the Canadian Pacific Railway's Winnipeg Beach Subdivision to the east, and the future Chief Peguis Trail extension to the south (see Figure 1).
- Precinct 'F' – North Point Village is located to the southwest of Precinct 'G'. A precinct plan was completed for Precinct 'F' in 2014. Precinct 'G' will connect to Precinct 'F' via North Point Boulevard.
- The plan area is approximately 815 acres.

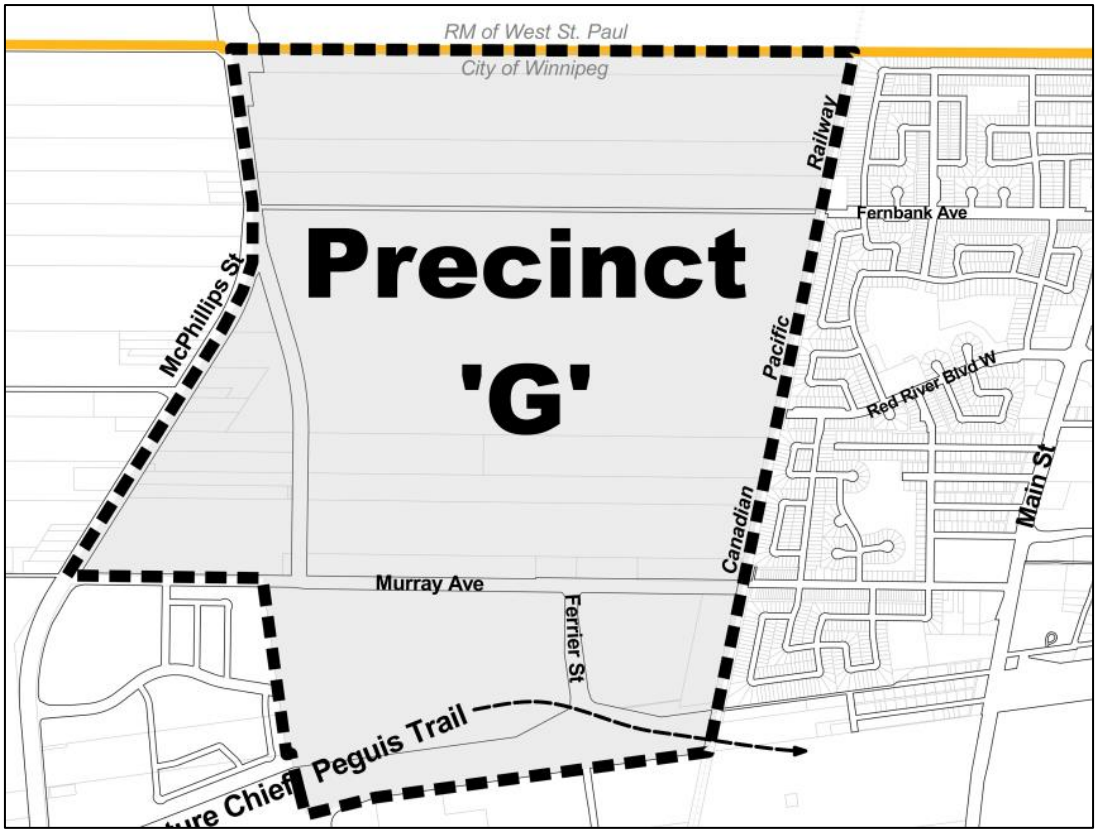


Figure 1: Precinct 'G' Secondary Plan Boundaries

EXISTING LAND USE & ZONING

- The majority of Precinct 'G' is vacant agricultural land that is zoned 'A' Agricultural (see Figure 2).

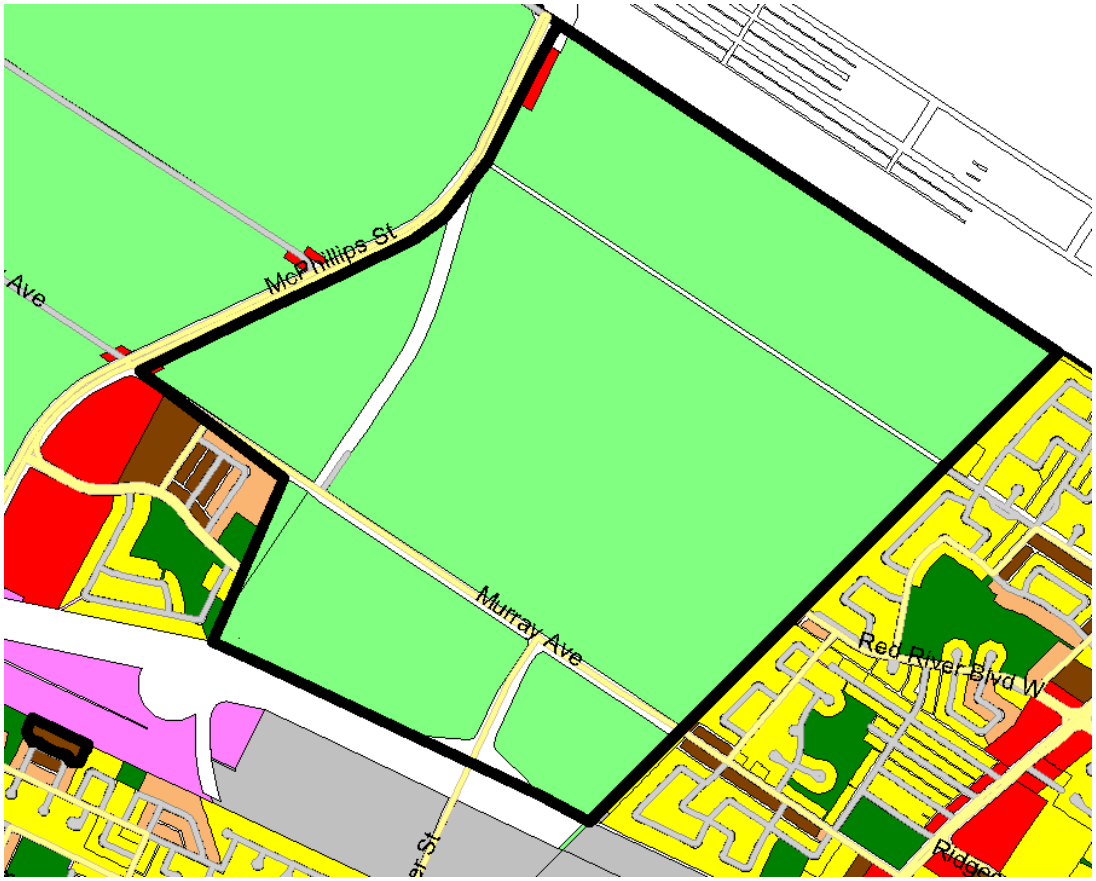


Figure 2: Zoning Districts in Precinct 'G' (plan area outlined in bold black)

- There are approximately 20 landowners in Precinct 'G'.
- Most of Precinct 'G' is owned by land development companies with large holdings. However, there are some individual land owners on lots smaller than 40 acres along Murray Avenue and McPhillips Street. For the most part, these smaller lots contain detached single-family dwellings with the following exceptions:
    - an auto/light truck/motorcycle, repair and service use (Ivan's Auto Body – 811 Murray Avenue)
    - a place of worship (St. Luke's Zion Lutheran Church – 2903 McPhillips Street)
    - a landscape/garden contractor or production use (2951 McPhillips Street).

- There are also the following City-owned lands (see Figure 3):
    - the McPhillips Snow Disposal Site (snow dump), which is +/- 50 acres in area
    - a former landfill site, immediately east of the McPhillips snow dump (+/- 35 acres in area)
    - Part Lot 2 Plan 16344 (and other nearby lots), which falls under the Water and Waste Department's (WWD) jurisdiction. There are currently long-terms plans for a support-type land use related to the North End Sewage Treatment Plant in this location.

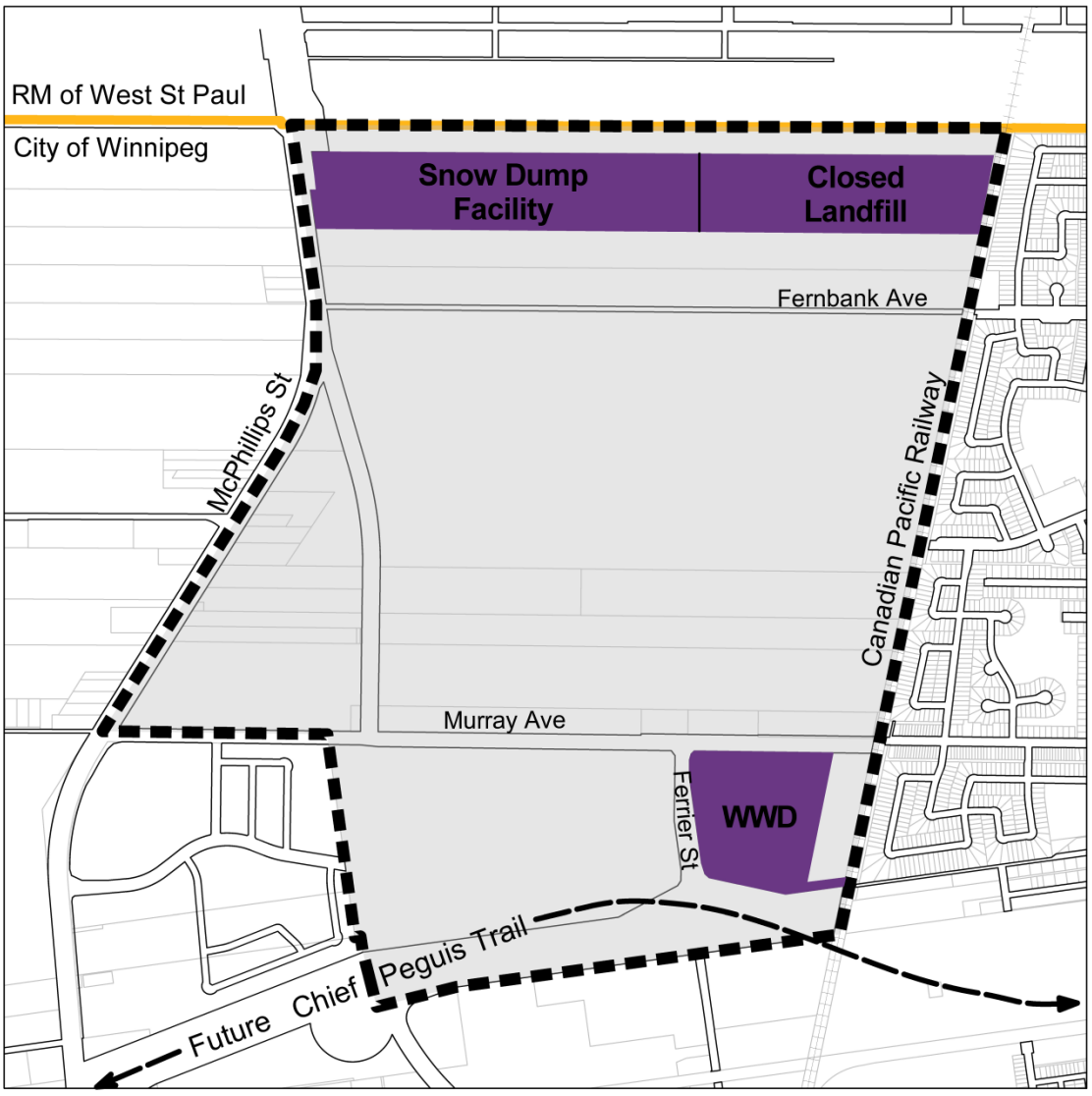


Figure 3: City-owned lands in Precinct 'G' (in purple)

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant has submitted an application to have the Plan adopted as a secondary plan by-law for the Precinct 'G' area. The secondary plan by-law will guide future neighbourhood development in the plan area.
- Under the *Complete Communities Direction Strategy,* new communities (or precincts) require a planning process in order to support new development.
- The vision for Precinct 'G' is:

  > *…to become a vibrant suburban community offering a variety of housing options and amenities accessible to people of various ages and incomes. Residents of the community will have access to both local and regional community services, recreational amenities, services, shopping and employment opportunities. Apartments, townhouses and other forms of multi-family housing will be strategically located to maximize the number of residents in proximity to community and commercial amenities, including transit connections and parks.*

- The Plan is organized into four land use policy areas to achieve the vision and supporting objectives:
  - Low Density Residential
  - Medium Density Neighbourhood
  - Commercial and Mixed-Use
  - Limited Development.
- The proposed Low Density Residential Policy Area covers most of the plan area (see Figure 4). The minimum net density (i.e. site density) is 7 dwelling units per acre with the predominant land uses being single-family dwellings, two-family dwellings, and ground-oriented townhouses. Higher density multi-family residential developments may be considered in select locations such as on corners, along collectors, or adjacent to the Medium Density Neighbourhood policy area.
- The proposed Medium Density Neighbourhood Policy Area follows these streets (see Figure 4):
  - both sides of Ferrier Street from Murray Avenue to approximately McPhillips Street,
  - the north side of Murray Avenue from Ferrier Street to approximately McPhillips Street, and
  - south of Murray Street along Fernbank Avenue.

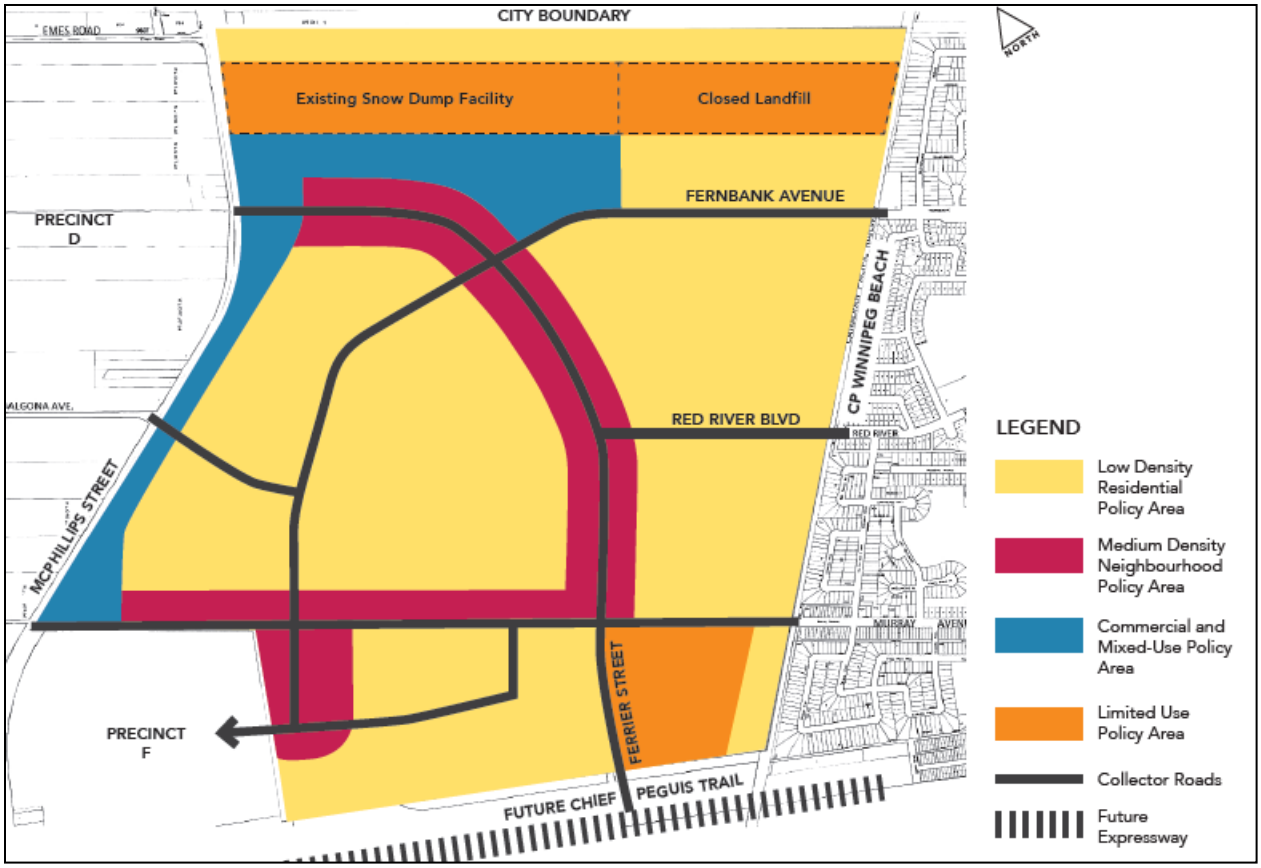


Figure 4: Proposed Land Use Policy Area Map

- The minimum net density (i.e. site density) is 15 dwelling units per acre with the multi-family dwellings and two-family dwellings being the predominant land uses. Local-scaled institutional uses and commercial uses may also be allowed as primary uses where appropriate (ex. along a collector road).
- The proposed Commercial and Mixed-Use Policy Areas are primarily located on the east side of McPhillips Street and south of the McPhillips snow dump (see Figure 4).
- The Commercial and Mixed-Use Policy Areas allow for the greatest range of uses including: commercial, mixed-use, multi-family, and institutional. Office and light industrial is permitted if serving as a buffer between the snow dump and residential development.
- The proposed Limited Development Policy Areas (identified as Limited Use Policy Areas in Figure 4) are intended to allow for existing uses to continue until conditions change that would allow for the land to be developed for neighbourhood-related uses.
- As proposed, the Limited Development Policy Areas only cover lands owned by the City of Winnipeg (the snow dump, the former landfill to the east of the snow dump, and lands owned by the City for a support-type land use related to the North End Sewage Treatment Plant).
- Parks and open space are appropriate in any land use policy area. School sites are also appropriate in any land use policy area excluding the Limited Development Policy Area.

- Key collector roads in the Plan include the extensions of:
    - North Point Boulevard;
    - Ferrier Street from the Chief Peguis Trail right-of-way to McPhillips Street;
    - Fernbank Avenue from the CP Winnipeg Beach Subdivision to Murray Avenue; and,
    - Red River Boulevard from the CP Winnipeg Beach Subdivision to Ferrier Street (once extended northward).
- Murray Avenue will also act as a key collector road that will be upgraded to an urban standard.
- Three rail crossings are proposed at Fernbank Avenue; Red River Boulevard and Murray Avenue (the Murray Avenue rail crossing currently exists).
- New development in the Plan area must be serviced by a full range of municipal services (urban standard roadway, piped water, piped wastewater, piped land drainage).
- General phasing policies and cost sharing policies are included in the Plan.

SUPPORTING BACKGROUND STUDIES

- In conjunction with the Plan, a consultation report and the following three background studies were submitted as part of the application: a Biological Inventory (March 2017); a Municipal Servicing Brief (May 10, 2017 & April 8, 2018); and a Transportation Study (February 15, 2018).

Consultation Report

- The consultation report summarizes the consultation program that took place between December 2015 and December 2017. The consultation program consisted of the following:
    - A series of landowner and residents meetings (December 14, 2015; May 3 & 4, 2016; July 11, 2016; October 4 & 5, 2016; November 30, 2017) with a total of nearly 95 participants.
    - Stakeholder meetings with City Departments, CP Railway, Manitoba Hydro, the R.M. of West St. Paul, Seven Oaks School Division, the Public Schools Finance Board, and Ivan's Auto Body.
    - Three public open houses (May 4, 2016, October 5, 2016, and November 30, 2017) with a total of 97 participants.

Biological Inventory

- A biological inventory was undertaken for the plan area.
- The inventory ultimately concludes that the plan area is comprised of lower quality habitat and that "higher quality habitat be created rather than preserving smaller tracts of poor quality habitat." A way to incorporate higher quality habitat is through developing

naturalized stormwater wetlands, in addition to native grass uplands and treed areas in the plan area.

- The Public Service reviewed the Biological Inventory and had no concerns with the findings.

Municipal Servicing Brief

- The Municipal Servicing Brief (and update) was reviewed by the Public Service.
- The Municipal Serving Brief conceptually describes servicing the ultimate build-out and provides a reasonable level of understanding that the Precinct can be adequately serviced in line with the majority of policies proposed. However, the detailed servicing design would ultimately be provided in conjunction with the first application for a subdivision and rezoning (DASZ).
- Dwelling unit assumptions included in the Municipal Servicing Brief are 30 dwelling units/acre for multi-family developments and 5 dwelling units/acre for single-family developments.

Transportation Study

- The Public Service reviewed the Transportation Study submitted by the applicant.
- The following assumptions for full build-out were included in the Study:
    - 2,920 Single-family homes
    - 1,240 Multi-family units
    - 90,000 square foot K-8 School
    - 255,000 square feet of commercial floor area.
- Key concerns or potential issues identified by the Public Service are discussed below.

Modal Split

- A modal split (or modal share) is the percentage of travelers using a certain type of transportation or number of trips using that type of transportation.
- The supporting Transportation Study for the Plan relies on a 10% modal split to account for transit use and some active transportation (i.e. 10% of all trips will be via transit or active transportation). A 10% modal split is not typical for new suburban developments in Winnipeg. A more typical modal split to expect is about 6%.
- In order to create the opportunity that could potentially achieve the suggested modal split, the Precinct Plan would need density concentrated in a focused location to help increase the potential frequency of Transit to the Precinct.

Ferrier Street

- The Transportation Study identifies that Ferrier Street will need to be upgraded to a 4 lane divided collector from Chief Peguis Trail to Fernbank Avenue. Given the assumption of a 10% modal split and the potential development density along Ferrier Street, the Public Service believes that Ferrier Street will need to be developed as a 4 lane divided collector road from the Chief Peguis Trail to McPhillips Street.

Rail Crossings & Regional Traffic

- The Transportation Study assumes the following three rail crossings over the Canadian Pacific Railway (CPR) Winnipeg Beach Subdivision in Precinct 'G' (see Figure 5):
    - Fernbank Avenue
    - Red River Boulevard West, and
    - Murray Avenue (which currently exists).

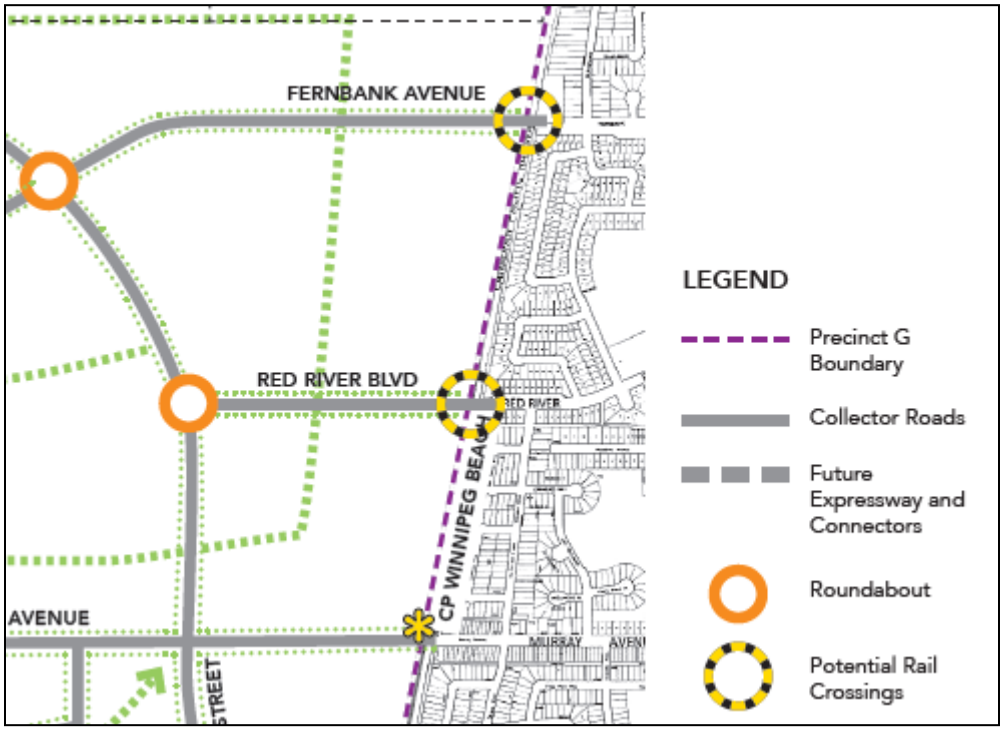


Figure 5: Proposed Rail Crossings in Precinct 'G' (Murray Avenue currently has a crossing)

- The Transportation Study for Precinct 'G' relies heavily on Chief Peguis Trail for access. If Precinct 'G' builds out ahead of Chief Peguis Trail being extended, then congestion at other access points could be significant and the traffic study will need to be updated.
- The Transportation Study for Precinct 'G' notes significant background traffic growth from communities outside of Winnipeg in the future (see Figure 6). This growth, and not Precinct 'G' traffic, make up the majority of forecast traffic growth on McPhillips Street and Main Street, triggering the need for major widening projects, which have not been studied and are

currently not budgeted for. If these do not occur, traffic congestion could become significant throughout the northwest sector of Winnipeg.

- Regional improvements, such as the widening of McPhillips Street or Main Street to six lanes and the extension of the Chief Peguis Trail are additional costs to the City.

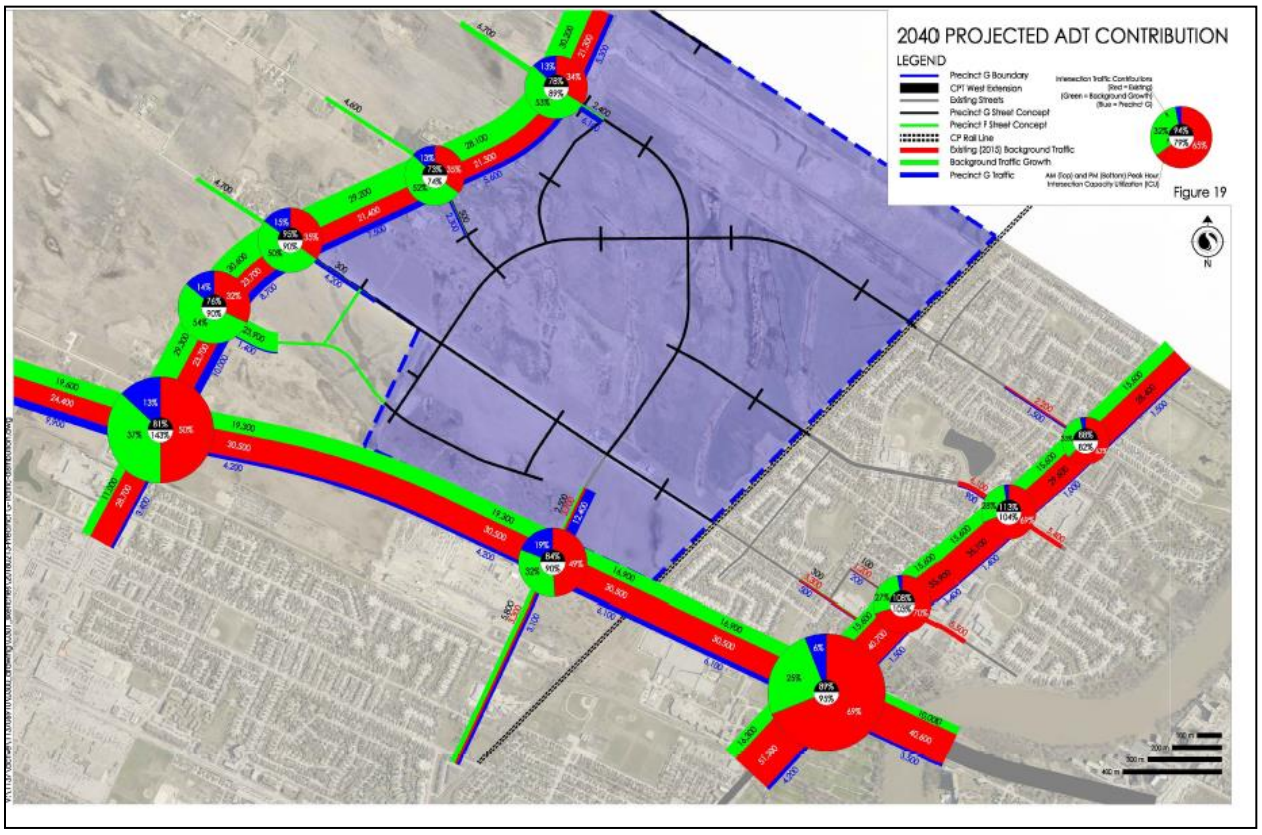


Figure 6: Projected Annual Average Daily Traffic on Adjacent Streets

- Similarly, the Transportation Study for Precinct 'G' assumes three new rail crossings can be constructed across the Canadian Pacific Railway (CPR) corridor to the east of Precinct 'G'. There is no guarantee that the CPR will agree to this. If one or more of the three rail crossings that are proposed in Precinct 'G' are not supported by the CPR, then congestion at other access points could be significant and the Transportation Study will need to be updated and the Plan may need to be amended.
- The City's recent experience is that Canadian Pacific is not in favour of new at-grade railway crossings. Recently, during the planning stages of Precinct K, a new at-grade railway crossing was not approved and the Plan for Precinct K, including the Transportation Study, was amended to reflect this.

ANALYSIS & ISSUES

KEY CONCERNS WITH THE PROPOSED PRECINCT 'G' – PRECINCT PLAN & RECOMMENDATIONS

Medium Density Neighbourhood Policy Areas

- As previously discussed, the Transportation Study assumes a fairly aggressive modal split of 10% for transit use in a new community.
- The Public Service identified challenges with the proposed configuration of the Medium Density Neighbourhood Policy Area in terms of achieving a 10% modal split, namely because the proposed Medium Density Neighbourhood Policy Area serves to address issues with *coverage*, not *ridership* or *frequency* of Transit.
- In order to remedy this issue, the Public Service proposed that the Medium Density Neighbourhood Policy Area be concentrated predominantly along Murray Avenue and south of Murray Avenue, west of Ferrier Street (see Figure 7).

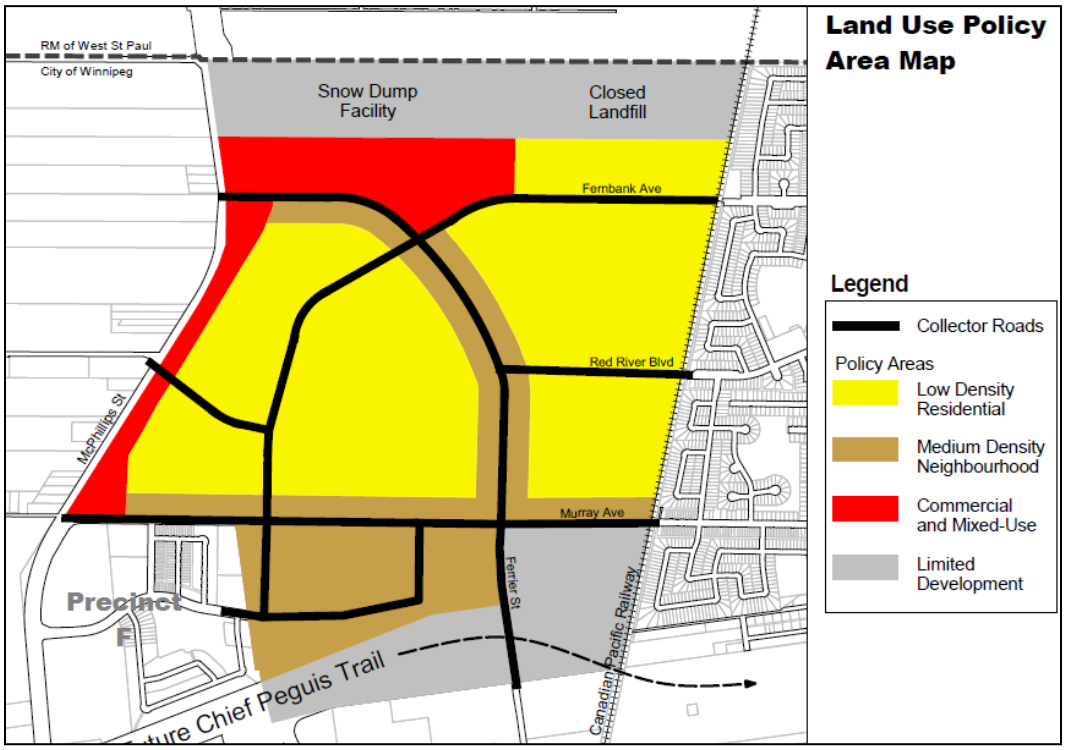


Figure 7: Land Use Policy Area Map

- Consolidating the Medium Density Neighbourhood Policy Area south of and along Murray Ave. creates a dense node within the community. Such nodes are attractive targets to serve with public transit compared to spread-out, low density suburban areas. This makes it more likely that more frequent Transit service would be provided by Winnipeg Transit (subject to resources being available) since higher demand for service warrants more frequent service, and more frequent Transit service could increase the potential of reaching a modal split of 10% for public transit.

- This concept was reviewed and supported internally by Public Works, Transit, Water and Waste, and Planning, Property and Development, then shared with the applicant in the fall of 2017.
- The applicant's response was to include most of the Ferrier Street extension and the north side of Murray Avenue as part of the Medium Density Neighbourhood Policy Area in the application (see Figure 8). Further, the following additional policies were added that can potentially erode density in this policy area:

  3.2.2 *Medium Density Neighbourhood Policy Areas shall achieve a minimum net density of 15 units per acre.*

  3.2.3 *Single-family housing is discouraged, but may be accommodated when:*

  a) It has been demonstrated that a net density of 20 units per acre can be achieved throughout the Medium Density Neighbourhood Policy Area;

  b) It is combined with a secondary suite; or

  c) It is not fronting onto a collector road.

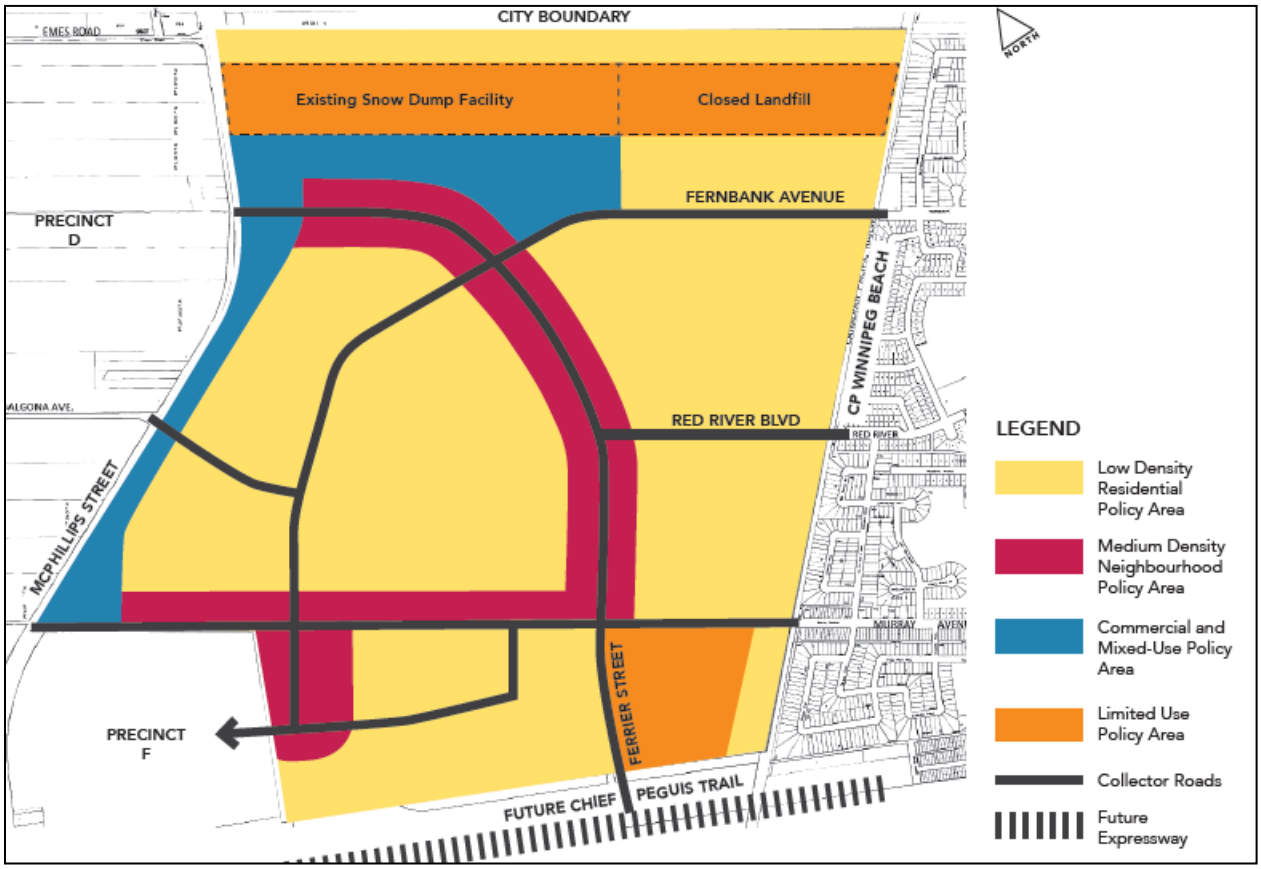


Figure 8: Proposed Land Use Policy Area Map (Medium Density Neighbourhood Policy Area in dark pink)

- While the Public Service is supportive of keeping most of Ferrier Street designated as Medium Density Neighbourhood, concerns remain over not including a concentrated area of multi-family development south of Murray Avenue.
- Not having a concentrated area of multi-family development limits the potential to achieve the 10% modal split as assumed in the supporting Transportation Study.
- Further, proposed policy 3.2.3(c) can potentially erode the desired density to help achieve the assumed modal split of 10% as it allows for single-family dwellings to back onto collector roads. This is undesirable both from a density and urban form perspective.

Public Service Recommendations Regarding Density and the Location of the Medium Density Neighbourhood Policy Area:

i. That, under section *3.2 Medium Density Neighbourhood Policy Area*, policy 3.2.2 "*Medium Density Neighbourhood Policy Areas shall achieve a minimum net density of 15 units per acre."* be deleted and replaced with the following:

3.2.2 Medium Density Neighbourhood Policy Areas shall achieve a minimum net density of 20 units per acre.

ii. That, under section *3.2 Medium Density Neighbourhood Policy Area*, policy 3.2.3:

"Single-family housing is discouraged, but may be accommodated when:

a) It has been demonstrated that a net density of 20 units per acre can be achieved throughout the Medium Density Neighbourhood Policy Area;

b) It is combined with a secondary suite; or

c) It is not fronting onto a collector road."

be deleted and replaced with the following:

3.2.3 Single-family housing is discouraged, but may be accommodated when it has been demonstrated that a net density of 20 units per acre can be achieved throughout the Medium Density Neighbourhood Policy Area.

iii. That, *Figure 4 "Land Use Policy Map"* of the proposed Plan be deleted and replaced with *Figure 4: Land Use Policy Area Map* as provided in Figure 9 - *Land Use Policy Area Map (Revised)* of this Planning Discussion.

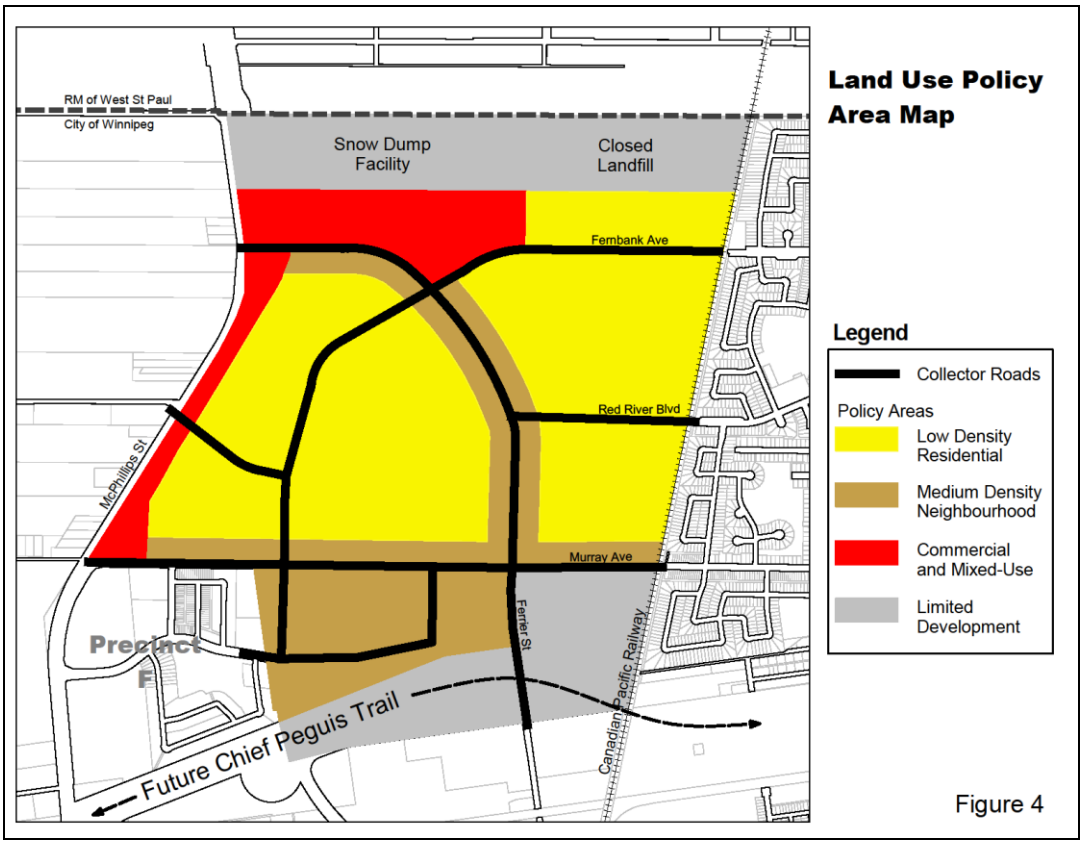


Figure 9 - Land Use Policy Area Map (Revised)

Rationale for Public Service Recommendations

- A concentrated area of multi-family development is needed in order to try to increase the frequency of Transit to the plan area for a modal split of 10% to potentially be achieved in a suburban location.

Limited Development Policy Areas

- As currently proposed, the Limited Development Policy Area only pertains to lands owned by the City of Winnipeg:
    - The McPhillips snow dump
    - A closed landfill (immediately east of the snow dump)
    - Lands owned by the City of Winnipeg (Part Lot 2 Plan 16344 and other nearby lots) where there are currently long-terms plans for a support-type land use related to the North End Sewage Treatment Plant.
- In meeting with the applicant in the fall of 2017, the Public Service identified the City-owned lands mentioned above as being included in the Limited Development Policy Area, but also included the following locations (see areas circled in red in Figure 10):
    - Land immediately north of the snow dump
    - Land between the Part Lot 2 Plan 16344 and the CPR Winnipeg Beach Subdivision
    - Lands that could be impacted by the future Chief Peguis Trail extension alignment, west of Ferrier Street.

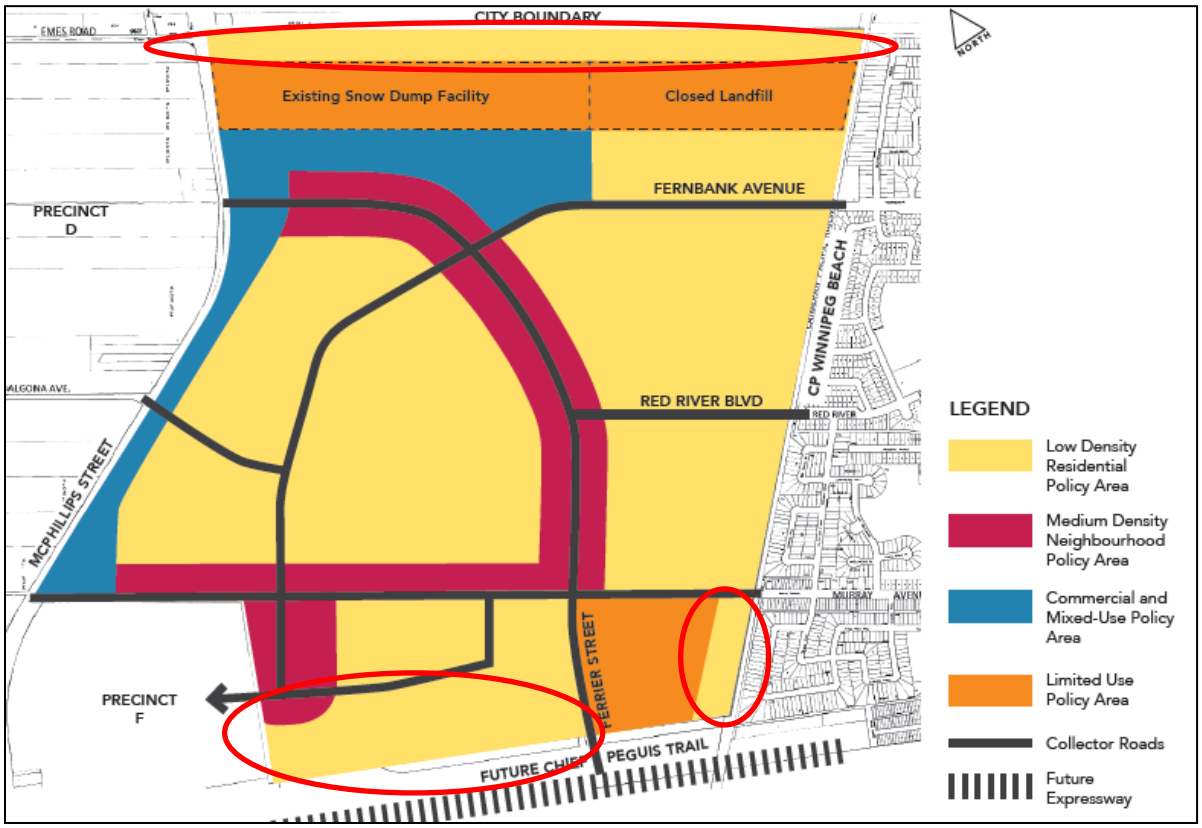


Figure 10: Proposed Land Use Policy Area Map

- The reasons the Public Service recommended including these lands within the Limited Development Policy Area were:
    - Land immediately north of the snow dump
        - These lands fall within the separation distance (see *Separation Distances from the Snow Dump Site* section below) and are difficult to service and access from within the City limits.
    - Land between Part Lot 2 Plan 16344 and the CPR Winnipeg Beach Subdivision
        - These lands may be impacted by the future Chief Peguis Trail alignment and there are currently long-terms plans for a support-type land use related to the North End Sewage Treatment Plant near this location.
    - Lands that could be impacted by the future Chief Peguis Trail extension alignment west of Ferrier Street
        - The Chief Peguis Trail (CPT) alignment has not been finalized. As such, it is premature and irresponsible for the Plan to designate lands in the vicinity of the CPT as having more development potential than they currently possess.

Public Service Recommendations Regarding the Limited Development Policy Area:

i. That, under section *3.4 Limited Development Policy Area* policy 3.4.5 *"The southern boundary of the Limited Development Policy Area in sub-area 4b will be consistent with the Future Chief Peguis Trail right-of-way once the alignment of the Chief Peguis Trail has been approved by Council."* be deleted and replaced with the following:

   3.4.5 No neighbourhood development will be permitted in the Limited Development Policy Area portion of sub-area 4a until the alignment of the Future Chief Peguis Trail right-of-way has been determined and approved by Council.

ii. That, under section *3.4 Limited Development Policy Area* policy 3.4.6 "*Any new land uses proposed in a Limited Development Policy Area should be complementary, compatible and supportive of the adjacent land uses to minimize land use conflicts."* be deleted and replaced with the following:

   3.4.6 The boundary of the Limited Development Policy Area in sub-area 4a will be consistent with that of the Future Chief Peguis Trail right-of-way once the alignment of the Chief Peguis Trail has been approved by Council.

iii. That, under section *3.4 Limited Development Policy Area* the following policy be added after policy 3.4.6:

   3.4.7 Existing agricultural uses may continue to operate in the Limited Development Policy Area.

iv. That, *Figure 4 "Land Use Policy Map"* of the proposed Plan be deleted and replaced with *Figure 4: Land Use Policy Area Map* as provided in Figure 9 of this Planning Discussion.

Rationale for Public Service Recommendations

- Currently, these lands have limited development potential as they are designated and zoned for agricultural purposes.
- The recommended changes are intended to protect the long-term interests of the City of Winnipeg, which include:
    - Reducing the risk of complaints that could arise from residential development being located in close proximity to an operational snow dump
    - Protecting the long-term interest of the City in the potential development of a support-type land use related to the North End Sewage Treatment Plant
    - Limiting the re-designation of lands in the vicinity of the Chief Peguis Trail extension until the final alignment has been determined.

Separation Distances from the Snow Dump Site

- The McPhillips snow dump site is the largest snow disposal site in the City of Winnipeg. It is a strategic asset that the City intends to maintain for at least 20 years or more.
- Through the winter the snow dump is open 24 hours/day, 7 days/week.

- The regulations proposed by the applicant restrict residential development within 100 metres of the snow dump.
- Currently, the City of Winnipeg does not have specific policy that deals with residential development in proximity to snow disposal sites.
- Research into other jurisdictions suggests a recommended setback of 300-350 metres for residential development from a snow disposal facility (Alberta and Ontario).
- The reason for these recommended setbacks primarily has to do with nuisance, in particular noise and the amount of light needed to allow for safe operations at night. Snow hauling and dumping can produce objectionable noise and light spillover (or trespass).
- Through internal meetings, the Public Service has identified that it is in the best interest of the City to establish a 300 metre setback for any residential development from the snow dump in the Plan.

Public Service Recommendations Regarding Separation Distances from the Snow Dump:

i. That, under section *3.1 Low Density Residential Policy Areas*, policy 3.1.12 *"Residential development will not be permitted within 100 meters of the existing snow dump as long as the snow dump is operational."* be deleted and replaced with the following:

   3.1.12 Residential development will not be permitted within 300 metres of the existing snow dump.

ii. That, under section *3.2 Medium Density Neighbourhood Policy Area*, the following policy be added after policy 3.2.12:

   3.2.13 Residential development will not be permitted within 300 metres of the existing snow dump.

iii. That, under section *3.3 Commercial and Mixed-Use Policy Areas*, policy 3.3.8 *"Residential development will not be permitted within approximately 100 meters of the existing snow dump."* be deleted and replaced with the following:

   3.3.8 Residential development will not be permitted within 300 metres of the existing snow dump.

Rationale for Public Service Recommendations

- Maintaining a setback of 300 metres instead of 100 metres can reduce the risk of complaints from residences that, in turn, can create pressure on the City to move the snow dump or restrict operations.

Commercial and Mixed-Use Policy Area

- The Public Service sees two key issues with the Commercial and Mixed-Use policies and mapping as proposed by the applicant:
    1. policy 3.3.7 allows for single-family development, and
    2. the Commercial and Mixed-Use Policy Area should extend to at least the northern portion of Ferrier Street at the northwest corner of the plan area.

- As stated in the Plan, the intent of the Commercial Mixed-Use Policy area is:
    - *to optimize road, transit and pedestrian infrastructure investment;*
    - *to accommodate higher density housing and higher intensity commercial development;*
    - *to provide commercial destinations serving multiple neighbourhoods;*
    - *to provide a buffer between the City of Winnipeg snow dump and residential uses; and*
    - *to support mixed-use development where it can best be accommodated.*
- Allowing for new single-family residential development is inconsistent with virtually all of the intent statements above.
- Secondly, the Commercial and Mixed-Use Policy Area in the northwest corner of the site stops short of meeting Ferrier Street. Instead, this area is designated as Medium Density Neighbourhood, which is intended to primarily allow for more intense residential development (see Figure 11).

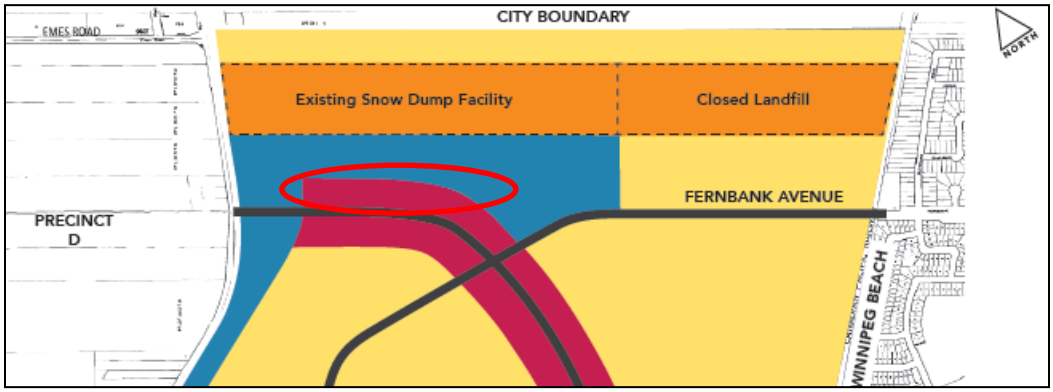


Figure 11: Commercial and Mixed-Use Policy Area (in blue) Short of Meeting Ferrier Street (circled in red)

- Per the intent statement – *to provide a buffer between the City of Winnipeg snow dump and residential uses* – the purpose of the Commercial and Mixed-Use Policy Area in this location is to allow for non-residential development to occur that can provide a buffer from the snow dump. The Public Service therefore recommends extending the Commercial and Mixed-Use Policy Area to the northern extent of Ferrier Street.

Public Service Recommendations Regarding Single-Family Housing and the Extent of the Commercial and Mixed-Use Policy Areas:

i. That, under section *3.3 Commercial and Mixed-Use Policy Areas*, policy 3.3.7:

> *"Single-family housing may be permitted in the Commercial and Mixed-Use Policy Area if it:*
>
> - *Does not front onto a collector road or arterial road; and,*
> - *Is not within approximately 50 meters of an arterial road and collector road intersection."*

be deleted and replaced with the following:

3.3.7 New single-family dwellings will not be permitted in the Commercial and Mixed Use Policy Areas.

ii. That, *Figure 4 "Land Use Policy Map"* be deleted and replaced with *Figure 4: Land Use Policy Area Map in Figure 9 of this Planning Discussion*.

Rationale for Public Service Recommendations

- The proposed recommendations are in keeping with the intent statements for the Commercial and Mixed-Use Policy Areas.

Phasing

- The proposed phasing plan as identified in the *Staging and Phasing Policies* (section 6) and *Figure 7 – Phasing Map* indicates that the area near the northwest portion of the site (referred to as Area 2a – see Figure 12 below) can be serviced independent of other areas.

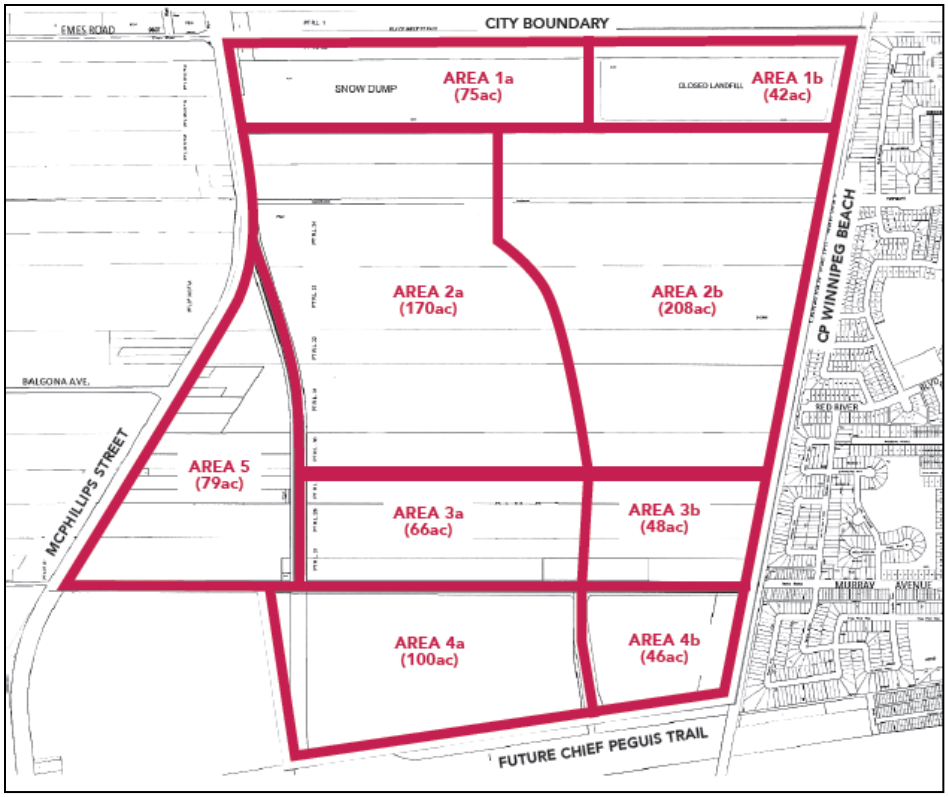


Figure 12: Precinct 'G' Sub-Areas

- The Public Service has several concerns with development potentially beginning in the northwest portion (2a) of the site or for development being contemplated as possible to be serviced independently from other areas:
    - The Municipal Servicing Brief does not support this concept as the extension of services – notably water – has not been demonstrated to satisfy City servicing standards. Further, the land drainage servicing of Area 2a relies on retention ponds being constructed in Area 2b to the northeast of the Precinct.
    - Developing in the northwest corner first would mean that there would be municipal services in place (ex. piped water, wastewater and land drainage) for large tracts of undeveloped land because servicing would need to come from the east (specifically from Fernbank Avenue, Red River Boulevard and Spruce Thicket Walk) and from the south (specifically Murray Avenue).
    - With respect to piped servicing, phasing first from the northwest would be expected to increase the City's operations and maintenance costs compared to contiguous development. For example, more extensive flushing would likely be required to clear pipes that are running at lower flow rates, which increases operation and maintenance costs to the City.
    - From a traffic and transit perspective, phasing first from the northwest can lead to higher operational costs for the City to service the area with transit and for maintenance activities such as snow clearing.

- This concept is inconsistent with key *OurWinnipeg* policies that are in place to ensure that land is developed efficiently for the City to maintain the required servicing in a cost-effective manner (under section 01-1a Direction 3):
    - *Promote the extension of municipal services such as piped water, piped waste water, piped drainage and urban standard roadway, only in an environmentally sound, economically and timely manner.*
    - *Support new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services*.
- Although there are portions of the site that may be developed independent of others, the area identified as 2a north of Murray Avenue to the snow dump is not one of them.
- As previously discussed in the Transportation Study section above, a key assumption of the Transportation Study is that there are three rail crossings in the Precinct Area: Fernbank Avenue, Red River Boulevard West, and Murray Avenue. Therefore, confirming the rail crossings at Fernbank Avenue and Red River Boulevard West and phasing development in Area 2b independent of other areas appears critical to the development process for the plan area.
- Further, if one of the crossings cannot be developed, then the reliance on regional infrastructure improvements like the widening of McPhillips Street and Main Street, and the development of the Chief Peguis Trail extension will become more pressing for the City of Winnipeg. This can pose some level of risk to the City of Winnipeg in terms of creating pressure to fund and construct these improvements in advance of projected timelines.
- As previously mentioned, if one of the rail crossings is not supported, then the Transportation Study would need to be revised, and the Plan would potentially need to be amended accordingly in advance of development being approved.
- The Public Service has reviewed a phasing plan that is implementable from a policy perspective and that is consistent with the supporting Municipal Servicing Brief and Transportation Study. This phasing plan is included in the Public Service Recommendations below.

Public Service Recommendations Regarding Phasing:

i. That, Figure 7 "*Phasing Map*" be deleted.

ii. That, *Figure 3 "Precinct G Sub-Areas"* of the proposed Plan be deleted and replaced with *Figure 3: Sub-Areas and Phasing Map* as provided in Figure 13 – *Sub-Areas & Phasing Map (Revised)* of this Planning Discussion.

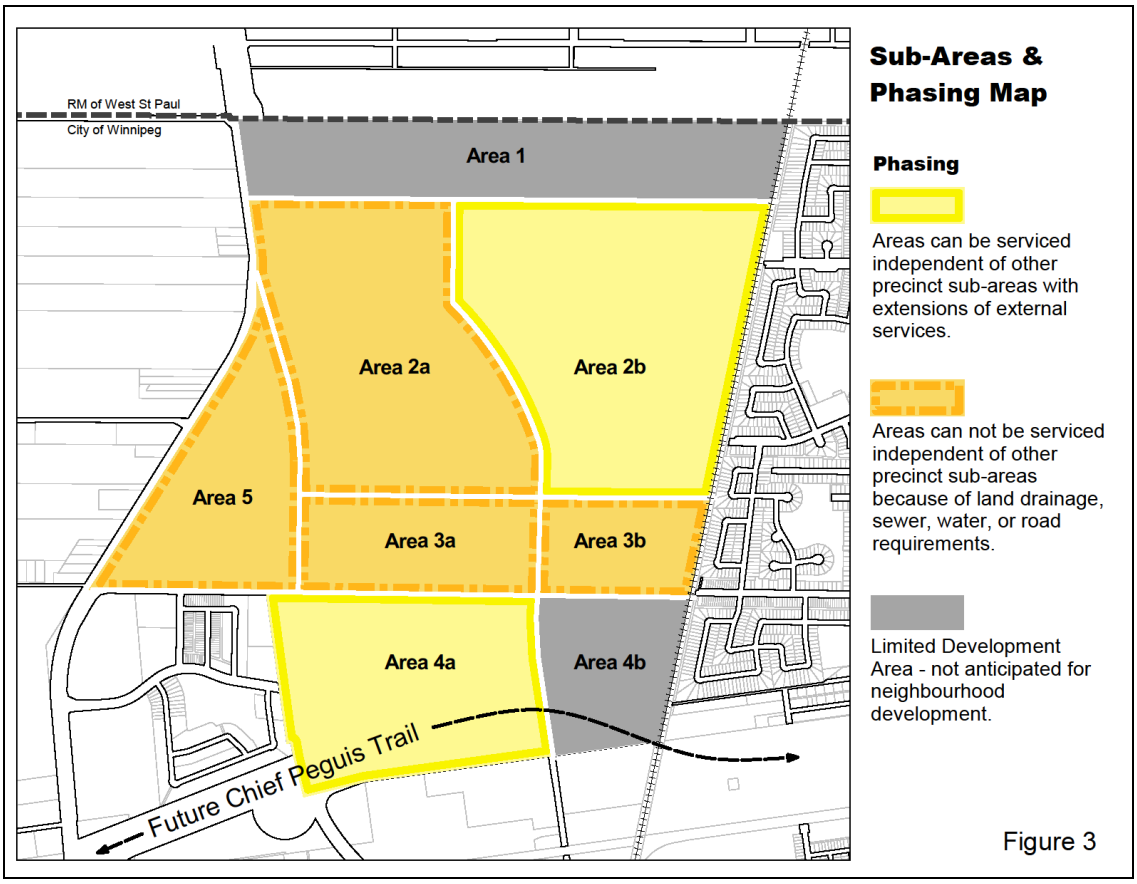


Figure 13 – Sub-Areas & Phasing Map (Revised)

iii. That, under section *6.1 Staging and Phasing* delete:

"The policies of this section serve to ensure that the orderly development of the Precinct can be accommodated by appropriate infrastructure. The phasing plan for Precinct G is illustrated in Figure 3. Development phasing within the Precinct is primarily based on infrastructure requirements (including roads, water, wastewater, and land drainage) on a sub-area basis. The Plan assumes that a majority of development will take place over a 25-year time horizon.

Phasing for development of each Sub-Area within the Precinct is subject to the following constraints as outlined in Figure 7:

- *Sub-area 2a, 4a, and 4b, identified as yellow in Figure 7, can be serviced independent of other Precinct sub-areas with minor extension of services.*
- *Sub-areas 2b, 3a, 3b, and 5 identified as magenta in Figure 7, cannot be serviced independent of other Precinct sub-areas because of land drainage, sewer, or water servicing constraints.*
- *A majority of sub-area 1a, identified as grey in Figure 7, is currently used as a City of Winnipeg snow dump. There are no plans to cease operations of the snow dump in the foreseeable future.*
- *Sub-area 1b, identified as green in Figure 7, is a closed landfill and may be considered in the future as a passive park space.*

- *The narrow strip of land north of sub-areas 1a and 1b cannot be serviced independent of other Precinct sub-areas because of land drainage, sewer, water and road constraints."*

and replace with the following:

The policies of this section serve to ensure that the orderly development of the Precinct can be accommodated by appropriate infrastructure. The phasing plan for Precinct G is illustrated in ***Figure 3 (Sub-Areas and Phasing Map).*** *Development phasing within the Precinct is primarily based on infrastructure requirements (including roads, water, wastewater, and land drainage) on a sub-area basis. The Plan assumes that a majority of development will take place over a 25-year time horizon.*

Phasing for development of each Sub-Area within the Precinct is subject to the following constraints as outlined in ***Figure 3 (Sub-Areas and Phasing Map)****.*

- *Sub-areas 2b and 4a identified as yellow in Figure 3 can be serviced independent of other Precinct sub-areas with minor extension of services. More specifically, sub-area 2b can be serviced to accommodate single-family dwellings. However, the Servicing Brief has not demonstrated that multi-family development can be adequately serviced by the water infrastructure in sub-area 2b without additional connections to the south or southwest. Further review is required to confirm the extent of multi-family development in sub-area 2b prior to connections to the south. Per policy 3.4.5, no neighbourhood development will be permitted in the southern portion of sub-area 4a until the alignment of the Future Chief Peguis Trail right-of-way has been determined and approved by Council.*
- *Sub-area 2a, identified as orange in Figure 3, cannot be serviced independent of other Precinct sub-areas because of land drainage, sewer, or water.*
- *Sub-area 3a, identified as orange in Figure 3, cannot be serviced independent of other Precinct sub-areas because of land drainage.*
- *Sub-areas 5 and 3b, identified as orange in Figure 3, cannot be fully serviced independent of other Precinct sub-areas.*
- *Sub-areas 1 and 4b identified as grey in Figure 3, have limited development potential. Area 1 is predominantly comprised of an operational snow dump with no plans to cease operations in the foreseeable future and a closed landfill. The closed landfill may be considered in the future as a passive park space. The majority of Area 4b is required for long-term plans to develop a support-type land use related to the North End Sewage Treatment Plant and some of the lands may be required for the Future Chief Peguis Trail.*

iv. That, under section *6.1 Staging and Phasing*, delete policy 6.1.1:

6.1.1 "*Development of the Planning area will generally be phased in accordance with Figure 7 and the following:*

- *Development within sub-areas 2a, 4a, and 4b, identified as yellow in Figure 7, may be developed independently of development in other areas.*

- *Development within sub-areas 2b, 3a, 3b, and 5, identified as magenta in Figure 7, cannot be developed until land drainage, sewer, and/or water servicing can be extended from adjacent sub-areas."*

and replace with the following:

6.1.1 Development of the Planning area will be phased in accordance with Figure 3: Sub-Areas and Phasing Map and the following:

a) Development within sub-areas 2b and 4a identified as yellow in Figure 3 may be developed in advance of development in other areas.

i) Per policy 3.4.5, no neighbourhood development will be permitted in the southern portion of sub-area 4a until the alignment of the Future Chief Peguis Trail right-of-way has been determined and approved by Council.

b) Development within sub-areas 2a, 3a, 3b, and 5 identified as orange in Figure 3 will not be developed until land drainage, sewer, and/or water servicing can be extended from adjacent sub-areas.

v. That, under section *6.1 Staging and Phasing*, delete policy 6.1.2:

6.1.2 "*The phasing constraints outlined in Section 6.1 and illustrated on **Figure 7** of this Plan can be revised subject to detailed technical analysis to the satisfaction of the Director of Water and Waste (City of Winnipeg)."*

and replace with the following:

*6.1.2 The phasing constraints outlined in Section 6.1 and illustrated on **Figure 3** of this Plan can be revised subject to detailed technical analysis to the satisfaction of the Director of Water and Waste (City of Winnipeg).*

vi. That, under section *6.1 Staging and Phasing*, add the following policy after 6.1.2:

6.1.3 Road-related phasing criteria may be considered.

Rationale for Public Service Recommendations

- Servicing sub-area 2a in advance of sub-area 2b is inconsistent with key *OurWinnipeg* policies that are in place to ensure that land is developed efficiently for the City to maintain the required servicing (under section 01-1a Direction 3):

  Promote the extension of municipal services such as piped water, piped waste water, piped drainage and urban standard roadway, only in an environmentally sound, economically and timely manner.

  Support new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services.

- The phasing proposed in the Plan – particularly that sub-area 2a in the northwest can be serviced independently – is not supported by the Municipal Servicing Brief.

- Servicing sub-area 2a in advance of sub-area 2b is expected to result in increased maintenance and operations costs to the City of Winnipeg compared to contiguous development.

MINOR CHANGES TO THE PROPOSED PRECINCT 'G' – PRECINCT PLAN

- The following sections identify what the Public Services views as "minor changes" that are needed to help clarify proposed policies within the proposed Plan.
- Each proposed change below identified with supporting rationale for the change.

1.

Change: That, item "*3 Precinct G Sub-Areas"* under the List of Figures in the Table of Contents be renamed: *3. Sub-Areas and Phasing Map.*

Rationale: The recommended phasing plan and sub-areas are merged per the *Phasing* recommendations above. The Table of Contents therefore needs to be updated accordingly.

2.

Change: That, item "*7 Phasing Map"* under the List of Figures in the Table of Contents be deleted.

Rationale: Per recommendation 1 above, the phasing map is to be merged with *Figure 3: Sub-Areas and Phasing Map.*

3.

Change: That, the last sentence under the section *1.7 Amending the Plan*, be deleted:

"~~Where minor numerical or quantitative deviations from the standards are sought, these shall be dealt with through a Community Committee process~~."

Rationale: The *City of Winnipeg Charter Act* and *Development Procedures By-law* do not identify a "Community Committee process" to deal with minor numerical or quantitative deviations.

4.

Change: That, under section *3 Land Use Policies*, the last bullet point on page 9 *"Limited Use Policy Areas."* be deleted and replaced with:

- *Limited Development Policy Areas.*

Rationale: The majority of the Plan and mapping refers to this policy area as "Limited Development," not "Limited Use".

5.

Change: That, under section *3.1 Low Density Residential Policy Areas*, policy 3.1.2 "*Higher density multi-family residential developments may be considered on corners, along collectors, or adjacent to Medium Density Policy Areas.*" be deleted and replaced with the following:

3.1.2 Higher density multi-family residential developments may be considered on corners, along collectors, or adjacent to Medium Density Neighbourhood Policy Areas.

Rationale: The proposed change corrects a minor typo to ensure that the subject policy refers to Medium Density *Neighbourhood* Policy Areas.

6.

Change: That, under section *3.1 Low Density Residential Policy Areas*, policy 3.1.3 "*Townhouses shall not exceed 3 storeys in height.*" be deleted and replaced with the following:

3.1.3 Ground-oriented multi-family dwellings shall not exceed the lesser of 3 storeys, or 35 feet in height.

Rationale: The Winnipeg Zoning By-law restricts single-family dwellings to 35 feet in height. Restricting ground-oriented multi-family dwellings to the same height can help maintain compatibility.

7.

Change: That, under section *3.1 Low Density Residential Policy Areas*, policy 3.1.4 "*Townhouses may be supported by a public lane for vehicular access.*" be deleted and replaced with the following:

3.1.4 Ground-oriented multi-family dwellings should be supported by a public lane for vehicular access.

Rationale: The proposed change makes it clearer that any type of ground-oriented multi-family dwellings should be supported by a public lane.

8.

Change: That, under section *3.1 Low Density Residential Policy Areas*, the following policy be added after policy 3.1.12:

3.1.13 Home-based businesses may be permitted and will be evaluated on a case-by-case basis for compatibility with adjacent uses.

Rationale: Adding a policy on the appropriateness of home-based businesses adds some clarity for the Public Service when reviewing home-based business applications in the neighbourhood.

9.

Change: That, under section *3.1 Low Density Residential Policy Areas*, the following policy be added after policy 3.1.13:

3.1.14 Development in proximity to the closed landfill will be consistent with Standards and Guidelines for the Mitigation of Methane Gas at Buildings and Utilities and Guidelines for Construction on Landfill Sites (December, 2006) or updates to that document from time to time.

Rationale: The City of Winnipeg identifies standards for developing in proximity to landfill sites in its *Standards and Guidelines for the Mitigation of Methane Gas at Buildings and Utilities and Guidelines for Construction on Landfill Sites (December, 2006).* This policy is intended to serve as a reminder that these Guidelines will apply to new construction near the existing landfill.

10.

Change: That, under section *3.2 Medium Density Neighbourhood Policy Areas*, policy 3.2.10 *"Neighbourhood commercial uses may be considered, where appropriate (e.g. along a collector road)."* be deleted and replaced with the following:

3.2.10 Neighbourhood commercial uses may be considered along collector streets, where appropriate.

Rationale: The proposed change makes it clear that neighbourhood commercial uses would only be considered on collector streets.

11.

Change: That, under section *3.2 Medium Density Neighbourhood Policy Area*, the following policy be added after policy 3.2.11:

3.2.12 Residential, and other uses that may be sensitive to nearby rail operations shall incorporate mitigation measures to appropriately buffer these uses from the CP Winnipeg Beach Subdivision (e.g. setbacks, berming, and/or fencing).

Rationale: There is one portion of the Medium Density Neighbourhood Policy Area at the eastern extent of Murray Avenue that abuts the rail line. This proposed change is consistent with other policies that apply when developing in proximity to rail (most notably 3.1.10).

12.

Change: That, under section *3.3 Commercial and Mixed-Use Policy Areas*, policy 3.3.4 *"Suitable buffers or transitions shall be provided between Commercial and Mixed-Use Policy Areas and Low Density Residential Policy Areas, in accordance with the Zoning By-law. Buffers or transitions may include setbacks, building massing, landscaping, or other mitigative measures."* be deleted and replaced with the following:

3.3.4 Suitable buffers and/or design considerations shall be provided between Commercial and Mixed-Use Policy Areas and Low Density Residential Policy Areas. Buffers and/or design considerations may include setbacks, building massing, landscaping, or other mitigative measures.

Rationale: The proposed change replaces the word "transitions" with "design considerations" as the examples listed (building massing, landscaping) are generally more design considerations.

13.

Change: That, under section *3.3 Commercial and Mixed-Use Policy Areas*, the following policy be added after 3.3.8:

3.3.9 Development in proximity to the closed landfill will be consistent with Standards and Guidelines for the Mitigation of Methane Gas at Buildings and Utilities and Guidelines for Construction on Landfill Sites (December, 2006) or updates to this document from time to time.

Rationale: The City of Winnipeg identifies standards for developing in proximity to landfill sites in its Standards and Guidelines for the Mitigation of Methane Gas at Buildings and Utilities and Guidelines for Construction on Landfill Sites (December, 2006). This policy is intended to serve as a reminder that these Guidelines will apply to new construction near the existing landfill.

14.

Change: That, under section *3.5 Parks and Open Space*, policy 3.5.3 *"A minimum of one small park (0.5-acre minimum) should be provided per sub-area, and a minimum of one large park and/or public reserve area (10-acre minimum) should be provided in the overall Precinct."* be deleted and replaced with the following:

3.5.3 A minimum of one small park (0.5-acre minimum) should be provided per sub-area, and a minimum of one large park (15 or more acres) or two smaller (7 acres or more) community-scale parks shall be provided for organized sports in the Precinct.

Rationale: The Public Service reviewed the proposed policy and, given the size of the Precinct, requested the change for clarification.

15.

Change: That, under section *3.5 Parks and Open Space*, the following policies be deleted and the relevant policies in this section be renumbered accordingly:

3.5.10 *"The control zone between the closed landfill and nearby housing shall be confirmed by the City of Winnipeg at the development application stage."*

and

3.5.11 "Reducing the control zone surrounding the closed landfill may be considered."

Rationale: There are two issues with the proposed policies above:

- They are not in the appropriate section as the parks section does not deal with housing and other development;
- The relevant guidelines to follow are: *Standards and Guidelines for the Mitigation of Methane Gas at Buildings and Utilities and Guidelines for Construction on Landfill Sites (December, 2006).*

The Public Service recommends the appropriate policies referencing the appropriate guidelines in changes 9 and 13 above.

16.

Change: That, under section *4.1 Road Network*, policy 4.1.2 *"The collector roads shall be constructed to the standards and specifications of the City of Winnipeg."* be deleted and replaced with the following:

4.1.2 *All public roads and lanes shall be constructed to the standards and specifications of the City of Winnipeg at the Development Application stage.*

Rationale: All public roads need to be constructed to the standards and specifications of the City of Winnipeg.

17.

Change: That, under section *4.1 Road Network*, policy 4.1.8:

"*The design of the internal road network should provide for the following:*

- *Convenient connections and multiple choices to origin/destination points within the community;*
- *Pathway connections between streets, to assist in meeting transit coverage requirements; and,*
- *The ability of Transit routes to be provided within 400 metres of most dwellings."*

be deleted and replaced with the following:

4.1.8 The design of the internal road network should provide for the following:

- *Convenient connections and multiple choices to origin/destination points within the community;*
- *Pathway connections between streets, to assist in meeting transit coverage requirements and promote connectivity; and,*
- *The ability of Transit stops to be provided within 400 metres of most dwellings.*

Rationale: Suggested minor wording changes for clarification.

18.

Change: That, under section *4.1 Road Network*, policy 4.1.9 *"Collector streets shall be shared by motorized vehicles, buses, and cyclists, and shall have off-street sidewalks on both sides unless otherwise determined through the development application stage."* be deleted and the relevant polices in this section be renumbered accordingly.

Rationale: The recommended wording in change 16 captures the requirement for developing collector roads.

19.

Change: That, under section *4.1 Road Network*, policy 4.1.13 *"Ferrier Street shall connect to the future Chief Peguis Trail extension."* be deleted and replaced with the following:

4.1.13 *Ferrier Street shall connect to the future Chief Peguis Trail extension and shall be a four (4) lane divided roadway from the Chief Peguis Trail to McPhillips Street.*

Rationale: The recommended wording helps clarify expectations for the development of Ferrier Street.

20.

Change: That, under section *4.1 Road Network*, the following policy be added after policy 4.1.14 and the relevant polices in this section be renumbered accordingly:

Residential lots with narrow lot widths (i.e. approximately 35 feet or less) may need to be supported by a back lane, as determined by Public Works.

Rationale: Narrow lots without a back lane have caused concerns for the Public Service, most notably with respect to snow clearing, neighbourhood aesthetic and limiting on-street parking.

21.

Change: That, under section *4.1 Road Network*, policy 4.1.15 "*At the development application stage, prior to development adjacent to the CP Rail Winnipeg Beach subdivision, the City of Winnipeg and developer will work in collaboration with CP Rail to identify and determine rail crossing requirements for Precinct G – this may include crossings at Red River Boulevard and/or Fernbank Avenue, as well as the potential closure of the Murray Avenue Crossing. Further study and consultation may be required."* be deleted and replaced with the following:

4.1.15 *Future rail crossings will be considered through consultation with the appropriate rail company.*

Rationale: A closing at Murray Avenue is not supported by the Transportation Study. Further, the Transportation Study provided assumes crossings being open at Red River Boulevard, Fernbank Avenue and Murray Avenue.

22.

Change: That, under section *4.1 Road Network*, the following policy be added after policy 4.1.15 and the relevant polices in this section be renumbered accordingly:

Railway crossings warning systems shall meet the Grade Design Standards for whistle cessation.

Rationale: The recommended change is suggested for clarification.

23.

Change: That, under section *4.1 Road Network*, policy 4.1.16 "*Development adjacent to the CP Rail Winnipeg Beach subdivision will consider the Guidelines for New Development in Proximity to Railway Operations prepared by the Federation of Canadian Municipalities and Railway Association of Canada and/or City of Winnipeg guidelines."* be deleted.

Rationale: Policies for development adjacent to the rail line are included in the Low Density Residential Policy Area and the Medium Density Neighbourhood Policy Area.

24.

Change: That, under section *4.2 Walking and Cycling Network*, policy 4.2.1 *"Subdivision designs within the Precinct shall include provisions for pathways and sidewalks generally located within the walking and cycling network concept as outlined in* ***Figure 5*** *of this Plan."* be deleted and replaced with the following:

4.2.1 Subdivision designs within the Precinct shall include provisions for pathways generally located within the walking and cycling network concept as outlined in ***Figure 5*** *of this Plan. Pathways shall be designed to minimize mid-block crossings.*

Rationale: Minor wording changes for clarification.

25.

Change: That, under section *4.2 Walking and Cycling Network*, policy 4.2.12 *"Active Transportation infrastructure (AT) shall be provided as follows:*

- *Collector rights-of-way shall be of an adequate width to accommodate a sidewalk on both sides and/or another form of off-street AT amenity;*
- *Arterial rights-of-way shall be of an adequate width to accommodate a sidewalk on both sides and/or another form of off-street AT amenity; and,*
- *Expressways shall include a dedicated off-street AT facility (e.g. along the future Chief Peguis Trail extension)."*

be deleted and replaced with the following:

*4.2.12 The following collector rights-of-way, also found on **Figure 5**, shall be of an adequate width to accommodate a sidewalk on one side and a 3.5 metre wide multi-use path on the other side, including but not limited to:*

- *Ferrier Street*
- *Murray Avenue*
- *Fernbank Avenue from the Chief Peguis Trail multi-use path connection to Murray Avenue*
- *Red River Boulevard from the CP Winnipeg Beach Subdivision to the Ferrier Street intersection.*

Rationale: The suggested changes are recommended for clarification specific to the plan area.

26.

Change: That, under section *4.2 Walking and Cycling Network*, policy 4.2.13 *"Local streets shall be shared by motorized vehicles, cyclists, and pedestrians. While sidewalks are not required on these streets, they should be considered in strategic locations, including those:*

- *That provide direct connections to school sites;*
- *That provide direct links to pathways or Medium Density Neighbourhood Policy Areas; and/or*
- *Where flanking lots offer opportunities to provide connections to community destinations, without crossing front driveways."*

be deleted and replaced with the following:

4.2.13 The inclusion of sidewalks on local streets shall be guided by the standards or specifications of the City of Winnipeg applicable at the Development Application Stage and/or shall be considered in strategic locations, including but not limited to those that provide direct connections to:

- *School sites*
- *Pathways*
- *Commercial and Mixed-Use Policy Areas*
- *Medium Density Neighbourhood Policy Areas; and/or*
- *Multi-family areas.*

Rationale: The suggested changes are recommended for clarification and to help provide for better pedestrian connectivity through the plan area.

27.

Change: That, under section *6.2 Cost Sharing*, policies 6.2.1 to 6.2.7

"6.2.1 Cost sharing agreements related to provision of services within the Precinct may be implemented in accordance with the Development Agreement Parameters.

6.2.2 Cost sharing agreements should be reviewed with every development application.

6.2.3 The major land drainage system including land impoundment areas is a developer/landowner responsibility with the total cost of the system charged to the total benefiting area at a uniform Trunk Service Rate (TSR) charge on a per /acre basis.

6.2.4 Development within Precinct G requires the provision of land for road rights-of-way, parks, open space and natural areas. These items may be considered as part of an area charge.

6.2.5 Cost-sharing for any oversized infrastructure will be calculated in accordance with the Development Agreement Parameters.

6.2.6 The installation and costs of the internal services of each subdivision area will be the responsibility of the developer including local streets, local wastewater sewers, watermains and land drainage sewers.

6.2.7 Cost sharing arrangements for professional fees related to the preparation of this Precinct Plan will be accomplished through the development of an area charge which shall be administered by the City of Winnipeg."

be deleted and replaced with the following:

6.2.1 Cost sharing agreements related to provision of services within the Precinct may be implemented in accordance with the Development Agreement Parameters and changes to the Development Agreement Parameters from time to time.

6.2.2 Cost sharing agreements should be reviewed with every development application.

6.2.3 In accordance with the Development Agreement Parameters, the major land drainage system including land impoundment areas is a developer/landowner responsibility with the total cost of the system charged to the total benefiting area at a uniform Trunk Service Rate (TSR) charge on a per /acre basis.

6.2.4 Development within Precinct G requires the provision of land for road rights-of-way, parks, open space and natural areas. These items may be considered as part of an area charge as part of phase 1 of development in the Precinct.

(a) Costs associated with the construction of the future connection of Ferrier Street to Chief Peguis Trail, including but not limited to traffic control structures, may be funded through the establishment of an area charge.

6.2.5 Cost-sharing for any oversized infrastructure will be calculated in accordance with the Development Agreement Parameters.

6.2.6 In accordance with the Development Agreement Parameters, the installation and costs of the internal services of each subdivision area will be the responsibility of the developer including local streets, local wastewater sewers, watermains and land drainage sewers.

6.2.7 Cost sharing arrangements for professional fees related to the preparation of this Precinct Plan may be accomplished through the development of an area charge in a manner consistent with the Development Agreement Parameters.

Rationale: The cost sharing policies are primarily intended to be informational and refer to the Development Agreement Parameters.

28.

Change: That, Figure 5 *"Transportation Map"* of the proposed Plan be deleted and replaced with Figure 5: *"Transportation Map"* as presented in Figure 14 – *Transportation Map (Revised)* of this Planning Discussion.

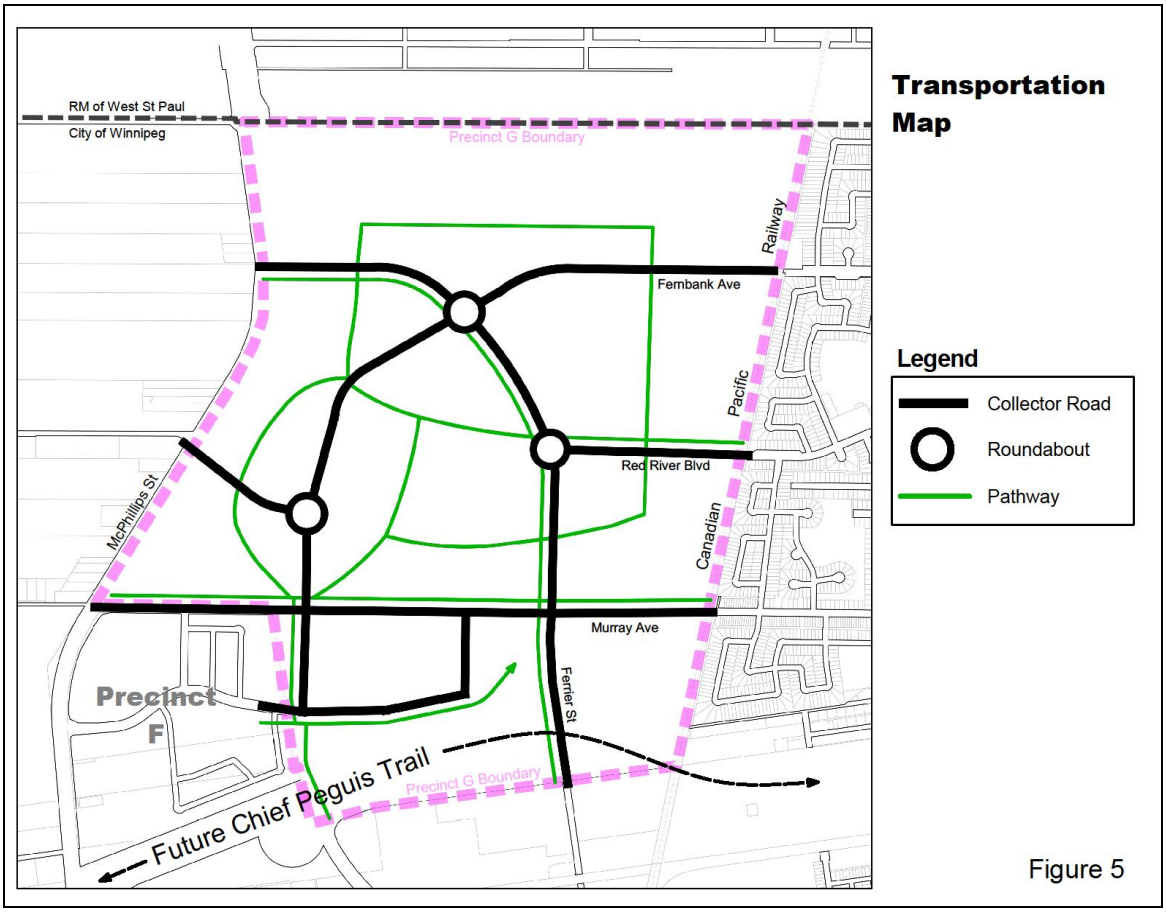


Figure 14 –Transportation Map (Revised)

Rationale: The recommended map includes updates to the pathway and eliminates the potential closing of the crossing at Murray Avenue. The closing of the crossing at Murray Avenue is not supported by the Transportation Study.

ALIGNMENT WITH OURWINNIPEG & THE COMPLETE COMMUNITIES DIRECTION STRATEGY

- Precinct 'G' is designated as a "New Community" in both *OurWinnipeg* (By-law 67/2010) and the *Complete Communities Direction Strategy* (By-law 68/2010).
- "New Communities" are large areas of undeveloped land identified for future urban development that are not currently served by the full range of municipal services.
- Policies guiding development of New Communities state 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."

- As modified with the Public Service recommendations, the Plan conforms to the relevant policies of the *Complete Communities Direction Strategy* in the following ways.

  Direction 1: *New Communities will be developed in a sustainable manner.*

  - *Only approve new development when a full range of municipal services, as defined in OurWinnipeg, can be provided in an environmentally-sound, economical and timely manner.*
  - *Support new development that is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.*

  Per the recommendations of the Public Service, the proposed phasing plan helps ensure that Precinct 'G' will be developed adjacent to existing development and that a full range of municipal services will be provided in an environmentally-sound, economical and timely manner.

  Direction 2: *New Communities will be established through a planning process.*

  The preparation of the Plan is supported by three background studies (Biological Inventory; Municipal Servicing Brief; and a Transportation Study) a consultation process that involved several consultation sessions with residents in the Precinct.

  Recommended changes by the Public Service help ensure that development is consistent with the conclusions of the background studies.

  Direction 3: *New Communities will increase opportunities to live, work, learn and play in the same neighbourhood.*

  - *Encourage higher residential density in areas adjacent to commercial and employment lands, especially where the area is served by transit, services and other community amenities. These locations should be identified through the planning process.*

- *Encourage New Communities to include a mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents.*
- *Encourage greater choices in housing type, density, style and tenure.*
- *Provide parks at the neighbourhood and community level that address both active and passive requirements for recreation, sport and leisure and that promote connectivity and walkability between park sites and neighbourhood features.*

Creating a focused area of multi-family development with limited commercial development along Murray Avenue and south of Murray Avenue may help increase the likelihood of achieving a 10% modal split.

The Plan policies allow for a mix of housing types, commercial, institutional, limited office, and limited light industrial development.

Park policies ensure that a variety of park types will be integrated into the Precinct.

Direction 4: *New Communities will be developed with complete streets (see Sustainable Transportation), enabling safe and convenient spaces for pedestrians, bicyclists, public transit ridership and motorists to promote physical activity, health and active transportation*

As recommended, the Plan will include a concentrated core for multi-family and limited commercial development that is well-connected to the rest of the Precinct by both pathways and sidewalks.

Direction 5: *Encourage Green Development and Conserve Natural Areas (see Ecologically Significant Natural Lands Policy Strategy) to Development New Communities in a Sustainable Manner.*

- *Promote and expand biodiversity and 'green' principles consistent with the local natural ecosystem to all Parks, Places and Open Spaces, beyond the expected environments of the urban forest and designated 'natural areas'.*

Park policies included in the plan and the conclusion of the Biological Inventory support the notion of expanding biodiversity in the plan area.

Direction 6: *Reflect Local Heritage in the Development of New Communities*

- *Man made or natural features with particular cultural or historic significance should be identified, conserved, and incorporated into New Communities.*
- *Street names and parks should reflect and contribute to the heritage of New Communities.*

A Biological Inventory was undertaken as part of the plan process to identify areas of natural significance.

Plan policies identify that local heritage should be considered when naming parks or streets.

RECOMMENDATIONS:

1. That Council give first reading to the Precinct G Secondary Plan By-law No. 5/2018 (the "By-law", a draft of which is attached as Appendix "B"), as amended in accordance with Appendix "D" of this Report.
2. That the Lord Selkirk – West Kildonan Community Committee conduct a public hearing in respect of the By-law and provide its report and recommendations in respect of the same to Council.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASONS FOR RECOMMENDATIONS:

- An itemized list of recommended changes discussed in this Planning Discussion document are provided in Appendix "D" - *Recommended First Reading Alterations to the Precinct 'G' Secondary Plan.*
- With the recommended changes by the Public Service, the Plan is consistent *OurWinnipeg* and the *Complete Communities Direction Strategy*, in that:
    - The Plan policies allow for a mix of housing types, commercial, institutional, limited office, and limited light industrial development.
    - The Plan will include a concentrated core for multi-family and limited commercial development that is well-connected to the rest of the Precinct by both pathways and sidewalks.
    - Creating a focused area of multi-family development with limited commercial development along Murray Avenue and south of Murray Avenue helps to increase the feasibility of higher-frequency Transit servicing the Precinct.
    - The recommended phasing plan will help ensure that Precinct 'G' will be developed adjacent to existing development and that a full range of municipal services will be provided in an environmentally-sound, economical and timely manner.
    - Park policies ensure that a variety of park types will be integrated into the Precinct.
- The recommended changes to the Medium Density Neighbourhood Policy Areas are needed to make it more likely that more frequent Transit service would be provided by Winnipeg Transit (subject to resources being available). Higher demand for service warrants more frequent service, and more frequent Transit service could increase the potential of reaching a modal split of 10% for public transit.
- The recommended changes to the Limited Development Policy Areas are needed to protect the long-term interests of the City.
- The recommended 300 metre setback for any residential development from the snow dump helps protect this strategic City-asset from potential objections to its continued operation.

- The recommended mapping change and restriction on single-family development in the Commercial and Mixed-Use Policy Areas is in keeping with the intent statements for this policy area.
- The recommended changes to the phasing policies are required to help ensure that the development occurs in a manner consistent with *OurWinnipeg* and *Complete Communities* policies with specific reference to extending services in an environmentally sound, economical and timely manner.

This Report Submitted by:
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