**Agenda – Council – January 31, 2019**

**Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 7, 2019**

**Item No. 15 Secondary Plan for Precinct 'G' of the Complete Communities Direction Strategy**
**(Old Kildonan Ward)**
**File SP 2/2018 [c/r By-law 5/2018]**

STANDING COMMITTEE RECOMMENDATION:

On January 22, 2019, 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 Precinct G Secondary Plan By-law No. 5/2018 (the "By-law") be amended in accordance with Appendix "D" to this report, subject to the following amendments:

    A. Delete sub-clause 3.1.12(b) in its entirety, as contained in item 8 of Appendix "D", and replace with the following:

        i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

    B. Delete sub-clause 3.2.13(b) in its entirety, as contained in item 11 of Appendix "D", and replace with the following:

        i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

    C. Delete sub-clause 3.3.8(b) in its entirety, as contained in item 15 of Appendix "D", and replace with the following:

        i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

**Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 7, 2019**

STANDING COMMITTEE RECOMMENDATION (Continued):

2. That Council give second and third reading to the By-law, as amended.

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 – January 7, 2019**

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 22, 2019, 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 January 7, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Lord Selkirk-West Kildonan Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On December 11, 2018, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Add the following at the end of Recommendation 1:

    A. Delete sub-clause 3.1.12(b) in its entirety, as contained in item 8 of Appendix "D" and replace with the following:

        i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

    B. Delete sub-clause 3.2.13(b) in its entirety, as contained in item 11 of Appendix "D", and replace with the following:

        i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

**Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 7, 2019**

DECISION MAKING HISTORY:

COMMUNITY COMMITTEE RECOMMENDATION (continued):

C. Delete sub-clause 3.3.8(b) in its entirety, as contained in item 15 of Appendix "D", and replace with the following:

i. "(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."

and forwarded the matter to the Standing Policy Committee on Property and Development, Heritage and Downtown Development.

On November 19, 2018, the Lord Selkirk-West Kildonan Community Committee did not hear any representation on the secondary plan and adjourned the public hearing to its meeting on December 11, 2018 at 5:00 p.m. in the Council Building, 510 Main Street.

COUNCIL DECISION:

On September 20, 2018, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

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 – January 7, 2019**

DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 12, 2018, 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 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 Precinct G Recommendations” dated September 4, 2018, with respect to the matter.

**RE:** **Secondary Plan for Precinct 'G' of the Complete Communities Direction Strategy**
**File SP 2/2018**

**For submission to:** **The Standing Policy Committee on Property and Development, Heritage and Downtown Development**

**Prepared by:** **P. Prinsloo, Committee Clerk**
**Lord Selkirk-West Kildonan Community Committee**

**Report date:** **December 12, 2018**

COMMUNITY COMMITTEE RECOMMENDATION:

On December 11, 2018, the Lord Selkirk-West Kildonan Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended and recommends to the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the Precinct G Secondary Plan By-law No. 5/2018 (the "By-law") be amended in accordance with Appendix "D" to this report, subject to the following amendments:

    ***A.*** ***Delete sub-clause 3.1.12(b) in its entirety, as contained in item 8 of Appendix "D", and replace with the following:***

        ***i.*** ***"(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."***

    ***B.*** ***Delete sub-clause 3.2.13(b) in its entirety, as contained in item 11 of Appendix "D", and replace with the following:***

        ***i.*** ***"(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."***

    ***C.*** ***Delete sub-clause 3.3.8(b) in its entirety, as contained in item 15 of Appendix "D", and replace with the following:***

        ***i.*** ***"(b) The developer constructs a 6 foot tall wood sound attenuation fence on top of the existing berm along the southern perimeter of the City of Winnipeg McPhillips Snow Dump Site, at no expense to the City of Winnipeg, to the satisfaction of the Director of Public Works."***

2. That Council give second and third reading to the By-law, as amended.

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

***Note: The wording in bold and italics denotes amendments made by the Community Committee.***

The Lord Selkirk-West Kildonan Community Committee provided the following supporting reason(s) for its recommendation:

1. The Lord Selkirk-West Kildonan Community Committee agreed with the administrative comments contained in the report of the Urban Planning Division dated December 3, 2018.
2. I am looking forward to the development applications coming forward to this committee in the near future.
3. North Winnipeg is an exciting place to live; we have families from immigration still on the rise and a lot of families from the Philippines and India, those are the number two countries where we get immigrants from, they want to settle in the north.
4. This is additional housing stock, new stock that is going to be available to families which is extremely exciting.
5. I support all the recommendations that were put forth on page 24 in the administrative report.

## PUBLIC HEARING SUMMARY

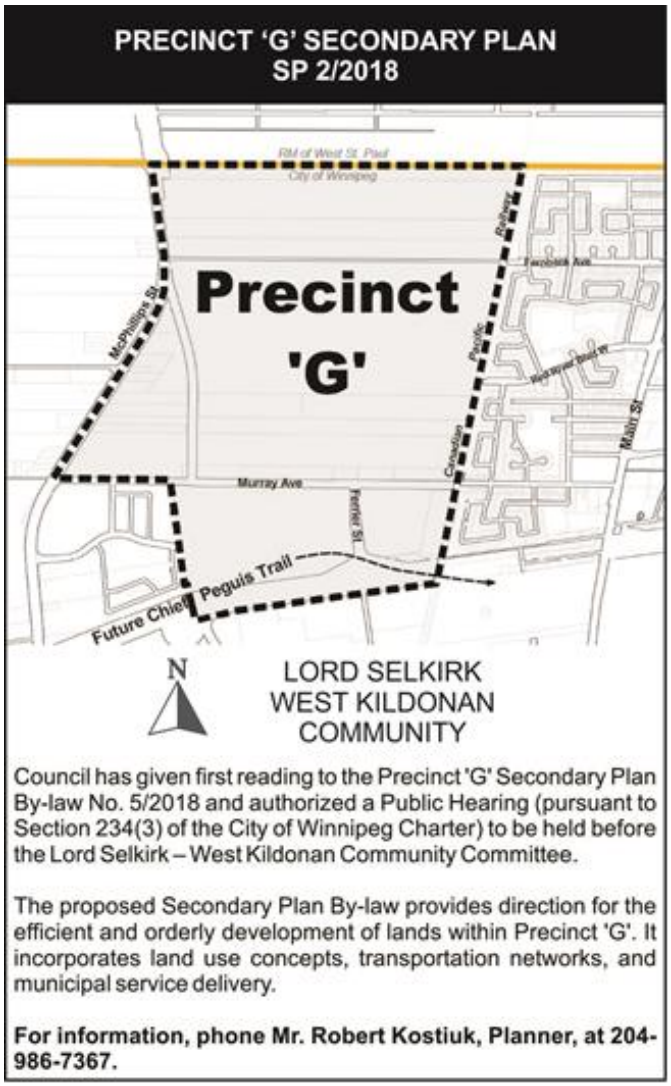
File: SP 2/2018

Before: Lord Selkirk-West Kildonan Community Committee
Councillor Eadie, Chairperson
Councillor Santos
Councillor Sharma

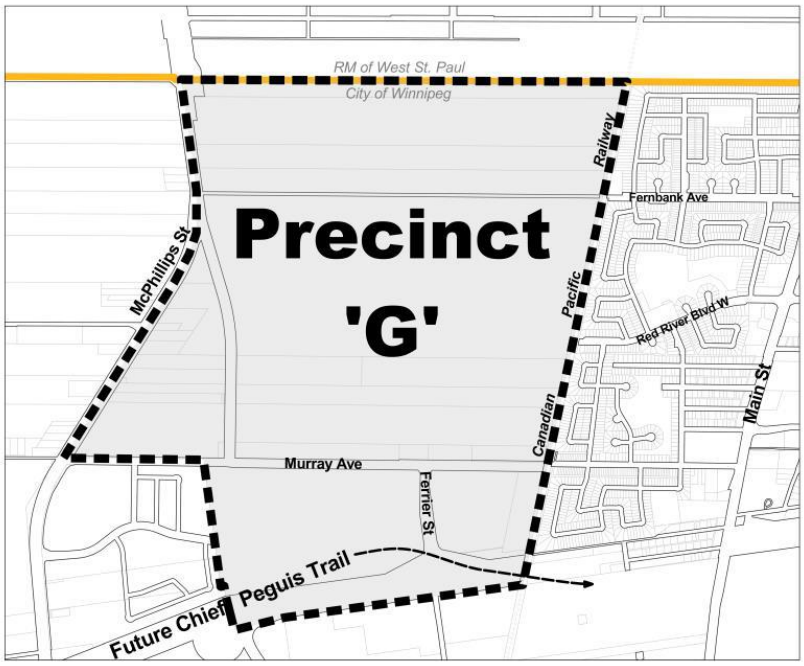
Public Hearing: December 11, 2018
November 19, 2018
Council Building, 510 Main Street

Applicant: Landmark Planning & Design

Subject:



Premises Affected: See Map Below




Exhibits Filed:

1. Application dated February 1, 2018
2. Notification of Public Hearing dated November 1, 2018
3. Council Decision of September 20, 2018; contains report from the Director of Planning, Property and Development dated August 2, 2018
4. First Reading of By-law No. 5/2018 by Council on September 20, 2018
5. Plans (7 pages)
6. Report from the Urban Planning Division dated November 9, 2018
7. Inspection Report
8. Communication dated November 15, 2018, from Brian P. O'Leary, Superintendent, Seven Oaks School Division, with respect to the application
9. Communication dated November 19, 2018, from Igor Pecuh, General Manager, Ivan's Auto Body & Glass Ltd., with respect to the application
10. Recording of Representations of public hearing held on November 19, 2018
11. Notice of Adjournment dated November 23, 2018
12. Revised Report from the Urban Planning Division dated December 3, 2018
13. Recording of Representations of public hearing held on December 11, 2018

REPRESENTATIONS:

In Support:

Brendan Salakoh, Landmark Planning & Design Inc.
Donovan Toews, Landmark Planning & Design Inc.
Andrei Friesen, Landmark Planning & Design Inc.
David Borger
Michael Carruthers, Ladco Company Limited
Luis Escobar, Stantec
Sean Gallagher
Trevor Grafton
David Jopling
Paul Moroz
Peter Muir
Tyler Smith
Bryan Ward
Matthew Yan

In Opposition:

Michele Kading
Igor Pecuh

For Information:

Kerri Georgettes
Eleanor Link
Brandon Powell
Jay Rudani
Steve Werhun

For the City:

R. Hayer, Planner, Planning, Property and Development Department

# REVISED ADMINISTRATIVE REPORT

**Title:** SP 2/2018 – Proposed Secondary Plan for Precinct 'G' of the Complete Communities Direction Strategy – Public Hearing (By-law No. 5/2018)

**Item:** For consideration at the Public Hearing for a precinct plan for lands identified as 'Precinct G' in *Complete Communities Direction Strategy* By-law No. 68/2010.

**Critical Path:** Lord Selkirk/West Kildonan Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council as per the *Development Procedures By-law* and *The City of Winnipeg Charter*.

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| B. Smith | J. Kiernan | n/a | n/a |

## EXECUTIVE SUMMARY

The purpose of a secondary plan is to provide detailed policies to direct development within a specific area of the city. Through a collaborative planning process, these plans should adapt and implement the objectives and policies of *OurWinnipeg* and the *Complete Communities Direction Strategy* ("*Complete Communities*") to the local context and provide certainty regarding future development aspirations for the area.

Precinct 'G' is identified in *Complete Communities* as one of 19 New Communities. New Communities are large undeveloped land areas identified for future urban development and are not currently served by a full range of municipal services. *Complete Communities* provides further direction that New Communities will:

- Be developed in a sustainable manner
- Be established through a planning process
- Increase opportunities to live, work, learn and play in the same neighbourhood
- Be developed with complete streets
- Encourage green development and conserve natural areas
- Reflect local heritage in their development.

The proponent submitted a development application on February 1, 2018 for adoption of the proposed Precinct 'G' Secondary Plan (the "Plan"). The Plan, as submitted, was amended at first reading by Council on September 20, 2018, in accordance with the recommendations of the Public Service. The Public Service's first reading report included a detailed review of key concerns with the Plan as submitted in the application, recommended amendments, and reasons for these amendments.

As part of its recommendations, Council also requested that the 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. The Public Service's findings with respect to the requested economic analysis are provided in Appendix "E" of this report.

The Public Service met several times with the applicant after Council gave first reading to the Precinct 'G' Plan to review different approaches to key items. The administrative report submitted for the LSWK Community Committee Public Hearing (report dated November 9, 2018) identified that the Public Service was agreeable to some alterations (in varying degrees), while maintaining the same position as provided in the recommendations from first reading. The key issues were:

- The proposed density and location of the Medium Density Neighbourhood Policy Area
- Separation distances for residential development from the McPhillips Snow Disposal Site (snow dump)
- The development phasing.

At the November 19, 2019 LSWK Community Committee Public Hearing, the Public Service requested an adjournment to further work with the applicant and major landowners in Precinct 'G' on the various issues. The Public Service also advised the Community Committee that any changes to the recommendations provided in administrative report dated November 9, 2018 would be identified in a revised report.

This revised administrative report identifies the following changes to the recommendations previously provided in the November 9, 2018 report:

- The location of the Medium Density Neighbourhood Policy Areas (Appendix "D", item 37)
- The Medium Density Neighbourhood Policy Areas policy requiring development to front or flank onto collectors (Appendix "D", item 12)
- Separation distances for residential development from the McPhillips Snow Disposal Site (Appendix "D", items 8, 11, & 15)
- Rewording of a Limited Development Policy Area policy to now state that once the Chief Peguis Trail alignment has been approved, the resulting policy designation will be Low Density Residential (Appendix "D", item 17).
- Adding a policy regarding compatible development to the Limited Development policies (Appendix "D", item 18)
- Elimination or amendments to proposed Parks and Open Space policies (Appendix "D", item 19)
- Rewording of a policy regarding back lanes for single-family homes (Appendix "D", item 27)
- Elimination of an example provided in the cost sharing section (Appendix "D", item 36).

These changes address most of the concerns raised by the applicant and major land owners. Several other minor amendments were reviewed either internally within the Public Service, or between the Public Service and the applicant. Most of these minor amendments are intended to: add clarity to existing policies or sections, address minor grammatical errors, or replace certain terms with defined terms in the plan (ex. replace "will" with "shall").

With the recommendations of the Public Service, the Plan is consistent *OurWinnipeg* and the *Complete Communities Direction Strategy.*

## RECOMMENDATIONS

1. That the Precinct G Secondary Plan By-law No. 5/2018 (the "By-law") be amended in accordance with Appendix "D" to this report.
2. That Council give second and third reading to the By-law, as amended.
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 *Complete Communities*. Under *Complete Communities*, 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.
- On September 20, 2018, Council gave first reading to the Precinct G Secondary Plan By-law No. 5/2018 and directed the Lord Selkirk – West Kildonan Community Committee to conduct a public hearing and provide its recommendations to Council.
- 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 the Public Service are concurred in, the Precinct G Secondary Plan By-law will be given second and third reading in accordance with the amendments provided in Appendix "D" of this report.
- The reasons for the recommended alterations to the Plan are provided in Appendix "A" (Administrative Report) attached to this report.
- *OurWinnipeg / Complete Communities* requires that a comprehensive planning process be undertaken prior to the acceptance of development applications related to any land identified as being located in Precinct 'G' of the *Complete Communities.*
- Subdivision and/or rezoning applications pertaining to land within the boundaries of Precinct 'G' cannot be approved until the Plan has been adopted by Council.

## HISTORY/DISCUSSION

- On November 19, 2018, the Lord Selkirk – West Kildonan Community Committee did not hear any representation on the secondary plan and adjourned the public hearing to its meeting on December 11, 2018.
- On September 20, 2018, Council gave first reading to the Precinct G Secondary Plan By-law No. 5/2018 and directed the Lord Selkirk – West Kildonan Community Committee to conduct a public hearing on the matter (see Council Minutes – Item No. 16 of the Report of the Standing Policy Committee on Property and Development, Heritage and Downtown Development, dated September 4, 2018: http://clkapps.winnipeg.ca/dmis/ViewDoc.asp?DocId=17371&SectionId=&InitUrl=).

- The Public Service report for first reading included a review of supporting materials; identified key concerns with the plan as submitted; and provided policy recommendations 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 also recommended over 25 minor changes to the Plan. These changes varied from correcting typos to clarifying language included in the Plan.
- Council approved of the recommendations of the Public Service and approved first reading of the Precinct 'G' Secondary Plan as amended.
- The Plan amended at first reading is located in Appendix "C" and is the subject of this Public Service report.
- As part of its recommendations, Council also requested that the 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.
- The Public Service's findings with respect to the requested economic analysis are provided in Appendix "E" of this report.
- As described in the Public Service report for first reading, potential cost implications 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.
- Other key considerations from the Public Service's review of the Transportation Study for Precinct 'G' that are provided in the report for first reading, include:
    - 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.
    - 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' 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.

## CONSULTATION

In preparing this report there was consultation with:

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

## 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" – Administrative Report and provided in an itemized list in Appendix "D".

## SUBMITTED BY

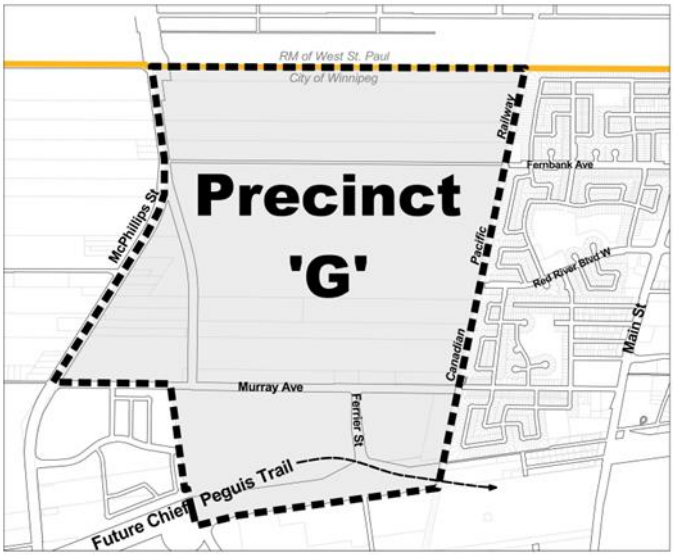
| | |
|---|---|
| Department: | Planning, Property and Development |
| Division: | Urban Planning |
| Prepared by: | Robert Kostiuk, MCIP, RPP |
| Date: | **REVISED December 3, 2018** |
| File No. | SP 2/2018 |

**List of Schedules and Attachments**

Appendix "A" – **REVISED** Administrative Report
Appendix "B" – By-law No. 5/2018
Appendix "C" – Schedule "A" to By-law No. 5/2018 (Precinct G Precinct Plan – Final Draft)
Appendix "D" – Recommended Second and Third Reading Alterations to the Precinct 'G' Secondary Plan **(REVISED)**
Appendix "E" – Economic Analysis

**APPENDIX "A" – Administrative Report**

| | |
|---|---|
| **DATE:** | **REVISED December 3, 2018** |
| **FILE:** | SP 2/2018 (By-law No. 5/2018) |
| **RELATED FILES:** | n/a |
| **COMMUNITY:** | Lord Selkirk – West Kildonan Community |
| **NEIGHBOURHOOD #:** | 3.335 (Rosser-Old Kildonan); 3.333 (West Kildonan Industrial) |
| **SUBJECT:** | Precinct (Secondary) Plan for Precinct 'G' |
| **LOCATION:** | Precinct 'G' is bound by the City of Winnipeg boundary to the north; the CPR Winnipeg Beach Subdivision to the east; the future Chief Peguis Trail extension to the south; and McPhillips Street to the west (see map below). |




| | |
|---|---|
| **APPLICANT:** | Landmark Planning & Design<br>298 Waterfront Drive<br>Winnipeg MB R3B 0G5 |
| **OWNER(S):** | Ladco Company Ltd<br>Daytona Homes<br>Qualico<br>City of Winnipeg<br>Several Private Landowners |
| **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.

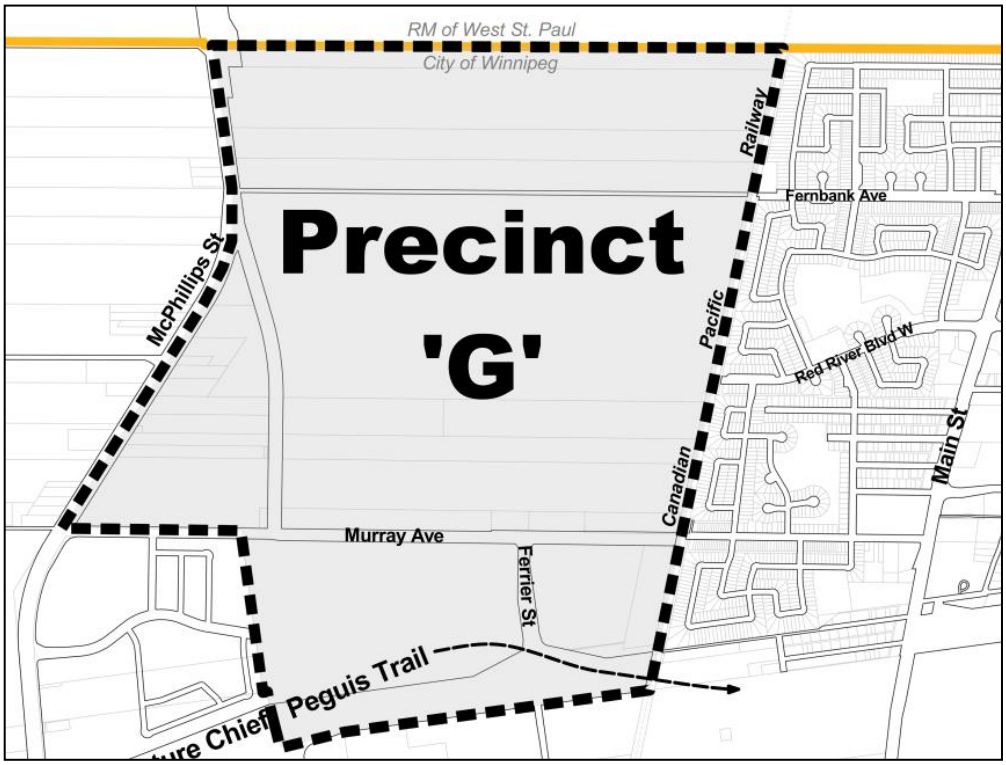



**Figure 1: Precinct 'G' Secondary Plan Boundaries**

**EXISTING LAND USE & ZONING**

- The majority of Precinct ‘G’ is vacant agricultural land that is zoned ‘A’ Agricultural, which is identified in green in Figure 2 below.

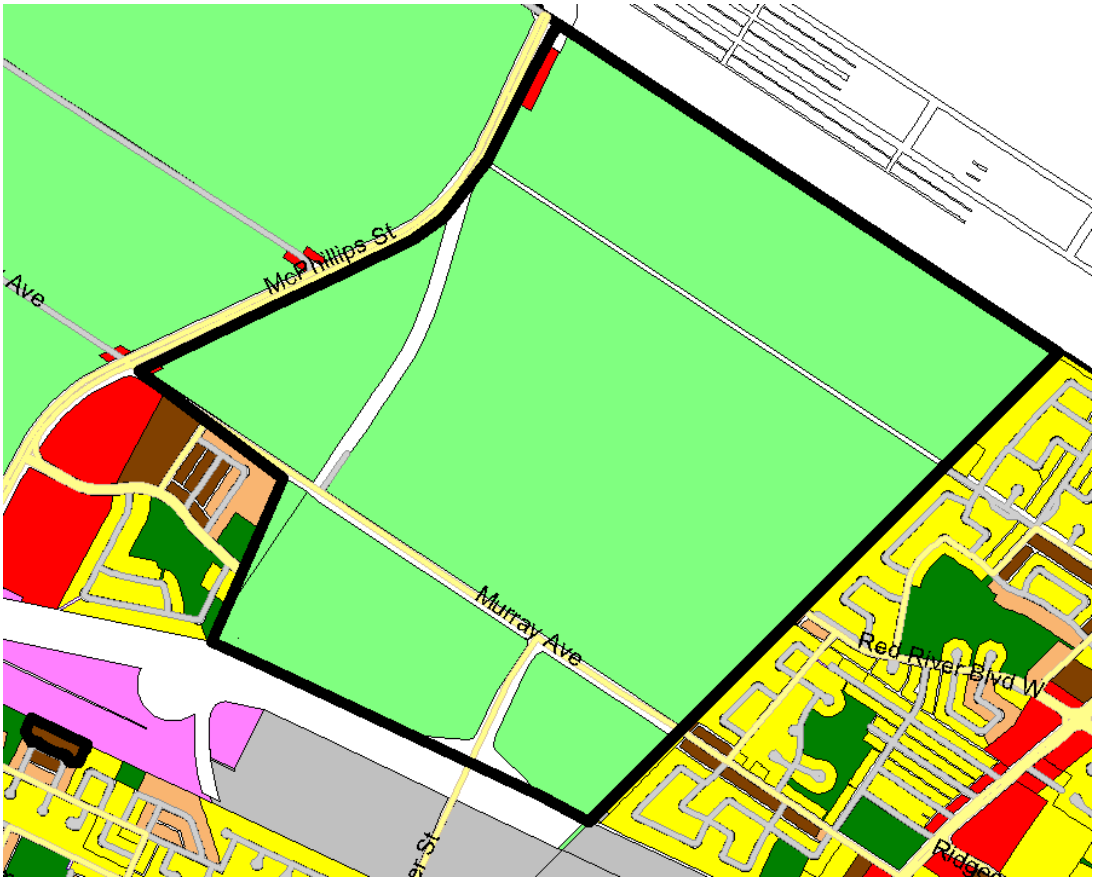



**Figure 2: Zoning Districts in Precinct ‘G’ (plan area outlined in bold black)**

- 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.

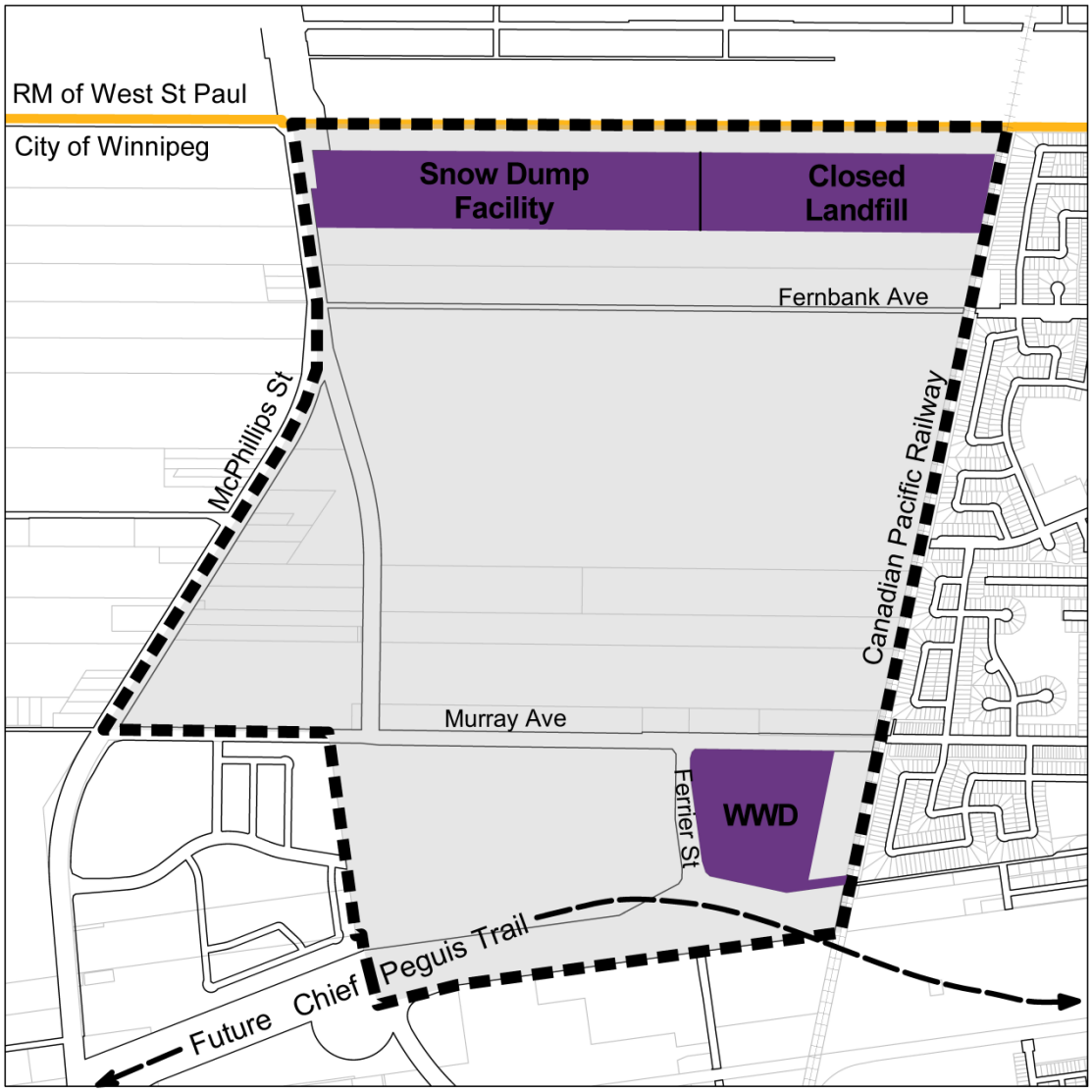



**Figure 3: City-owned lands in Precinct 'G' (in purple)**

## DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The proposed secondary plan by-law will guide future neighbourhood development in Precinct ‘G’.
- Under *Complete Communities,* 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 Low Density Residential Policy Area covers most of the plan area (see Figure 4). The predominant land uses are: single-family dwellings, two-family dwellings, and ground-oriented townhouses. Higher density multi-family residential developments may be considered in select locations.

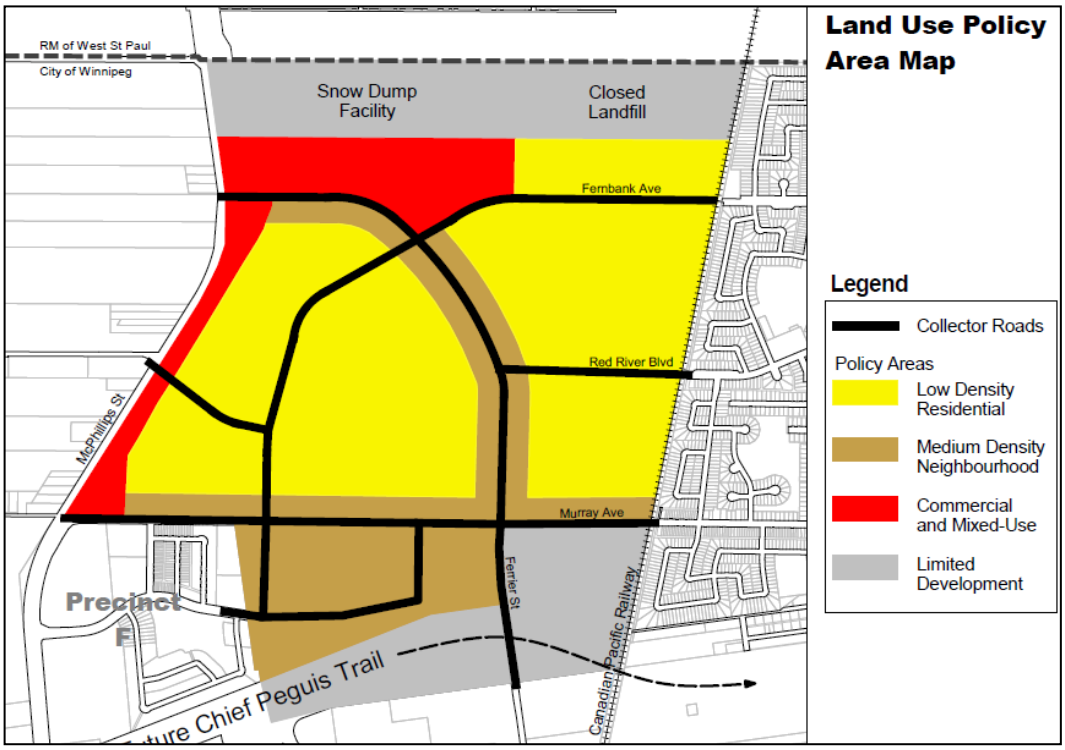



**Figure 4: Land Use Policy Area Map**

- The Medium Density Neighbourhood Policy Area is primarily focused south of Murray Avenue between Ferrier Street and Fernbank Avenue, but also follows Ferrier Street and Murray Avenue (see Figure 4). The minimum net density is 20 dwelling units per acre with the multi-family dwellings and two-family dwellings being the predominant land uses.
- The 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 Limited Development Policy Areas (identified as Limited Development in Figure 4) are intended for City-related infrastructure, operations, maintenance or park development, or to allow existing uses to continue until conditions change that would allow for the land to be developed for neighbourhood-related uses. Most of these lands are 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
    - 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.
- Per the supporting Traffic Study, the assumptions for full build-out of Precinct ‘G’ are:
    - 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.

**ANALYSIS AND ISSUES (UPDATED DECEMBER 3, 2018)**

- The Public Service met several times with the applicant after Council gave first reading to the Precinct ‘G’ Plan to review different approaches to key items. The administrative report submitted for the LSWK Community Committee Public Hearing (report dated November 9, 2018) identified that the Public Service was agreeable to some alterations (in varying degrees), while maintaining the same position as provided in the recommendations from first reading. The key issues were:
    - The proposed density and location of the Medium Density Neighbourhood Policy Area

- Separation distances for residential development from the McPhillips Snow Disposal Site (snow dump)
- The development phasing.

- At the November 19, 2019 LSWK Community Committee Public Hearing, the Public Service requested an adjournment to further work with the applicant and major landowners in Precinct 'G' on various issues. The Public Service also advised the Community Committee that any changes to the recommendations provided in administrative report dated November 9, 2018 would be discussed in a revised report.

- This revised administrative report identifies the following changes to the recommendations previously provided in the November 9, 2018 report, or elaborates on the existing recommendations (specifically for development phasing).

***Density and Location of the Medium Density Neighbourhood Policy Area***

- As discussed in the November 9, 2018, administrative report the Public Service recommended the following amendments:
  - A mapping change to *Figure 4: Land Use Policy Area Map*
  - A change to the density requirement from 20 dwelling units/acre to 15 dwelling units/acre
  - An additional policy requiring that development fronts or flanks onto collector roads.
- After the November 19, 2018 LSWK Public Hearing was adjourned, the applicant and major land owners discussed further revisions to *Figure 4: the Land Use Policy Area Map* and a modification to the wording of the policy requiring development to front or flank onto collectors.
- The mapping revisions were reviewed by the Public Service and were seen as minor revisions that did not impact the intent of the original mapping recommendation. The proposed alteration to the policy requiring development to front or flank onto a collector now allows for some development to back onto Murray Avenue between Ferrier Street and Fernbank Avenue.
- The resulting updated amendments affecting the Medium Density Neighbourhood Policy Area are as follows in Appendix "D":
  - Item 12 (policy 3.2.15)
  - Item 37 (Figure 4 "Land Use Policy Area Map").

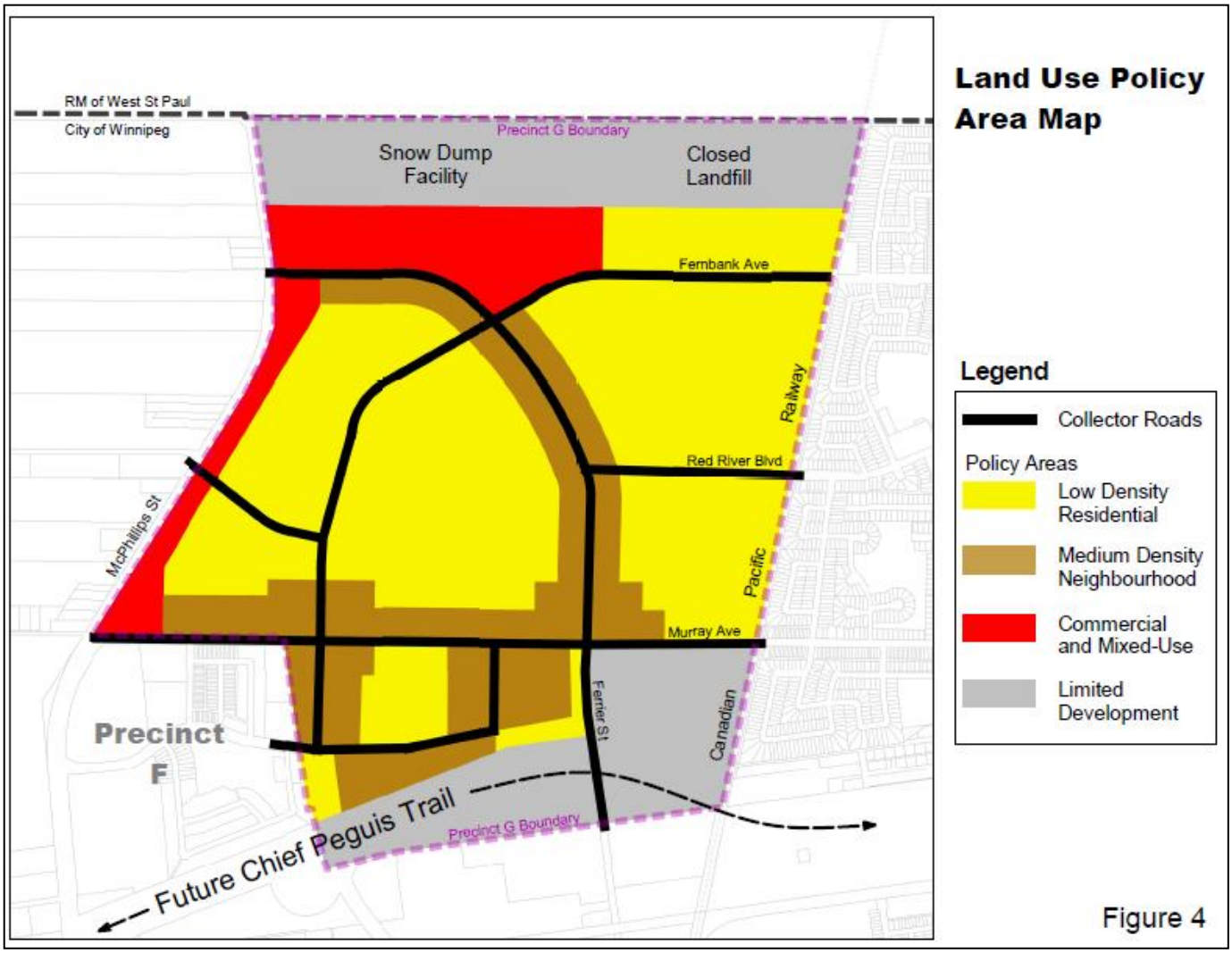



**Figure 5: Land Use Policy Area Map (per item 37, Appendix "D")**

***Separation Distances for Residential Development from the Snow Dump***

- The November 9, 2018, administrative report recommended a minimum setback of 300 metres from the snow dump for residential development, with the potential to reduce the setback to 200 metres if the results of an impact study and potential mitigation measures adequately address potential land use conflict between the snow dump and residential development.
- The reason for the recommended setbacks primarily had to do with nuisance, in particular noise and the amount of light needed to allow for safe operations at night.
- The Public Service reviewed this requirement further and are recommending the following changes:
    - Require the developer to demonstrate that any residential development between 200 metres and 300 metres of the existing snow dump will not be impacted by excessive noise levels produced at the snow dump.
    - Allow for a setback lower than 200 metres without a plan amendment through an appropriate impact study and potential mitigation measures on lands outside the snow dump. An appropriate study would likely include a review of existing operations at the snow dump to ensure that operational changes would not be required. The study would also have to demonstrate that the light or noise levels would not be a nuisance to the surrounding residential properties, to the satisfaction of the Director of Public Works and Director of Planning, Property and Development.

- The resulting updated amendments affecting the separation distances from the snow dump are as follows in Appendix “D”:
    - Item 8 (policy 3.1.12)
    - Item 11 (policy 3.2.13)
    - Item 15 (policy 3.3.8).

***Development Phasing***

- The November 9, 2018, administrative report recommended that the phasing policies remain as adopted at first reading.
- Those policies identify that sub-areas in the northeast (2b) and south (4a) may develop in advance of other areas in the precinct, while the other sub-areas can not develop until services can be extended from sub-area 2b or 4a.
- The applicant would like to begin phasing in the northwest (sub-area 2a) as originally proposed in the application.
- After supplemental technical information was provided by the applicant in late October, 2018 (updated servicing and impact of not developing rail crossing(s)), the key remaining concerns with starting phasing in the northwest were:
    - For the water system, flushing operations to maintain high water quality would be more extensive than the comparable level of contiguous development.
    - For the gravity pipes, relatively low flow rates in the proposed mains could result in the need for more frequent sewer cleaning operations for additional lengths of pipe, relative to continuous development.
- The Public Service has not estimated the costs for additional operation and maintenance requirements for the non-contiguous development scenario, as insufficient information is available to provide an accurate amount.
- However, the additional costs that may be associated with the operations and maintenance may be addressed through the development application process (ex. development agreement).
- Further, policy 6.1.2 allows a proponent to revise the phasing constraints if technically feasible.
- As such, the Public Service recommends that the phasing policies remain consistent with the policies adopted at first reading. If an applicant would like to alter the phasing, they would then have to demonstrate that their proposed phasing is technically feasible and may need to cover additional operations and maintenance costs through the development application process.

***Minor Amendments***

- Several other minor amendments were reviewed either internally within the Public Service, or between the Public Service and the applicant.
- Most of these minor amendments are intended to: add clarity to existing policies or sections, address minor grammatical errors, or replace certain terms with defined terms in the plan (ex. replace “will” with “shall”).
- The more notable of these minor amendments that warrant some discussion, include:
    - The change to the minimum net density in the Low Density Residential Policy Areas, which now allows for more flexibility in order to accommodate larger amenity lots or lake lots throughout the Precinct (Appendix “D”, item 7, policy 3.1.5).
    - The mapping change to *Figure 5: Transportation Map* and associated change to policy 4.2.12 (Appendix “D”, items 31 & 38).
- Revisions to the recommendations of the administrative report dated November 9, 2018, include:
    - Rewording of a Limited Development Policy Area policy to now state that once the Chief Peguis Trail alignment has been approved, the resulting policy designation will be Low Density Residential (Appendix “D”, item 17).
    - Adding a policy regarding compatible development to the Limited Development Policy Area section (Appendix “D”, item 18)
    - Adding the word “generally” to Parks and Open Space policies that discuss location of community and neighbourhood-scale parks (Appendix “D”, item 19).
    - Elimination of proposed Parks and Open Space policies that requested an environmental assessment, and a sub-clause to policy 3.5.9 that discussed facilitating Universal Design Standards for access in the former landfill site.
    - Rewording of a clause regarding back lanes for single-family homes (Appendix “D”, item 27).
    - Elimination of an example provided in the cost sharing section (Appendix “D”, item 36).
- It should also be noted that there were three typos in Appendix “C” – Precinct G Precinct Plan that have been corrected to align with the first reading recommendations. The policies and corrected wording are provided below for reference:

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

    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 extension has been determined and approved by Council.

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

**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.*

The phasing plan policies 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.

***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) and a consultation process that involved several consultation sessions with residents in and around the Precinct.

Changes adopted at first reading or new recommendations provided 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 north 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 Develop 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 the Precinct G Secondary Plan By-law No. 5/2018 (the "By-law") be amended in accordance with Appendix "D" to this report.
2. That Council give second and third reading to the By-law, as amended.
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 are provided in Appendix "D" - *Recommended Second and Third Reading Alterations to the Precinct 'G' Secondary Plan.*
- With the recommendations of 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 north 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 restrictions for residential development in proximity to the snow dump will help limit potential land use conflict between these land uses.
- 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:
Planning, Property and Development Department
Urban Planning and Design Division

Report Prepared By: Robert Kostiuk, MCIP, RPP
PPD File # SP 2/2018

**Appendix “B” – By-law No. 5/2018**

**Appendix “C” – Schedule “A” to By-law No. 5/2018 (Precinct G Precinct Plan – Final Draft)**

**Appendix “D” – Recommended Second and Third Reading Alterations to the Precinct ‘G’ Secondary Plan (REVISED)**

As supported by the Hemson reports from 2016, the Winnipeg Public Service recommends viewing this issue from a city-wide perspective. The cost of infrastructure associated with growth accrues in varying amounts across the entire city; meanwhile revenue generated by incremental property tax is used to compensate for the entire tax-supported budget, not just growth-related infrastructure. For further discussion of this issue and an approach to its calculation, the Winnipeg Public Service recommends reviewing the Hemson reports located here: https://www.winnipeg.ca/finance/2016GrowthStudy.stm An excerpt from the first report, Review of Municipal Growth Financing Mechanisms – Report for Council Consideration, is pasted below:

> *"In summary the funding system used in Winnipeg to pay for new infrastructure is largely based on property taxes and utility rates. Using this approach new development enjoys an advantage compared to many municipalities elsewhere. In short, in Winnipeg "growth does not pay for growth" in the way that occurs in most other cities. Because new development does not pay much of the off-site cost of new infrastructure and because tax rates have been kept low, infrastructure investment has been severely constrained resulting in lowered service standards."* (Hemson, Pg.10)