# City of Winnipeg

# Employment and Commercial Lands Study




May 16, 2018

Watson & Associates ECONOMISTS LTD.

Plaza Three, 101-2000 Argentia Rd.
Mississauga, Ontario
Canada L5N 1V9
Phone: (905) 272-3600
Fax: (905 272-3602
e-mail: info@watson-econ.ca

In association with:

TATE ECONOMIC RESEARCH INC.

MERIDIAN PLANNING

MDB INSIGHT

DILLON CONSULTING

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# Executive Summary

## Introduction

The primary objective of this commercial and employment lands review is to provide a comprehensive update of the City's commercial and employment land needs to the year 2036 and make recommendations on how the City's corresponding land use policies should be updated. This update is required to inform the statutory review of OurWinnipeg, the City's Development Plan (DP) Review and the City of Winnipeg Complete Communities Direction Strategy (CCDS).

This comprehensive review is critical to ensure that there is an adequate supply of non-residential lands to accommodate long-term demand and to satisfy the City's employment objectives, within the context of the long-term economic outlook for the Province of Manitoba and the Winnipeg Census Metropolitan Area (CMA).

This report builds on the 2008 City of Winnipeg Comprehensive Employment Lands Strategy (2008) and the 2009 Commercial Land Strategy,[1] with emphasis placed on future regional and local economic trends and consumer demand patterns which are anticipated to influence the manner in which the City's Employment and Commercial Areas are planned and developed over the 2036 planning horizon. To ensure that the City's Employment and Commercial Areas remain competitive over the long term, this study also examines applicable City of Winnipeg DP policies within the context of provincial and regional planning policy.

The City is undertaking this study through a two-phased approach. Phase 1 includes a technical economic analysis and a long-term land needs assessment regarding the City's designated Employment and Commercial Areas. Phase 2 includes a detailed examination of the City's existing Employment and Commercial Areas DP policies based on the results of the Phase 1 analysis, as well as a broader review of best practices across Canada.

[1] City of Winnipeg Comprehensive Employment Lands Strategy. Altus Clayton. March 2008. City of Winnipeg Commercial Land Strategy. Altus Clayton. 2009.

**Assessing the City's Opportunities and Challenges**

The City faces a number of opportunities and challenges with respect to the management of its existing and future Employment and Commercial Areas. From a macro-economic perspective, the Winnipeg CMA economy is transitioning from goods to services production. Manufacturing remains vitally important to the provincial economy with respect to jobs and economic output, however, this sector is continually evolving across Manitoba. While manufacturing remains a major area of economic activity across the region, business growth continues to diversify into other industrial and knowledge-based sectors. This diversity has allowed the City to be better positioned to weather economic downturns. To ensure continued growth and diversity of Winnipeg's industrial and commercial areas, planning and marketing efforts must be geared toward both the broader strengths of the City and its communities, as well as specific target sector investment attraction efforts.

Within the service sector, economic growth has been particularly strong for small to medium-scale knowledge-based businesses which are focused on innovation and entrepreneurship. The trend towards more knowledge-intensive and creative forms of economic activity is evident at the broader national and provincial levels as well as within the City of Winnipeg. Recognizing the recent structural changes in the regional economy, there has been a shift in planning philosophy that calls for developing Employment Areas to provide for a wider range of amenities and employment-supportive uses which complement both knowledge-based and traditional industrial sectors.

Based on a review of recent building permit activity on employment lands, by use, a number of non-industrial developments can be identified that do not provide a supportive role to the core industrial and office uses within the Employment Area. Nor do these non-industrial uses enhance the planned function of the Employment Area. Accommodating an appropriate balance of employment lands employment and employment-supportive land uses is critical to the vitality of the City's employment lands. In addition, consideration must also be given to identifying appropriate locations for offer employment land uses within retail, non-office and institutional employment sectors which may not be desired in certain types and/or zones of Employment Areas.

Developing a balanced and diverse economy also requires a planning approach that recognizes the vital role that retail and service commercial uses play in the

day-to-day lives of residents. Commercial activity not only forms an important backbone of the local and regional economies, in terms of jobs and trade, commercial areas have the capacity to define the character of a community and directly influence the quality-of-life that residents want and expect. The approach to this study fully recognizes the critical role that retail and service commercial activities, including the availability of personal services, professional services, restaurants and hotel space, will play in the evolving character of the City of Winnipeg.

Based on a comprehensive analysis of the broader economic factors influencing the manner in which Employment and Commercial Areas are planned and managed, the results of this assignment will ultimately be used to inform the City of Winnipeg's review of OurWinnipeg and the CCDS. Also key to this study is a recommended approach to develop the internal capacity of the City's Urban Planning Division which would allow the City to monitor, update and report on its employment land supply on an on-going basis.

**Population and Employment Growth Outlook**

Over the past five years, the Winnipeg CMA added more persons to its population base than in the previous 15-year period (1996 to 2011). Strong labour force growth in the City of Winnipeg and the Winnipeg CMA will continue to drive the City's growing population base. By 2036, the City of Winnipeg population is forecast to reach 894,700, an increase of 159,100 persons from a base of 735,600 persons in 2016.[1] This represents an annual population growth rate of 1.0%.

Population growth is anticipated to drive the demand for population-related commercial and institutional employment in the City of Winnipeg. New residential and population-related development will also drive demand within the construction sector and influence investment related to wholesale trade, transportation and warehousing, as well as other emerging industrial operations (i.e. advanced manufacturing, urban warehouses, etc.) On the other hand, the growth and competitiveness of most industrial and office sectors (i.e. export-based sectors) is more heavily influenced by a range of global, national, regional, local and site-

[1] Includes Census undercount of approximately 4.1%. City of Winnipeg Population as 2016 excluding census undercount is 705,244.

specific factors (i.e. labour costs, exchange rates, access to employment markets, development costs, and availability of industrial lands).

One of the broad challenges regarding the future of non-residential development within the City of Winnipeg relates to the macro-economic trends that the City cannot control, such as the strength of the global economy and the competitiveness of the Canadian economic base relative to other established and emerging global markets. A major factor in the future competitiveness of the City's economic base, which is controllable by the City, is the quantity and quality of its vacant employment lands.

A review of the Province's growing export market as well as a number of local growth drivers within the City (i.e. labour force growth, capital investments) suggests that long-term employment growth within the City of Winnipeg will remain strong. By 2036, the City's employment base is forecast to reach approximately 475,400. This represents an increase of approximately 83,000 jobs from 2016, or an annual employment growth rate of 1.0%.

**Employment Land Needs, 2016 to 2036**

Similar to provincial and regional trends, the City of Winnipeg's economy is evolving. Looking forward to the 2036 forecast horizon, the City's employment base is anticipated to continue to diversify, which continues to influence the manner in which its non-residential areas, in particular Employment Areas, are planned and developed.

The results of this study indicate that the City has a sufficient supply of vacant designated employment lands to accommodate forecast demand on employment lands to 2036. The City, however, has a large shortfall of serviced employment lands to accommodate employment lands employment over the next 20 years.

Over the past decade, the City has accommodated a large share of employment land development activity through intensification primarily in the form of expansions of existing facilities and development on partially vacant parcels. While it is expected that the City's occupied and underutilized employment lands will accommodate a portion of future employment growth, additional zoned and serviced employment lands will be required to accommodate demand. More

specifically, the City is anticipated to require an additional 446 net ha (1,102 net acres) of serviced employment lands over the 20-year forecast period.

In order to accommodate the forecast industrial land absorption, the City will need to explore opportunities in addressing the shortage of serviced employment lands which may include the servicing of greenfield areas, as well as additional intensification within established Employment Areas and key redevelopment sites.

As part of the study process, two workshops were held in 2017 (June and November). The objective was to present the key findings of the report, as well as to obtain feedback and insight from key industry stakeholders throughout the region who are actively involved in industrial development within the City. In response to feedback received at the stakeholder workshops, a detailed analysis of recent development trends on employment lands throughout the Manitoba Capital Region was carried out. The results of this analysis are summarized throughout the body and appendix of this report. The conclusions of this analysis are summarized below.

**Employment Lands Development Trends within the Surrounding Region**

Employment land absorption activity over the 2011 and 2016 period has been primarily concentrated in the City of Winnipeg and four municipalities that surround the City of Winnipeg, including the RMs of Macdonald, Rosser, Headingley and Springfield. The City of Winnipeg and these four adjacent municipalities accounted for 81% of the land absorption between 2011 and 2016.

Over the past few years, improvements to infrastructure (roads and servicing) have occurred in the Rural Municipalities (RM), in particular the RMs that surround the City of Winnipeg. These improvements have opened up employment land development opportunities, providing opportunities for development on serviced employment lands and in the RM of Rosser, providing greater access to major highways. In addition, the development standards of the newer employment areas (and phases) in the surrounding RMs have improved compared to established employment areas in those in RMs with a greater emphasis on landscaping, building design and paved roads.

While employment land absorption is a key indicator of employment growth, it is important to note that employment growth is influenced by the utilization of absorbed employment land in terms of building coverage and employment

density, as well through intensification development activity (building expansions, development on underutilized parcels) on employment lands. The City of Winnipeg represents just over third of the employment land absorption activity (in terms of land area) in the Manitoba Capital Region over the 2011 and 2016, however, the City has experienced a greater utilization of absorbed employment lands compared to the surrounding RMs, in terms of coverage and employment density. Further, intensification development (building expansions and additional buildings on partially vacant parcels) has been significantly robust in the City of Winnipeg compared to the surrounding RMs.

A key competitive issue for the City of Winnipeg is its limited supply of serviced employment land on the market compared to the surrounding RMs in the Manitoba Capital Region. The City of Winnipeg has approximately 19 hectares of serviced employment land on the market[1] and an additional 65 hectares of employment land soon to be serviced (municipality-owned land). As a comparison, the surrounding RMs have approximately 116 hectares of serviced employment land and approximately 82 hectares planned for future servicing on the market.

**Commercial Land Needs, 2016 to 2036**

The retail sector is dynamic and constantly changing in response to the marketplace. From a demand perspective, changes in the way consumers are shopping, on-line shopping, where they are shopping, socio-economic conditions, diversifying lifestyle patterns and evolving population and household demographics are some of the many factors that are influencing Canadian retailing.

Market demand for new retail commercial space is strongly influenced by population growth and expenditure levels. In a general sense, as the population grows the demand for population-related development also increases to service the needs of the local community. As such, strong forecast population growth for the City of Winnipeg represents the key driver of local retail demand.

Over the 2016 to 2026 forecast period, forecast market demand in the City of Winnipeg for retail commercial space is approximately 7.2 million sq.ft. This demand

[1] Based on a survey of available employment land on the market. The City of Winnipeg has a total of 237 hectares of designated serviced employment land, however it is estimated that 87 hectares (approximately 37% of the serviced employment land) is on the market and available for development.

represents an increase of approximately 21% beyond the current supply of 33.8 million sq.ft.

Currently, there is approximately 291 ha (718 acres) of vacant commercial land in the City. The 7.2 million sq.ft. of retail commercial demand is forecast to require up to approximately 190 ha (470 acres) of commercial land by 2036. Therefore, there is a surplus of vacant commercial land over the study period. This surplus of commercial land will affect retail commercial intensification development opportunities in Winnipeg. It is anticipated that there will be limited market-related incentive to develop retail commercial space in multi-level or mixed-use formats in much of the City in the near term. In the longer term, post-2026, there will be greater opportunities for retail commercial intensification, particularly in the Downtown, and Regional Mixed-Use Centres and Corridors.

**Strategic Recommendations**

The primary objective of the City of Winnipeg Employment and Commercial Land Needs Study is to provide a long-term vision for the City with respect to non-residential development and land use planning. This vision is intended to guide future development within the City's non-residential areas in an effort to support continued non-residential development in a competitive and sustainable manner which is well balanced between future population and employment growth. Fundamental to this objective is an adequate supply and market choice of serviced lands in zoned Employment Areas to accommodate demand over the next 20 years and beyond. Employment Areas should be developed in a manner which allows the City's Employment and Commercial Areas to build on past successes, while further enhancing the economic base through continued growth in a diverse range of employment sectors.

Building on the comprehensive technical analysis provided herein, the following policy recommendations and action items are provided below with respect to the City's Employment and Commercial Areas.

Employment Lands Strategic Policy Recommendations

**Recommendation #1: Enhance the Employment Lands Policy Framework**

- Simplify the policy approach by creating specific designations/categories only if the planned function of each designation/category is clearly unique;
- Ensure that only those uses that support the planned function of each designation are identified and permitted;
- Rationalize the location of the land-use categories to reflect both current and future uses;
- Ensure that the policy framework is sufficiently flexible to address the City's economic development objectives and is better positioned to facilitate the expansion of new and knowledge-based industries.

**Recommendation #2: Consider the Creation of a New Employment Category**

- It is recommended that the City create a new employment category that would permit service-related uses that are primarily destination-oriented and not particularly related to, or supportive of, immediately adjacent land uses in Employment Areas. The City should consider such uses where this development already exists in established Employment Areas and where there is a logical expansion of these uses. The land area to support this category would depend on the local context of the Employment Area.

**Recommendation #3: Restrict Sensitive Land Uses in Employment Areas**

- Restrict sensitive uses in Employment Areas that do not support the primary function of the Employment Area and may potentially create land-use incompatibilities with surrounding employment uses; and
- Restrict residential uses in Employment Areas.

**Recommendation #4: Plan for Employment Areas within the Context of the Evolving Economy**

- Explore opportunities to plan and develop innovation districts, where appropriate, within the City's designated Employment Areas, including major redevelopment sites.

**Recommendation #5: Encourage Eco-Industrial Development Approaches to Employment Lands Development**

- Support innovative and sustainable buildings that incorporate green
- building design standards such as LEED and include sustainable building features such as green roofs and solar panels;
- Support the development of an eco-industrial/business park;
- Encourage the redevelopment of brownfield sites that rehabilitate contaminated sites;
- Promote industrial development opportunities that generate high industrial employment densities (e.g. manufacturing); and
- Promote reduced impervious surfaces that lead to improved water quality.

**Recommendation #6: Provide Stronger Direction Regarding Employment-Supportive Uses in Employment Areas**

- It is recommended that the City introduce more defined policy direction in the City's DP to outline the goals and objectives related to employment-supportive uses in Employment Areas (e.g. non-industrial, non-office uses should be of limited scale, or focused on serving businesses and employees in the Employment Areas). Such uses should minimize potential land-use conflicts and support a viable mix of commercial and industrial land uses.

**Recommendation #7: Restrict Large Freestanding Retail Uses in Employment Areas**

- Consider restricting "major retail" development on lands zoned M1, M2, M3 and MMU; and
- Provide a clear definition of "major retail" and restrict the size of a single retail use permitted in an Employment Area based on analysis of appropriate size and threshold for the City of Winnipeg.

**Recommendation #8: Protect Employment Lands from Conversion to Non-Employment Uses**

- Provide policy which guides the City of Winnipeg DP with respect to the protection of employment lands;
- Develop an approach to evaluating requested conversions on employment lands. This evaluation approach should introduce specific considerations to help evaluate the appropriateness of converting sites from employment to non-employment uses within the broader context of City-wide land needs. Site-specific factors to be considered should include location, site size, configuration, marketability, future expansion potential, etc.; and
- Develop land use, density, and transition policies to buffer and protect employment lands from encroachment by other land uses. These may include policies within the CCDS, while others may involve local area plan policies, design guidelines, and changes to Zoning By-law 6400/2006.

**Recommendation #9: Provide Broader Market Choice of Vacant Serviced Lands in Employment Areas**

- To ensure that the City's employment land supply levels are not unduly constrained, it is recommended that the City strive to provide a minimum designated and serviced supply of at least five years at all times. This should include a range of site selection choices by parcel configuration, designation, zoning and location. Specific direction should be focused on the availability of large-scale vacant sites that can accommodate large land-extensive uses related to logistics, warehousing and large-scale manufacturing.

**Recommendation #10: Strategically Plan and Protect for Prime Employment Lands**

- Designate Prime Employment Areas in the City of Winnipeg DP and protect them for appropriate employment uses over the long term; and
- Establish policy regulations to ensure parcels remain large enough to attract large scale industrial users; and
- Identify areas with proximity to major provincial transportation infrastructure (e.g. airport, rail intermodal, CentrePort Inland Port, access to highways), flat topography and limited natural features, and areas that have the potential to strengthen the regional and provincial profile for industrial development.

**Recommendation #11: Develop a Financial Strategy Related to the Development of the City's Employment Areas**

- Provide clear direction with respect to developer responsibilities for internal infrastructure costs.
- Identify a phasing strategy with respect to servicing of the City's Employment Areas over the next 20 years.
- Prioritize the capital projects required to service the City's Employment and Commercial Areas, building on the employment lands servicing requirements identified herein.
- Align capital budgets and infrastructure investments with the urban structure as shown in the CCDS. Consider proactively investing in trunk

service infrastructure to leverage employment growth in existing and proposed employment land areas.
- Consider promoting common infrastructure servicing requirements for the City and surrounding municipalities, with particular emphasis on the CentrePort Canada area, in order to promote a level playing field within the employment lands market place, and ensure the City is not at a competitive disadvantage.
- Work with the private-sector development community to identify partnership opportunities and/or priority areas regarding municipal industrial development.
- Address capital recovery options and a recommended funding strategy for developing landowners within large-scale Employment Areas.

**Recommendation #12: Undertake of Detailed Employment Lands Competitiveness Analysis**

- It is recommended that the cost competitiveness of development and industrial investment potential within the City and selected comparator municipalities within the Winnipeg CMA is examined through a series of pro-forma financial analyses; and
- Such an analysis would allow conclusions to be drawn as to the types and location of industrial and office development where the City of Winnipeg is most and least cost competitive from a real estate cost perspective. It would also provide useful baseline data for the City in developing a financial strategy for its Employment Areas.

**Recommendation #13: Promote Employment Opportunities in Transit-Oriented Development Areas**

- Identify employment-focused TOD opportunities during corridor and station planning processes, and maximize connection opportunities to existing Employment Areas, such as industrial parks and business parks at the corridor planning level;
- Encourage high employment density uses, such as office, to locate as close as possible to transit stations (up to 200 m);

- Ensure the planning and design of employment-based station areas are focused on transit-supportive and pedestrian-friendly urban design and urban form. The quality and pedestrian-oriented nature of the urban environment are critical to maximizing employment potential around rapid-transit stations, and promoting a higher modal-split towards non-single occupant vehicle commuting options; and
- Maximize employment densities and uses at existing and proposed transit stations where employment clusters are already present, such as the Health Sciences Centre, Richardson International Airport, University of Manitoba Campus and Golf Course Redevelopment Lands, and similar sites.

**Recommendation #14: Develop a Brownfield Strategy to Promote Redevelopment and Revitalization of Employment Areas**

- Consider developing a comprehensive brownfield strategy as part of the OurWinnipeg and CCDS update process, as a tool to promote redevelopment and revitalization of Employment Areas and major redevelopment sites.

**Recommendation #15: Revisit Employment Lands and Major Development Sites Designations within the CCDS Urban Structure Plan to Ensure Retention of Viable Employment Areas**

- Consider retaining sites such as the Public Markets major redevelopment site as employment lands to meet the City's mid- and long-term market supply needs;
- Revisit employment lands and major redevelopment sites designations as part of the OurWinnipeg and CCDS update to ensure viable employment lands are retained, unviable lands are designated for redevelopment, and that policies exist to the promotion and retention of existing employment uses;
- Review the characteristics, opportunities, and constraints of employment land clusters and major redevelopment sites to ensure their viability for redevelopment to non-employment uses. Where sites are not viable for non-employment-lands-based redevelopment, consider retaining these

lands as employment lands to preserve the City's employment lands supply; and
- Review the CCDS urban structure for opportunities to preserve and expand employment lands in high demand areas, in order to meet the City's mid- and long-term market supply needs.

**Recommendation #16: Regularly Monitor Employment and Commercial Land Needs**

- Building on baseline data provided in this study, develop a system for tracking and monitoring employment land supply and demand data, to assist with longer-term planning and land needs forecasting. Key employment land supply and demand attributes which should be tracked include:
    - Historical land absorption on employment lands by location, sector and size;
    - Employment land supply (i.e. serviced, serviceable and constrained); and
    - Forecast employment land absorption against actual land absorption in Employment Areas;
- Undertake a comprehensive update to this study at a minimum of every five years; and
- Proactively work with surrounding municipalities via organizations such as the Partnership for the Manitoba Capital Region (PMCR) to develop and maintain a holistic understanding of employment land supply and demand in the Capital Region.

**Recommendation #17: Explore Opportunities for Additional Intensification within Employment Areas**

- Explore and monitor opportunities for infill and redevelopment in mature industrial areas; and
- Promote and encourage the further intensification of Employment Areas as long as the scale and a type of intensification is consistent with the planned function of the area.

**Recommendation #18: Develop a General Marketing Strategy to Promote and Develop the City's Employment Areas**

- Consider a range of promotional tools and incentives that can be used by the City to inform prospective industries about the opportunities in Winnipeg and its Employment Areas.
- Assess and evaluate the municipal role in employment lands development in the City of Winnipeg.
- Explore opportunities to establish incubator facilities within the City of Winnipeg to promote and encourage the development of start-up industries, particularly related to knowledge-based sectors and other export-based emerging industry clusters.

**Recommendation #19: Encourage Major Office Development in the Downtown and Support Smaller-Scale Office Opportunities in Designated Employment Areas and Mixed-Use Corridors and Nodes**

- Create planning policies that encourage major office development in the downtown; however, ensure there is a clear definition of major office;
- Ensure City intensification and downtown strategies/studies address major office opportunities; and
- Ensure policies for employment lands and designated mixed-use nodes and corridors support small-scale office opportunities.

Commercial Lands Strategic Policy Recommendations

**Recommendation #1: Develop an Intensification Strategy for Key Priority Areas in the Regional and Community Mixed-Use Nodes and Corridors**

- Prepare a plan that prioritizes key areas outside the downtown core for intensification based on the presence of strong anchors and cultural or natural assets. This plan should leverage any cultural mapping studies completed by the City;
- Consider a commercial intensification strategy for non-priority areas that facilities a gradual transition to more intensive forms of development over the long-term which balances a vehicular and pedestrian environment;
- Proactively plan for the potential long-term transformation of large retail sites within the Regional Mix Use Nodes to more intensive mixed-use forms of development;
- Promote a diverse community by providing flexible policies which ensure a variety of lot sizes and shapes to accommodate a diversity of commercial and mixed-use building typologies;
- To support a transition to a more pedestrian-friendly environment, the City should explore how auto-related land uses (gas stations, car washes, dealerships and drive-thru restaurants) should be incorporated into the mixed-use corridors. It is also important to understand the impact of restricting these uses in mixed-use corridors on the flow of goods and people, as well as the unintended consequence of directing their relocation to other designated lands (e.g. Employment Areas);
- Promote a range of mixed-use commercial and standalone housing types, including townhouses, walk-up apartments and condominiums; and
- Consider developing urban design guidelines for the City's Regional Mixed-Use (RMU) Centres and Regional Commercial Corridors that:
    - Encourage human-scale buildings and minimize impacts on adjacent land uses (i.e. stable residential neighbourhoods);
    - Encourage active transportation by creating walkable streets that are also safe and convenient for bicycles;
    - On large lots, create street oriented built form, minimize impacts of parking and promote active transportation; and
    - Maintain a continuous, pedestrian-supportive streetscape and minimize vehicle access from main streets.

**Recommendation #2: Explore Opportunities to Rejuvenate Neighbourhoods in the Downtown and Encourage Intensification that Builds on the Character of this Area**

- Explore opportunities to strategically plan for redevelopment and intensification in the downtown core that would include a concurrent review of the City of Winnipeg CentrePlan Development Framework (1999), Downtown Parking Strategy (2011), Downtown Residential Development Strategy & Action Plan (2011), Downtown Urban Design Guidelines (2005) and Downtown Winnipeg Zoning By-Law 100/2004;
- Annually monitor growth and trends occurring in the downtown;
- Maximize opportunities to provide live, work and play in the downtown core by promoting a range of mixed-use buildings, standalone office and high-density residential buildings;
- Encourage development that builds on the character of the neighbourhood by expanding the Downtown Urban Design Guidelines to include guidelines by character area and/or neighbourhood in the downtown core; and
- Review intensification opportunities in the downtown core; examine underutilized (e.g. parking lots) and redevelopment opportunities.

**Recommendation #3: Explore Opportunities to Rejuvenate Retail Areas in Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors**

- Take an inventory of all neighbourhood improvement programs that can be shared with the public;
- Review existing programs that target neighbourhood improvement projects and explore opportunities to leverage and enhance those programs;
- Explore innovative programs for the rejuvenation of Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors; and
- Promote and encourage minor intensification of Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors, as long as the scale and the type of intensification is consistent with character of the area and does not greatly reduces the retail uses of the area.

**Recommendation #4: Encourage New Commercial Development that has a Sustainable Development Pattern**

- Land-use policies should distinguish between local community serving versus regional serving retail uses. Local serving retail uses typically include grocery stores, pharmacy/drug stores, restaurants and personal services;
- Priority should be directed to retail developments that serve the needs of the local residents in a community area if outside the designated Regional Mixed-Use Nodes and Regional Corridors;
- Discourage retail developments that form large linear retail patterns;
- Encourage retail developments that cluster and form a node with other non-residential uses in the community (e.g. institutional, office);
- Provide opportunities for small retail developments throughout a community (e.g. corner store and small retail sites of 2 to 10 businesses);
- Support planned retail developments that incorporate high-quality pedestrian linkages (e.g. sidewalks, pathways) to interior retail facilities on-site, as well as exterior linkages that are well-integrated with the community; and
- Plan and design future retail uses around transit stops or stations.

***PHASE 1: EMPLOYMENT AND COMMERCIAL LAND NEEDS ANALYSIS***

# 1. Introduction

## 1.1 Terms of Reference

The primary objective of this commercial and employment lands review is to provide a comprehensive update of the City's commercial and employment land needs to the year 2036 and make recommendations on how the City's land use policies should be updated. This update is required to inform the statutory review of OurWinnipeg, the City's Development Plan (DP) Review and the City of Winnipeg Complete Communities Direction Strategy (CCDS).

This comprehensive review is critical to ensure that there is an adequate supply of non-residential lands to accommodate long-term demand and to satisfy the City's employment objectives, within the context of the long-term economic outlook for the Province of Manitoba and the Winnipeg Census Metropolitan Area (CMA).

This report builds on the 2008 City of Winnipeg Comprehensive Employment Lands Strategy (2008) and the 2009 Commercial Land Strategy,[1] with emphasis placed on future regional and local economic trends and consumer demand patterns which are anticipated to influence the manner in which the City's Employment and Commercial Areas are planned and developed over the 2036 planning horizon. To ensure that the City's Employment and Commercial Areas remain competitive over the long term, this study also examines applicable City of Winnipeg DP policies within the context of provincial and regional planning policy.

The City is undertaking this study through a two-phased approach. Phase 1, provided herein, includes a technical economic analysis and a long-term land needs assessment regarding the City's designated Employment and Commercial Areas. Phase 2 includes a detailed examination of the City's existing Employment and Commercial Areas DP policies based on the results of the Phase 1 analysis, as well as a broader review of best practices across Canada.

[1] City of Winnipeg Comprehensive Employment Lands Strategy. Altus Clayton. March 2008. City of Winnipeg Commercial Land Strategy. Altus Clayton. 2009.

## 1.2 Economic Context

The City faces a number of opportunities and challenges with respect to the management of its existing and future Employment and Commercial Areas. From a macro-economic perspective, the Winnipeg CMA economy is transitioning from goods to services production. While manufacturing remains vitally important to the provincial economy with respect to jobs and economic output, this sector is continually evolving across Manitoba. Looking forward, there will continue to be a manufacturing focus in Winnipeg and the surrounding economic region. Industrial processes, however, have become more capital intensive and automated, as local industries are required to streamline production through increased product innovation, specialization and integration of technology. Future trends in the manufacturing sector will have a direct impact on employment density in Winnipeg's Employment Areas and ultimately future employment land needs. While manufacturing remains a major area of economic activity across the region, business growth continues to diversify into other industrial and knowledge-based sectors. This diversity has allowed the City to be better positioned to weather economic downturns. To ensure continued growth and diversity of Winnipeg's industrial and commercial areas, planning and marketing efforts must be geared toward both the broader strengths of the City and its communities, as well as specific target sector investment attraction efforts.

The City of Winnipeg and the surrounding economic region have also experienced steady employment growth and land absorption in the Goods Movement sector (i.e. transportation and warehousing) over the past decade. Increased outsourcing of manufacturing production to emerging global markets continues to drive the need for new consolidated, land-extensive warehousing facilities to store and manage the distribution of both goods produced locally and those imported from abroad. This continues to drive demand for increasingly larger, more land-extensive warehousing facilities.

Within the service sector, economic growth has been particularly strong for small to medium-scale knowledge-based businesses which are focused on innovation and entrepreneurship. The trend towards more knowledge-intensive and creative forms of economic activity is evident at the broader national and provincial levels as well as within the City of Winnipeg. Recognizing the recent structural changes in the regional economy, there has been a shift in planning philosophy that calls for developing Employment Areas to provide for a wider range of amenities and

employment-supportive uses which complement both knowledge-based and traditional industrial sectors.

Developing a balanced and diverse economy also requires a planning approach that recognizes the vital role that retail and service commercial uses play in the day-to-day lives of residents. Commercial activity not only forms an important backbone of the local and regional economies, in terms of jobs and trade, commercial areas have the capacity to define the character of a community and directly influence the quality-of-life that residents want and expect. Our approach to this study fully recognizes the critical role that retail and service commercial activities, including the availability of personal services, professional services, restaurants and hotel space, will play in the evolving character of the City of Winnipeg.

Based on a comprehensive analysis of the broader economic factors influencing the manner in which Employment and Commercial Areas are planned and managed, the results of this assignment will ultimately be used to inform the City of Winnipeg's review of OurWinnipeg and the CCDS. Key to this study also is a recommended approach to develop the internal capacity of the City's Urban Planning Division which would allow the City to monitor, update and report on its employment land supply on an on-going basis.

## 1.3 What are Employment Lands?

Employment lands (also known as industrial lands) typically include a broad range of designated lands, including light, medium and heavy industrial lands, business parks and rural industrial lands. Employment lands accommodate primarily export-based employment, including a wide range of industrial uses (e.g. manufacturing, distribution/logistics, transportation services), as well as specific commercial and institutional uses (e.g. office, service, ancillary/accessory retail) which generally support the industrial/business function of the Employment Areas. Employment lands in the City of Winnipeg are zoned as M3 (Manufacturing Heavy), M2 (Manufacturing General), M1 (Manufacturing Light) and MMU (Manufacturing Mixed Use District). A further discussion of the City's Employment Areas within the context of current planning policy is provided in Chapter 2.

## 1.4 Why are Employment Lands Important?

Employment lands form a vital component of Winnipeg's land use structure and are an integral part of the local economic development potential of the economic region. They are also home to many of the City largest private-sector employers.

Through development of its industrial land base, the City is better positioned to build more balanced, complete and competitive communities. Development typically accommodated on employment lands generates relatively strong economic multipliers (i.e. spin-off effects) that benefit the City of Winnipeg directly and indirectly. In addition, employment lands development typically generates high-quality employment opportunities which can improve local socio-economic conditions (i.e. live/work opportunities). Furthermore, achieving non-residential growth adds to a community's assessment base, which can help support lower property taxes and stronger municipal service levels. Industrial land development also tends to produce more positive net fiscal benefits for the community than other types of development (e.g. residential and retail). Thus, a healthy balance between residential and non-residential development is considered an important policy objective for the City of Winnipeg and the surrounding economic region.

In contrast to other urban land-uses (e.g. commercial and mixed-use areas), employment lands provide the opportunity to accommodate export-based employment sectors that cannot be easily accommodated in other areas of the City. In order for the City of Winnipeg to continue to be competitive and attractive to a broad range of industrial and commercial sectors, the City needs to ensure that it has a sufficient supply and market choice of serviced employment lands, most notably this should include medium to larger sites with good transportation access and proximity to major highway interchanges and other transportation facilities (such as ports, railyards, intermodal facilities and airports).

# 2. Employment Lands Policy Context

Employment lands within the City of Winnipeg are affected by a number of legislative acts, by-laws, and policy documents at the provincial, municipal, neighbourhood, and capital region levels. Many of these documents overlap and/or build upon each other, as illustrated by the Manitoba and Winnipeg planning hierarchy in Figure 2-1. While this study is specific to the City of Winnipeg, it is important to remember Winnipeg's employment lands are affected by the economic climate, land base, and existing stock in the wider Manitoba Capital Region. This section provides a high-level analysis of the legislative acts, by-laws, and policy documents that may affect the City's employment lands.

**Figure 2-1**
**Manitoba and Winnipeg Planning Hierarchy**




## 2.1 Provincial Legislation and Policy Context

### *2.1.1 The Planning Act (Manitoba)*

The Planning Act is the provincial legislative document that establishes planning at the provincial, planning district, and municipal levels, and guides residential, agricultural, commercial, industrial, institutional, and recreational development, the transportation system, and other infrastructure throughout the Province. The

Planning Act specifies who the planning authorities are what their role is, and the requirements for development plans, adoption and amendment processes and application of policies. The Planning Act provides the authority to establish regulation for provincial land use policies, development plans, zoning by-laws, secondary plans, and livestock operations.

### *2.1.2 Manitoba Provincial Land Use Policies (PLUPs)*

The Province's interest in how land use planning and development occurs in Manitoba is expressed through the Manitoba Provincial Land Use Policies (PLUPs). The PLUPs are authorized by the Planning Act, and all lands that are subject to the Planning Act are regulated by the PLUPs.

The PLUPs are based on the principles of sound land use planning and are intended to guide the preparation of development plans and ongoing land use and development decisions. They provide policy direction for a comprehensive, integrated and coordinated approach to land use planning that emphasizes the importance the Province places on regular development plan reviews and updating planning policies and land use designations, rather than planning largely through ongoing incremental plan amendments.

The specific policy areas within PLUPs that apply to employment lands are as follows (see Appendix A for a complete list of policies):

- 1.1 Protecting people, property, and investment;
- 1.2 Ensuring compatibility between land uses;
- 1.4 Promoting sustainable development;
- 4.1 Protecting natural lands and resources;
- 5.1 Protecting water;
- 6.1 Strategic and sustainable infrastructure development;
- 7.1 Integrated transportation system;
- 7.2 Promoting transit and active transportation;
- 7.3 Safe and efficient movement of goods and people; and
- 9.1 Capital Region planning.

Any new development plans by municipalities or planning districts within Manitoba are shaped by, and must be in conformance with, the PLUPs. Once a development plan is adopted by both the Province and the local planning authority, it replaces PLUPs until a review or amendment occurs. As employment

lands will be considered as part of the OurWinnipeg development plan update, the PLUPs are directly relevant. Refer to Appendix A for additional details.

### *2.1.3 City of Winnipeg Charter Act*

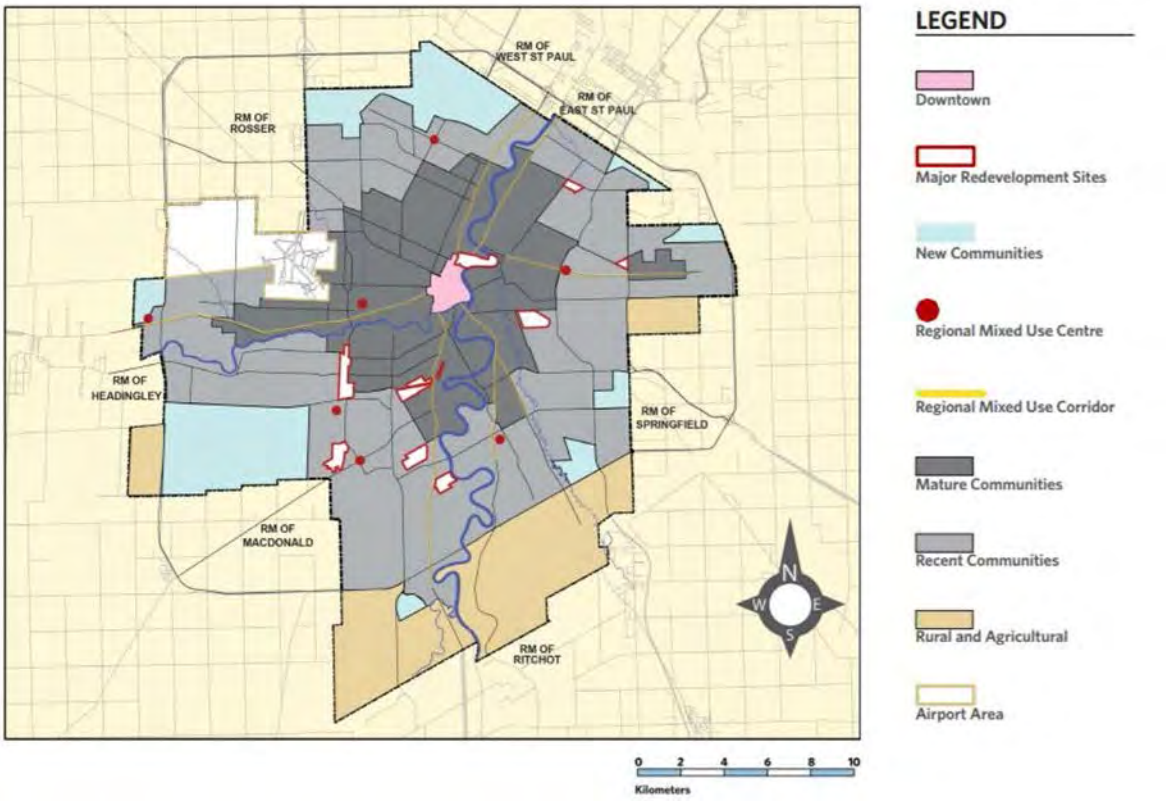
The City of Winnipeg Charter Act was adopted in 1971 as part of the "Unicity" amalgamation of Winnipeg and the then-surrounding municipalities into the City of Winnipeg, and substantially amended in 2002. The City of Winnipeg Charter Act recognizes the unique size, role, and complexity of the City of Winnipeg within the larger provincial construct, and grants the City a number of powers and authorities not given to other municipalities in Manitoba. In essence, the Charter Act "replaces" or "operationalizes" the Planning Act, the Municipal Act, and other provincial acts within the City of Winnipeg boundaries. City actions, policies, and plans must be consistent with the Charter Act; however, any new development plan must be consistent with the Planning Act and the PLUPs.

## 2.2 Municipal By-Laws and Policy Context

### *2.2.1 OurWinnipeg Development Plan*

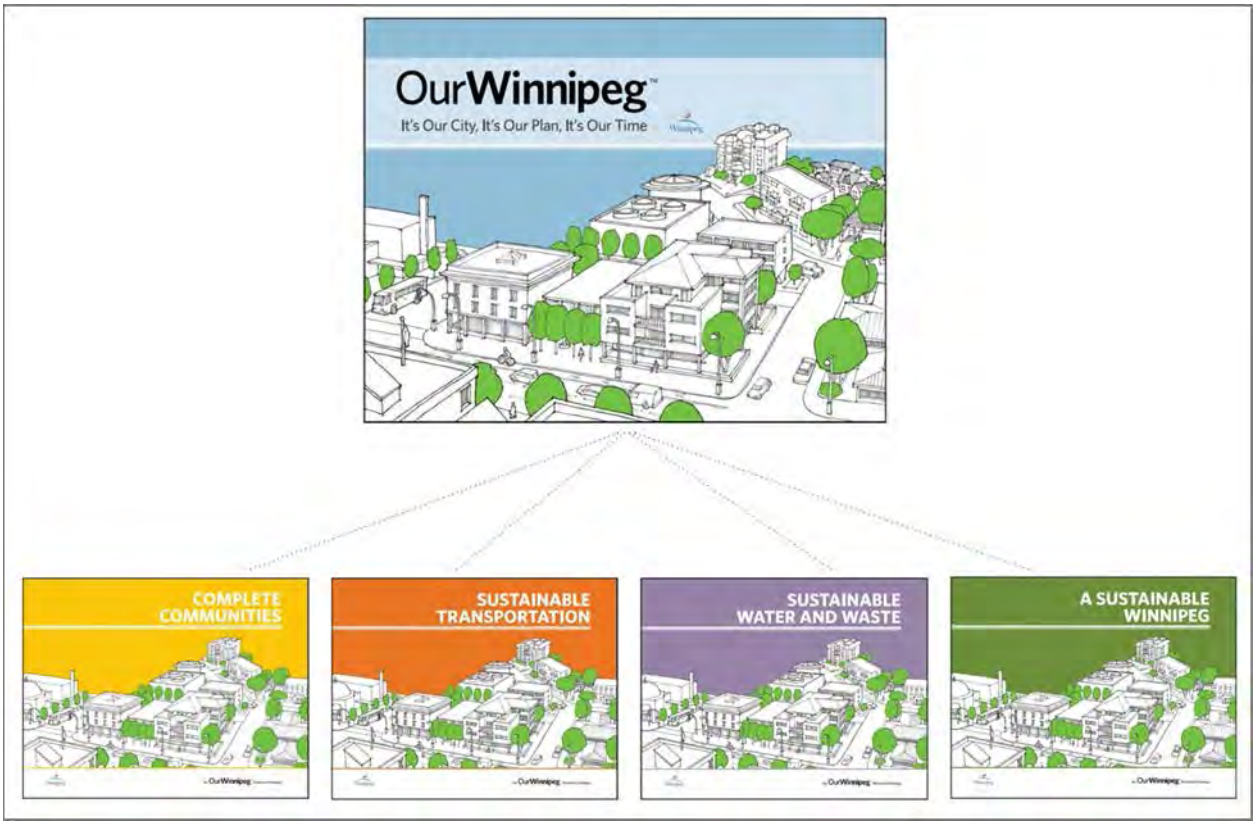
In 2011 the City of Winnipeg adopted OurWinnipeg as its development plan. OurWinnipeg provides a twenty-five (25) year blueprint for guiding growth and development in the City, positioning Winnipeg for strong and sustainable growth with three key areas of focus: a City that works; a sustainable City; and quality of life. Based on an urban structure approach, OurWinnipeg includes a spatial articulation of City building objectives that identifies and defines how the City's physical components are envisioned for the future.

**Figure 2-2**
**OurWinnipeg – Urban Structure**




Through four direction strategies OurWinnipeg provides detailed policies, directions, and strategies for implementation. Since OurWinnipeg is only meant to guide and inform, additional detail in key planning areas is provided through four direction strategies: Complete Communities, Sustainable Transportation, Sustainable Water and Waste, and a Sustainable Winnipeg.

**Figure 2-3**
**OurWinnipeg and Direction Strategies**




### *2.2.2 Complete Communities Direction Strategy (CCDS)*

The CCDS is Winnipeg's guide to land use and development. It outlines a number of tools and approaches that help establish Winnipeg as a unique and sustainable urban leader through strategic development.

Based on an urban structure approach, the CCDS provides a vision for the arrangement of land uses within the City. The urban structure is made up of a series of areas including transformative areas, areas of stability, other, and special districts. Lands within each category are specifically relevant to employment lands. They are outlined below:

Transformative Areas – These are areas that provide the best opportunity for growth and change:

- Downtown – Winnipeg's downtown is the entertainment, cultural, and economic heart of the City and a window to the world and offers one of the best opportunities to create complete, mixed-use, higher-density communities in a manner that promotes sustainable practices.

- Centres and Corridors – Encourage a more compact urban form that offers a variety of options for housing, employment, amenities and transportation.
- Major Redevelopment Sites – Capitalize on major transformation opportunities for vacant and underused sites to create attractively designed complete communities with significant residential and employment densities.

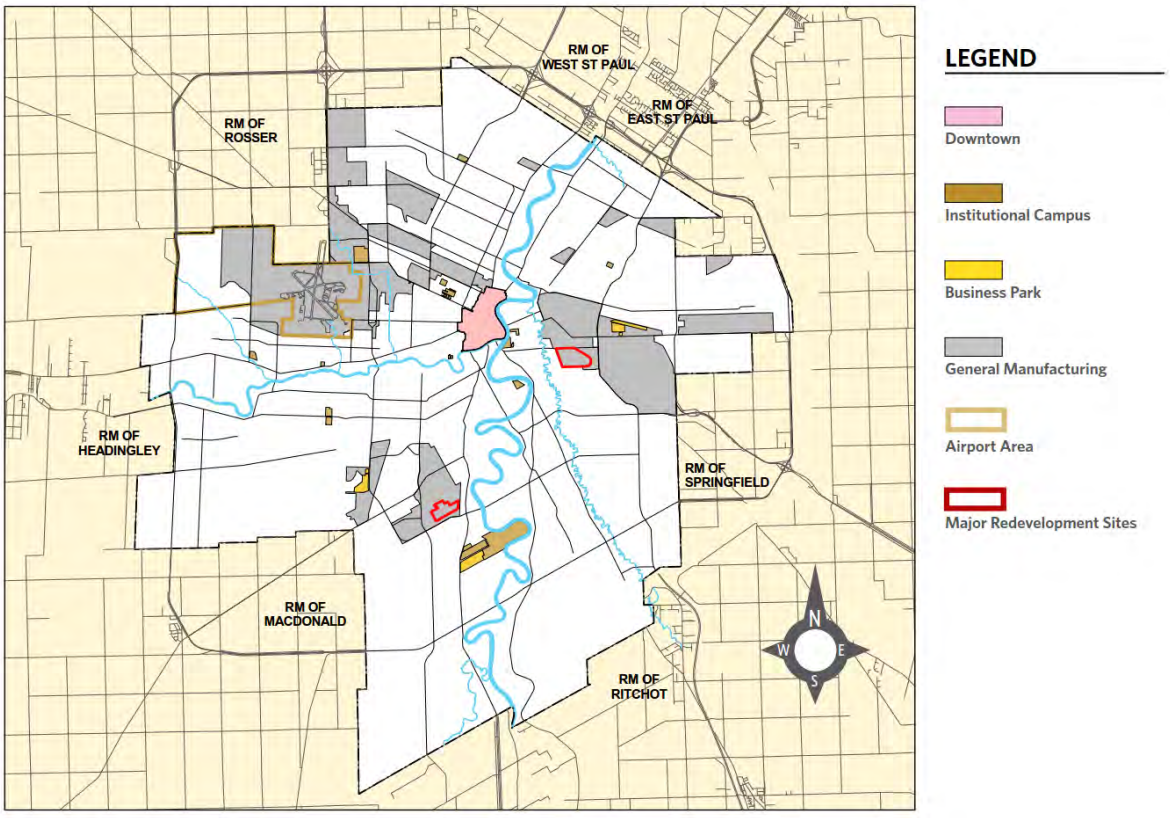
Areas of stability – These are areas that will accommodate moderate growth and change that fits with the existing form and character of its location:

- Mature Communities – Present some of the best opportunities to accommodate infill development and maximize the use of existing infrastructure, to increase housing choice and maximize the use of existing infrastructure. They represent some of the most "complete" communities in Winnipeg and for the most part, were developed prior to the 1950s.
- Recent Communities – Are areas of the City that were planned between the 1950s and the late1990s. They are primarily residential areas and contain a mix of low- and medium-density housing with nearby retail amenities. They can also accommodate some infill development to increase housing choice and maximize the use of existing infrastructure.

Other – These are areas that primarily serve the City's employment, commercial, parks and open spaces, and rural agricultural needs. They can be found throughout the City in both Transformative Areas and Areas of Stability. The following two other areas are relevant to employment lands in Winnipeg:

- Employment Lands – Provide for a wide range of market opportunities and jobs by accommodating new investment and economic development.
- Commercial Areas – Monitor and encourage a timely and adequate supply of commercial lands in all parts of the City.

**Figure 2-4**
**Complete Communities Direction Strategy – Employment Lands**




Special Districts – These are areas with inter-jurisdictional responsibilities within the City that require specialized policies. All three special districts outlined in the CCDS are relevant to employment lands:

- Airport Area – Support the role of the James Armstrong Richardson International Airport as a major transportation hub for passengers and cargo.
- Aboriginal Economic Development Zones – Facilitate the negotiation of municipal service development agreements with treaty and land entitlement First Nations to enable the achievement of mutual economic development interests.
- Capital Region – Collaborate with other municipalities comprising the Capital Region to plan for a sustainable, vibrant and growing region.

Urban Structure Supports – These supporting sections are not related to any one area or type of area of the City. They are intended to be applied throughout the City based on where they are applicable:

- Urban Design – Respond to Winnipeg's dynamic urban character and create a legacy of high quality public and private places.
- Heritage Conservation – Support the ongoing sustainable development of Winnipeg's urban structure through heritage conservation initiatives.

### *2.2.3 Winnipeg Transit Oriented Development (TOD) Handbook*

Transit Oriented Development (TOD) is a key component of the planning framework outlined by OurWinnipeg and the CCDS. TOD supports this City-building vision. It is a concept designed to maximize access to public transport, and typically involves mixed-use, higher density pedestrian-oriented infill development within a five- to ten-minute (400 m to 800 m) walk of a transit station.

The TOD handbook provides best practise TOD principles, real world case studies, and a range of tools and strategies for implementing TOD. It is intended that this handbook supports the building of partnerships that lead to the implementation of successful TOD projects in Winnipeg.

Close attention should be paid to section 4.E: Implementation of TOD – Typologies, which outlines the type of TOD that is appropriate depending on the function and form of the land uses and transportation network.

### *2.2.4 Local Area Plans (LAPs)*

Local area plans (LAPs) establish a framework at a neighbourhood level that directs how an area of land is to be developed and used. This framework consists of a vision, land use concepts, policy statements and a strategy for realizing the vision of how an area shall be developed and used. The primary function of a local area plan is to proactively manage change in the built environment. Local area plans direct how land in an area may be used, where buildings of various types, sizes and shapes may be located and how infrastructure can be extended into, and through, the local area. LAPs may be adopted by municipal by-law or by Council resolution. Those LAPs adopted by by-law fall within the definition of Secondary Plans under the Planning Act and the City of Winnipeg Charter Act.

OurWinnipeg, Complete Communities, other Direction Strategies, and OurWinnipeg implementation documents provide direction that informs the creation of local area plans. Complete Communities identifies several areas in the City that need additional plans before they are developed. These include a number of transformative areas, including precincts and major redevelopment sites.

At present there are over two dozen LAPs that have been adopted by the City of Winnipeg. While they vary in context and location, the vast majority consider employment lands in some form (industrial and/or commercial), and should be considered when formulating new policies and direction for employment lands.

## 2.3 Other Plans and Policy Context

### *2.3.1 Building Something Big (PMCR)*

*Building Something Big – A Blueprint for Collaboration in the Manitoba Capital Region* is a report prepared by the Partnership for the Manitoba Capital Region (PMCR), and is intended to guide long-range views about how the region's communities interrelate, and to ensure a collaborative, mutually beneficial approach to development. PMCR consists of elected representatives from the municipalities within the Manitoba Capital Region, including the City of Winnipeg. The report articulates regional vision statements with strategic priorities that engage all members of the PMCR, and places a strong emphasis on regional economic development and growth. *Building Something Big* contains a number of strategies that are directly relevant to employment lands, and are summarized in Appendix B.

# 3. Macro-Economic Trends and Local Employment Conditions

## 3.1 Provincial and Regional Economic Context

The following chapter provides a summary of the macro-economic trends influencing local employment growth and future non-residential development opportunities within the Province of Manitoba and the City of Winnipeg. It is noted that the historical time period examined within this section may vary due to data availability.

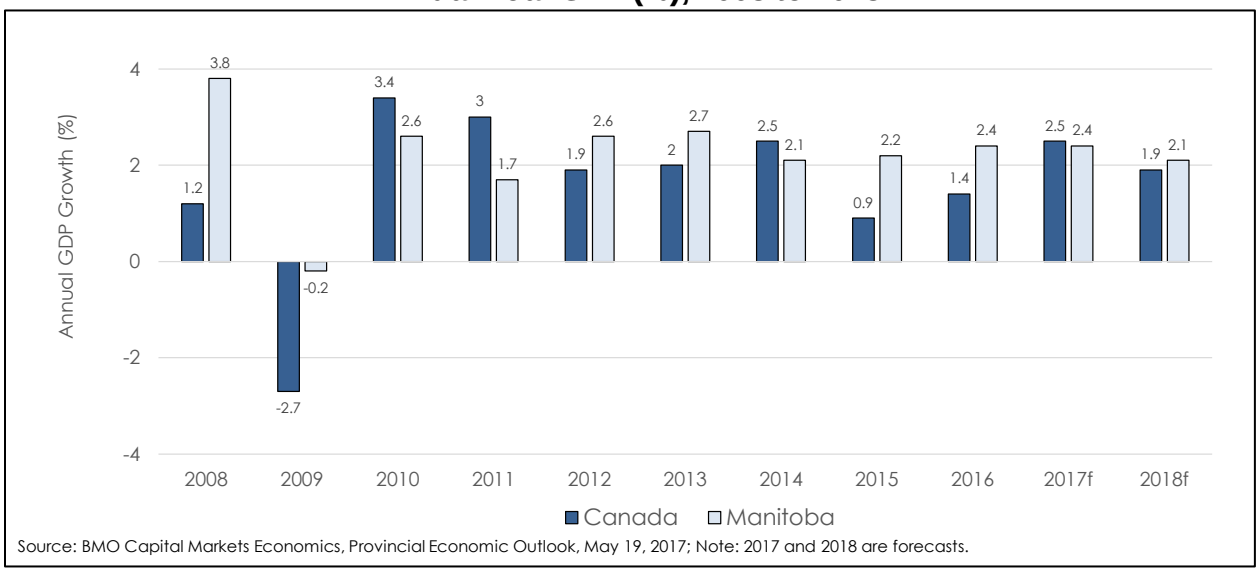
In recent years, the provincial economic base has experienced steady growth as measured by GDP (gross domestic product) output. Over the longer-term historical period, the Province has averaged 2.2 % annual GDP growth between 2008 and 2016, as illustrated in Figure 3-1. Comparatively, national GDP levels were more negatively affected by the 2008/2009 global economic downturn, but also rebounded more sharply immediately following the recession.

Over the past five years, provincial GDP growth has averaged 2.4% annually, which is comparatively much higher than the national GDP average of 1.7% annual growth during this same time period. Forecast annual GDP growth in 2017 and 2018 is forecast to average between 2.4% and 2.1% annually, which is generally consistent with forecast GDP trends for the Country as a whole. Relatively stronger national economic growth is attributed, to some extent, to steady improvement in the economic outlook for the U.S. and an improving export market due, in part, to a lower-valued Canadian dollar.

Over the last seven years, Manitoba's population increased by over 1.0% per year. Manitoba has exceeded Canada's population growth rate in each of the last six years. According to the provincial budget background report, the higher rate of population growth is a key factor in supporting overall economic growth in Manitoba, directly lifting retail sales, housing demand and labour supply.[1] Further, Manitoba's industrial diversity, including a low GDP stake in oil production, is forecast to contribute towards strong and steady growth for Manitoba to 2018.[2]

[1] Province of Manitoba Budget Background Paper A: Economic Review and Outlook Budget, 2017.
[2] BMO Blue Book: Manitoba Economy Most Stable of All Provinces, BMO, October 6, 2016.

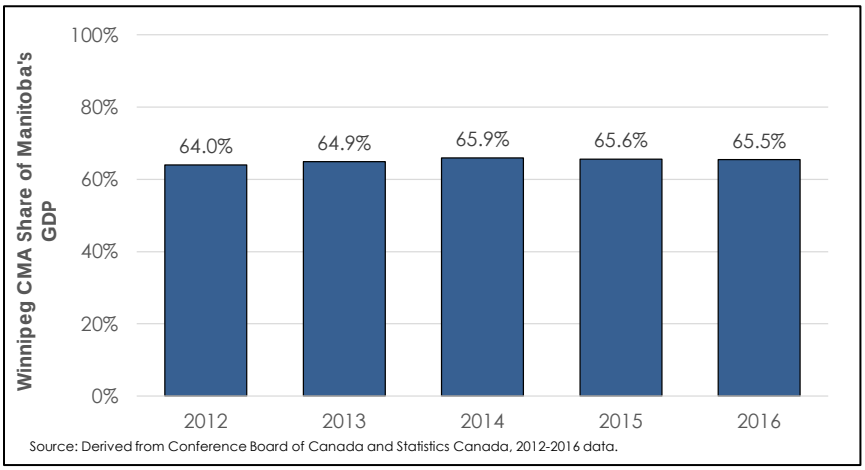
**Figure 3-1**
**Manitoba and Canada**
**Annual Real GDP (%), 2008 to 2018**




Source: BMO Capital Markets Economics, Provincial Economic Outlook, May 19, 2017; Note: 2017 and 2018 are forecasts.

Figure 3-2 summarizes the historical percentage share of the Winnipeg CMA's GDP relative to the Province as a whole. GDP within the Province of Manitoba is heavily concentrated within the Winnipeg CMA. Over the past 5 years, the share of GDP within the Winnipeg CMA has steadily increased relative to the Province as a whole from 64% to 66%.

**Figure 3-2**
**Winnipeg CMA Share of Manitoba's GDP**
**2012 to 2016**




Source: Derived from Conference Board of Canada and Statistics Canada, 2012-2016 data.

As illustrated in Figure 3-3, the Province of Manitoba historically has had a large share of the GDP attributed to services-producing sectors, which is comparable to national level trends. In 2012, the goods-producing sector made up roughly 30% of

the overall national GDP, while the services-producing sector made up the remaining 70%. By 2016, the Country as a whole experienced a slight shift towards the services-producing sector (71% versus 29%), while in Manitoba the GDP share of the goods-producing sector increased slightly.

Over the next several decades, it is anticipated that Winnipeg's economy (as measured through GDP) will gradually shift towards the service sector, largely driven by economic growth geared towards more knowledge-intensive and creative forms of economic activity.

**Figure 3-3**
**Province of Manitoba**
**Goods-Producing versus Services-Producing Sectors, 2012 to 2016**

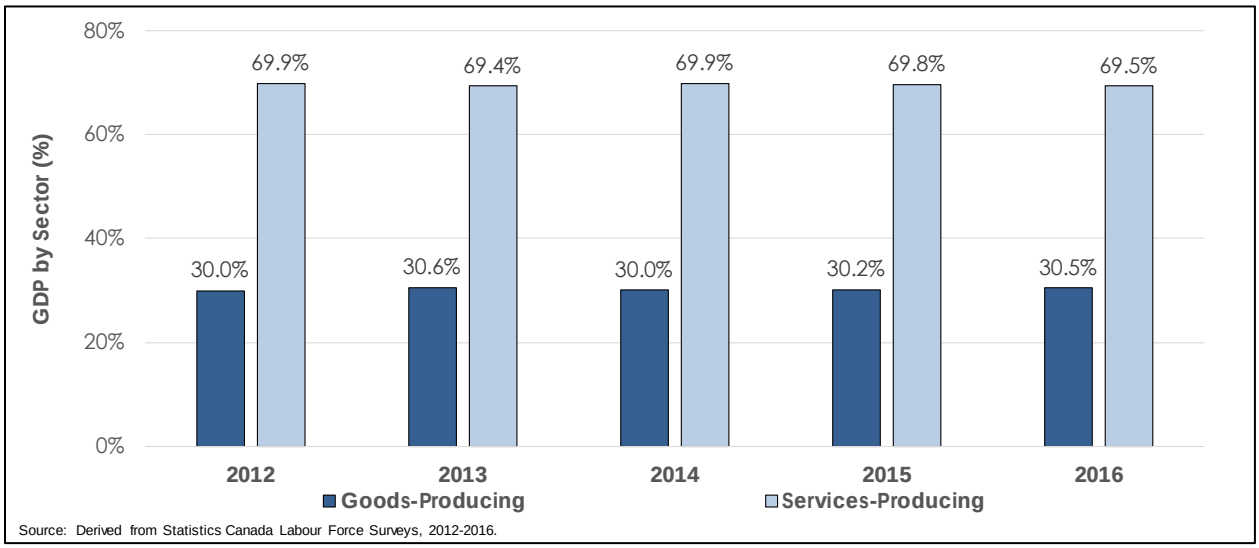
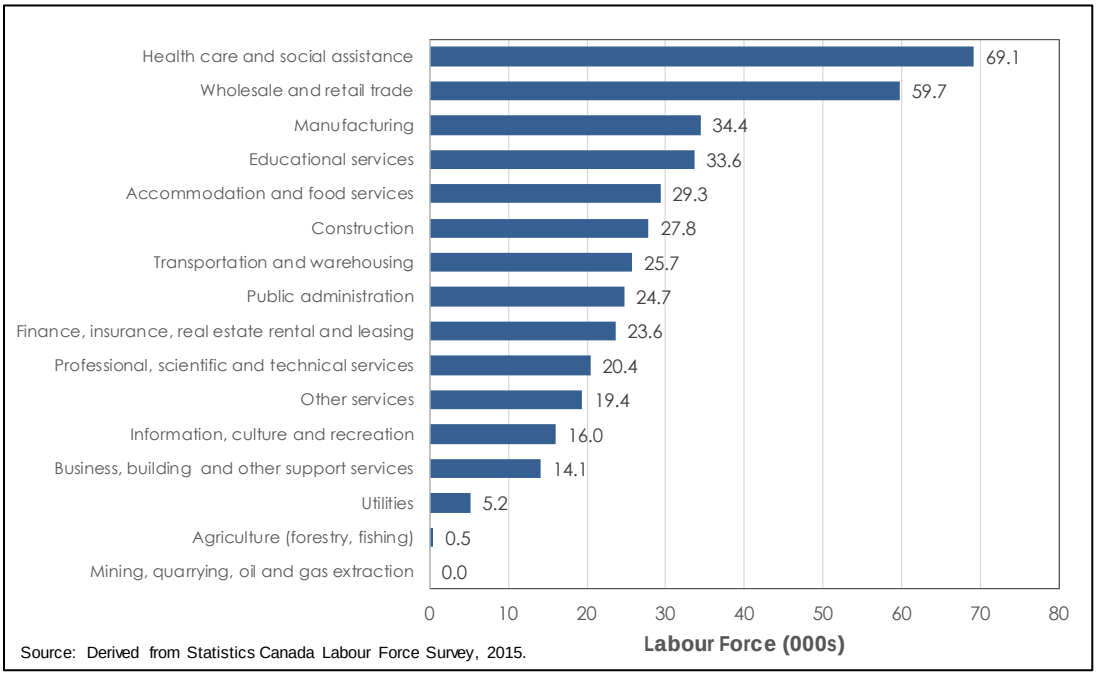


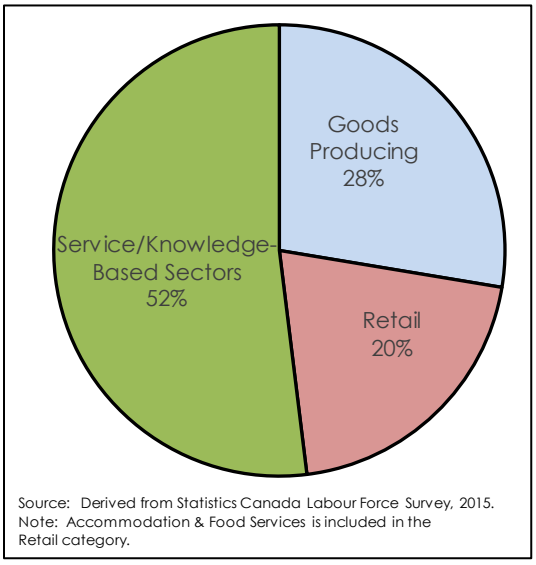

Figure 3-4 summarizes the estimated labour force for the Province of Manitoba. As of 2015, the labour force base was led by the health care and social assistance sector at approximately 69,100. This was followed by wholesale and retail trade (59.7 thousand), manufacturing (34.4 thousand) and education (34.4 thousand).

**Figure 3-5**
**Province of Manitoba**
**Labour Force by Sector, 2015**



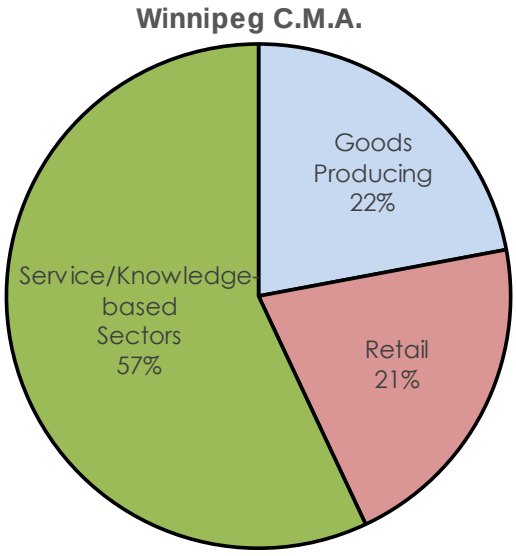

Figures 3-6 and 3-7 summarize provincial and CMA labour force base by broad sector as of 2015. Service and knowledge-based sectors make up more than half the Province's labour force base. The remainder of the labour force base is comprised of 28% in the goods-producing sector including manufacturing and construction, with the remaining 20% in retail and accommodation/food services. Comparably, this is similar to nationwide conditions, in which service and knowledge-based sectors made up 51% of the total labour force, while goods-producing and retail sectors made up 27% and 22%, respectively.

**Figure 3-6**
**Province of Manitoba**
**Labour Force by Major Category, 2015**




Source: Derived from Statistics Canada Labour Force Survey, 2015.
Note: Accommodation & Food Services is included in the Retail category.

**Figure 3-7**
**Winnipeg CMA**
**Labour Force by Major Category, 2015**

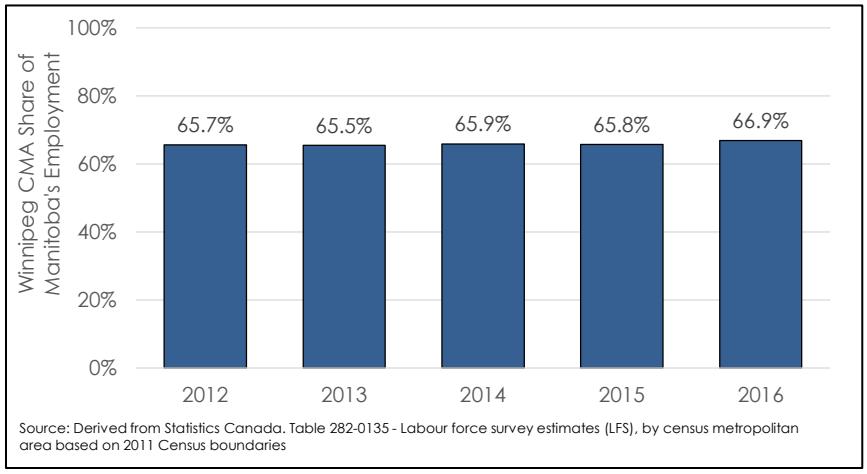



Source: Derived from Statistics Canada Labour Force Survey, 2015.
Note: Accommodation & Food Services is included in the Retail category.

Figure 3-8 summarizes the share of the Winnipeg CMA labour force within the Province as a whole over the 2012 to 2016 period. Similar to GDP trends, the provincial labour force is highly concentrated within the Winnipeg CMA. Over the

past five years the share of provincial labour force within the Winnipeg CMA has gradually increased from 66% to 67%.

**Figure 3-8**
**Winnipeg CMA Share of Manitoba's Employment**
**2012 to 2016**

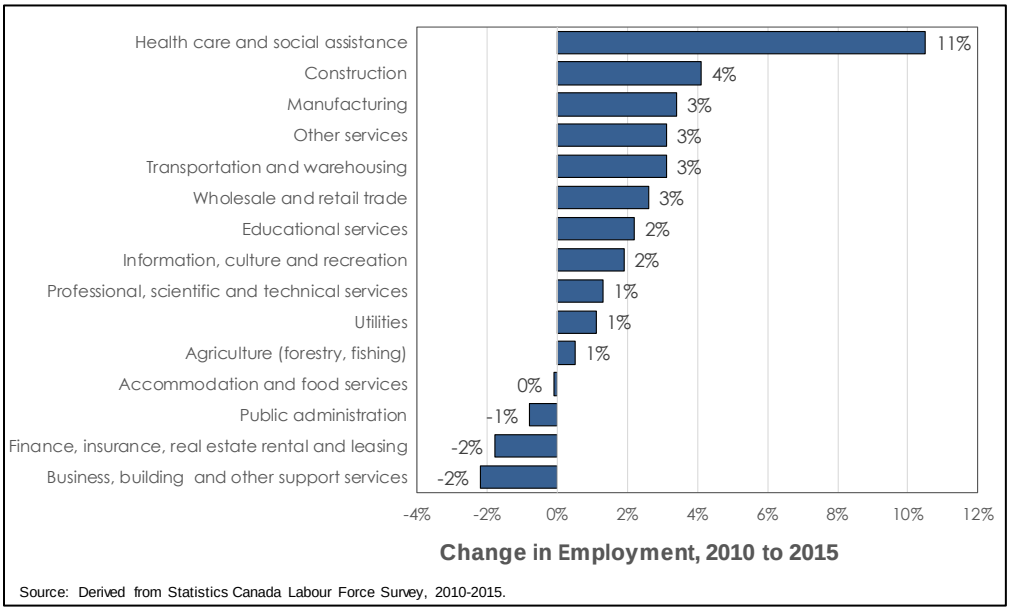



Source: Derived from Statistics Canada. Table 282-0135 - Labour force survey estimates (LFS), by census metropolitan area based on 2011 Census boundaries

Figure 3-9 summarizes labour force growth trends within the Winnipeg CMA between 2010 and 2015. During this period, the Winnipeg CMA experienced labour force growth in most sectors, led by health care and social assistance, construction and manufacturing. The transportation and warehousing, and wholesale trade/retail trade sectors have also experienced strong labour force growth in recent years.

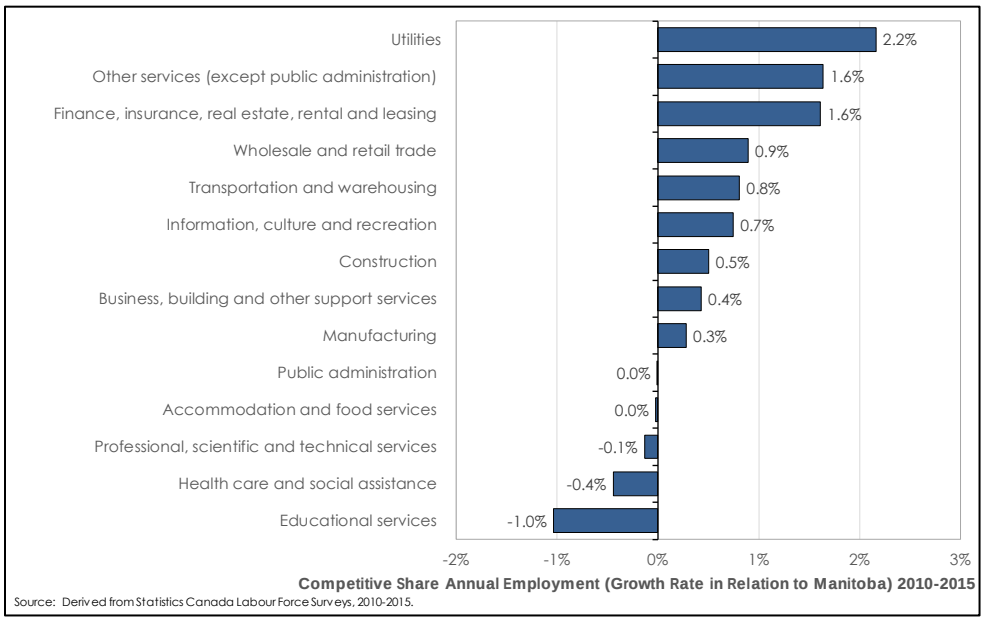
Figure 3-10 compares the relative rate of labour force change within the Winnipeg CMA relative to the rest of the Province between 2010 and 2015. During this time period, the Winnipeg CMA has experienced considerably stronger labour force growth rates in sectors related to utilities, finance, insurance, real estate, rental and leasing, and other services. The Winnipeg CMA has also experienced moderately higher labour force growth rates in sectors related to wholesale and retail trade, transportation and warehousing, information, culture and recreation, construction, business services and manufacturing. On the other hand, the Winnipeg CMA has experienced weaker labour force rates in sectors related to health care and social assistance, and education.

**Figure 3-9**
**Winnipeg CMA**
**Change in Labour Force by Sector, 2010 to 2015**




Source: Derived from Statistics Canada Labour Force Survey, 2010-2015.

**Figure 3-10**
**Winnipeg CMA Relative to Manitoba**
**Annual Employment Growth Rate, 2010 to 2015**



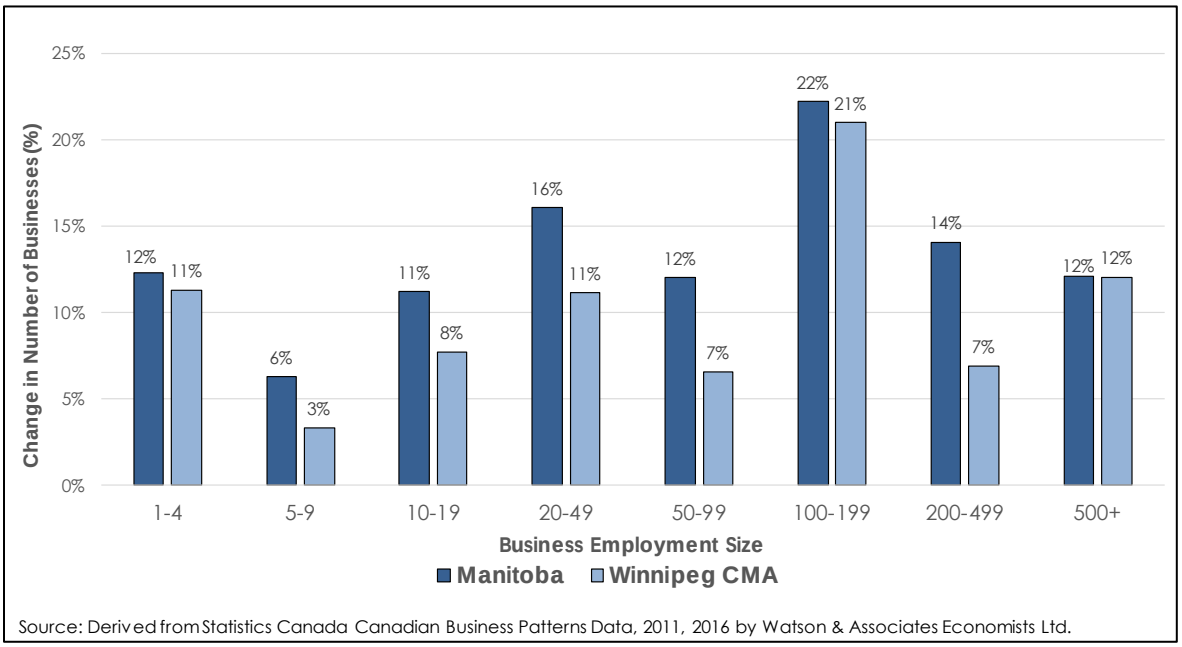

Source: Derived from Statistics Canada Labour Force Surveys, 2010-2015.

## 3.2 Trends in Provincial and Regional Business Patterns

Figure 3-11 summarizes trends in provincial and Winnipeg CMA business patterns between 2011 and 2016. As of 2016, the Winnipeg CMA is home to an estimated

21,000 active businesses, which represents an increase of approximately 1,900 businesses over the past five years. Many of the businesses (68%) within the Winnipeg CMA are small businesses with less than 10 employees. Similar to provincial trends, business growth within the Winnipeg CMA is also concentrated within small and medium-sized businesses of less than 100 employees.

**Figure 3-11**
**Province of Manitoba and Winnipeg CMA**
**Change in Number of Businesses by Size, 2011 to 2016**




Source: Derived from Statistics Canada Canadian Business Patterns Data, 2011, 2016 by Watson & Associates Economists Ltd.

## 3.3 Regional Sector Opportunity and Gap Analysis

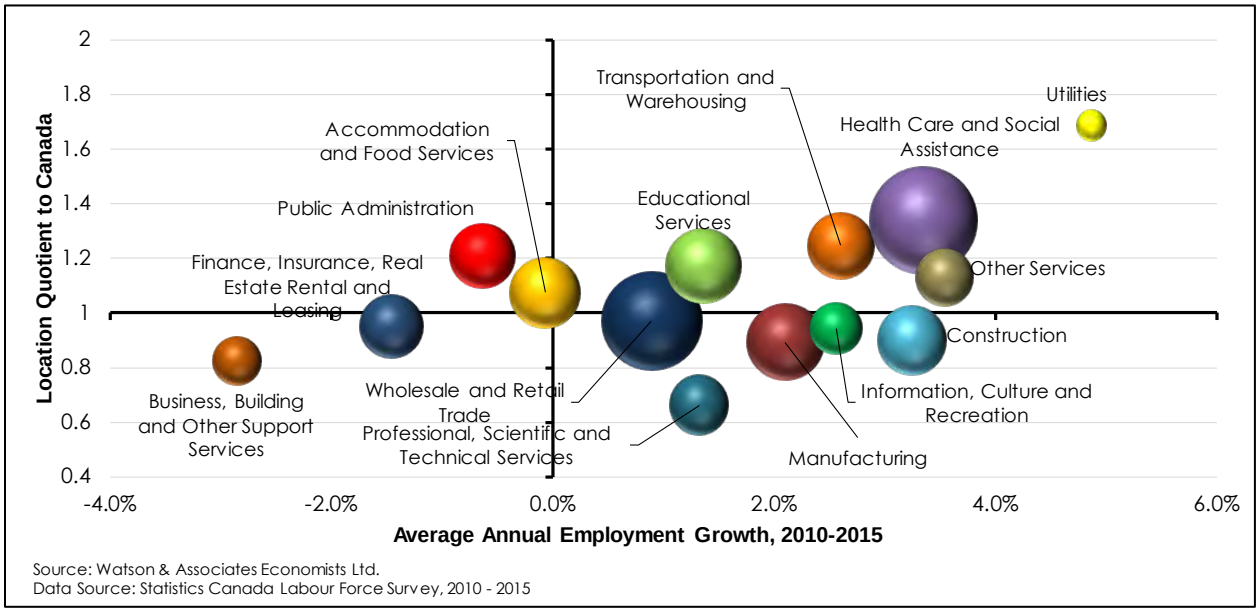
Figure 3-9 graphically summarizes Winnipeg CMA's employment concentration and historical growth rates relative to Canada, based on a Location Quotient analysis. Location Quotients (LQs) are a commonly used tool in regional economic analysis to identify and assess the relative strength of industry clusters. They assess the concentration of economic activities within a smaller area relative to the overarching region in which it resides. The LQ for a given local geographic area is calculated by dividing the percentage of total local employment by sector, by the percentage of total broader employment base by sector. An LQ of 100% identifies that the concentration of employment by sector is consistent with the broader employment base average. An LQ greater than 100% identifies that the concentration of employment in a given employment sector is higher than the broader base average, which suggests a relatively high concentration of a

particular employment sector. Employment sectors with a relatively high LQ generally serve both the local population base as well as employment markets which extend beyond the local area. Alternatively, employment sectors with an LQ of less than 100% identify particular employment sectors which have a relatively lower concentration of employment and are generally under-servicing the needs of the local economy.

As previously discussed, Figure 3-9 illustrates the concentration of Winnipeg CMA employment sectors and their respective historical growth rates relative to Canada between 2010 and 2015. The results of this analysis indicate the following:

- Winnipeg's economy is comprised of a diverse range of industries and many of these sectors have experienced growth over the 2010 to 2015 period.
- Notable employment sectors experiencing the strongest employment growth rates, which also have a relatively high LQ, include; other services, health care and social assistance, and transportation and warehousing.
- There are a number of large, established and growing employment clusters in the Winnipeg CMA, including; educational services, wholesale and retail trade, and manufacturing. These sectors represent a large portion of the employment base in the Winnipeg CMA.
- Knowledge-based employment sectors oriented to office uses include information and cultural industries; finance, insurance, real estate, rental and leasing services; and, professional, scientific and technical services. With the exception of finance, insurance, real estate, rental and leasing, knowledge-based employment sectors are experiencing relatively strong employment growth in the Winnipeg CMA.

**Figure 3-9**
**Winnipeg CMA**
**Employment Clusters and Growth Matrix**




Source: Watson & Associates Economists Ltd.
Data Source: Statistics Canada Labour Force Survey, 2010 - 2015

# 4. Non-Residential Development Trends

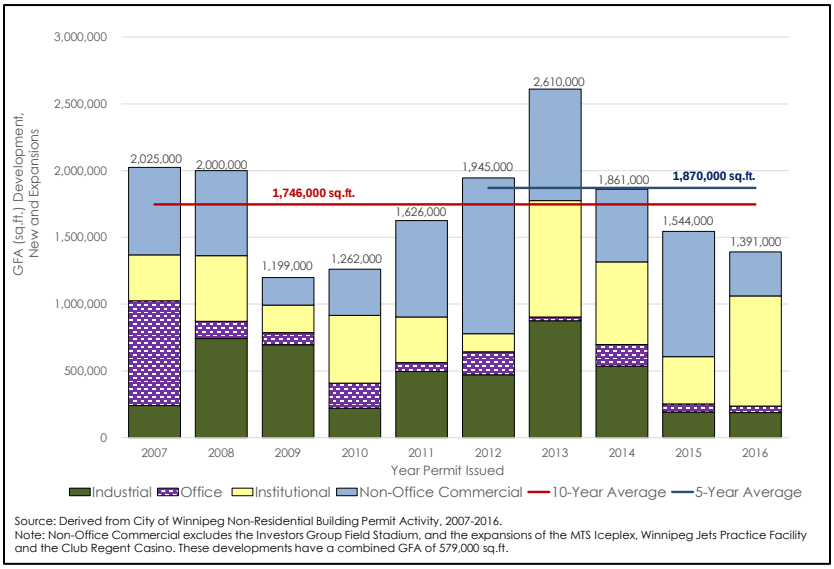
The following chapter provides an overview of the non-residential market trends in the City of Winnipeg. This includes a review of current conditions and a summary of non-residential development trends influencing local employment growth and future development opportunities in the City's non-residential development areas. It is noted that the historical time period examined within this section may vary due to data availability.[1] A detailed review of local retail trends is provided in Chapter 8.

## 4.1 Non-Residential Building Permit Trends, 2007 to 2016

Figure 4-1 summarizes annual non-residential development activity in the City of Winnipeg between 2007 and 2016 by major sector. Over the past 10 years, non-residential development activity (gross floor area (GFA) in sq.ft.) has ranged between 1.2 million and 2.6 million sq.ft. Since 2013, annual non-residential development within the City of Winnipeg has steadily declined. It is noted, however, that the average level of non-residential GFA over the past five years has increased relative to the 10-year average.

[1] City-wide non-residential development is summarized over a 10-year period. Due to spatial data availability, employment lands development is summarized based on a six-year period.

**Figure 4-1**
**City of Winnipeg**
**Non-Residential Building Permit Development Activity, GFA (sq.ft.) by Sector, 2007 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2007-2016.
Note: Non-Office Commercial excludes the Investors Group Field Stadium, and the expansions of the MTS Iceplex, Winnipeg Jets Practice Facility and the Club Regent Casino. These developments have a combined GFA of 579,000 sq.ft.

Over the past 10 years, non-office commercial[1] uses have accounted for the largest share of non-residential development at approximately 37% of the non-residential GFA, followed by the institutional sector at 27%, industrial sector at 27% and the office[2] sector at 10%.

Figure 4-2 summarizes non-residential development activity (GFA in sq.ft.) during the 2007 to 2011 and 2012 to 2016 periods. As summarized in Figure 4-2, the share of industrial and office development has declined relative to total non-residential development. On the other hand, the non-commercial office and institutional sectors have experienced an increasing share in total non-residential development.



Recently constructed HSC Women's Hospital.



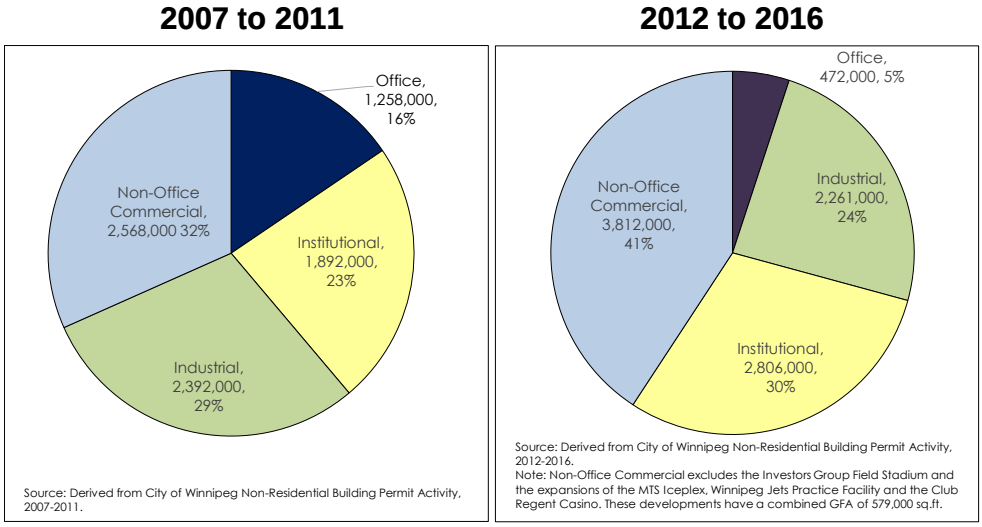

IKEA store opened in the City's southwest area in 2012.
*500 Sterling Lyon Parkway*

Recent major non-commercial developments over the past few years include two multi-tenant retail developments in the Polo Park area of 549,000 sq.ft., the

[1] Non-office commercial generally includes developments for retail, personal services and commercial uses that are not classified as office development.
[2] Office development includes purpose-built standalone office space, single-tenant and multi-tenant offices. Excludes new office space that is a part of a predominately non-office use (e.g. office space in retail shopping centres, office space added to an adjacent or on-site industrial operation).

Winnipeg Outlet Mall of 562,000 sq.ft. and a new IKEA store of 396,000 sq.ft. The development of the HSC Women's Hospital of 389,000 sq.ft., the construction of a trades building for the Red River College of 104,000 sq.ft. and the University of Winnipeg United Health and Recplex of 169,000 sq.ft. represent the City's major institutional developments constructed over the past few years. A detailed review of local retail trends is provided in Chapter 8.

**Figure 4-2**
**City of Winnipeg**
**Non-Residential Building Permit Development Activity,**
**GFA (sq.ft.) by Sector, 2007 to 2011 and 2012 to 2016**

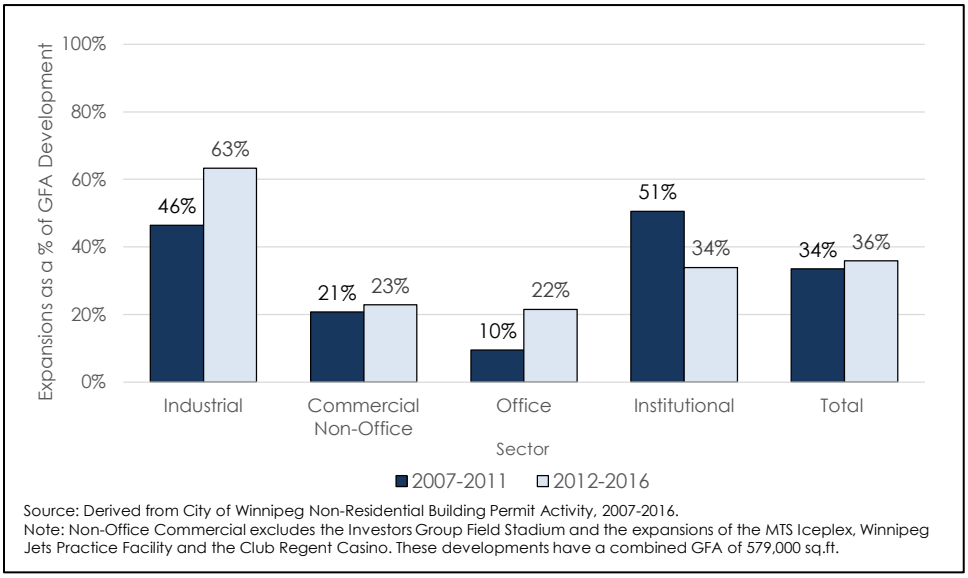



Over the 2007 to 2016 period, expansions (additions to buildings and additional buildings on site)[1] accounted for 35% of the new non-residential GFA added to the City of Winnipeg non-residential real estate market. Over the past 10 years, non-residential expansions have averaged 608,000 sq.ft. annually.

Figure 4-3 summarizes expansions as a share of total non-residential development activity between 2007 and 2016. As summarized in Figure 4-3, expansions have accounted for just over a third of total non-residential development activity over the past 10 years. Within the industrial sector, expansions accounted for 63% of total non-residential development activity over the past five years, up from 46% between 2007 and 2011.

[1] Expansions include building additions and infill of existing parcels (additional buildings added to existing developed site). New construction includes the development of a vacant parcel.

**Figure 4-3**
**City of Winnipeg**
**Expansion as a Share of Total Non-Residential[1]**
**Building Permit Development Activity, 2007 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2007-2016.
Note: Non-Office Commercial excludes the Investors Group Field Stadium and the expansions of the MTS Iceplex, Winnipeg Jets Practice Facility and the Club Regent Casino. These developments have a combined GFA of 579,000 sq.ft.

## 4.2 Office Market Overview and Trends

Winnipeg's office market is the 8th largest in Canada, with an inventory of 13.5 million sq.ft. of GFA. In terms of location in the City of Winnipeg, nearly one-quarter of Winnipeg's office space is located in suburban locations with a large share accommodated on employment lands, at approximately 41%.[2] Current vacancy rates for office space in Winnipeg are estimated at 9.2%, but are lower in suburban locations (approximately 6.7%) relative to the downtown core.[3]

As previously discussed, office development represented 16% of non-residential development construction activity in terms of GFA in the City of Winnipeg over the 2007 to 2012 period, and 5% over the past 5 years (2011 to 2016).

Over the past 10 years, a total of 1.5 million sq.ft. in new office space, and 222,000 sq.ft. in office



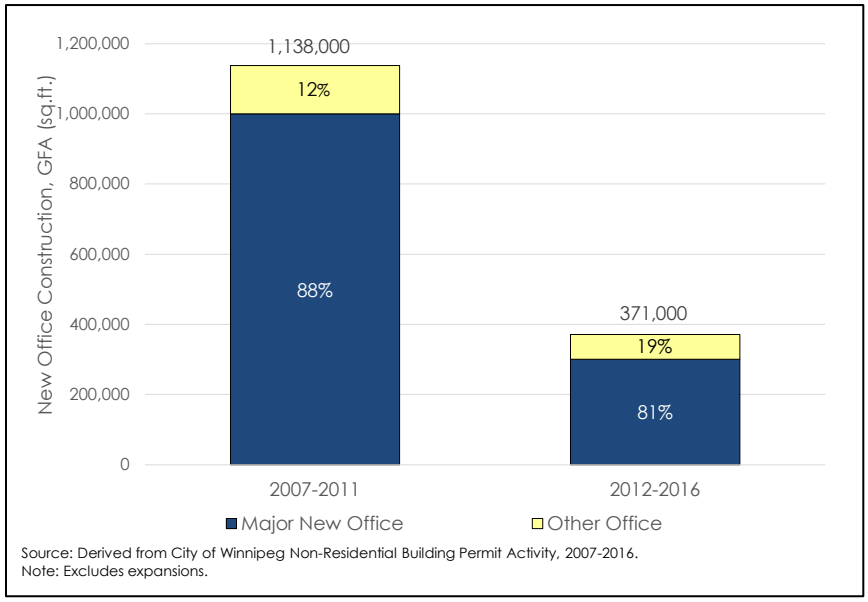

23-storey office building in the downtown core connected to the Winnipeg Walkway system. Constructed in 2008.
*Manitoba Hydro Place*
*360 Portage Avenue/Carlton St.*

[1] Expansions include building additions and infill of existing parcels (additional buildings added to existing developed site).
[2] As of 2017 based on Colliers Office Market Report, Q2 2017 Report by Colliers International.
[3] Ibid.

expansions, have been added to the City's existing office space inventory. The largest new office development constructed over the past decade was the 23-storey, 695,000 sq.ft. Manitoba Hydro office building (360 Portage Avenue) in the downtown core (building permit issued in 2007). This office development represents 46% of the total office GFA added to the City of Winnipeg over the past decade.

Figure 4-4 summarizes non-residential building permit activity for new office development (excluding expansions) over the past 10 years by office size category, i.e. major office (greater than 20,000 sq.ft.) and other office (less than 20,000 sq.ft.). As summarized in Figure 4-4, major office development represented 88% and 81% of total new office development over the 2007 to 2011 and 2012 to 2016 periods, respectively.

**Figure 4-4**
**City of Winnipeg**
**New Office Development (Excludes Expansions)**
**Major Office and Other Office, 2007 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2007-2016.
Note: Excludes expansions.

## 4.3 Industrial Market Overview and Trends

### *4.3.1 Industrial Market Overview*

Winnipeg's industrial market is the 7th largest in Canada, with an inventory of 77.6 million sq.ft. of GFA. The industrial market in Winnipeg is healthy with a current industrial vacancy rate of approximately 3.8%, which is down from 4.5% in 2016. In terms of industrial vacancy rates by location in the City, vacancy rates are lowest in

the southwest at 0.5% and highest in the northwest at 4.7%,[1] as summarized in Figure 4-5.

**Figure 4-5**
**City of Winnipeg**
**Industrial Vacancy Rates by Location, 2017**

| Location | Industrial Vacancy Rate |
|---|---|
| Northwest | 4.7% |
| East | 4.4% |
| Southwest | 0.5% |
| **City** | **3.8%** |

Source: Derived from Winnipeg Industrial Market, Second Quarter Report, Colliers International, 2017.

### *4.3.2 Industrial Development Costs and Employment Land Development Standards in the Manitoba Capital Region*

A high-level review of development costs, available supply of serviced employment lands and development standards within the Capital Region was carried out as part of this assignment. The results of this analysis are detailed in Appendix C and summarized below.

Employment Land Prices and Available Supply of Employment Land in the Manitoba Capital Region

Figure 4-6a provides a summary of vacant serviced employment land for sale across the Manitoba Capital Region, while Figure 4-6b provides a map of active Employment Areas in the Manitoba Capital Region's Rural Municipalities (RMs). As summarized, the price for serviced employment land ranges from $73,000/acre (RM of Ritchot) to $395,000/acre (RM of Rosser - CentrePort). Employment land in the City of Winnipeg ranges from $185,000/acre to $275,000/acre.

Higher employment land prices in CentrePort compared to other employment lands in the Winnipeg Capital Region are due to locational attributes, including the

[1] As of 2017 based on Colliers Office Industrial Report, Q2 2017 Report by Colliers International.

benefit of locating in an inland port[1] with foreign trade zone status.[2] It is also important to note the many incentives that CentrePort offers to potential investors, including fast-tracking land development approvals, labour recruitment programs and marketing partnership opportunities with CentrePort.

Other key highlights of employment land prices and the available supply of employment land in the Manitoba Capital Region include the following:

- The City of Winnipeg has a relatively limited number of vacant serviced employment lands properties on the market. Further, a majority of available properties are concentrated in the St. Boniface Industrial Park in the City's east end;
- The City of Winnipeg and the RM of Ritchot have municipally-owned employment land for sale. Municipally-owned employment land in the St. Boniface Industrial Park in Winnipeg is $45,000 to $90,000/acre lower than the privately-owned employment land for sale in the St. Boniface Industrial Park; and
- With the exception of employment lands for sale in the RM of Ritchot, available employment lands for sale across the Capital Region are within 5 km of a major highway (Perimeter Highway, TransCanada Highway and Provincial Trunk Highway 190) and within 5 km of a major arterial road in the City of Winnipeg.

[1] Port with access to tri-modal transportation, including three Class I railways (Canadian National, Canadian Pacific, and BNSF Railway), a 24-hour global air cargo airport and an international trucking hub.
[2] Key benefits in a foreign trade zone include duty deferral – duties are waived up front or rebated later, sales tax relief – exemption from federal goods and services tax and customs bonded warehouse, according to CentrePort Canada website: http://www.centreportcanada.ca/investor-services/ftz-and-incentives, accessed May 9, 2018.

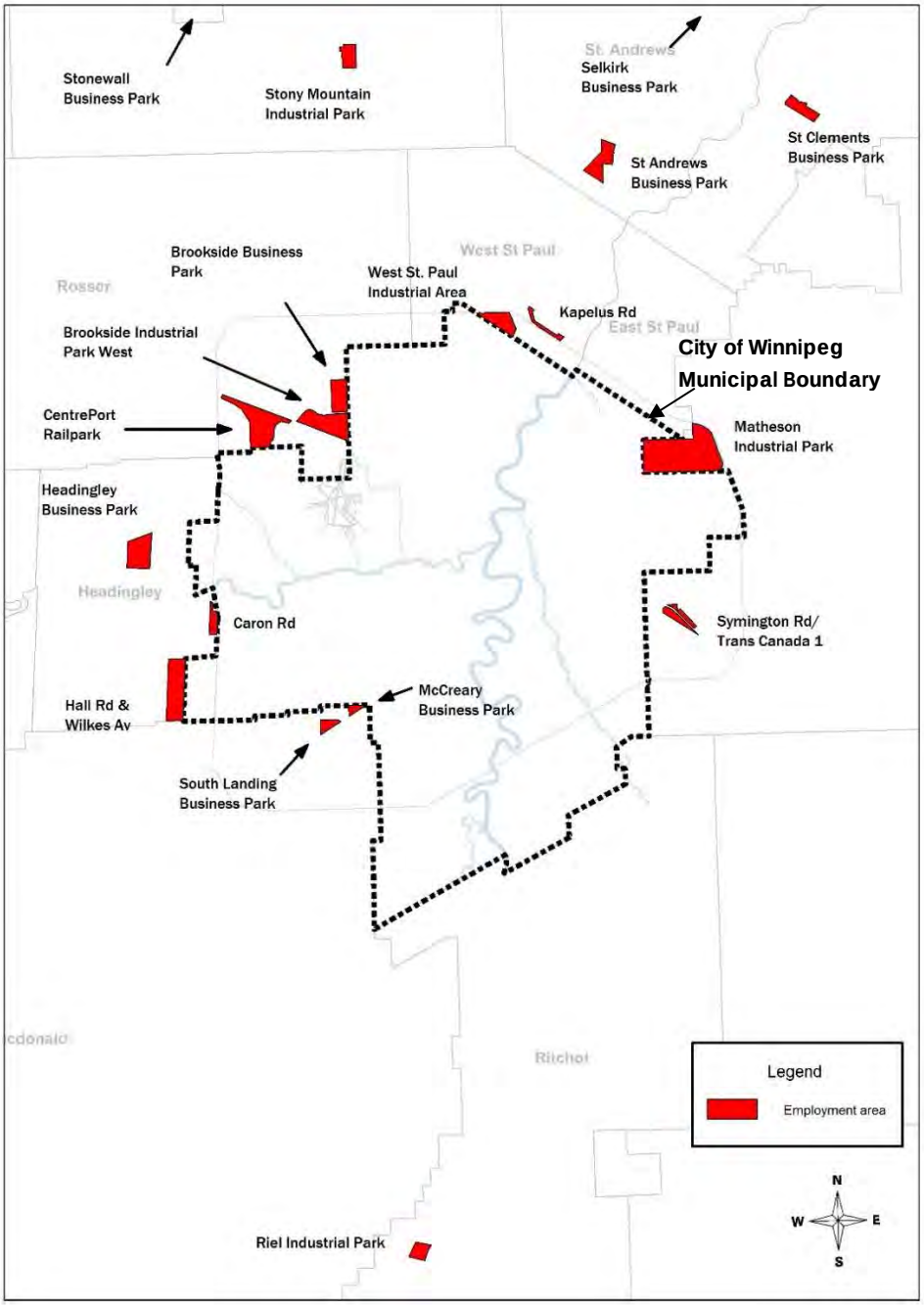
## Figure 4-6a
## City of Winnipeg and the Rural Municipalities in the Manitoba Capital Region
## Employment Land Prices, 2018

| Municipality | Industrial Park | Currently Serviced | Lots Available | Distance to Major Highway (Perimeter Highway, TransCanada Hwy., Provincial Trunk Highway 190) | Distance to a City of Winnpeg Arterial Road | Hectares Available | Acres Available | Land Prices ($/Acre) |
|---|---|---|---|---|---|---|---|---|
| Rosser | Brookside Business Park[1] | Yes | 17 | <3 km | <3 km | 32 | 79 | $350,000 - $395,000 |
| Macdonald | South Landing Business Park[2] | Yes | 45 | up to 5 km | <3 km | 32 | 13 | $285,000 |
| Winnipeg | St. Boniface Industrial Park[3] | Yes | 7 | up to 8 km | <3 km | 12 | 29 | $230,000 - $275,000 |
| Headingley | Headingley Business Park - Commercial/Industrial[5] | Yes | 5 | <3 km | up to 5 km | 3 | 7 | $245,000 |
| Winnipeg | Murray Industrial Park- City-owned[4] | Yes | to suit | 3 km | <3 km | 4 | 10 | $210,000 |
| Headingley | Headingley Business Park - Industrial[5] | Yes | 15 | <3 km | up to 5 km | 26 | 64 | $145,000 - $215,000 |
| Winnipeg | St. Boniface Industrial Park - City-owned (Serviced)[4] | Yes | to suit | up to 8 km | <3 km | 3 | 8 | $185,000 |
| Winnipeg | St. Boniface Industrial Park - City-owned (to be serviced)[4] | to be serviced | to suit | up to 8 km | <3 km | 65 | 160 | $185,000 |
| Headingley | Headingley Caron Road[5] | Yes | 2 | <1 km | <3 km | 4 | 9 | $175,000 |
| Ritchot (Sainte-Agathe) | Riel Industrial Park[6] | Yes | 25 | 25 km+ | 25 km+ | 20 | 50 | $73,000 |
| **Winnipeg Capital Region Serviced Employment Lands** | | | | | | **200** | **429** | **$73,000 - $395,000** |

Source: Based on a survey of land available for sale by Watson & Associates Economists Ltd. as of March 2018.

1. Based on properties listed as serviced on the Centreport Canada website, accessed March 1, 2018.
2. Based on market listing by Capital Commercial Real Estate Services website, accessed March 1, 2018.
3. Based on multiple listings by real estate brokerage firms, accessed March 1, 2018.
4. Based on land prices in the City of Winnipeg, Annual Review for the Sale Price of City-owned Industrial Park Land, November 2017.
5. Based on external links to active industrial listings (Shindico real estate brokerage firm) on the RM of Headingley website, accessed March 1, 2018.
6. Based on posted industrial land for sale by the Sainte-Agathe Community Development Inc. website, accessed March 1, 2018.

**Figure 4-6b**
**Active Employment Areas[1] in the Rural Municipalities of the Manitoba Capital Region**




[1] Note that not all designated Employment Areas are shown on the map. The map depicts locations of Employment Areas in the Manitoba Capital Region (excluding the City of Winnipeg) with at least 2 hectares of employment land absorbed over the 2011 to 2016 period. As a result, Employment Areas in the RM of East St. Paul, RM of Taché, Town of Teulon, RM of Cartier and RM of St. François Xavier are not displayed on the map.

Growth Impact Charges/Capital Levy Charges in the Manitoba Capital Region

Growth impact charges/capital levy charges, fees collected from developers to pay for the cost of infrastructure required to provide municipal services that benefit new development, are common charges among the municipalities in the Manitoba Capital Region. The calculation of growth impact charges or capital levy charges varies across the Manitoba Capital Region from $3,500 per acre in the RM of St. Andrews to $52,800 per ace in the RM of Rosser – CentrePort Area (Brookside Business Park).[1] It is important to note that the level of municipal servicing[2] available in the Capital Region varies and the direct comparison of growth impact charges or capital levy charges does not necessarily suggest the competitiveness of employment lands.[3] While the CentrePort Area in the RM of Rosser has the highest growth impact charges/capital levy charges, the CentrePort Area generally has the highest standard of development and servicing levels among the RMs in the Capital Region. Further, it is important to note that development standards and servicing levels in the CentrePort Area, while high among other RMs in the Capital Region, are generally lower than the nearby Employment Areas in the City of Winnipeg.

Growth impact charges in the City of Winnipeg are being phased in over the next few years. Currently, the City of Winnipeg only imposes an impact charge for residential developments in greenfield areas of the City. For non-residential development, the City and the development community negotiate Development Agreement Parameters to determine costs associated with new development. Based on the City Council's decision on October 26, 2016, the Impact Fee Working Group shall make recommendations regarding non-residential uses in these same greenfield areas no earlier than November 2018, and then recommendations for all uses across the City no earlier than November 2019.[4]

The competitiveness of growth impact charges/capital levy charges should be reviewed in the context of the development standards and servicing available in the Employment Area. While not within the scope if this assignment, the City should explore preparing a detailed Employment Lands Competitiveness Analysis that

[1] Based on a survey by Watson & Associates Economists Ltd. of by-laws for Capital Levy and Impact Fees, posted on internet as of February 2018.
[2] The level of municipal servicing varies across the Manitoba Capital Region and may include some or all of the following: water, wastewater, fire service and public transit. Further, the level of municipal service standards may vary for roads, land drainage, ambulance, waste collection and parks and recreation.
[3] Based on a high-level review of servicing standards of Employment Areas with strong and moderate development activity over the past few years in the Manitoba Capital Region.
[4] The City of Winnipeg, Council Regular Meeting Minutes, October 26, 2016.

would examine this issue in greater detail and also review operating costs such as property taxes, municipal business taxes,[1] servicing connection fees and water/ wastewater rates.

Review of Development Standards in the Manitoba Capital Region

A high-level review of development costs and development standards within the Capital Region was carried out as part of this assignment, which focuses on active Employment Areas in Capital Region with strong and moderate development activity over the past five years. The RMs that were reviewed include the RMs of Rosser, Macdonald, Springfield and Headingley. Key highlights include the following:

- Absorption activity in the Employment Areas in the surrounding RMs with moderate and high absorption levels, is in close proximity to Employment Areas in the City of Winnipeg with strong development and absorption activity.
- Recent water and wastewater servicing improvements have occurred. Employment Areas in the RMs of Headingley and Rosser have phased-in servicing.
- Generally, the development standards of the Employment Areas in the City of Winnipeg are higher than the surrounding RMs; however, the standards are improving in the surrounding RMs. Recent developments on employment lands in the surrounding RMs have included a greater emphasis on landscaping and buildings with more prestige building materials.
- The majority of employment lands in the surrounding RMs have paved roads, although with open road-side ditches. The RM of Springfield and some of the Employment Areas in the RM of Headingley have gravel-surface roads.

Major Improvements to Municipal Infrastructure in the Manitoba Capital Region

Over the past decade, the Rural Municipalities (RMs) that surround the City of Winnipeg have made some improvements to municipal water and wastewater servicing, resulting in additional serviced Employment Areas opening up in the

[1] The City of Winnipeg currently has a business tax that is calculated by applying a tax levy rate against the "Annual Rental Value" (ARV). The ARV reflects the typical market rents for commercial space similar to other premises in the reference year or at the reference date. The ARV is equal to the net rent per square foot as determined by the market and includes the cost of providing heat and other services necessary for the comfortable use or occupancy of the premises, multiplied by the area or square footage of the premises leased or occupied.

Manitoba Capital Region. Improvements to the Capital Region's road network have also occurred. Notable infrastructure improvements in the surrounding RMs include:

- The construction of a major highway connection, CentrePort Canada Way, completed in 2013, has provided greater access for businesses operating out of the CentrePort area in the RM of Rosser. This improvement, which was funded by the provincial and federal governments, has been a key catalyst in attracting companies dependent on quick access to the Capital Region's major highways.
- A major water plant was built in Headingley in 2015 and provides servicing to Employment Areas in the RMs of Headingley and Rosser.[1] Businesses have connected to the water supply on a phase-in basis over the past few years. Further wastewater servicing (access to the City of Winnipeg's system) has also occurred on a phase-in basis[2] and is expected to provide services to a number of parcels in the Employment Areas that form the designated CentrePort area in the RM of Rosser.
- The RM of West St. Paul has recently added water servicing[3] which has spurred development in that municipality; development has been particularly strong over the past two years in one key Employment Area (Kapelus Drive).[4] Construction is underway for new wastewater infrastructure that will connect West St. Paul to the City of Winnipeg's wastewater treatment system.
- Full servicing[5] has also been added to new Employment Areas in the RM of Macdonald over the past few years.

[1] Areas with full-servicing in the RMs of Headingley and Rosser include the Headingley Business Park, Caron Road Area, CentrePort – Brookside Business Park, and CentrePort – Brookside Industrial Park West. Refer to Figure 4-6b for a map of these areas.
[2] Servicing improvements are planned in phases for existing and future phases for Employment Areas in Rosser and Headingley. Full servicing is not available for all employment lands in the RMs of Headingley and Rosser. Portions of developed Employment Areas have had servicing improvements recently added and servicing improvements are underway for new phases of industrial/business parks.
[3] Water service is supplied through the Cartier Regional Water Cooperative. In 2015, West St. Paul and Manitoba Water Services Board signed a cost-sharing agreement for a water supply pipeline between the Headingley Water Treatment Plant and the Rosser Distribution Reservoir. West St. Paul received federal and provincial funding for water pipeline construction.
[4] Refer to Figure 4-6b for a map of the location of the Kapelus Drive Employment Area.
[5] All communities in the RM of Macdonald are provided with potable water from the Water Treatment Plant in Sanford. Macdonald sewer services include a low-pressure sewer system which has some limitations for development.

- A new Employment Area in the RM of Ritchot (Ste. Agathe), Riel Industrial Park,[1] has opened up in the past few years and provides water and wastewater servicing.[2]

### *4.3.3 Employment Lands Current Conditions in the City of Winnipeg*

Winnipeg's employment lands are an important component of the industrial market as they accommodate nearly all of the existing industrial employment in Winnipeg and are key in accommodating future industrial growth. As previously mentioned, for the purposes of this report employment lands are based on lands zoned M1, M2, M3 and MMU according to City of Winnipeg Zoning By-law.

**Figure 4-7**
**City of Winnipeg Zoning Classes on Employment Lands, 2017**

| | MMU (Manufacturing Mixed Use District) | M1 (Manufacturing Light) | M2 (Manufacturing General) | M3 (Manufacturing Heavy) |
|---|---|---|---|---|
| Description of Class: | Mix of commerical and industrial. More flexibility of uses and requiring a higher standard of landscaping and design. | Light manufacturing, processing, service, storage, wholesale, and distribution operations with all operations contained within an enclosed building with some limited outside storage. | Light manufacturing, processing, service, storage, wholesale, and distribution operations, with some limited outside operations and storage. | Heavy industrial uses that require substantial mitigation to avoid sound, noise, traffic and odour impacts to neighbouring properties. |

Source: Derived from the City of Winnipeg, 200/2006 by Watson & Associates Economists Ltd.

As summarized in Figure 4-8, Employment Areas in the east-end of the City comprise 41% of developed land, while the northwest comprises 34%, followed by the southwest at 20% and the central/others at 5%.

[1] Refer to Figure 4-6b for a map of the location of the Riel Industrial Park.
[2] The RM of Ritchot provides their own water and wastewater servicing to the Riel Industrial Park. Wastewater servicing in the Riel Industrial Park is provided via a gravity sewer pump station which conveys the wastewater to the Ste. Agathe community lagoon. Water and wastewater infrastructure for the third phase of the Riel Industrial Park was provided through an investment by Ste. Agathe Community Development Inc.

**Figure 4-8**
**City of Winnipeg**
**Distribution of Land Area (ha) Associated with Employment Lands by Location, 2016**

| Location | Developed Land Area (ha) | | Absorbed Land (ha), 2011 to 2016[2] | |
|---|---|---|---|---|
| | Land Area, ha[1] | Land Area (%) | Land Area, ha | Land Area (%) |
| Northwest | 1,045 | 41% | 33 | 39% |
| East | 863 | 34% | 29 | 34% |
| Southwest | 506 | 20% | 15 | 18% |
| Central/Others | 136 | 5% | 8 | 10% |
| **Total** | **2,549** | **100%** | **86** | **100%** |

1. Based on the land area of a parcel zoned MMU, M1, M2 and M3 with a building footprint.
2. Based on parcels with building permits issued for development on vacant parcels.
Source: Dervied from City of Winnipeg GIS data by Waton & Associates Economists Ltd.

The average size of parcels on occupied employment lands in the City of Winnipeg is 1.3 ha (3.2 acres), as summarized in Figure 4-9. The average parcel size ranges from 2.1 ha (5.1 acres) in the southwest of the City to 0.9 ha (2.2 acres) in the northwest.

**Figure 4-9**
**City of Winnipeg**
**Average Parcel Size on Employment Lands by Location, 2016**

| Location | Average Parcel Size, ha[1] |
|---|---|
| Southwest | 2.1 |
| East | 1.9 |
| Central/Others | 1.0 |
| Northwest | 0.9 |
| **City** | **1.3** |

1. Based on the land area of a parcel zoned MMU, M1, M2 and M3 with a building footprint.

Source: Dervied from City of Winnipeg GIS data by Watson & Associates Economists Ltd.

Understanding existing trends in building coverage provides insight for the potential for future intensification. While coverage levels provide an indication of the land

capacity to accommodate future intensification, another key factor in determining intensification is market demand. Figures 4-10 and 4-11 summarize average building coverages on employment lands. Key observations are as follows:

- Average building coverage (building GFA as a percentage of the land area of the parcel) for all employment lands in the City of Winnipeg is 27%. Approximately 46% of the developed parcels in the City of Winnipeg have a coverage of less than 20%, which suggests there may be significant future opportunities for intensification.
- Building coverage is highest in the northwest area of the City at 39%, and lowest in the east-end of the City at 19%. With the exception of the east-end of the City, average building coverage on employment lands averaged lower in recent years.
- The average building coverage of recently absorbed parcels on employment lands in the City of Winnipeg between 2011 and 2016 is 21%, which is below the City's overall average (all occupied employment lands) building coverage of 27%.

**Figure 4-10**
**City of Winnipeg**
**Employment Land Building Coverages, 2016**

| Building Coverage | Land Area, ha | Land Area (%) | # of Parcels | Average Coverage |
|---|---|---|---|---|
| Less than 10% | 589 | 23% | 131 | |
| 10% to 15% | 331 | 13% | 140 | |
| 15% to 20% | 249 | 10% | 159 | |
| Less than 20% | 1,170 | 46% | 430 | |
| 20% to 25% | 243 | 10% | 168 | |
| 25% to 30% | 186 | 7% | 180 | |
| 30% to 35% | 216 | 8% | 174 | |
| 35% to 40% | 196 | 8% | 176 | |
| 40%+ | 539 | 21% | 820 | |
| **Total** | **2,549** | **100%** | **1,948** | **27%** |

Source: Derived from City of Winnipeg GIS Building Footpint and Land Assessment data by Watson & Associates Economists Ltd.

**Figure 4-11**
**City of Winnipeg**
**Employment Land Building Coverages by Area, 2016**

| Location | Existing Building Coverage[1] | Building Coverage on New Absorbed Parcels, 2011 to 2016[2] |
|---|---|---|
| Northwest | 36% | 26% |
| East | 19% | 21% |
| Southwest | 22% | 19% |
| Central/Others | 21% | 11% |
| **Total** | **27%** | **21%** |

1. Based on the land area of a parcel zoned MMU, M1, M2 and M3 with a building footprint.
2. Based on parcels with building permits issued for development on vacant parcels.

Source: Dervied from City of Winnipeg GIS data by Waton & Associates Economists Ltd.

### *4.3.4 Non-Residential Development Trends on Employment Lands, 2011 to 2016*

Major Developments on Employment Lands




A 128,000 sq.ft. warehouse and storage facility built as an additional facility for a long-standing manufacturer in Winnipeg.
*MacDon Industries*
*2555 Saskatchewan Ave/Moray*

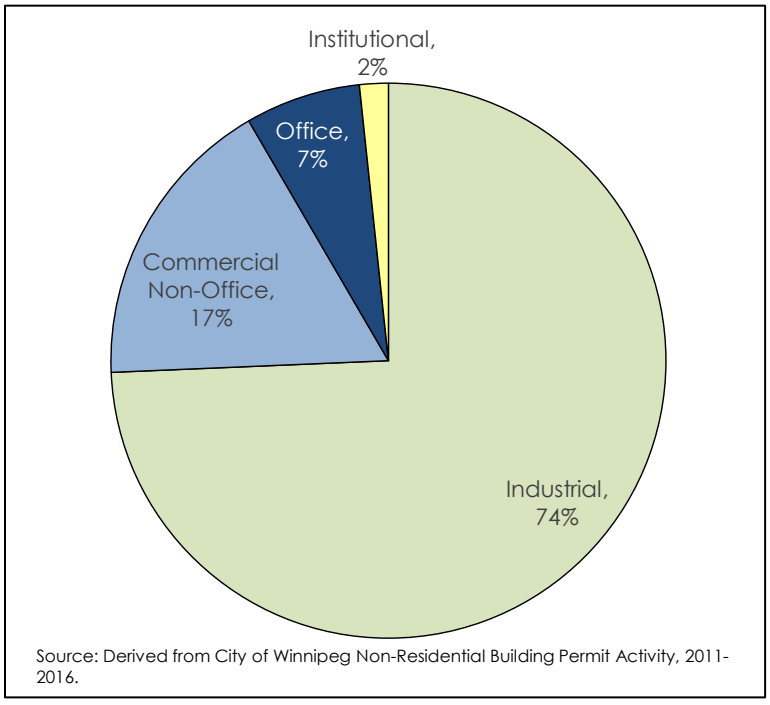
Employment lands have accommodated a number of major developments in the City of Winnipeg over the past few years. Major developments on employment lands since 2011 primarily involved investments by established businesses in the City of Winnipeg that expanded or consolidated operations. The major developments included the relocation of the Parmalat Milk Processing Plant, the development of a warehouse for expanding MacDon Industries (an additional operation for the Winnipeg-based company), the expansion of the Magellan Aerospace manufacturing operation (developed adjacent parcel to existing operation), and the expansion of the Sobeys Distribution Centre. Similar to City-wide non-residential development, a large share of recent development activity (46% of GFA) on employment lands was accommodated through expansions.

Other notable developments on employment lands since 2011 include the development of a multi-tenant warehouse (major tenants of Staples and Canpar Courier) of 152,000 sq.ft. in the City's northwest, the construction of two new data centres for MTS (71,000 sq.ft.) and Great West Life (53,000 sq.ft.) in the City's southwest, and an expansion of the Boeing aerospace manufacturing operation of 150,000 sq.ft. in a mature Employment Area in the City's northwest area.

Development on Employment Lands by Employment Sector

As summarized in Figure 4-12, development on employment lands has averaged 553,000 sq.ft. annually over the past six years.[1] Industrial development represented approximately 74% of development activity on employment lands, while non-office development accounted for 17%, followed by office at 7% and institutional at 2%.

**Figure 4-12**
**City of Winnipeg**
**Non-Residential Building Permit Activity**
**GFA on Employment Lands by Sector, 2011 to 2016**



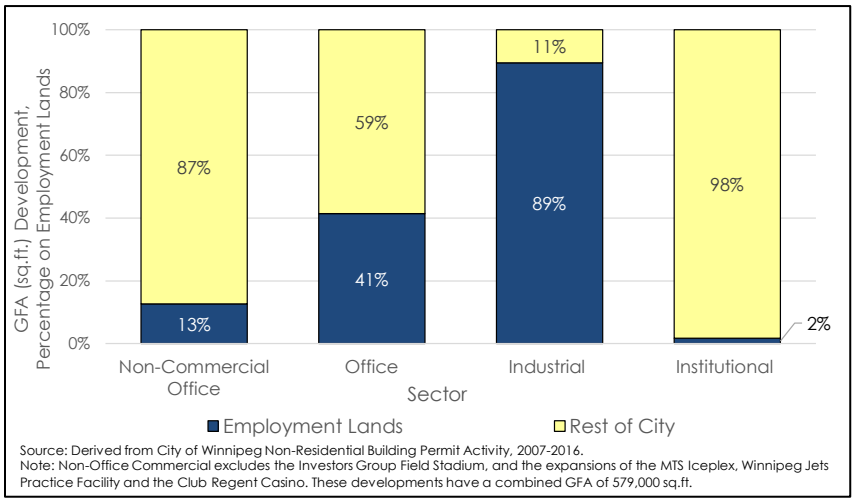

Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2011-2016.

Figure 4-13 summarizes the percentage of non-residential development activity (GFA) on employment lands between 2011 and 2016 by sector. In total, approximately 29% of non-residential development within the City of Winnipeg has

[1] Excludes the casino expansion of 12,000 sq.ft.

occurred on employment lands. As summarized, 90% of industrial development and 41% of office development in the City of Winnipeg were accommodated on employment lands. Non-industrial uses, including non-office commercial and institutional, account for a relatively small percentage of development activity on employment lands.

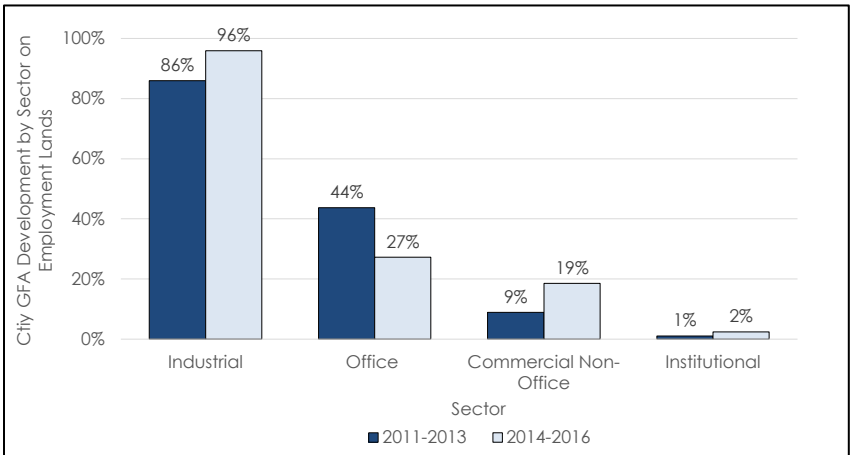
**Figure 4-13**
**City of Winnipeg**
**Non-Residential Development GFA Activity**
**on Employment Lands by Sector, 2011 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2007-2016.
Note: Non-Office Commercial excludes the Investors Group Field Stadium, and the expansions of the MTS Iceplex, Winnipeg Jets Practice Facility and the Club Regent Casino. These developments have a combined GFA of 579,000 sq.ft.

Figure 4-14 summarizes development on employment lands over the past six-year period. With the exception of office development, the share of industrial and non-industrial development on employment lands has increased in all sectors compared to the previous three years (2011 to 2016).

**Figure 4-13**
**City of Winnipeg**
**Percentage GFA Activity on Employment Lands by Sector, 2011 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2011-2016.

Development on Employment Lands by Specific Uses

A key factor in addressing the vitality of employment lands is an understanding of trends regarding employment activities on employment lands. Accommodating an adequate mix of supportive uses on employment lands, such as retail and personal services can strengthen such areas by providing amenities and services to employees/employers. Accommodating too much non-employment supportive uses, however, can lead to land use conflicts, influence land values, and eventually contribute to the erosion of employment lands. Figure 4-15 summarizes development activity over the past six years by use, categorized by function on employment lands.[1]

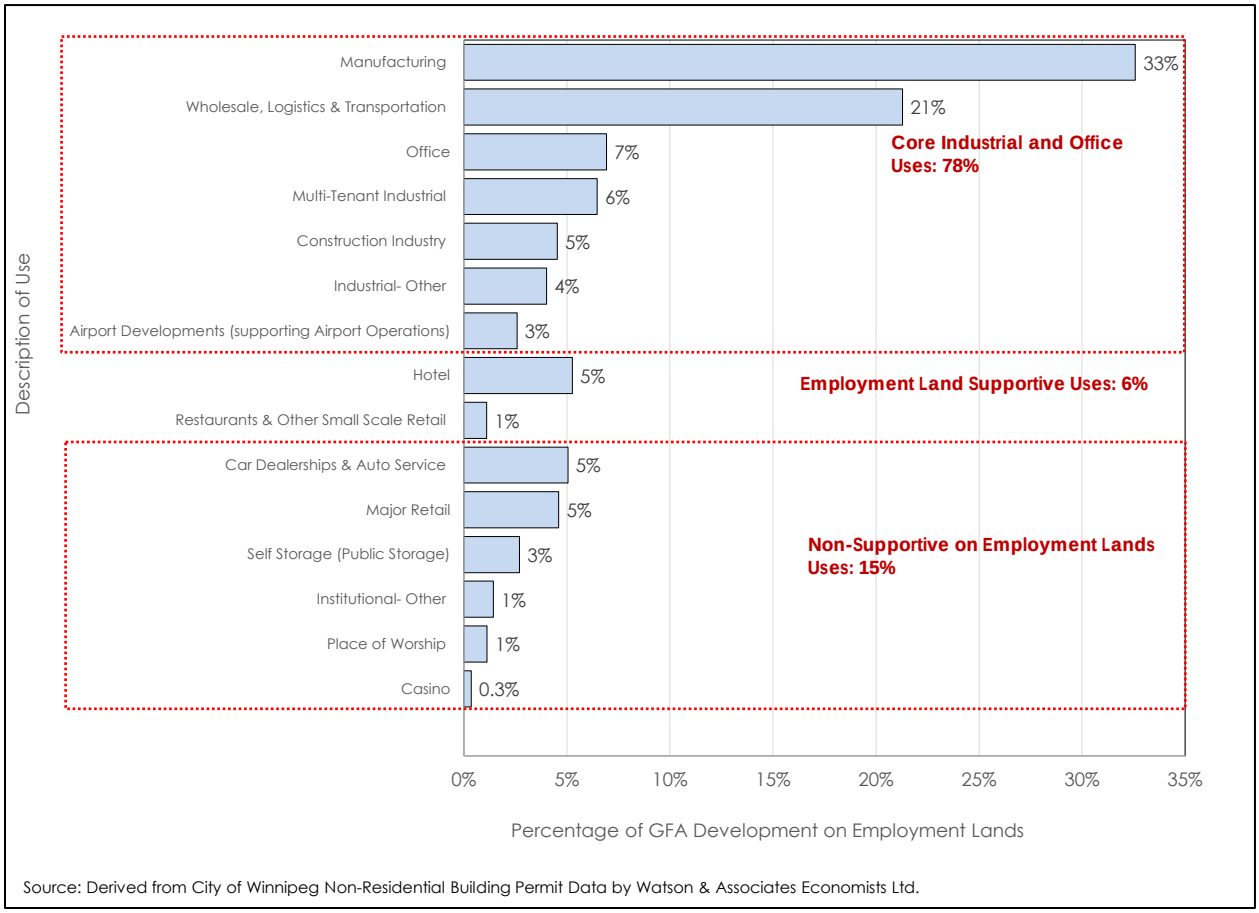
As summarized, manufacturing operations accounted for the largest share of activity (33%), followed by Wholesale, Logistics and Transportation (21%) and Multi-Tenant Industrial (6%). Industrial and office uses, combined, accounted for 78% of recent development activity on employment lands over the 2011 to 2016 period. Employment land supportive uses including hotels, restaurant and small-scale retail uses accounted for 6% of total development activity.

Collectively, major retail,[2] self-storage facilities, and car dealerships and automotive services accounted for 15% of GFA on employment lands over the past five years.

[1] Includes the casino expansion.
[2] Major retail includes retail big box stores, retail warehouses and shopping centres having a gross leasable area of 2,000 sq.m or greater.

These uses typically serve a large extent of their respective customer base from beyond the local area and are generally not considered as employment-supportive uses, in relation to the planned function of Employment Areas in the City of Winnipeg.

**Figure 4-15**
**City of Winnipeg**
**Non-Residential Building Permit Activity,**
**GFA on Employment Lands by Use, 2011 to 2016**




Source: Derived from City of Winnipeg Non-Residential Building Permit Data by Watson & Associates Economists Ltd.

## Location of Development Activity

With respect to location, Employment Areas in the northwest area of the City account for almost half (46%) the development activity (GFA) on employment lands. The majority of recent development on employment lands in the City's northwest has consisted of expansions (52%). Employment Areas in the City's east-end accounted for 27% of development on employment lands, while the southwest and the central/other areas accounted for 21% and 5%, respectively. Figure 4-16a

provides further details regarding recent development activity on employment lands by location.

**Figure 4-16a**
**City of Winnipeg**
**Non-Residential Building Permit Activity,**
**GFA on Employment Lands by Location[1], 2011 to 2016**

| Location | Employment Land Clusters[1] | New Construction GFA (sq.ft.) | Expansion GFA (sq.ft.) | Expansion (%) | Expansion Share (%) | New Construction Share (%) | Share of GFA (%) |
|---|---|---|---|---|---|---|---|
| Northwest | A, B, C, D, E , F and N | 708,200 | 831,500 | 54% | 52% | 41% | 46% |
| Southwest | K and L | 317,400 | 380,600 | 55% | 24% | 18% | 21% |
| East | G, H, I and J | 538,100 | 362,100 | 40% | 23% | 31% | 27% |
| Central/Others | M and O | 160,900 | 17,800 | 10% | 1% | 9% | 5% |
| **Total Employment Lands** | | **1,724,600** | **1,592,000** | **48%** | | | |

Source: Watson & Associates Economists Ltd.

1. Refer to Appendix E for maps of geographical areas by corresponding employment cluster.

Figure 4-16b provides a comparison of employment land development activity by geographic location, summarized by mature areas and recent communities. As summarized in Figure 4-16b, GFA development on employment lands has been largely concentrated in recent communities. Employment lands development activity in both mature areas and recent communities across the City has been associated with a large percentage of expansion activity.

Notable major developments in mature areas of the City over the past six years have included a hotel (91,000 sq.ft.), construction of the Calm Air maintenance building (76,000 sq.ft.), the expansion of the Magellan Aerospace facility (135,000 sq.ft.) and the expansion of the Price Industries manufacturing plant (48,000 sq.ft.).

[1] Refer to Appendix E for maps of geographical areas by corresponding employment cluster.

**Figure 4-16b**
**City of Winnipeg**
**Non-Residential Building Permit Activity,**
**GFA on Employment Lands by Location,**
**Primarily Mature Areas and Recent Communities, 2011 to 2016**

| Location | Employment Land Clusters[1] | New Construction GFA (sq.ft.) | Expansion GFA (sq.ft.) | Expansion (%) | Expansion Share (%) | New Construction Share (%) | Share of GFA (%) |
|---|---|---|---|---|---|---|---|
| Mature Areas[2] | B, C, D, G, I and M | 469,800 | 378,500 | 45% | 24% | 27% | 26% |
| Recent Communities | E, F, H, J, K, L, N and O | 1,254,800 | 1,213,500 | 49% | 76% | 73% | 74% |
| **Total Employment Lands** | | **1,724,600** | **1,592,000** | **48%** | | | |

Source: Watson & Associates Economists Ltd.
1. Refer to Appendix E for maps of geographical areas by corresponding employment cluster.
2. Generally refers to the clusters that fall and/or partially fall within the mature community as delineated in OurWinnipeg, Figure 01A.

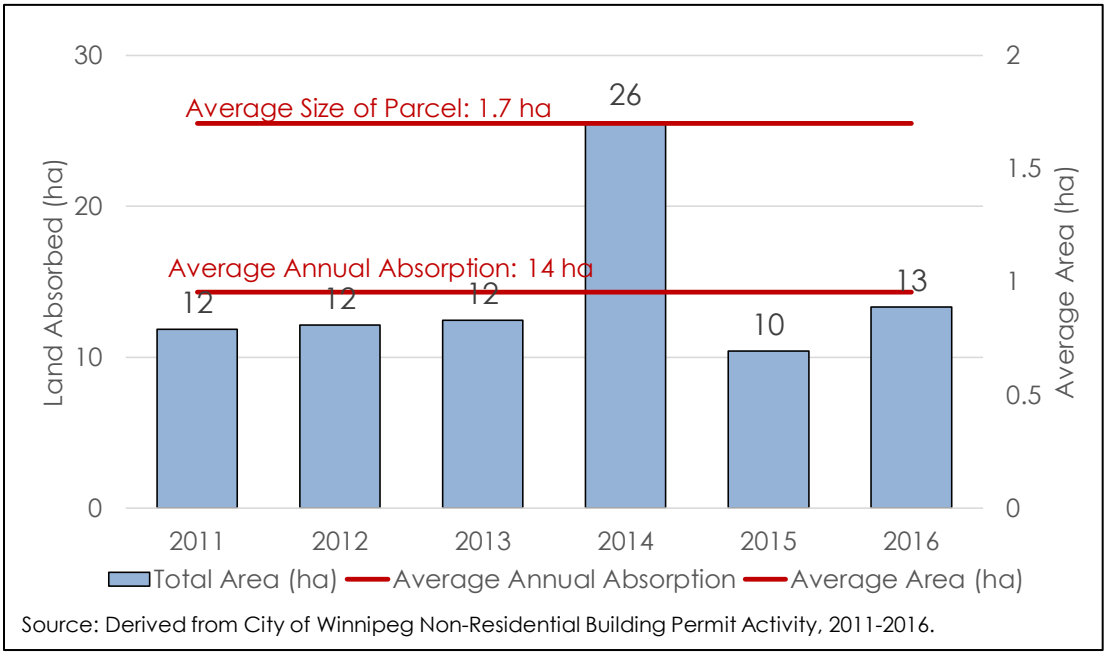
### *4.3.5 Historical City-Wide Absorption on Employment Lands*

Land absorption on employment lands in the City of Winnipeg between 2011 and 2016 averaged 14 ha (34.5 acres) annually as summarized in Figure 4-17. Relative to other Canadian municipalities with a comparable, or lower population and employment base, recent average employment lands absorption levels in the City of Winnipeg have been low. In comparison with other municipalities across Canada over the past five years, the City of Winnipeg's employment land absorption levels are lower than the City of Hamilton, Ontario (annual average of 19 ha or 47 acres) and the City of London, Ontario (annual average of 17 ha or 42 acres). In the Greater Toronto Area, the Town of Milton, Ontario, a significantly smaller municipality compared to the City of Winnipeg, has an average annual absorption of employment lands of 17 hectares (42 acres). Over the past five years, other large cities in western Canada, including the City of Edmonton and the City of Calgary, have averaged absorption of employment lands of 91 ha (225 acres) and 72 ha (178 acres) annually, respectively.[1]

As discussed previously, it is important to note that development activity on employment lands has involved a significant amount of GFA in the form of expansions, which does not contribute to the absorption of new land.

[1] Based on previous work carried out by Watson & Associates Economists Ltd.

**Figure 4-17**
**City of Winnipeg**
**Annual Employment Land Absorption on Employment Lands**




Source: Derived from City of Winnipeg Non-Residential Building Permit Activity, 2011-2016.

Over the 2011 to 2016 period, 51 parcels were absorbed. The average size of parcels absorbed over this period was 1.7 ha (4 acres) in size. All parcels absorbed on employment lands were under 10 ha (25 acres) in size. The largest parcel absorbed was 7 ha (17 acres) in size and accommodated a major retail development (Walmart store). The largest parcel absorbed for an industrial development was the MacDon Industries warehouse development at 6.5 ha (16 acres), followed by the Parmalat Dairy Plant at 6.4 ha (16 acres).

Location and Characteristics of Absorbed Parcels

With respect to location, 38% of employment land parcels absorbed were located in employment clusters in the City's northwest, followed by the City's east-end at 36%. Employment clusters in the City's southwest accounted for 17% of employment land absorption and the remaining clusters accounted for 10% of total land absorption.

As summarized in Figure 4-18, just under half (49%) the parcels absorbed were less than 1 ha (2.5 acres) in size, 37% of the parcels were 1 to 3 ha (2.5 to 7 acres), 6% of the parcels were 3 to 5 ha (7 to 12 acres), while the remaining 8% of the parcels absorbed measured 5 to 10 ha (12 to 25 acres) in size. In terms of land area, parcels measuring 3 ha (7 acres) and smaller represented 56% of the land area absorbed,

while parcels greater than 3 ha (7 acres) represented 44% of the absorbed land area.

**Figure 4-18**
**City of Winnipeg**
**Absorption on Employment Lands by Parcel Size (ha), 2011 to 2016**

| Parcel Size Range | Number of Parcels | % of Parcels | Land Absorbed, ha | % of Land Area Absorbed |
|---|---|---|---|---|
| Less than 1 ha | 25 | 49% | 13 | 15% |
| 1 to 3 ha | 19 | 37% | 35 | 41% |
| 3 to 5 ha | 3 | 6% | 11 | 13% |
| 5 to 10 ha | 4 | 8% | 26 | 31% |
| 10 ha+ | 0 | 0% | 0 | 0% |
| **Total** | **51** | **100%** | **86** | **100%** |

Source: Watson & Associates Economists Ltd.

As summarized in Figure 4-19, 71% of employment land absorption was on sites with an M2 zoning class. The M1 and M3 zoning class represented 15% and 14% of the employment lands absorbed, respectively. Between 2011 and 2016, none of the parcels absorbed was on lands zoned MMU.

**Figure 4-19**
**City of Winnipeg**
**Absorption on Employment Lands by Zoning Class, 2011 to 2016**

| Zoning Class | Land Area Absorbed, ha | % of Land Absorbed, ha |
|---|---|---|
| M1 - Light Manufacturing | 13 | 15% |
| M2 - General Manufacturing | 61 | 71% |
| M3 - Heavy Manufacturing | 12 | 14% |
| MMU - Manufacturing Mixed Use District | 0 | 0% |
| **Total** | **86** | **100%** |

Source: Watson & Associates Economists Ltd.

Employment Land Density on Absorbed Parcels

Based on a review of the absorbed parcels on employment lands between 2011 and 2016, average employment density (jobs/hectare) was 23 jobs/hectare (excluding major office employment on employment lands). It is estimated that absorbed parcels accommodated 1,000 jobs on the City of Winnipeg's employment lands between 2011 and 2016. The average employment density of absorbed industrial parcels was 18 jobs/hectare, while commercial non-office and small office uses averaged 31 jobs/hectare and 59 jobs/hectare, respectively.

### *4.3.6 Industrial Absorption and Development Trends within the Manitoba Capital Region*

The following provides key highlights reading employment land absorption and development trends in the Manitoba Capital Region. Further details on absorption trends are provided in Appendix C.

Employment Land Absorption in the Manitoba Capital Region

As summarized in Figure 4-20, over the 2011 to 2016 period, 245 net hectares (605 net acres) (or 41 net hectares (101 net acres) annually) of employment lands were absorbed in the Manitoba Capital Region. The City of Winnipeg accounted for approximately 35% of the employment land absorbed in the Capital Region over the 2011 to 2016 period, ranging from 25% in 2012 to 56% in 2014.

**Figure 4-20**
**Manitoba Capital Region**
**Annual Employment Land Absorption**
**2011 to 2016, Land Area (ha)**

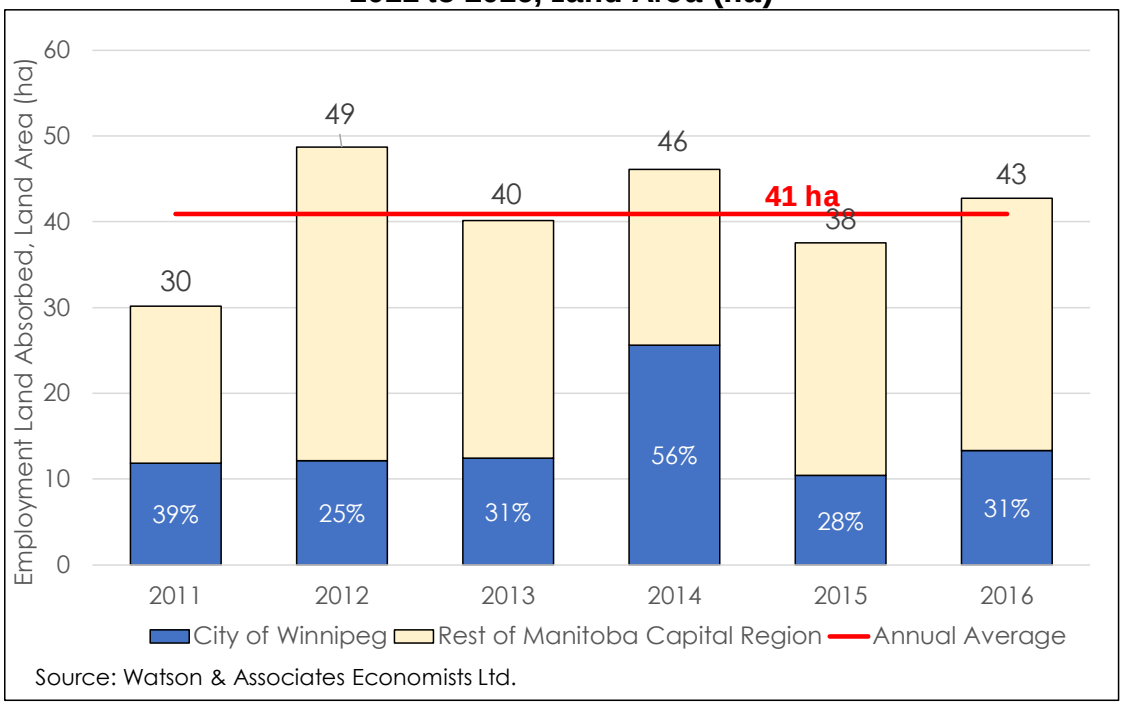
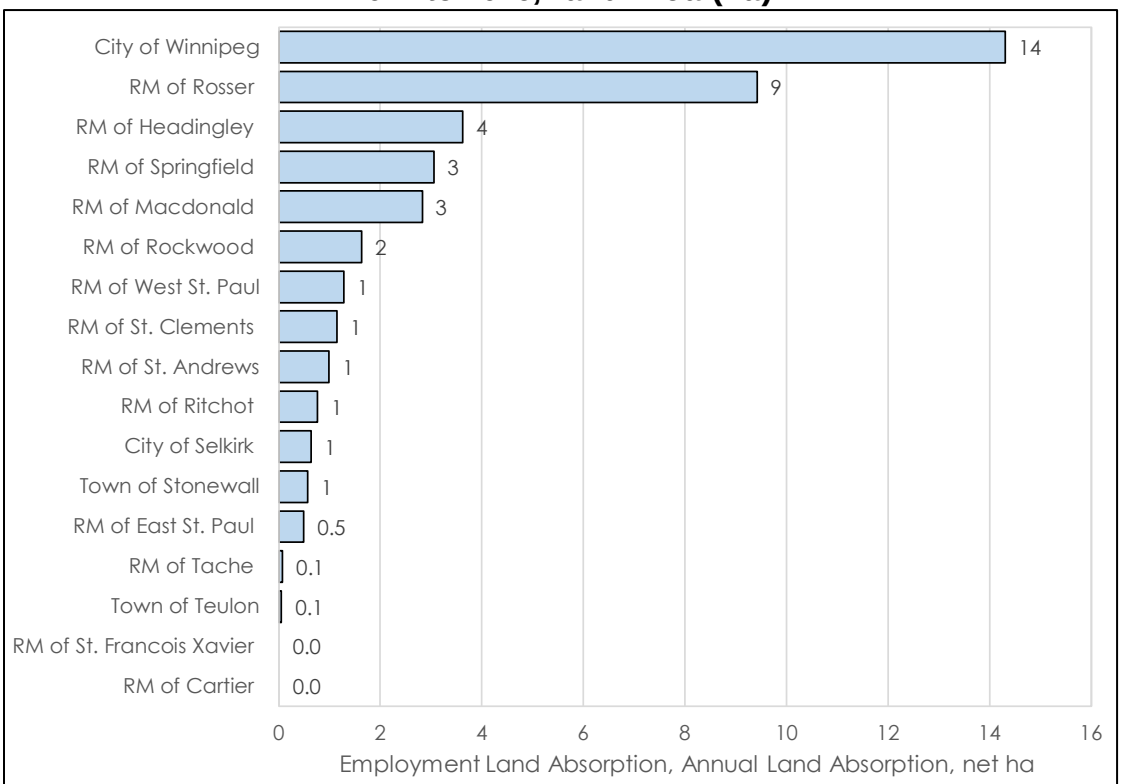



Figure 4-21 provides a summary of annual employment land absorption by municipality within the Manitoba Capital Region. In terms of annual absorption, the City of Winnipeg leads in the Capital Region with 14 hectares (35 acres) absorbed annually, followed by the RM of Rosser at 9 hectares (22 acres) annually. The City of Winnipeg and the four RMs adjacent to the City of Winnipeg: Rosser, Headingley, Springfield and Macdonald, accounted for approximately 81% of the employment lands absorbed in the Manitoba Capital Region over the 2011 to 2016 period. The remaining 12 municipalities accounted for 19% of employment lands absorbed in the Capital Region. Absorption levels in these remaining 12 municipalities ranged from 0 to 1.6 net hectares (3.9 net acres) annually. Refer to Figure 4-6b for a map of the employment lands in the Manitoba Capital Region.

**Figure 4-21**
**Manitoba Capital Region**
**Annual Employment Land Absorption by Municipality**
**2011 to 2016, Land Area (ha)**



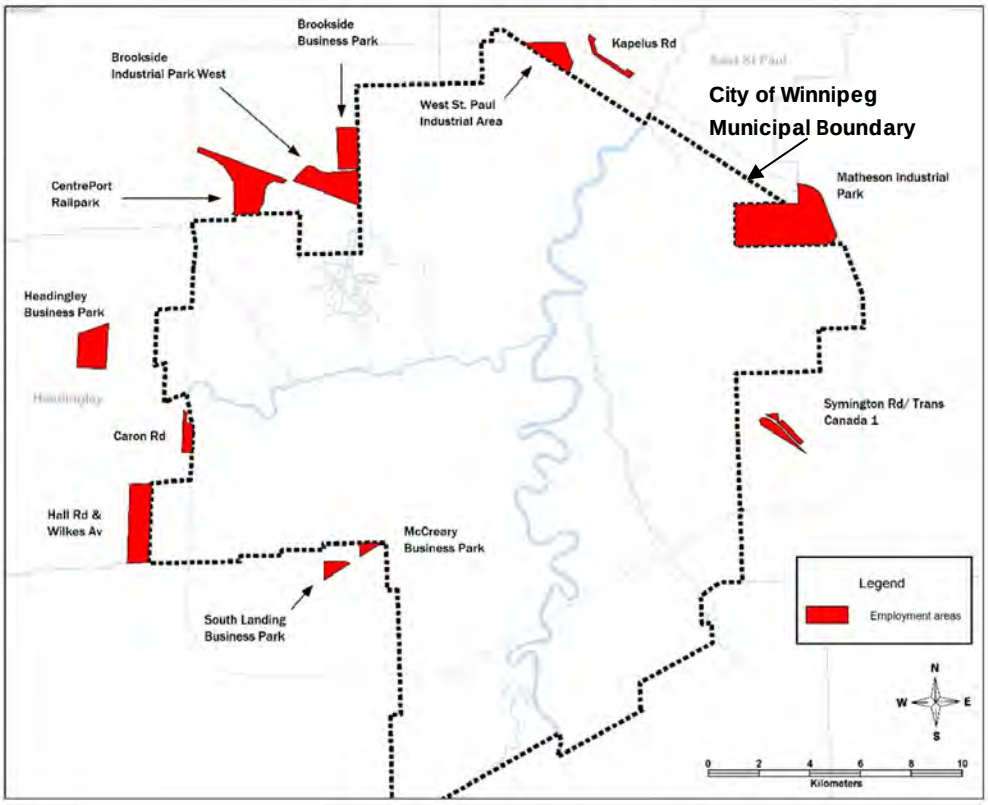

Source: Watson & Associates Economists Ltd., 2018.
Note: Employment land absorption is based on the annual average over a 6-year period. The RM of West St. Paul absorption has been particularly strong over the 2015 and 2016 period. Over the 2015 and 2016 period, the RM of West St. Paul has averaged 4 ha of employment land absorbed.

While the City of Winnipeg still leads the Capital Region in terms of employment land absorption activity, it is important to note that over the past decade the surrounding RMs have become more competitive, due to improvements to the Capital Region's road network and water and wastewater servicing, as discussed previously. Prior to these improvements, the surrounding RMs were accommodating development on partially serviced or dry industrial areas. In addition, transportation access has greatly improved in the RM of Rosser, due to the construction of the CentrePort Canada Way expressway.

Nearly all the absorbed employment lands over this period in the RMs of Rosser, Springfield, Headingley and Macdonald were concentrated in new Employment Areas or new phases that opened up for development within the past 2 to 8 years. With the exception of the RM of Headingley, these Employment Areas are located just outside the City of Winnipeg's municipal boundary. Figure 4-22 geographically

identifies the key Employment Areas in municipalities with strong absorption activity between 2011 and 2016.

**Figure 4-22**
**Manitoba Capital Region**
**Location of Employment Lands and Key Active Areas[1] in Surrounding Rural Municipalities**




Employment land development across the Manitoba Capital Region, excluding the City of Winnipeg, has generally included a mix of small and medium-scale industrial and commercial development, not exceeding a parcel size of 6 net hectares (15 net acres). Parcels measuring 3 net hectares (7 net acres) and less represented 93% of the parcels absorbed. Similarly, parcels measuring 3 net hectares (7 acres) and less accounted for 87% of the employment lands absorbed in the City of Winnipeg.

In terms of built-form, recent development in Employment Areas in RMs have included the construction of warehouses, trucking facilities, multi-tenant buildings,

[1] Note that not all designated Employment Areas are illustrated on the map. The map depicts key Employment Areas in RMs with high absorption levels over the 2011 to 2016 period (greater than 3 hectares annually). Employment Areas identified represent the concentration of absorption and/or availability of vacant employment land. The Employment Areas in West St. Paul are shown on the map due to high absorption levels over the 2015 to 2016 period.

small manufacturing operations, as well as industrial operations with fenced on-site storage. Compared to the City of Winnipeg, construction within the RM's Employment Areas has been more oriented towards the development of small and medium-scale warehouse and trucking facilities.[1] Employment Areas outside the City of Winnipeg have also accommodated some employment-supportive commercial uses and retail uses, although they represent a relatively smaller share (10% to 12% of land absorbed) of the land absorbed on employment lands compared to the City of Winnipeg (30% of land absorbed). Small-scale office developments (less than 20,000 sq.ft.) outside the City of Winnipeg have been primarily concentrated in Employment Areas in the RMs of Macdonald and West St. Paul, in close proximity to the City of Winnipeg.

Land Utilization – Building Coverage, Density and Intensification Trends in the Manitoba Capital Region

Key highlights regarding development activity on absorbed parcels over the 2011 to 2016 period in the Manitoba Capital Region are summarized below:

- The average size of recent development on employment lands in the Manitoba Capital Region is 20,500 sq.ft. (1,904 sq.m) and is slightly lower than the City of Winnipeg average of 23,700 sq.ft. (2,200 sq.m);
- The largest development on employment lands in the RMs, in terms of GFA was 105,000 sq.ft. (9,755 sq.m). As a comparison, the largest development on employment lands in the City of Winnipeg was 153,300 sq.ft. (14,422 sq.m);
- Average building coverages on new parcels vary across the Capital Region. The City of Winnipeg has an average coverage of 21%, which is higher than coverages in the RM of Rosser at 16% and the RM of Headingley at 13%. Lower coverages in the RM of Rosser and RM of Headingley are




FRG (Fort Rouge Glass Ltd.)
South Landing Business Park
RM of Macdonald
Photo Source: City of Winnipeg



Multi-Tenant Building
Brookside Business Park
RM of Rosser
Photo Source: City of Winnipeg

[1] Land absorbed for the construction of warehouse and trucking facilities represented 12% of the employment land absorbed in the City of Winnipeg over the 2011 to 2016 period, compared to 57% of the employment land absorbed in the RM of Rosser and 35% of the land absorbed in the RM of Macdonald.

primarily associated with developments related to the logistics/warehousing sector;

- The City of Winnipeg represented 35% of the land absorbed between 2011 and 2016 in the Capital Region. With respect to development activity on absorbed employment lands, 39% of GFA in the Manitoba Capital Region was constructed in the City of Winnipeg;
- Average employment density on recently absorbed parcels in the City of Winnipeg is higher than the RM of Rosser, RM of Springfield and RM of Headingley; however, it is comparable to the RM of Macdonald. The overall average employment density of these surrounding RMs[1] is 13 jobs/per hectare (5 jobs/per acre) and is significantly lower than the City of Winnipeg average of 23 jobs/per hectare (9 jobs/per acre);[2] and
- Intensification levels in the City of Winnipeg have been very high (expansions accounted for 48% of GFA development) compared to the surrounding RMs (expansions accounted for less than 10% of the GFA development in the RMs of Rosser and Headingley, 18% of the GFA constructed in the RM of Macdonald and 31% of the GFA constructed in the RM of Springfield).

## 4.4 Observations

The City of Winnipeg has experienced strong development activity over the past decade in non-residential areas. Development activity in the institutional and non-office commercial sectors have been particularly robust over the past few years, largely driven by population growth.

The City of Winnipeg has a well-established office and industrial base. Major office employment is largely concentrated in the downtown core, which has remained a key area for office development over the past several years. Employment Areas are an integral part of Winnipeg's economic development potential, as they accommodate the vast majority of the City's export-based industrial activities as well as a large share of office development. Over the past six years, employment lands in the City of Winnipeg have accommodated a number of major industrial

[1] RMs of Rosser, Springfield, Headingley and Macdonald. The employment density sample included only these municipalities which have had high absorption levels over the 2011 to 2016 period.
[2] It is important to note that some of the development within the RMs of Headingley and Rosser include a large component of off-site employment, or no fixed place of work, which is not included in the density estimates. Statistics Canada defines no fixed place of work employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

business expansions. This includes the expansion of existing facilities as well as the development of additional buildings on occupied employment lands sites. Intensification development has been significantly robust in the City of Winnipeg compared to the surrounding RMs. An analysis of the existing building coverage on employment lands suggests that there are opportunities across the City to accommodate further intensification activity.

While expansion activity has been particularly strong on employment lands, land absorption has been more modest in the City of Winnipeg. As discussed, over the past few years improvements to infrastructure (roads and servicing) have opened up employment land development opportunities in the surrounding RMs. Further, the development standards of the Employment Areas in the surrounding RMs have improved. As a result, the RMs have become increasingly competitive relative to the City of Winnipeg. In terms of share of employment land absorption in the Manitoba Capital Region, the City of Winnipeg represents just over one-third of the employment land absorption activity (in terms of land area) in the Capital Region over the 2011 to 2016 period. It is important to note that the City has experienced a greater utilization of absorbed employment lands compared to the surrounding RMs, in terms of coverage and employment density. Recent absorption activity on employment lands provides a useful gauge of market demand; however, it is also important to recognize that the availability and market choice of serviced greenfield lands (i.e. shovel-ready employment land supply) have a strong influence on development trends as well. The City's employment land supply is discussed in detail in Chapter 6.

Based on a review of recent building permit activity on employment lands, by use, a number of non-industrial developments have been identified which do not directly support the primary industrial and office uses within Employment Areas. Accommodating an appropriate balance of employment lands employment and employment-supportive land uses is critical to the vitality of the City's employment lands. In addition, consideration must also be given to identifying appropriate locations for non-other employment land uses within retail, non-office and institutional employment sectors. This matter is reviewed in further detail in Chapter 10 of this report.

# 5. City of Winnipeg Population and Employment Growth Outlook

## 5.1 Overview of Regional and Local Growth Drivers

Building on the macro-economic analysis discussed in Chapter 3, there are a number of factors which suggest that employment growth across the City will be strong over the next two decades relative to historical trends. This section explores key local economic drivers which are anticipated to influence local economic growth, non-residential development and employment trends in Winnipeg. Also provided is a detailed review of forecast population growth and future employment trends within the Winnipeg CMA and the City of Winnipeg.

### *5.1.1 Growing Export Market*

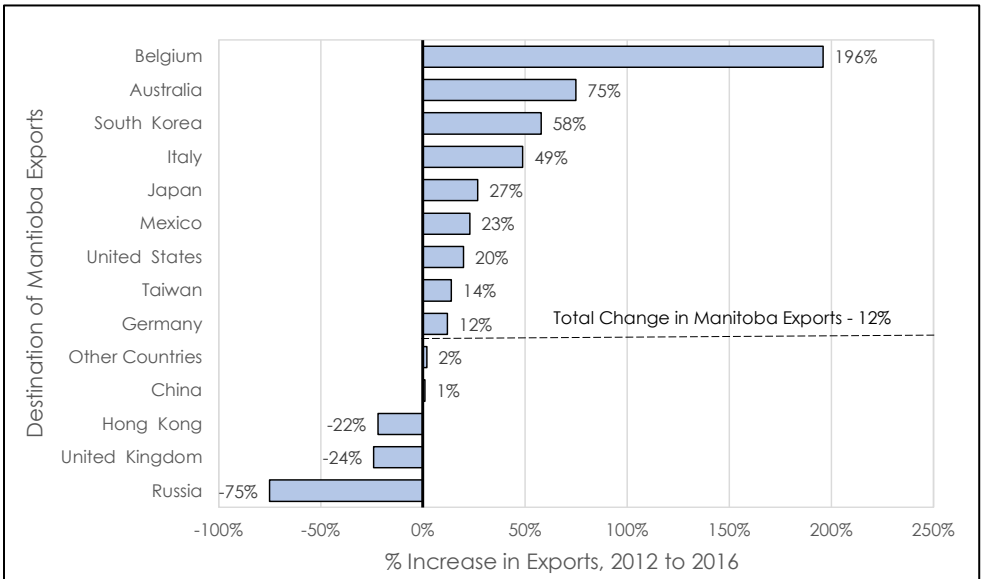
Over the past five years (2012 to 2016), Manitoba exports have increased by 18%, at an annual growth rate of 3.8%. The largest proportion of exports in 2016 was found in the manufacturing sector, which made up 49% of all exports; this was followed by the agri-business sector, which accounted for 40%. Exports in manufacturing grew by 19% from 2012 to 2016, with transportation equipment (including aerospace) accounting for 13% of total exports by industry. The other largest export subsectors are chemical (9% of total exports) and machinery (6% of total exports). The largest rate of growth in export activity was found in transportation and equipment manufacturing which grew by 58%. Primary metal manufacturing exports experienced a significant decline of 25% for the same time period. Within the agri-business sector, agriculture-related activity (not including food manufacturing) accounted for 21.8% of all exports, followed by food manufacturing with 18% of all exports.

The top destination for Manitoba exports is the United States which accounted for 67% of Manitoba's total exports in 2016. China is the second largest destination for Manitoba exports, followed by Japan and Mexico.

Figures 5-1 and 5-2 summarize the percentage change and the annual growth rate in the destination of Manitoba exports by region. As summarized, Manitoba has experienced strong growth in a number of export markets. Exports to European markets in Belgium and Italy increased significantly over the past few years, at annual growth rates of 24.2% and 8.3%, respectively. Manitoba exports to Australia

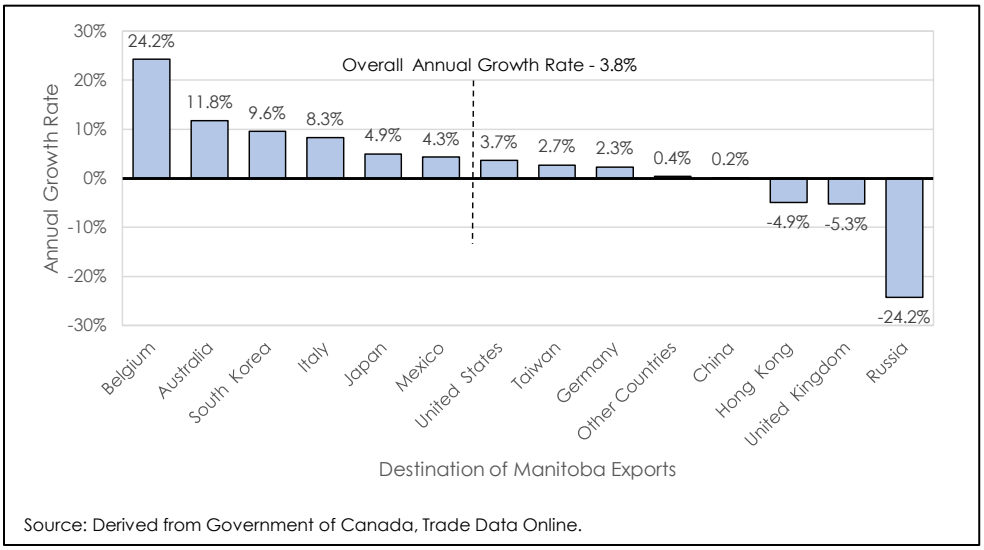
and Asian markets in South Korea and Japan, increased at annual growth rates of 11.8%, 9.6% and 4.9%, respectively. Manitoba exports to Canada's NAFTA trading partners of Mexico and the United States increased at annual growth rates of 4.3% and 3.7%, respectively.

**Figure 5-1**
**Province of Manitoba**
**Percentage Change in Manitoba Exports by Region, 2012 to 2016**




Source: Derived from Government of Canada, Trade Data Online.

**Figure 5-2**
**Province of Manitoba**
**Annual Growth Increase in Manitoba Exports by Region, 2012 to 2016**




Source: Derived from Government of Canada, Trade Data Online.

### *5.1.2 Strong Population and Employment Growth for the Regional Economy*

As previously discussed, the Winnipeg CMA is experiencing strong growth in terms of population and employment. Strong labour force growth within the Winnipeg CMA, is a key driver of local population growth in the City of Winnipeg. Firstly, population growth within the City and surrounding area drives demand for population-related services. Secondly, access to a diverse and growing labour force pool within the local and surrounding market area is typically cited by businesses and real estate brokers as one of the key factors considered with respect to business attraction and investment in industrial and office sectors.

### *5.1.3 Local Growth Drivers*

Looking at capital investments by industry in the Province of Manitoba shows that there is expected to be an increase in the overall capital investments in the finance, insurance, real estate, rental and leasing sector. The largest decline in capital investments is expected to occur in the administrative and support, waste management and remediation services sectors, declining by 68%. Recent trends suggest that total private capital investments are expected to continue falling (currently in its third year of decline) while public capital investments are expected to continue to increase.

There are a number of recently completed projects in Winnipeg ranging from companies like MTS and the University of Manitoba. Each of these projects will support the overall growth of the City of Winnipeg's business community. Projects include:

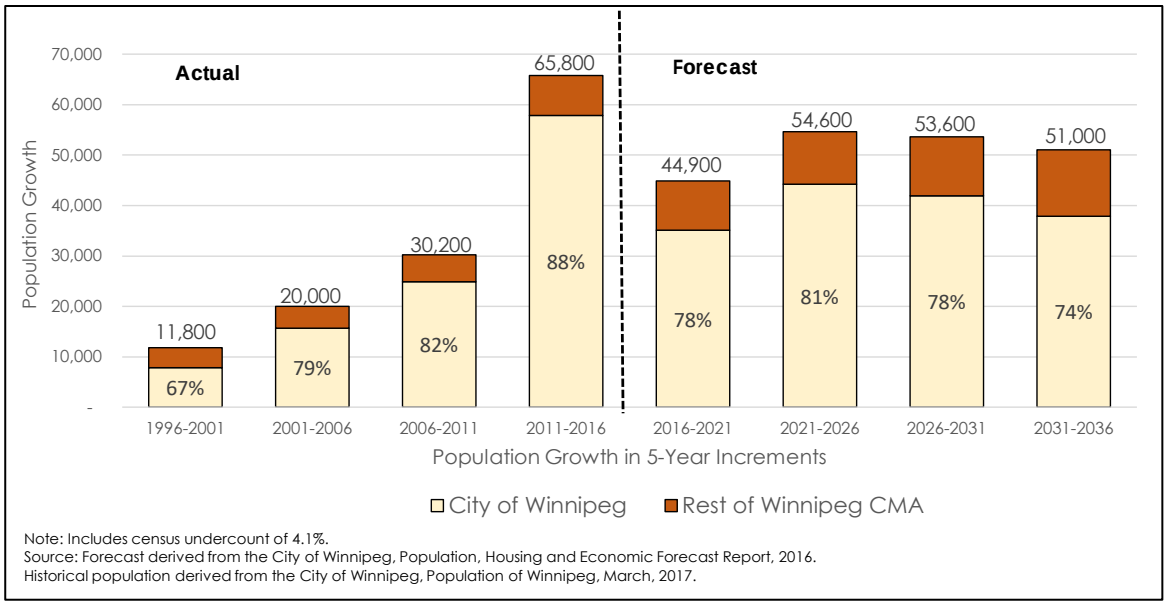
- A new water treatment plant, reservoir and delivery infrastructure for CentrePort Canada – valued at $43 million – is now in place, bringing water services to new businesses;
- The RBC Convention Centre Winnipeg completed a $180 million expansion, adding 103,900 sq.ft. of new meeting and convention space to the existing 160,000 sq.ft. facility;
- The University of Manitoba's $59.3 million Active Living Centre which combines the benefits of an ultramodern fitness facility with research to encourage healthier lifestyles, build healthier communities and explore solutions to manage and prevent chronic diseases; and
- The University of Winnipeg's $27 million student residence in 2016, including 102 rental units.

## 5.2 Winnipeg CMA Population Growth Trends and Long-Term Population Forecast, 2016 to 2036

Figure 5-3 summarizes population growth from 1996 through to 2016 for the Winnipeg CMA. The population forecast over the 2016 to 2036 period is derived from the City of Winnipeg, Population, Housing and Economic Forecast Report, 2016. Historical population figures are derived from Statistics Canada Census 1996 to 2016. Key observations include:

- The Winnipeg CMA experienced strong population growth over the 2011 to 2016 period, growing at an annual population growth rate of 1.7%. As a comparison, over the 2011 to 2016 period, the population growth rate in the Province of Manitoba was 1.0%.
- Over the 2011 to 2016 period, the Winnipeg CMA added 65,800 persons which exceeded the population increase of 62,000 persons over the previous 15-year period (1996 to 2011).
- Over the entire 20-year historical period from 1996 to 2016, the Winnipeg CMA population increased at an annual rate of 0.9%.
- Over the next 20 years, the Winnipeg CMA is expected to grow at a slightly higher annual growth rate of 1.1%. This represents an annual population increase of approximately 12,200 people.

**Figure 5-3**
**Winnipeg CMA**
**Population Growth in 5-Year Increments, 1996 to 2036**



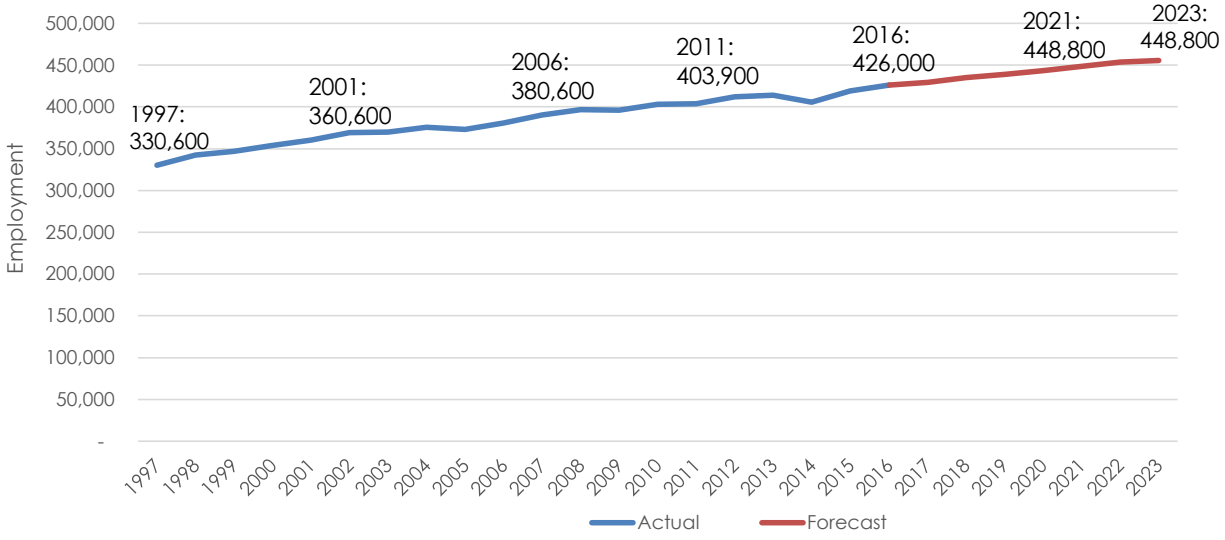

Note: Includes census undercount of 4.1%.
Source: Forecast derived from the City of Winnipeg, Population, Housing and Economic Forecast Report, 2016.
Historical population derived from the City of Winnipeg, Population of Winnipeg, March, 2017.

## 5.3 Winnipeg CMA Employment Growth Trends and Employment Forecast, 2016 to 2023

Figure 5-4 summarizes employment growth from 1997 through to 2023 for the Winnipeg CMA. The employment forecast to 2023 is derived from the Conference Board of Canada, Fall 2016 forecast prepared for the City of Winnipeg Economic Development.[1] Key observations include:

- Between 1997 and 2016, Winnipeg CMA employment increased from 330,600 to 426,000, an annual employment increase of 1.3%.
- As discussed previously in Chapter 3, employment in Manitoba is highly concentrated in the Winnipeg CMA. As of 2016, the Winnipeg CMA accounted for 67% of the employment in the Province.[2]
- Over the next 7 years, the Winnipeg CMA is expected to add 29,700 jobs – an annual employment growth rate of 0.8%.

**Figure 5-4**
**Winnipeg CMA**
**Employment Forecast, 1997 to 2023**




Source: 1997-2015 and 2017 to 2023 is derived from forecast data prepared by Conference Board of Canada for the Economic Development Winnipeg, Fall 2016. 2016 is derived from Statistics Canada. Table 282-0135 - Labour force survey estimates (LFS) (July 2016), by Census metropolitan area based on 2011 Census boundaries.

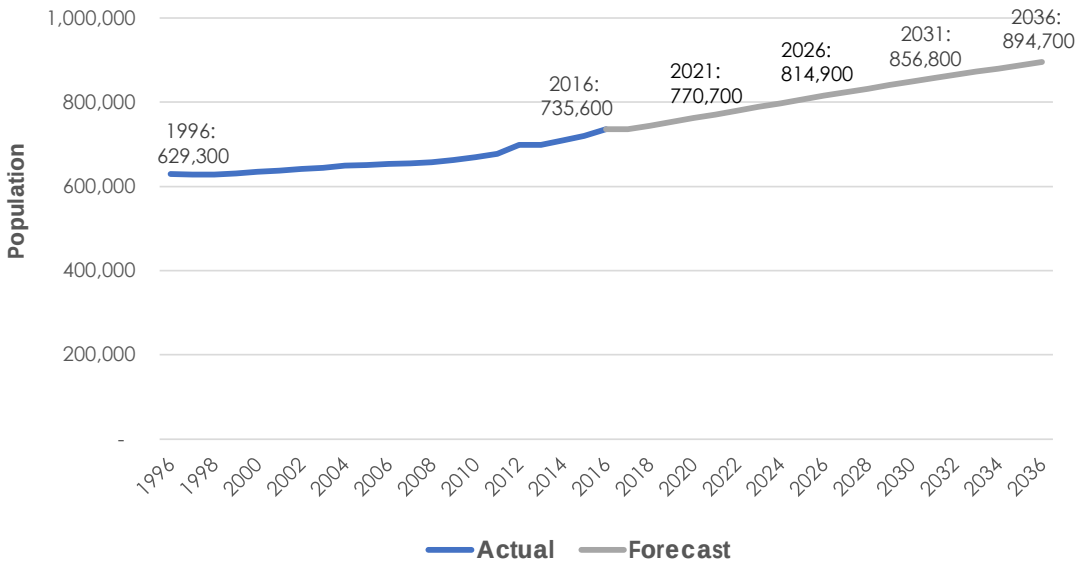
[1] The historical employment prepared by the Conference Board of Canada includes a 1997 to 2015 period. The 2016 estimate is based on Statistics Canada Labour Force Survey, 2016.
[2] Based on the Statistics Canada Labour Force Survey, 2016.

## 5.4 City of Winnipeg Population Growth Trends and Long-Term Population Forecast, 2016 to 2036

Figure 5-5 summarizes population growth from 1996 through to 2016 for the Winnipeg CMA. The population forecast over the 2016 to 2036 period is derived from the City of Winnipeg, Population, Housing and Economic Forecast Report, 2016. Historical population figures are derived from Statistics Canada Census 1996 to 2016. Key observations include:

- As of 2016, the City of Winnipeg currently accounts for 91% of the Winnipeg CMA population base.
- Population in the City of Winnipeg has increased by 17% since 1996, which represents an annual population growth rate of 0.8%.
- The City of Winnipeg population is forecast to increase from 735,600 persons in 2016[1] to 894,700 in 2036. This represents an annual population growth rate of 1.0%.

**Figure 5-5**
**City of Winnipeg**
**Population Forecast, 1996 to 2036**




Note: includes Census undercount of approximately 4.1%.
Source: Forecast derived from the City of Winnipeg, Population, Housing and Economic Forecast Report, 2016.
Historical population derived from the City of Winnipeg, Population of Winnipeg, March, 2017.

[1] Includes Census undercount of approximately 4.1%. City of Winnipeg population as of 2016 excluding Census undercount is 705,244.

## 5.5 City of Winnipeg Long-Term Employment Forecast by Major Sector, 2016 to 2036

### *5.5.1 City-Wide Employment Forecast*

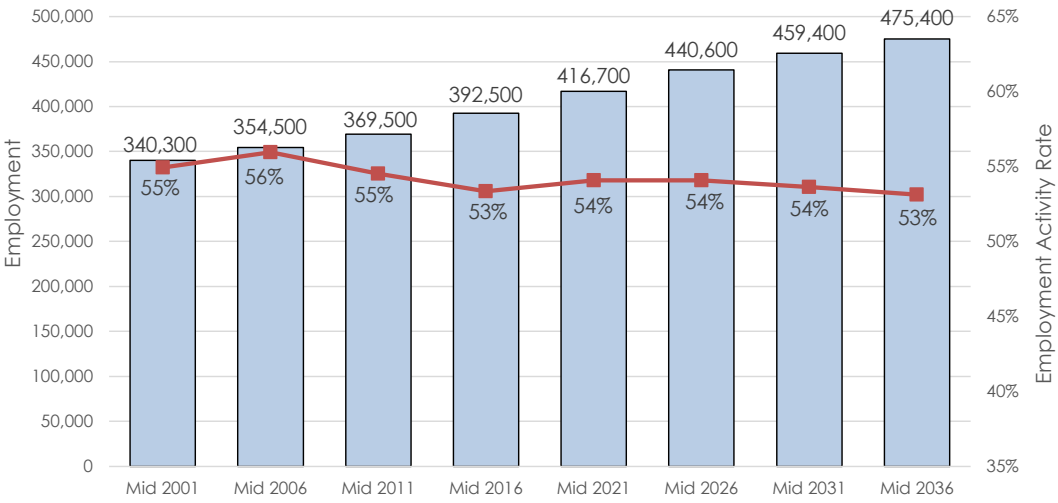
Building on the results of the 2016 Conference Board of Canada forecast for the Winnipeg CMA, a longer-term employment forecast to 2036 by land use category has been provided herein for the City of Winnipeg. Also provided herein is a commentary with respect to key industry sub-sectors which are anticipated to drive market demand for non-residential lands over the next 20 years. Appendix D provides further details with respect to forecast employment growth by major sector in five-year increments from 2016 to 2036. Chapters 7 through 9 provide more detailed discussion of employment land and commercial land needs.

Figure 5-7 summarizes long-term employment forecast for the City of Winnipeg by total employment and employment activity rates[1] in comparison to recent historical trends. Figure 5-8 compares the historical and short-term employment forecast of the City of Winnipeg and the Winnipeg CMA. Key observations are provided below:

- By 2036, the City's employment base is forecast to reach approximately 475,400. This represents an increase of approximately 83,000 jobs from 2016, or an annual employment growth rate of 1.0%.
- A forecast of slower employment growth during the post-2026 period is largely due to the aging of the regional population and labour force base.
- Since 2006, the City of Winnipeg's employment activity rate (ratio of local employees to population) has declined from 56% to 53%. Over the next 20 years, the employment rate is forecast to remain steady at 53%.
- The City of Winnipeg has historically fluctuated between 91% (2011) and 94% (2001) of Winnipeg CMA's employment. As of 2016, the City of Winnipeg currently accounts for 92% of the Winnipeg CMA employment base.

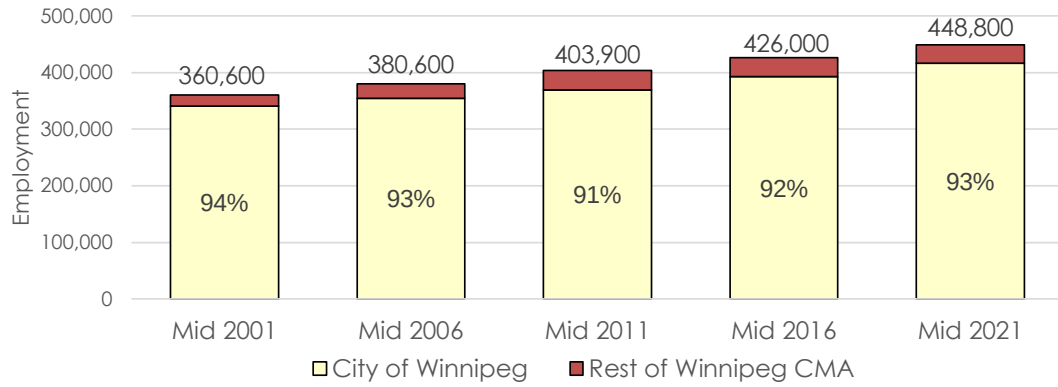
[1] An employment activity rate is defined as the ratio of total jobs to population.

**Figure 5-7**
**City of Winnipeg**
**Employment Forecast to 2036**




Source: Derived from Statistics Canada, 2001-2011 Census by Watson & Associates Economists Ltd. 2016 is an estimate and 2016 to 2036 is a forecast by Watson & Associates Economists Ltd.

**Figure 5-8**
**Winnipeg CMA and City of Winnipeg Employment**
**2001 to 2021**




Source: Winnipeg CMA data derived from data prepared by Conference Board of Canada for the Economic Development Winnipeg, Fall 2016. Statistics Canada. Table 282-0135 - Labour force survey estimates (LFS) (July 2016), by Census metropolitan area based on 2011 Census boundaries. City of Winnnipeg data derived from Statistics Canada Census 2001 to 2011. City of Winnipeg estimate for 2016 and forecast for 2021 prepared by Watson & Associates Economists Ltd.

### *5.5.2 City-Wide Employment Forecast by Major Sector*

The following provides an outlook of forecast employment trends by major sector. Figures 5-9 and 5-10 provide a breakdown of the employment forecast by major sector. Additional details are provided in Appendix D.

Employment Lands Employment

- Employment lands[1] provide opportunities to accommodate a wide-range of businesses and employment sectors, including:
  - Traditional industrial sectors, such as manufacturing, construction, logistics and distribution facilities requiring large sites with strong highway connectivity and opportunities for future expansion.
  - Businesses requiring integrated operations on larger sites in a "campus-style" setting. These integrated facilities often accommodate a combination of office, research and development, warehousing and logistics and on-site manufacturing.
  - Flex office space, which has become a major trend across many markets in Canada. Flex office space allows occupants flexibility in the use and allocation of space according to operation needs. Tenants of flex office space may include businesses that require a blend of office and industrial site characteristics.
  - Research and development facilities requiring large 1-storey facilities to operate.
- In terms of an employment breakdown by sector, employment lands in the City of Winnipeg are comprised of 88% employment from the industrial sector, while the remaining 12% of employment is comprised of




Multi-Tenant space features flexible interior space design, 20-foot-high ceilings, and dock and grade loading.
*Multi-Tenant Flex Office for Lease*
*Terracon Pl- Tuxedo Business Park*




Training facility includes classrooms with state-of-the-art technology and simulators, and tall industrial bays for large equipment demonstration.
*CN Training Facility Campus*
*650 Pandora Ave. E. - Transcona*




Small office with retail storefront on employment lands.
*Prairie Mobile Head Office*
*1305 King Edward St./Dublin Ave.*

[1] Employment lands generally include land that is zoned M1, M2, M3 and MMU in the City of Winnipeg. Major office employment, employment in office buildings greater than 20,000 sq.ft., and employment that is associated with employment lands that has no fixed place of work are excluded.

employment in the commercial/population-related and institutional sectors.

- Employment lands account for approximately 24% of the employment base in the City of Winnipeg as of 2016. Historically, employment lands employment accounted for 28% in 2006 and 25% in 2011 of the City's employment base.
- The decline in the employment share of the City of Winnipeg's employment lands is largely due to a lost of industrial employment on employment lands over the 2006 to 2011 period and strong growth in employment from other sectors located outside employment lands. Over the 2006 to 2011 period, the industrial sector in the City of Winnipeg lost approximately 7,240 employees, primarily comprising of a loss of approximately 5,000 manufacturing employees.[1]



Dairy manufacturing plant.
*Parmalat Canada*
*St. Boniface Industrial Park*



A data centre on employment lands which provides server storage and network housing for businesses.
*MTS Data Centre*
*1450 Waverley St./Chevrier Blvd.*

### *Outlook for Employment Lands Employment*

- A range of industrial sectors, as well as specific commercial and institutional uses (e.g. office, service, ancillary/accessory retail) is forecast to be accommodated within the City's Employment Areas.
- A large portion of Winnipeg's key target sectors,[2] including aerospace manufacturing, life sciences, information and communications technology (ICT), agri-business, transportation and logistics, advanced manufacturing and energy and environment are anticipated to be accommodated on employment lands. These target sectors are anticipated to be accommodated in new and expanding multi-tenant industrial buildings, small offices, Goods Movement facilities, manufacturing plants and research and development facilities.

[1] Based on Statistics Canada Census 2006-2011, Place of Work data by 2-digit NAICS.
[2] Sectors identified by the City of Winnipeg, Winnipeg Economic Development.

- Looking forward, Employment Areas in the City of Winnipeg are forecast to accommodate approximately 15,200 employees over the 2016 to 2036 period. This represents approximately 18% of the City's total employment growth over that period. It is assumed that 100% of City-wide industrial employment growth will occur in Employment Areas, while 8% of the City's commercial/population-related and institutional employment will be accommodated in Employment Areas.

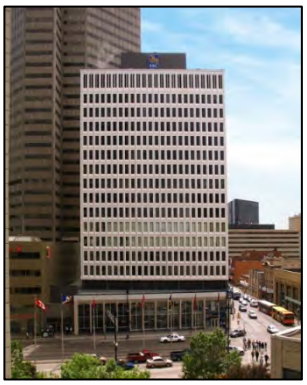


A major aerospace manufacturing operator on employment lands.
*Boeing Manufacturing Facility*
*99 Murray Park Rd./Sturgeon Rd.*

As previously mentioned, a detailed review of the forecast for employment lands in Winnipeg and associated land needs is provided in Chapter 7.

Major Office Employment

- Major office employment is comprised of employment accommodated in office buildings greater than 20,000 sq.ft. Typically, major office employment includes the following sectors[1] found in standalone multi-storey buildings:
  - finance and insurance;
  - information and cultural industries;
  - management of companies;
  - professional, scientific and technical services; and
  - real estate, rental and leasing sectors.



A major multi-tenant office building in downtown Winnipeg.
*220 Portage Ave./Fort St.*

[1] NAICS codes 51, 52, 53, 54 and 55.

- Major office employment accounts for approximately 12% of the employment base in the City of Winnipeg as of 2016. Over the 2006 to 2016 period, the major office category employment grew at an annual rate of 1.2% and added just over 500 jobs annually.
- Major office employment also comprises a component of employment in the institutional sector. It is estimated that 15% of the occupied office space in the City of Winnipeg is occupied by major institutional users.[1]



Downtown mix-use development under construction.
*True North Square*
*220 Carlton St./Hargrave St.*

- In the City of Winnipeg, major office employment is largely concentrated in the downtown area of the City. Currently, approximately 70% of the occupied office space in the City of Winnipeg is located in the downtown core, while the remaining 30% of the occupied space is located in the suburban areas.[2] Recent development trends suggest that the downtown core will maintain its share of the City's office space.
- It is important to note that not all office employment will be accommodated in major office buildings. It is anticipated that a portion of office employment will be accommodated in smaller-scale standalone office buildings (less than 20,000 sq.ft.), and mixed-use buildings throughout the City, as well as multi-tenant commercial buildings on employment lands and in commercial areas.

### *Outlook for Major Office Employment*

- Looking forward, market demand for standalone office space is anticipated to strengthen within mixed-use environments, such as the downtown core and the City's corridors which are transit-supportive, pedestrian-oriented and offer proximity/access to amenities, entertainment, cultural activities and public spaces. Major office users are drawn to areas that attract and retain talent which include providing a number of commuting options and providing a work environment that is interesting and inspiring.
- Major office employment in the City of Winnipeg is forecast to accommodate approximately 10,700 employees over the 2016 to 2036

[1] Based on the Winnipeg Office Market Report prepared by Colliers International, 2017.
[2] Ibid.

period. This represents 13% of the City's total employment growth over the 20-year forecast period.

Commercial/Population-Related and Institutional Employment

- Commercial/population-related and institutional employment includes employment in institutional and commercial sectors not accommodated in major office buildings or within Employment Areas. This includes areas such as the downtown core, commercial corridors and nodes, neighbourhood plazas, institutional campuses and schools, and standalone institutional and retail buildings. This employment category generally serves the local population base by providing convenient locations to local residents. Typically, as the population grows, the demand for this employment also increases to serve the needs of the City.



Health Care facility in Winnipeg specializing in hip and knee replacement.
*Concordia Hip & Knee Institute*
*1155 Concordia Ave/Molson St*




The largest enclosed shopping centre in Manitoba.
*CF Polo Park Shopping Centre*
*1485 Portage Ave/St. James*

- While the local population is a major driver of growth for commercial and institutional employment, it is important to note that the City of Winnipeg is a major service centre (health care, educational and government services) for the Province and draws retail spending from beyond the City.
- Commercial/population-related employment accounts for approximately 26% of the employment base in the City of Winnipeg as of 2016. Historically, commercial/population-related employment accounted for 27% in 2006 and 2011.
- Institutional employment has been a major source of employment growth for the City of Winnipeg. Institutional employment has accounted for 38% of City of Winnipeg employment growth over the past 10 years (2006 to 2016).

*Outlook for Commercial/Population-Related and Institutional Employment*

- As mentioned previously, the City's population is anticipated to increase by approximately 159,000 people. Forecast employment growth in the City of

Winnipeg is anticipated to drive demand for future commercial and institutional employment.

- Macro-trends are anticipated to influence the demand for local commercial employment, in particular e-commerce and its impact on retail space. E-commerce is reducing the need for bricks and mortar retail space, a trend that is expected to accelerate over the forecast period.
- Commercial/population-related employment in the City of Winnipeg is forecast to accommodate 19,400 employees over the 2016 to 2036 period, which represents 23% of the City's total employment growth over that period.
- Institutional employment in the City of Winnipeg is forecast to accommodate 17,200 employees over the 2016 to 2036 period, comprising 21% of the City's employment growth.

Work at Home and No Fixed Place of Work Employment

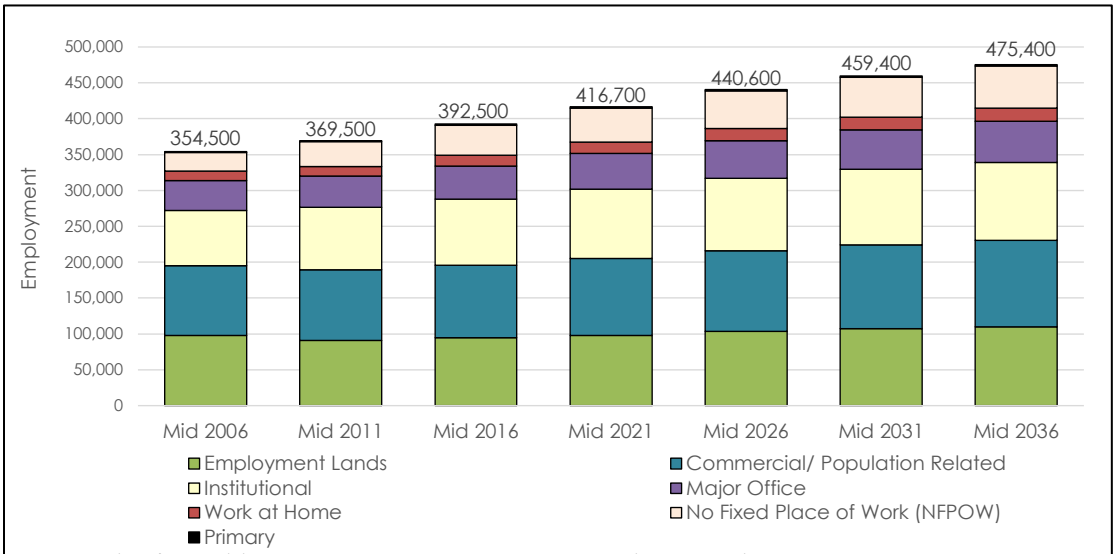
- Work at home employment in the City of Winnipeg is forecast to accommodate approximately 3,800 employees over the 2016 to 2036 period, which represents 5% of City's total employment growth over that period.
- As of 2016, no fixed place of work (NFPOW)[1] employment represented 11% of the City's employment base and is forecast to increase its share slightly to 12% by 2036. In terms of employment growth, NFPOW employment is forecast to accommodate 27% of the City's employment growth.

*Outlook for Work at Home and No Fixed Place of Work Employment*

- Work at home employment in the City of Winnipeg is expected to steadily increase over the long term, driven by forecast growth in the knowledge-based and creative economy. Future opportunities for work at home employment are also anticipated to be facilitated by continued advancements in information and telecommunications technology.
- Employment with NFPOW employment is forecast to steadily increase within the City over the long term, largely driven by steady employment growth in the construction and transportation and warehousing sectors.

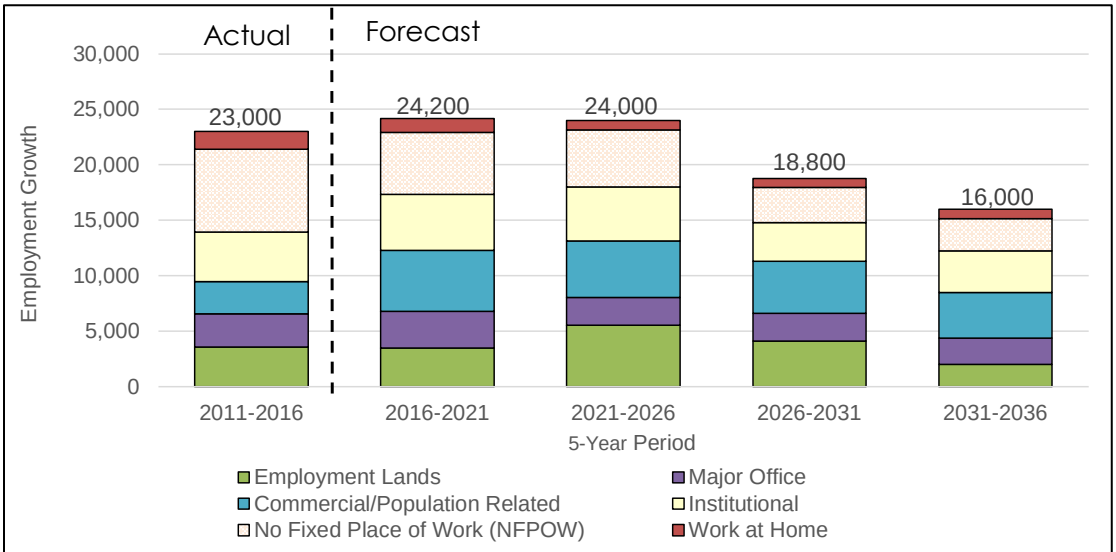
[1] Statistics Canada defines no fixed place of work (NFPOW) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

**Figure 5-9**
**City of Winnipeg**
**Employment Forecast by Sector, 2016 to 2036**




Source: Derived from Statistics Canada, 2001-2016 census by Watson & Associates Economists Ltd.

**Figure 5-10**
**City of Winnipeg**
**Employment Forecast by Sector in 5-Year Growth Increments**
**2016 to 2036**




Source: Watson & Associates Economists Ltd.

## 5.6 Observations

Strong labour force growth in the City of Winnipeg and the Winnipeg CMA, driven by a growing export-based economy, will continue to supply the City with a

growing population and employment base. In turn, population growth is anticipated to drive the demand for commercial/population-related and institutional employment in the City of Winnipeg. New residential and population-related development will also drive demand within the construction sector and influence investment across certain industrial sectors which are more closely driven by regional population growth (e.g. fulfilment centres, urban warehouses).

Most industrial and office commercial employment (export-based employment), however, is not closely linked to population growth. Employment within these sectors tends to be more influenced by broader market conditions (i.e. economic competitiveness, transportation access, access to labour, and distance to employment markets), as well as local site characteristics such as servicing capacity, highway access and exposure, site size/configuration, physical conditions and site location within existing and future Employment Areas throughout the City and the surrounding market area. As such, employment lands employment is not anticipated to increase in direct proportion to population growth and has been based on a review of the following:

- Macro-economic trends influencing employment lands development within the City of Winnipeg and surrounding market area;
- Historical employment trends (i.e. review of established and emerging employment clusters), non-residential construction activity and recent employment land absorption rates;
- Availability of serviced employment land supply (i.e. shovel-ready employment land) and future planned greenfield development opportunities on vacant designated employment lands within the City of Winnipeg and the surrounding market area; and
- Recent trends in industrial land prices and overall cost competitiveness on employment lands within the City of Winnipeg and the surrounding market area.

Over the next 20 years, the City's population and employment base is forecast to grow by approximately 159,100 persons and 83,000 jobs, which represents an annual growth rate of 1.0%. Similar to provincial and regional trends, the City of Winnipeg's economy is evolving. Looking forward to the 2036 forecast horizon, the City's employment base is anticipated to continue to diversify, which continues to influence the manner in which its non-residential areas, in particular employment lands, are planned and developed.

# 6. Employment Land Structure and Vacant Land Supply

This section of the report provides an overview of the existing industrial and employment land structure and inventory within the City of Winnipeg, and reviews the conditions, development potential, infrastructure servicing constraints, and recommendations for each Employment Area cluster. The section also provides an overview of the City's overall vacant serviced and unserviced employment lands, and the overall industrial land inventory in the surrounding Manitoba Capital Region for context.

## 6.1 Overview of Employment Land Structure

### *6.1.1 Industrial Lands Inventory (ILI)*

Since the last Employment Lands Study was completed in 2008, there have been significant changes in both the regulatory and development landscape within the City of Winnipeg. These have included a new municipal plan with policy directions to enable economic growth and development under OurWinnipeg, the Complete Communities Direction Strategy (CCDS), and other related plans, and substantial transitions of older industry areas for new non-industrial development, including Fort Rouge Yards, Taylor Lands, Sugar Beet Lands, the former yards at 1500 Plessis, and the former intermodal terminal at Kenaston and Wilkes. This period also featured significant rates of population growth for the City, and new areas of commercial and residential development, such as Waverley West and Sage Creek.

In order to determine the City's future employment land needs and ensure sufficient lands are available for economic growth, an updated Industrial Lands Inventory (ILI) was required. The intent of the ILI is to provide both a snap shot of the existing industrial and employment lands situation, and a tool that can be updated regularly to maintain an accurate and informed understanding of employment growth and needs within the City of Winnipeg.

The ILI was developed based on an analysis of the City's existing spatial lands information (GIS, property assessment, and building permit data) and assessment layers), and refined via GIS spatial analysis, satellite imagery, site reconnaissance, local knowledge, and working sessions with the Consultant Team and City staff. Spatial data on industrial and employment lands within the Manitoba Capital

Region was also obtained and integrated into the ILI. The result was a detailed ILI that identified existing designated and/or zoned industrial lands, vacant serviced and unserviced lands, underutilized lands that could be developed or intensified, and non-employment land uses present in industrial or Employment Areas.

### *6.1.2 Lands Excluded from ILI*

The ILI also excluded those lands that are not available for development due to:

- Existing non-industrial development;
- Designated, zoned or existing parks, open space, and recreation lands or facilities that may be zoned or designated industrial;
- Regional infrastructure, land drainage basins, hydro substations, transportation and transit infrastructure, rights-of-way, active and former landfills, and other related public works;
- Residential areas that may exist in designated industrial or Employment Areas; and,
- Lands known to be in transition and designated and/or zoned for non-industrial uses, such as the Taylor Lands, Fort Rouge Yards, Parker Lans, and 1500 Plessis major redevelopment sites.

### *6.1.3 ILI Terminology*

The ILI utilized the following terminology and data throughout:

- *Designated Lands* refers to those lands designated for industrial and employment uses under the urban structure and policies found within the CCDS or any adopted Local Area Plan (LAP) by the City of Winnipeg. Within the Manitoba Capital Region these refer to lands designated for industrial uses under the municipal plan adopted by the municipality or planning district, and any adopted secondary plan;
- *Zoned Lands* refers to those lands zoned for industrial uses within the City of Winnipeg under Zoning By-law 200/2006, and includes MMU, M1, M2, and M3 zoning districts. Within the Manitoba Capital Region these refer to industrially zoned lands under the local municipal zoning by-laws;
- *Vacant Lands* refer to those lands which have not been developed for industrial or employment uses, and can be developed;
- *Area* for developed lands or vacant lands within an existing development refers to the net area of the parcels, and does not include rights-of-way,

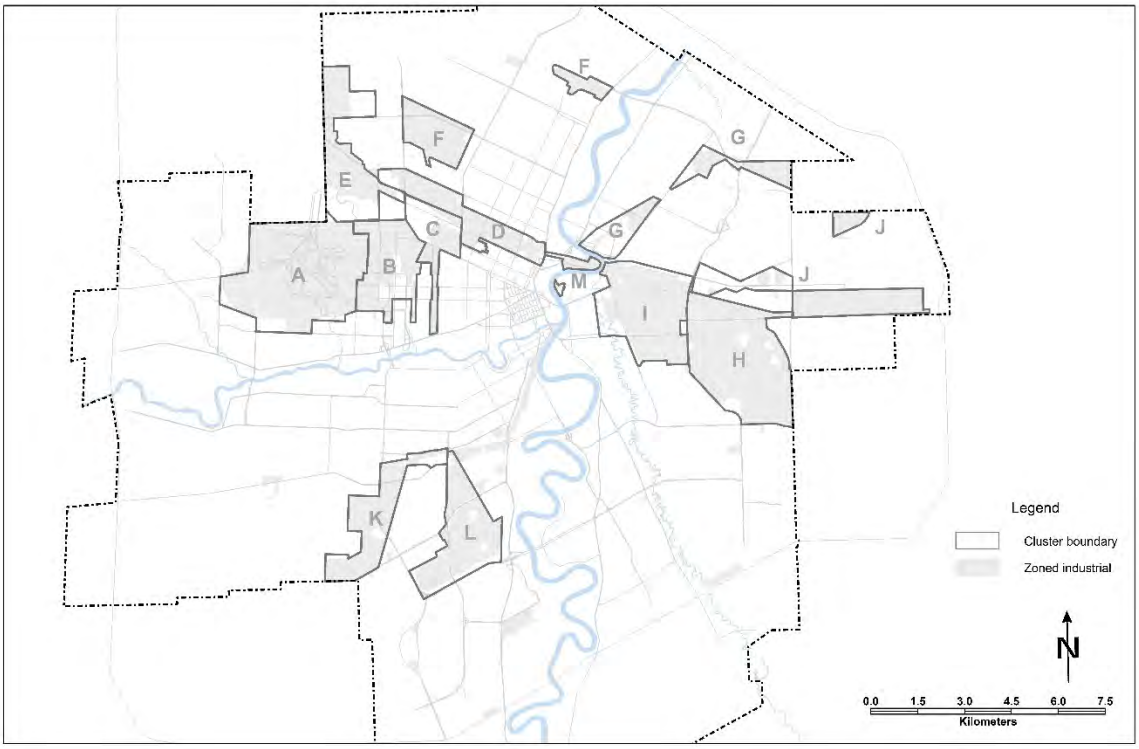
retention basins, or other infrastructure. Area for designated lands or vacant lands in undeveloped areas refers to gross area;

- *Serviced Lands* refers to those lands that are developed or available for development, and are either serviced with full municipal services, or those local or regional services are located immediately adjacent;
- *Unserviced Lands* refers to those lands that are developed or available for development that do not have municipal services present, have partial services, or do not have municipal services immediately adjacent, and require a service extension of at least fifty (50) to one hundred (100) meters in length;
- *Full Municipal Services* refers to piped water, wastewater, and land drainage services, and urban standard roadway, as defined by the City of Winnipeg;
- *Partial Services* refers to the situation where only one or more infrastructure services are present, but not fully serviced. An example would be a parcel of land that has access to water, but does not have access to wastewater and land drainage infrastructure;
- *Rearage Lands* refers to portions of a property that do not have direct access to adjacent rights-of-way and are greater than one hundred (100) metres from infrastructure services, and are deemed to be unserviced lands for the purposes of the ILI; and,
- *Neighbourhoods* refer to the City of Winnipeg Neighbourhood Characterization Area (NCA) and NCA number. Wherever possible, the NCA boundary has been used as the cluster boundary; however, areas within the NCA may have been excluded from the cluster.

### *6.1.4 Overall ILI Results*

Based upon the lands within designated Employment Areas (employment lands policy areas under the CCDS), existing Employment Areas, and clusters utilized during the previous 2008 Employment Lands Study, this study has identified 14 natural agglomerations or "clusters" of industrial and employment lands for further analysis. A fifteenth cluster, Cluster O, has been included to capture those industrial and employment lands falling outside of Clusters A-N. These clusters and their boundaries are identified on the following map:

**Figure 6-1**
**City of Winnipeg**
**Employment Cluster Areas**




The following information is presented for each employment land cluster in Appendix E – Employment Lands Cluster Analysis:

- Neighbourhoods within the cluster;
- A map of industrially zoned land within the cluster;
- Complete Communities Direction Strategy designations within the cluster;
- Local Area Plan designations within the cluster;
- Industrial zoning districts present within the cluster;
- Notable businesses or employers within the cluster;
- A development and intensification summary;
- A map of vacant serviced and unserviced industrially zoned land within the cluster;
- A cluster description;
- A transportation and access section;
- An infrastructure and servicing section indicating know constraints or challenges; and,
- A recommendations section, outlining potential policy or other actions that should be considered for the cluster.

### *6.1.5 Overall ILI Results & Distribution*

While individual areas, serviced versus unserviced vacant lands, and the larger Manitoba Capital Region are presented in greater detail in subsequent sections, a high-level City-wide summary of the ILI is presented here.

The distribution of industrial lands reflects the various eras of development in the City of Winnipeg. A majority of industrial lands are located within or immediately adjacent to the rail yards and lines of CP and CN Rail, and are generally located in an arc from east south east to west north west from Symington Yards through the central portion of the City to the CP Yards and the area north of Polo Park. While these are often centrally located, some of these sites may not meet the logistical needs or desires of modern industry, and lands available for development are predominantly redevelopment sites. Many of these sites are also in close proximity to existing residential areas, subject to increasing pressures for commercial development, or both, posing potential long-term land use conflict issues.

Newer industrial park developments dating from the 1960s onward are primarily located in the inner ring suburbs and around the airport, and newer industrial area along Oak Point Highway in the north, Murray in the West, Fort Garry and Tuxedo in the south, and Terracon and St. Boniface in the east. Most of the sites in these industrial parks are built out; however, some vacant sites remain, primarily in the environs of St. Boniface Industrial Park.

Heavy industry under M3 zoning is primarily focused in three or four areas of the City: the CP & CN rail yards and adjacent lands, Lafarge and Tuxedo/Wilkes in the south, Mission Industrial/Public Markets in the east, and a small cluster of heavier industrial sites around the Dominion Bridge site north of Polo Park in the north-central quadrant of the City. While many of these sites are still active industrial businesses, a number of the sites are vacant or underperforming. Intensification and redevelopment opportunities exist; however, environmental remediation, servicing upgrades and capacity constraints, economic viability, and adjacency of other non-industrial uses may add constraints.

In terms of vacant industrial lands that are potentially available for development, there is a strong concentration in the eastern portion of the City on the Public Markets site and in the environs of the Symington Yards and St. Boniface Industrial Park. Lands are also available for industrial development adjacent to the North Inkster Industrial Park; however, these areas are in direct competition with the new

industrial parks in the adjacent Rural Municipality of Rosser in the CentrePort Canada area.

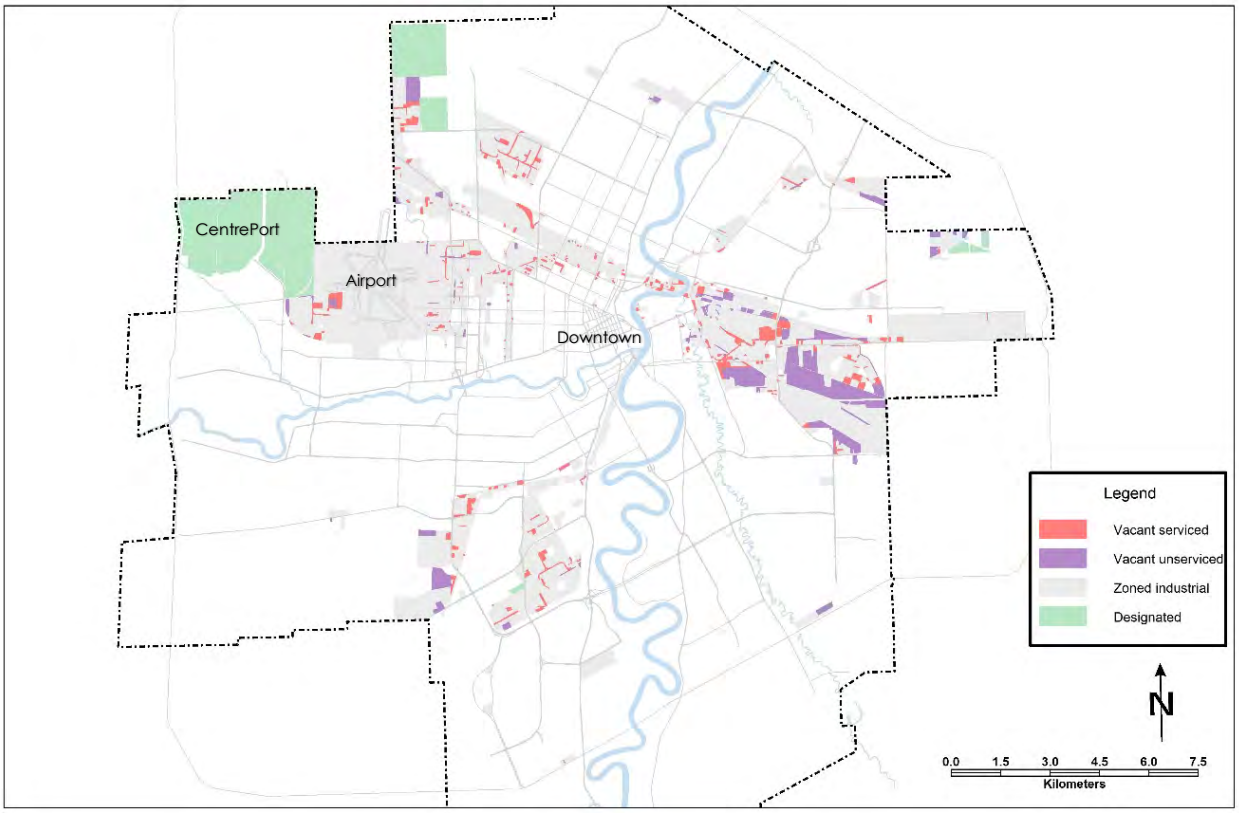
The largest portion of land potentially available for industrial development are the portion of the Winnipeg Airport Authority lands located north of Saskatchewan Avenue, and those lands within the CentrePort Canada area currently designated as Employment Lands under the Complete Communities Direction Strategy. While the amount of land is extensive, significant infrastructure investments are required to bring these lands into development, and will face competition from industrial development in Rosser portion of CentrePort Canada.

The southern area of the City is the most constrained in terms of industrial development opportunities, and are limited to several lots in existing industrial parks and the Lafarge & Inland Cement sites, ore redevelopment of existing sites. Industrial lands in this area of the City are under pressures for conversion to commercial or related uses, and are in competition with emerging industrial parks on McGillivray Boulevard in the adjacent Rural Municipality of Macdonald.

At the time of report submission there are approximately 5,356 ha (13,236 acres) of industrially zoned land within the City of Winnipeg, and an additional 1,596 ha (3,944) of designated employment lands that are currently zoned for agricultural uses. Figure 6-2 provides a map illustrating the location of developed industrial lands (displayed in gray), vacant serviced zoned industrial land (displayed in red), vacant unserviced zoned industrial land (displayed in purple) and vacant designated employment lands currently zoned for agricultural uses (displayed in green).

Approximately 1,316 hectares (3,251 acres) of land within the Cluster N (CentrePort Canada) is zoned A-Agricultural, and is essentially unserviced land. Excluding those lands south of CentrePort Canada Way and west of Sturgeon Road, the vast majority of the Cluster N is designated as Employment Lands under the Complete Communities Direction Strategy, but are vacant, not zoned for industrial or employment uses, and are unserviced.

**Figure 6-2**
**City of Winnipeg**
**Employment Lands**




Of the 6,952 ha (17,179 acres) designated employment lands, approximately 721 ha (1,781 acres) are vacant zoned industrial land, with approximately 225 ha (556 acres) being vacant serviced industrial, and approximately 484 ha (1,197 acres) being vacant serviced industrial. Tables summarizing these figures on a City-wide and cluster-by-cluster basis are presented below, as well as a map illustrating all MMU, M1, M2, and M3 Industrial zoned lands within the City of Winnipeg.

**Table 6-3**
**City of Winnipeg**
**Industrial and Vacant Industrial Lands**

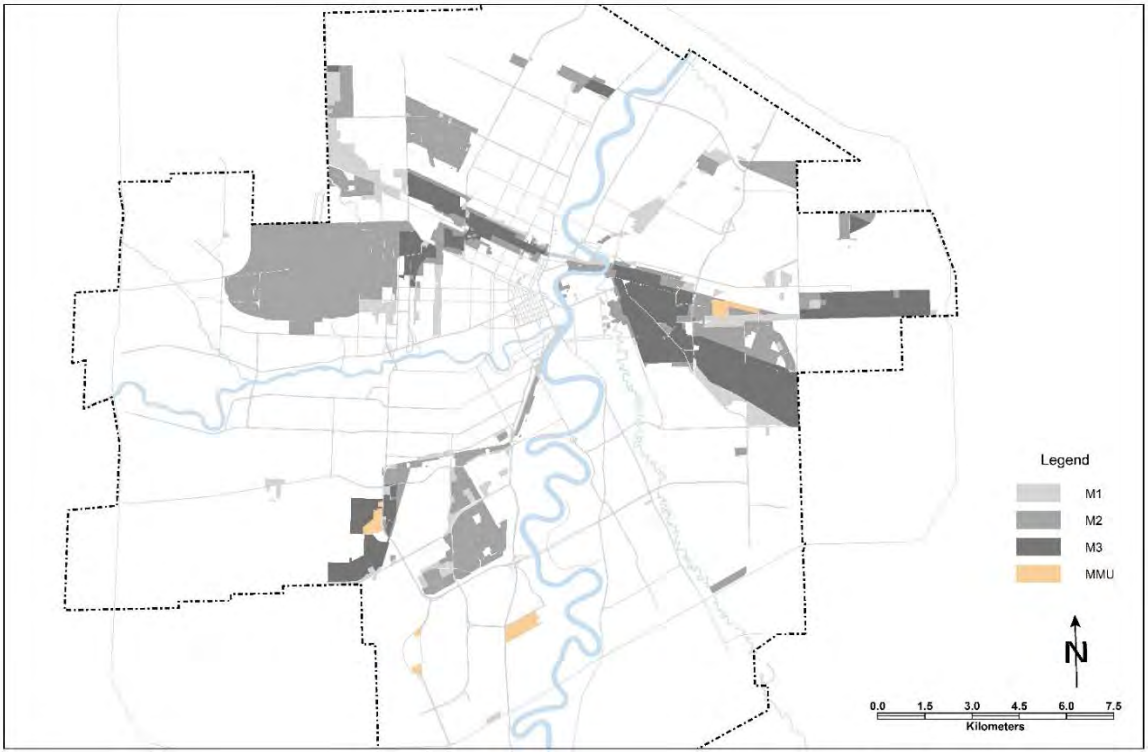
| | ALL INDUSTRIAL | | | ALL VACANT INDUSTRIAL | | | ALL VACANT SERVICED INDUSTRIAL | | | ALL VACANT UNSERVICED INDUSTRIAL | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | HECTARE | ACRE | % | HECTARE | ACRE | % | HECTARE | ACRE | % | HECTARE | ACRE | % |
| M1 | 1104 | 2727 | 21% | 175 | 433 | 24% | 29 | 71 | 12% | 147 | 363 | 30% |
| M2 | 2937 | 7258 | 55% | 295 | 729 | 41% | 141 | 320 | 60% | 154 | 381 | 32% |
| M3 | 1191 | 2944 | 22% | 248 | 613 | 34% | 65 | 160 | 27% | 184 | 454 | 38% |
| MMU | 124 | 307 | 2% | 2 | 6 | 0% | 2 | 6 | 1% | 0 | 0 | 0% |
| **TOTAL** | **5356** | **13236** | | **721** | **1782** | | **237** | **557** | | **485** | **1197** | |

# Table 6-4
# City of Winnipeg
# Industrial and Vacant Industrial Lands by Cluster

| ZONE | A | | | B | | | C | | | D | | | E | | | F | | | G | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Airport West, Murray Industrial, Jameswood | | | B - Airport East, St. James Industrial | | | Weston, Pacific Industrial, Sargent Park, Minto | | | Weston, Dufferin, Lord Selkirk, Logan, Pacific | | | Inkster, Oak Point, Omands, Brooklands | | | Inkster, Leila, Templeton, West K, Riverbend | | | Transcona, Springfield, McLeod | | |
| | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % |
| M1 | NONE | | | 48 | 118 | 14% | 33 | 83 | 25% | 24 | 60 | 18% | 169 | 418 | 53% | 4 | 11 | 1% | 50 | 123 | 27% |
| M2 | 1139 | 2814 | 100% | 207 | 511 | 62% | 57 | 141 | 42% | 56 | 139 | 41% | 143 | 353 | 45% | 266 | 658 | 88% | 134 | 331 | 73% |
| M3 | NONE | | | 77 | 189 | 23% | 45 | 110 | 33% | 58 | 144 | 42% | 8 | 19 | 2% | 31 | 76 | 10% | NONE | | |
| MMU | NONE | | | NONE | | | NONE | | | NONE | | | NONE | | | NONE | | | NONE | | |
| **ALL** | **1139** | **2814** | | **331** | **818** | | **135** | **334** | | **139** | **344** | | **319** | **789** | | **301** | **745** | | **183** | **453** | |
| Vacant lands | 32 | 80 | 3% | 15 | 37 | 5% | 5 | 13 | 4% | 15 | 37 | 11% | 74 | 183 | 23% | 20 | 49 | 7% | 17 | 42 | 9% |
| | | | | | | | | | | | | | | | | | | | | | |
| **VACANT LANDS** | | | | | | | | | | | | | | | | | | | | | |
| SERVICED | 22 | 53 | 67% | 10 | 25 | 68% | 4 | 9 | 75% | 15 | 37 | 100% | 39 | 96 | 52% | 16 | 40 | 82% | 6 | 14 | 34% |
| UNSERVICED | 11 | 27 | 33% | 5 | 12 | 32% | 1 | 3 | 25% | 0 | 0 | 0% | 35 | 87 | 48% | 4 | 9 | 18% | 11 | 28 | 66% |
| TOTAL VACANT | 32 | 80 | | 15 | 37 | | 5 | 13 | | 15 | 37 | | 74 | 183 | | 20 | 49 | | 17 | 42 | |

| H | | | I | | | J | | | K | | | L | | | M | | | N | | | O | | | TOTALS | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Dugald, St. Boniface, Symington | | | Mission, St. Boniface, Stock, Tyne Tees | | | Transcona Yards | | | Tuxedo, River Heights, Brockville | | | Parker, Beaumont, Chev, W. Fort Garry | | | South Point Douglas | | | CentrePort | | | Outliers | | | | | |
| HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % | HEC | ACRE | % |
| 540 | 1335 | 60% | 19 | 47 | 4% | 38 | 94 | 10% | 22 | 54 | 7% | 35 | 86 | 8% | 14 | 35 | 39% | 1 | 3 | 12% | 104 | 256 | 46% | **1101** | **2722** | **21%** |
| 238 | 588 | 26% | 81 | 199 | 15% | 55 | 135 | 15% | 56 | 139 | 19% | 392 | 968 | 92% | 23 | 56 | 61% | 9 | 22 | 88% | 70 | 174 | 31% | **2925** | **7228** | **55%** |
| 86 | 213 | 10% | 434 | 1071 | 81% | 273 | 675 | 75% | 182 | 449 | 62% | NONE | | | NONE | | | NONE | | | 0 | 1 | 0% | **1193** | **2947** | **22%** |
| 39 | 96 | 4% | NONE | | | NONE | | | 34 | 83 | 12% | NONE | | | NONE | | | NONE | | | 52 | 128 | 23% | **124** | **307** | **2%** |
| **903** | **4462** | | **533** | **1317** | | **366** | **905** | | **293** | **725** | | **426** | **1054** | | **37** | **92** | | **10** | **25** | | **226** | **559** | | **5344** | **15435** | |
| 295 | 728 | 33% | 135 | 334 | 25% | 17 | 42 | 5% | 61 | 150 | 21% | 22 | 55 | 5% | 7 | 17 | 19% | 6 | 16 | 63% | 15 | 36 | 7% | 737 | 1821 | 14% |
| | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 35 | 86 | 12% | 52 | 128 | 38% | 3 | 9 | 20% | 20 | 49 | 32% | 18 | 44 | 80% | 7 | 17 | 100% | NONE | | | 5 | 11 | 31% | 251 | 591 | 34% |
| 260 | 642 | 88% | 83 | 205 | 62% | 14 | 34 | 80% | 41 | 102 | 68% | 4 | 11 | 20% | NONE | | | 6 | 16 | 100% | 10 | 25 | 69% | 486 | 1201 | 66% |
| 295 | 728 | | 135 | 334 | | 17 | 42 | | 61 | 150 | | 22 | 55 | | 7 | 17 | | 6 | 16 | | 15 | 36 | | 737 | 1792 | |

**Figure 6-5**
**City of Winnipeg**
**Industrially Zoned Lands**




## 6.2 City of Winnipeg Vacant Employment Land Supply

At the time of report submission there are approximately 721 ha (1,781 acres) of vacant industrial land within the City of Winnipeg, with approximately 225 ha (556 acres) being vacant serviced industrial, and approximately 484 ha (1,197 acres) being vacant unserviced industrial.

While vacant industrial lands are distributed throughout the City, there is a strong representation of serviced and unserviced vacant lands east of the Red River. Vacant serviced industrial lands are generally smaller in size, and few parcels are in excess of 4 ha (10 acres) or more. Vacant unserviced industrial lands are more plentiful; however, these typically are found in areas that have access issues, require extensive and costly infrastructure service runs, cannot be serviced in a cost-effective manner, are rearage lands requiring access and servicing through private lands, or some combination of the above.

Bringing these lands into the development stream will be important to the long term economic well-being of the City; however, these areas typically cannot be serviced

and brought on stream in a cost-effective manner by a developer. Some of these lands also contain suspected or known contaminated sites, thus further increasing impediments to development. The City may wish to examine infrastructure servicing programs via capital budget investments, local improvement districts, bi- or tri-level government agreements, or other means to front end infrastructure investments and bring these lands on-stream for development. In addition, the City may wish to examine its development standards for industrial land to remain competitive, and/ or promote common development standards for industrial areas in the Rural Municipality of Rosser and CentrePort Canada to ensure an equal playing field in the market. The City should also consider the development of a comprehensive brownfields strategy as part of the OurWinnipeg update, as the current site by site ad hoc approach increases uncertainty and provides additional impediments to growth.

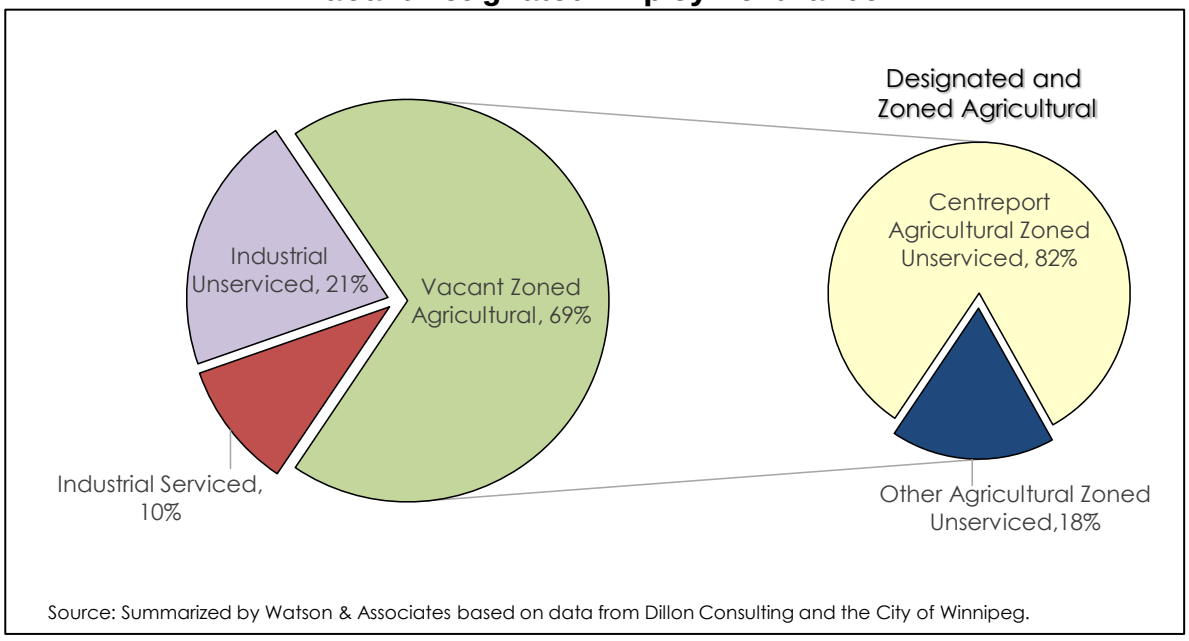
As summarized in Figure 6-6, at the time of report submission there are approximately 2,318 ha (5,728 acres) of vacant employment land within the City of Winnipeg, with approximately 225 ha (556 acres) being vacant serviced industrial, approximately 484 ha (1,197 acres) being vacant serviced industrial, and a large share as designated but currently zoned agricultural at approximately 1,596 ha (3,944). Vacant lands designated for employment uses and are currently zoned for agricultural uses are largely concentrated in the CentrePort area (82% of the designated and zoned agricultural) and in the City's northwest area (refer to Figure 6-2 for a map of designated employment lands).

**Figure 6-6a**
**City of Winnipeg**
**Vacant Designated Employment Lands**

| By Type | Land Area, ha | Land Area, Acres | Land Area % |
|---|---|---|---|
| Serviced and Zoned Industrial | 237 | 586 | 10% |
| Unserviced and Zoned Industrial | 485 | 1,198 | 21% |
| **Total Vacant and Zoned Industrial** | **722** | **1,784** | **31%** |
| Unserviced and Zoned Agricultural - Centreport Area | 1,316 | 3,252 | 57% |
| Unserviced and Zoned Agricultural | 280 | 692 | 12% |
| **Total Vacant and Zoned Agricultural** | **1,596** | **3,944** | **69%** |
| **Total Vacant** | **2,318** | **5,728** | **100%** |

Source: Summarized by Watson & Associates based on data from Dillon Consulting and the City of Winnipeg.

**Figure 6-6b**
**City of Winnipeg**
**Vacant Designated Employment Lands**




Source: Summarized by Watson & Associates based on data from Dillon Consulting and the City of Winnipeg.

## 6.3 Overview of Manitoba Capital Region Vacant Employment Land Supply

As part of the Employment Lands Study and development of the ILI, a high-level spatial analysis of industrial and employment lands within the Manitoba Capital Region was conducted to better understand the context of the City's employment lands supply within the larger region. While a significant portion of future population and employment growth within the Manitoba Capital Region will occur within the City of Winnipeg over the next twenty (20) years, an increasing percentage of this growth will occur in the surrounding municipalities. All figures below are exclusive of City of Winnipeg employment lands.

A significant challenge to this portion of the study was the diverse data sources, land use designations for industrial and employment lands, and zoning districts between the various municipalities. This required amalgamating similar land use designations and zoning districts into groups for ease of analysis and communication. These groupings included:

- *Agro-Industrial and Rural Industrial* refers to those zoning districts with industrial uses that are agriculturally related or may exist in stand-alone, non-serviced locations;
- *General Industrial* refers to those zoning districts with industrial uses that are 'light industrial' in nature and do not have potentially impactive uses, including warehousing, small scale manufacturing, and business and industrial park developments, and are similar in nature to those uses allowed under City of Winnipeg M1 and M2 Industrial zoning districts. These areas may or may not have full or partial municipal services, or may be 'dry' unserviced industrial sites dependent on private on-site services such as cisterns and holding tanks;
- *Heavy Industrial* refers to those zoning districts with industrial uses that are intensive and potentially impactive in nature, and are similar in nature to those uses allowed under City of Winnipeg M3 Industrial zoning district; and,
- *Aggregate* refers to those zoning districts with industrial uses that are directly related to aggregate extraction activities, or are zoned to protect and enable future extraction of aggregate resources.

The total area and percentage by type of the various industrial and employment zoning groupings are illustrated in the table below. Aggregate and Agro-Industrial

and Rural Industrial is the predominant zoning type, while Heavy Industrial zoning composes a small percentage of the total and is focused in several distinct locations and sites. Much of the Aggregate Industrial, Agro-Industrial and Rural Industrial zoned lands cater to users with very different requirements than those industrial users within the City of Winnipeg, and should not be viewed as being in competition with the City in terms of development. Moreover, many of the industrial uses in these zoning categories would not be permitted within the City of Winnipeg under Zoning By-Law 200/2006, and industrial lands within the City may not need their locational, access, or land affordability requirements.

**Figure 6-8**
**Manitoba Capital Region – Industrial Zoning by Type and Area**

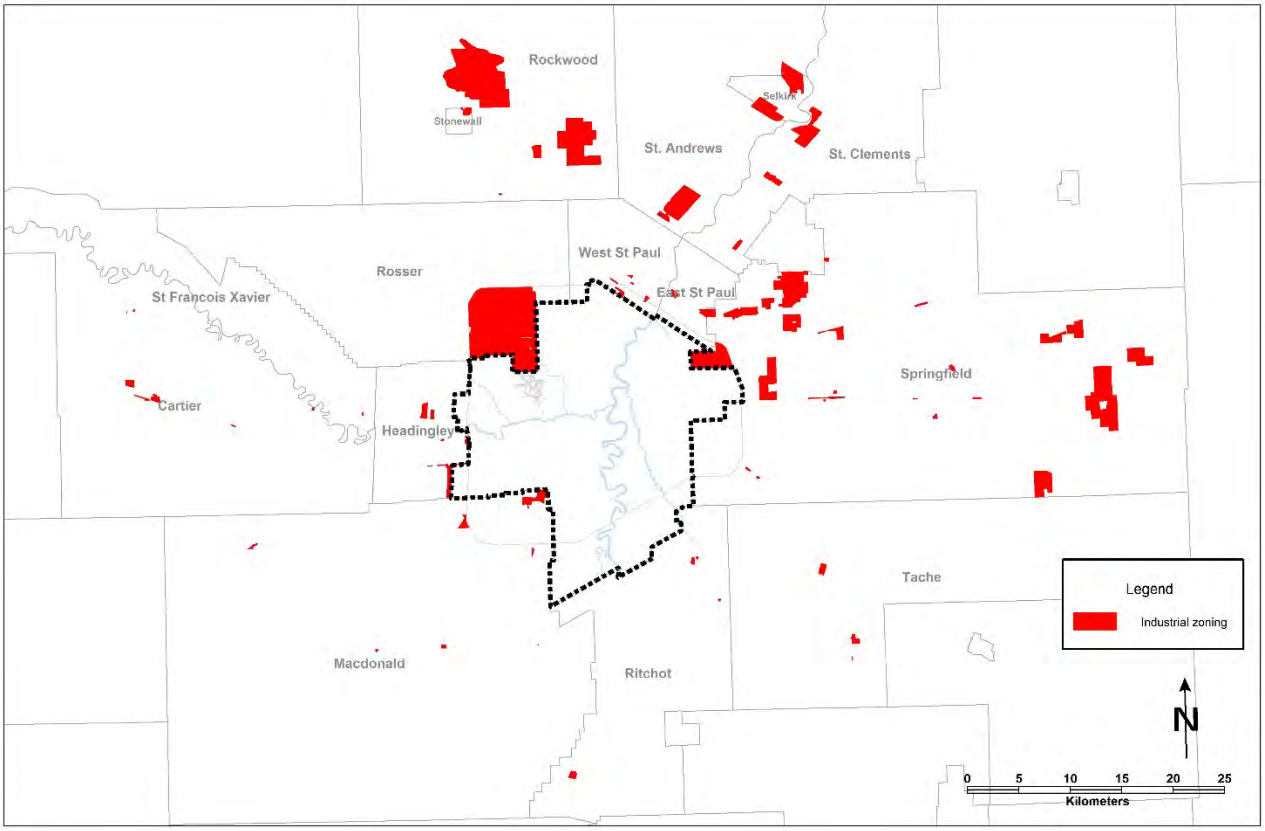
| Zoning Type by Group | Land Area | | % of Land Area |
|---|---|---|---|
| | Hectares | Acres | |
| Agro/Rural Industrial | 3,682 | 9,098 | 24% |
| General Industrial | 5,458 | 13,487 | 35% |
| Heavy Industrial | 327 | 809 | 2% |
| Aggregate | 6,151 | 15,199 | 39% |
| **Total** | **15,618** | **38,593** | **100%** |

In terms of the Manitoba Capital Region as a whole (exclusive of the City of Winnipeg), there is a total of approximately 13,190 ha (32,593 acres) of industrially zoned land, and a total of 10,382 ha (25,653 acres) of industrially designated lands. It is important to note that industrially zoned lands may exist that are not in industrially designated areas, and vice versa. A breakdown industrially zoned and designated industrial lands by municipality are presented below, as well as a map (Figure 6-10) illustrating industrially zoned lands within the Manitoba Capital Region.

**Figure 6-9**
**Industrial Zoned and Designated Industrial Lands within the Manitoba Capital Region**

| Municipality | Zoning | | | Designation | | |
|---|---|---|---|---|---|---|
| | Industrial Zoned Lands | | | Industrial Designated Lands | | |
| | Hectares | Acres | % | Hectares | Acres | % |
| RM of Rosser | 4,386 | 10,839 | 28% | 3,699 | 9,141 | 36% |
| RM of Rockwood | 3,772 | 9,320 | 24% | 1,222 | 3,021 | 12% |
| RM of Springfield | 4,739 | 11,711 | 30% | 1,186 | 2,931 | 11% |
| RM of St. Andrews | 771 | 1,906 | 5% | 854 | 2,110 | 8% |
| RM of Macdonald | 246 | 608 | 2% | 748 | 1,849 | 7% |
| RM of Richot | 59 | 146 | 0% | 593 | 1,465 | 6% |
| City of Selkirk | 525 | 1,297 | 3% | 569 | 1,407 | 5% |
| RM of Headingley | 218 | 539 | 1% | 557 | 1,375 | 5% |
| RM of St. Clements | 538 | 1,329 | 3% | 531 | 1,312 | 5% |
| RM of West St. Paul | 54 | 133 | 0% | 172 | 425 | 2% |
| RM of East St. Paul | 70 | 174 | 0% | 168 | 416 | 2% |
| Town of Stonewall | 46 | 115 | 0% | 82 | 203 | 1% |
| RM of Cartier | 100 | 247 | 1% | None | | |
| RM of St. François Xavier | 3 | 7 | 0% | None | | |
| RM of Taché | 90 | 223 | 1% | None | | |
| **Total** | **15,618** | **38,593** | **100%** | **10,382** | **25,654** | **100%** |

**Figure 6-10**
**Industrial Lands within the Manitoba Capital Region**




While it was beyond the scope of this project to examine and determine the amount of developed versus vacant employment lands, or vacant serviced versus unserviced industrial lands, it can be noted that the vast majority of employment lands summarized in Figures 6-8 and 6-9 are largely undeveloped and unserviced in nature. Figure 6-11 provides a high-level review of the available employment lands in active employment areas[1] in the Winnipeg Capital Region by servicing status. Key highlights include the following:

- Approximately 116 hectares (287 acres) of vacant employment land with full-servicing (water and wastewater) are on the market within the Manitoba Capital Region's RMs;
- Fully-serviced employment land for sale is concentrated in the Employment Areas of Headingley, Macdonald and Rosser;
- Eighty-two (82) hectares (203 acres) of employment land on the market is anticipated or planned for servicing;

[1] Employment Areas that have active listings for the sale of employment lands were reviewed.

- Approximately 34 hectares (84 acres) of available employment land is considered dry industrial or with no plans for servicing; and
- In total, approximately 232 hectares (573 acres) of vacant employment land is available and approximately 50% of the available land area has full servicing.

**Figure 6-11**
**Available Vacant Employment Land in the Rural Municipalities of the Manitoba Capital Region by Servicing Status**

| Municipality | Employment Area | Available Vacant Employment Land[1] | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Full Services - (Water & Sewer), ha | | Expansion of Services - Planned, ha | | No Services, ha | | Total Land Area, ha | |
| RM of West St. Paul | West St. Paul Industrial Area | | | | | Dry Industrial | 14 | Total RM of West St. Paul | 14 |
| | Kapelus Drive | | | | | | | | |
| RM of Headingley | Headingley Business Park | Water & Sewer | 29 | | | | | Total RM of Headingley | 66 |
| | Hall Road & Wilkes Avenue | | | Water & Sewer | 34 | | | | |
| | Caron Road | Water & Sewer | 4 | | | | | | |
| RM of Macdonald | South Landing Business Park | Water & Sewer - Limits due to pressure (restricts size of development) | 32 | | | | | Total RM of Macdonald | 32 |
| | McCreary Business Park | | | | | | | | |
| RM of Springfield | Matheson Industrial Park | | | | | | | Total RM of Springfield | 0 |
| | Symington Road/Trans Canada Hwy. 1 | | | | | | | | |
| RM of Rosser | CentrePort - Brookside Business Park | Water & Sewer services (some sites are phased-in) | 32 | | | | | Total RM of Rosser | 63 |
| | CentrePort - Railpark | | | | | Dry Industrial | 8 | | |
| | CentrePort - Other Site Areas | | | Water & Sewer planned | 23 | | | | |
| RM of St. Andrews | St. Andrews Business Park (Parkdale Rod) | | | Water services planned | 25 | | | Total RM of St. Andrews | 25 |
| RM of Ritchot | Riel Industrial Park | Water & Sewer | 20 | | | | | Total RM of Ritchot | 20 |
| Town of Stonewall | Stonewall Business Park | | | | | Dry Industrial | 12 | Total Town of Stonewall | 12 |
| **Total** | | | **116** | | **82** | | **34** | | **232** |

Source: Watson & Associates Economists Ltd., 2018.
1. Based on a review of marketing listings for serviced and unserviced employment lands. The remaining municipalities in the the Winnipeg Capital Region not listed in the table do not have active listings for employment land parcels for sale.

A key competitive issue for the City of Winnipeg is its limited supply of serviced employment land on the market[1] compared to the surrounding RMs in the Manitoba Capital Region. The City of Winnipeg has approximately 19 hectares of serviced employment land on the market and an additional 65 hectares of employment land is soon to be serviced (municipality-owned land).[2] As a

[1] Based on a survey of available employment land on the market. The City of Winnipeg has a total of 237 hectares of designated serviced employment land; however, it is estimated that 84 hectares (approximately 35% of the serviced employment land) is on the market and available for development.
[2] As previously discussed in Chapter 4 (subsection 4.3.2).

comparison, the surrounding RMs have approximately 116 hectares of serviced employment land and approximately 82 hectares planned for future servicing on the market.

# 7. Employment Land Needs Analysis

This chapter summarizes the City's long-term employment land needs to 2036, building on the City-wide employment forecast, regional and local employment drivers and the outlook by major sector discussed in Chapter 5, as well as the employment land supply analysis discussed in Chapter 6.

## 7.1 Employment Growth Sector Influencing Employment Land Demand

The following section examines the key economic sectors which are anticipated to influence employment growth on employment lands in the City of Winnipeg.

### *7.1.1 Planning for Industrial Sectors*

Manufacturing

- As previously mentioned, the manufacturing sector remains vitally important to the provincial and regional economies with respect to job growth and economic output. Recent development trends suggest that manufacturing still has a strong presence on employment lands, accounting for over a third of GFA development on employment lands in Winnipeg over the 2011 to 2016 period.
- A number of Winnipeg's key target sectors form part of the broader manufacturing sector, including aerospace, agri-business and advanced manufacturing.
- Looking forward, there will continue to be opportunities for manufacturing in Manitoba and Winnipeg; however, industrial processes have become more specialized, capital/technology-intensive and automated. This means that as the regional manufacturing sector continues to recover, economic output will gradually increase; however, more modest employment growth is anticipated in the manufacturing sector relative to GDP growth.



Large manufacturer of inter-city buses.
*Motor Coach Industries/New Flyer*
*1475 Clarence Ave./ McGillivary Blvd.*




Custom electrical systems manufacturer.
*JRS Manufacturing Ltd.*
*1245 Border St./Dublin Ave.*

Goods Movement (Transportation, Warehousing and Logistics)

- The Goods Movement sector (i.e. transportation/warehousing and wholesale trade) is an integral part of the regional and local economies, supporting other industrial sector, as well as the local population base.
- Employment lands within the City of Winnipeg offer strong access and connectivity via major highways to facilitate trade across Manitoba and the Mid-Continent Trade and Transportation Corridor. Through a system of connecting highways and rail routes, the Corridor provides seamless and efficient transportation linking major commercial centres in the Canadian and American Midwest, through the Southwest, and into Mexico. The transportation corridor connects the City of Winnipeg to 100 million people in the central region of North America.[1]

**Figure 7-1**
**Mid-Continent Trade and Transportation Corridor**[2]




[1] Province of Manitoba, Invest in Manitoba website- Transportation: Mid-Continent Trade & Transportation Corridor, https://www.gov.mb.ca/jec/invest/busfacts/transport/corridor.html. Accessed October 31, 2017.
[2] Map was obtained from the City of Winnipeg, Economic Development Winnipeg website, http://www.economicdevelopmentwinnipeg.com/why-winnipeg/doing-business-here/competitive-advantages/transportation-and-location. Accessed October 31, 2017.

- The Goods Movement sector is accommodated in a range of industrial building typologies reflecting the diverse subsectors that comprise the sector. This includes distribution centres, warehouses, fulfillment centres, delivery depots, logistics hubs, corporate office buildings of major logistics companies, trucking terminals, multi-tenant warehouses and terminals, cold storage buildings and transportation yards.
- Increased outsourcing of manufacturing production to emerging global markets continues to drive the need for new consolidated, land-extensive warehousing facilities to store and manage the distribution of goods produced both locally and imported from abroad.
- Several factors have been changing the nature of the Goods Movement industry over recent years, including just-in-time manufacturing, e-commerce and globalization. It is expected that the industry will continue to evolve and, in the near-term, the following trends are expected in Canada:
    - Just-in-time manufacturing will continue to be the industry norm, placing increasing emphasis on more frequent and smaller deliveries by truck transport;
    - Automation of distribution centres allows for more vertical storage; however, the need for numerous loading bays will dictate land requirements and the industry trend is for more and more bays at facilities;
    - Larger facilities are a continuing trend versus smaller properties; typically, the larger the property, the lower the average employment density;
    - Locations close to multi-modal facilities continue to be very attractive, with access to rail – this is generating increased demand for larger-scale logistics hubs. Intermodal hubs typically require approximately




Rail intermodal facility.
*CN Symington Yard*
*560 Plessis Rd./Fermor Ave.*



Distribution centre includes a two-storey office, enclosed warehouse and on-site fenced storage.
*Flocor Inc.*
*777 Century St./Wellington Ave.*



Cluster of distribution centres on employment lands, including grocery retail distribution centre (Sobeys) and national logistics provider (UPS).
*Inkster Blvd./Keewatin St.*

200 to 300 ha for intermodal infrastructure and loading/unloading areas. Express terminals are smaller (<100 ha);

- Increasing growth in e-commerce is anticipated to have a significant impact on employment growth and land demand related to the logistics sector. E-commerce sales in Canada have grown at a rate that is five times the pace of overall growth in retail trade. Online sales account for 6% of total Canadian retail spending. By comparison, U.S. online sales account for 9% of total spending.[1] Delivery expectations within this sector are increasing on an annual basis. As delivery times decrease, it is anticipated that demand for regional fulfilment centres will increase; and
- Reverse logistics – approximately 25-30% of online merchandise is returned, which is generating increasing needs for dedicated return centres.

Construction

- Over the forecast period, a portion of industrial employment growth is anticipated to be generated from construction employment driven by both residential and non-residential development activity within the City and surrounding area. This includes employment associated with construction of buildings, heavy and civil engineering construction and speciality trade contractors.
- A large component of the construction sector is associated with employees that have no fixed place of work (NFPOW). Construction sub-sectors involved in large-scale construction projects typically require land for the storage of equipment and machinery in proximity to major roads and highways. More specialized construction firms may require offices and facilities. Employment in this sector may include a wide-range of job types, including laborers, trades persons and engineers.



Branch office for specialized building systems service technicians.
*Paramount Mechanical Services*
*585 Camiel Sys St./Beghin Ave.*

[1] Purolator Logistics. Adapting your Canadian Supply Chain for E-commerce Efficiency. 2015.

### *7.1.2 Planning for the Knowledge-Based Economy*

Non-Industrial Employment Land Uses

- As previously discussed, the City of Winnipeg and Manitoba economies are transitioning from goods to services production.
- Looking forward over the next 20 years, employment growth within the City's Employment Areas will ultimately be driven by demand from a broad range of goods-producing, knowledge-based and employment-supportive sectors. Reflective of employment growth trends in the broader provincial economy, the City's Employment Areas are anticipated to be particularly attractive, over the long term, to knowledge-intensive and creative forms of economic activity such as professional, technical and scientific services, information and cultural services, and real estate and insurance.
- These sectors are typically accommodated in standalone low-rise office, research and development facilities, flex office and multi-tenant commercial/industrial space.
- A number of Winnipeg's key target sectors are a part of this broader category, including life sciences, information and communications technology (ICT), agri-business and energy and environment.




State-of-the art research and training facility focused on testing new vehicle and equipment repair technologies.
*MPI Physical Damage Research Centre*
*1981 Plessis Rd./Gunn Rd.*



A data centre on employment lands which provides server storage and network housing for businesses.
*MTS Data Centre*
*1450 Waverley St./Chevrier Blvd.*

Employment Supportive Uses

- Employment lands will continue to form a key component of the City of Winnipeg urban structure and an integral part of the local economic development base. Recognizing the recent structural changes in the regional economy, there has been a shift in planning




Equipment retail branch location and on-site training centre of specialized equipment.
*Cervus Equipment*
*465 Egesz St./Oak Point Highway*

philosophy that calls for developing Employment Areas to provide a wider range of service uses and amenities which complement both knowledge-based and traditional industrial sectors. This concept is important to the vibrancy of both general industrial areas and business parks, since employees in all types of workplaces should have equitable access to services and amenities that support a good quality of life at work.

## 7.2 Employment Land Demand, 2017 to 2036

Figure 7-2 provides a summary of employment lands growth forecast and associated land needs over the 2016 to 2036 planning horizon. The annual employment land absorption forecast is summarized in Figure 7-3. Figure 7-4 provides a summary of the employment land demand in comparison to the current supply of serviced employment lands.

Employment Lands Growth Forecast

Employment on employment lands is forecast to increase from 94,500 in 2016 to 109,600 by 2036, an increase of 16% or 0.7% annually. As summarized in Figure 7-2, over the 20-year period, employment lands are anticipated to accommodate approximately 15,200 employees, approximately 18% of the forecast employment growth for the City of Winnipeg. The composition of employment lands employment growth is anticipated to include a blend of industrial, small-scale office and employment-supporting commercial/institutional uses.

Employment Accommodated Through Intensification

As summarized in Figure 7-2, it is forecast that 26% of employment growth on employment lands will be accommodated through intensification, such as expansion of existing facilities, redevelopment of underutilized sites, infill development on partially vacant parcels and, to a lesser extent, development of brownfield sites. As discussed in Chapter 4, intensification has accommodated a large share of industrial GFA development on employment lands (approximately 48% of GFA development over the past 6-years). Adjusted for intensification, a total of approximately 11,300 jobs will need to be accommodated on vacant employment land over the next 20 years.

Based on a review of developed employment lands with parcels measuring 5 hectares (12 acres) and larger, average building coverage is 17% and approximately 626 hectares (1,547 acres) of development land have an average

coverage of less than 15% (further details are provided in Appendix D-3). While there is significant opportunity for intensification on employment lands in the City of Winnipeg, there is limited opportunity for further intensification in the employment land clusters in the northwest – an area that has accounted for more than half of the expansion activity in the City (52%). Building coverages in the northwest average 36% and the clusters surrounding the airport exceed 40%. Given that opportunity for further intensification is limited in the northwest, an area that has experienced strong rates of intensification, a lower rate of intensification is forecast over the next 20 years on a City-wide basis compared to historical levels.

Employment Density on Employment Lands

Based on a review of the absorbed parcels on employment lands between 2011 and 2016, the average employment density (jobs/hectare) was 25 jobs/hectare (excludes major office employment on employment lands) or 10 jobs/acre. It is estimated that absorbed parcels accommodated 1,000 jobs on the City of Winnipeg's employment lands between 2011 and 2016. Based on a review of density by major sector, the average employment density of absorbed industrial parcels was 18 jobs/hectare (7 jobs/acre), while commercial non-office and small office uses averaged 31 jobs/hectare (13 jobs/acre) and 59 jobs/hectare (24 jobs/acre), respectively.[1]

Over the long term (i.e. 2036), it is anticipated that employment densities associated with new development on employment lands in Winnipeg will be slightly below average densities achieved over the past few years. Based on the anticipated employment densities by sector and the forecast employment mix on employment lands by sector, a density of 22 jobs per net ha (9 jobs/acre) is forecast over the 2016 to 2036 period has been assumed, as summarized in Figure 7-2. Refer to Appendix D for density sample on employment lands within the City of Winnipeg.

There are several national trends which are influencing average density trends on employment lands. Generally, average density levels on employment lands are declining in the manufacturing sector, as domestic manufacturers focus efforts on increased efficiency and competitiveness through automation. This trend is coupled with increasing demand for large, land-extensive warehousing and

[1] Based on a density sample of employment lands absorbed over the 2011 to 2016 period. Refer to Appendix D-2.

logistics facilities to support distribution and transportation of goods throughout the expanding urban population base.

The evolving form of industrial and non-industrial development on employment lands is also influencing average densities on employment lands. Increasingly, major employers in Employment Areas are integrating industrial, office and training facilities on-site. These sites also provide significant land area to accommodate surface parking and in some cases future expansion potential. On average, employment density levels for integrated office/distribution and training facilities are much lower than standalone major office developments.

On the other hand, growing demand within the multi-tenant and stand-alone office sector in the City of Winnipeg is anticipated to have an upward influence on average employment densities on employment lands over the long-term. Office employment on employment lands also generates demands for on-site and off-site employment amenities which also tend to have an upward influence on average employment density in Employment Areas.

**Figure 7-2**
**City of Winnipeg**
**Employment Growth and Employment Land Need**

| Period | Total City-Wide Employment Growth | Total Employment Growth on Employment Lands | | Employment Lands Employment Accommodated through Intensification and by Expansions | | Employment Lands Employment Growth Accommodated on Vacant Land | Employment Density (jobs/net ha) | Employment Land Need, ha |
|---|---|---|---|---|---|---|---|---|
| | | % | Total Employment | % | Total Employment | | | |
| 2016 - 2021 | 24,155 | 14% | 3,490 | 28% | 980 | 2,510 | 22 | 114 |
| 2016 - 2026 | 48,135 | 19% | 9,060 | 40% | 3,600 | 5,460 | 22 | 248 |
| 2016 - 2031 | 66,905 | 20% | 13,160 | 34% | 4,450 | 8,710 | 22 | 396 |
| **2016 - 2036** | **82,910** | **18%** | **15,165** | **26%** | **3,900** | **11,260** | **22** | **512** |

Source: Watson & Associates Economists Ltd.

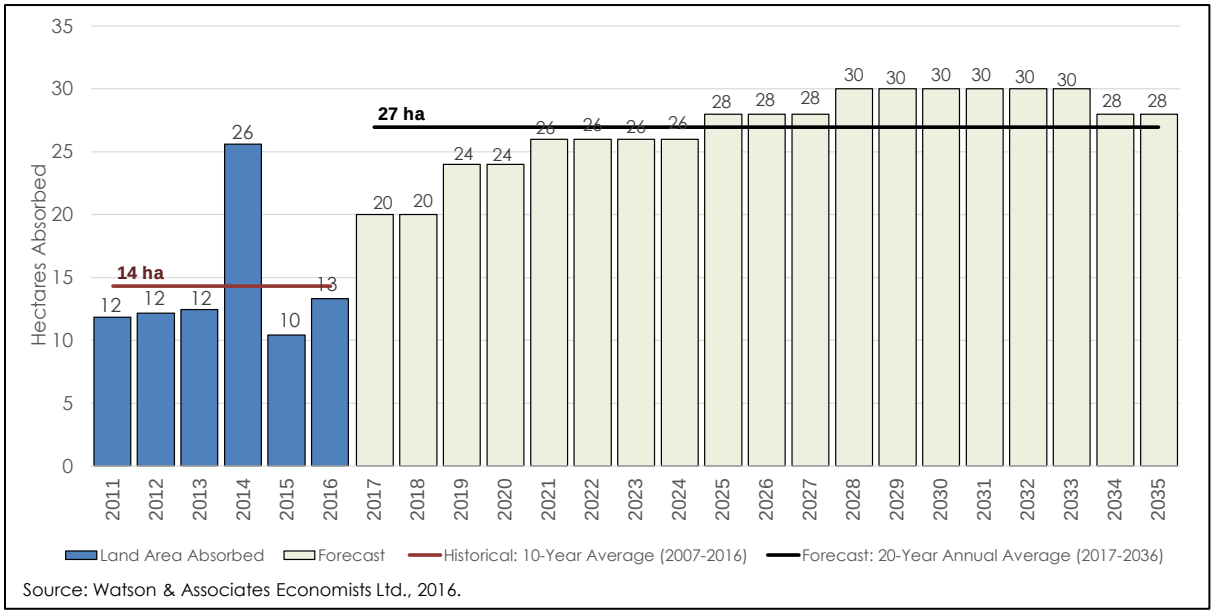
Employment Lands Absorption

As summarized in Figure 7-3, the City averaged 14 net ha (35 net acres) of employment lands annually. Approximately 52% of GFA development on employment lands was accommodated through employment land absorption on vacant greenfields. As discussed previously, the remaining 48% of GFA

development was accommodated through expansion of existing facilities and the development of new buildings on occupied parcels.

Between 2017 and 2036, Winnipeg is forecast to absorb an average of approximately 27 net ha (67 net acres) of employment lands per year. The forecast assumes that 74% of employment growth will be accommodate through absorption of vacant employment lands, while the remaining 26% of employment growth will be accommodated through intensification of occupied industrial areas. Forecast employment land absorption between 2017 and 2036 totals 512 hectares (1,265 acres). The increase in forecast City-wide annual employment land absorption compared to the historical annual average is largely driven by a smaller share of future employment growth accommodated through expansion activity. As previously discussed, while there is significant opportunity for intensification on employment lands in the City of Winnipeg, there is limited opportunity for further intensification in areas that have recently experienced relatively stronger demand, specifically Employment Areas in the northwest. Given that opportunities for further intensification are limited in the northwest, an area that has accounted for more than half the intensification activity, a lower rate of employment lands intensification is forecast over the next 20 years on a City-wide basis compared to historical levels.

**Figure 7-3**
**City of Winnipeg**
**Employment Land Absorption Forecast**
**2017 to 2036**




Source: Watson & Associates Economists Ltd., 2016.

Employment Land Needs to 2036

Figure 7-4 summarizes forecast serviced employment land needs to 2036. Within the 20-year forecast period, the City is anticipated to require an additional 446 ha (1,102 acres) of serviced employment lands to accommodate forecast demand.

The following key adjustments have been applied to the employment land needs analysis:

- The employment land needs forecast includes a market choice provision which is based on an average five-year demand during the 20-year forecast. As summarized in Figure 7-4, a total of 135 net hectares of serviced employment lands has been allocated for the market choice provision. This provision has been made to ensure that employment land demand is not unduly constrained by a lack of serviced employment lands.
- A land vacancy adjustment of 15% has been applied to the vacant serviced land supply, as summarized in Figure 7-4. This land vacancy adjustment accounts for sites which are unlikely to develop over the long term due to odd/small lot sizes and poor configuration, unfavourable site conditions (e.g. low-lying areas prone to flooding), underutilized employment sites and site inactivity/land banking, which may tie up potentially vacant and developable lands.

**Figure 7-4**
**City of Winnipeg**
**Employment Land Needs, 2017 to 2036**
**Serviced Supply Scenario**

| | Net Hectares | Net Acres |
|---|---|---|
| Employment Land Needs, 2017-2036 | 512 | 1,265 |
| Market Choice Provision[1] | 135 | 334 |
| Total Employment Land Needs Adjusted for Market Choice Provision | 647 | 1,599 |
| Existing Supply of Vacant Designated Serviced Employment Lands[2] | 237 | 585 |
| Existing Supply of Vacant Designated Employment Lands Adjusted for Land Vacancy - 15% | 201 | 497 |
| Forecast Surplus/Shortfall of Serviced Employment Lands | -446 | -1,102 |

| | |
|---|---|
| Estimated Years of Serviced Employment Lands Supply[3] | 8 |

1. Based on average five-year demand during 20-year forecast period.

2. As previously summarized in Figure 6-6a.

3. Estimated years of serviced vacant employment land supply is based on existing supply of vacant designated Employment lands adjusted for land vacancy (201 ha) and annual absorption of 24 hectares (annual absorption is summarized in Figure 7-3).

Source: Watson & Associates Economists Ltd.

As discussed in Chapter 6, the City of Winnipeg has a vacant designated employment land supply of 2,318 hectares (5,728 acres). Approximately 10% of the vacant designated land supply in the City of Winnipeg is serviced and zoned. As summarized in Figure 7-5, the supply of vacant designated employment lands significantly exceeds the demand over the next 20 years. It is forecast that post-2036, approximately 1,323 net hectares (3,270 acres) of designated employment lands will remain. Based on the forecast of annual absorption, the City of Winnipeg has a vacant designated employment land supply to satisfy demand for approximately 73 years.

Overall, the City of Winnipeg has a large supply of designated employment lands to satisfy demand over the next 20 years; however, it has a shortfall of serviced designated employment lands to satisfy demand beyond an eight-year period. The identification of employment lands for future servicing should consider the following:

- Extension to existing serviced employment lands, including other planned Employment Areas in neighbouring jurisdictions;
- Infrastructure requirements and fiscal impacts to the City of Winnipeg;
- Proximity to major arterials (planned and existing) and highways;
- Opportunity for large parcels (3 hectares and greater; and

- Development standards which embrace eco-industrial principles and reflect the evolving nature of the export-based economy.

**Figure 7-5**
**City of Winnipeg**
**Employment Land Needs, 2017 to 2036**
**Designated – Serviced and Unserviced Scenario**

| | Net Hectares | Net Acres |
|---|---|---|
| Employment Land Needs, 2017-2036 | 512 | 1,265 |
| Market Choice Provision[1] | 135 | 334 |
| Total Employment Land Needs Adjusted for Market Choice Provision | 647 | 1,599 |
| Existing Supply of Vacant Designated Employment Lands | 2,318 | 5,728 |
| Existing Supply of Vacant Designated Employment Lands Adjusted for Land Vacancy - 15% | 1,970 | 4,869 |
| Forecast Surplus/Shortfall of Serviced Employment Lands | 1,323 | 3,270 |

| | |
|---|---|
| Estimated Years of Designated Employment Lands Supply | 73 |

1. Based on average five-year demand during 20-year forecast period.
Source: Watson & Associates Economists Ltd.

## 7.3 Observations

The results of this study indicate that the City has a sufficient supply of vacant designated employment lands to accommodate forecast demand on employment lands to 2036. The City, however, has a large shortfall of serviced employment lands to accommodate employment lands employment over the next 20 years.

Over the past decade, the City has accommodated a large share of employment land development activity through intensification. Intensification has primarily occurred in the form of expansions of existing facilities and development on partially vacant parcels. In accordance with our review of historical trends and available supply within established Employment Areas to accommodate intensification, this intensification trend is anticipated to moderate over the next 20 years. Adjusted for intensification, an additional 446 ha (1,102 acres) of serviced employment lands will be required to accommodate forecast demand over the next 20 years. In order to accommodate the forecast demand of absorption, the City will need to explore opportunities in addressing the shortage of serviced employment lands which may include the servicing of greenfield and key redevelopment sites.

# 8. Commercial Structure and Supply

## 8.1 Commercial Land Structure and Overview

This section of the report examines the existing retail commercial land structure of the City of Winnipeg. It addresses retail trends that are influencing retail development and land use planning decisions.

Specifically, this section identifies retail trends impacting the City of Winnipeg and examines the current existing commercial structure of Winnipeg. This section also summarizes our investigation of the current commercial structure of Winnipeg. It also contrasts Winnipeg's commercial supply relative to other major Canadian cities and provides commentary regarding the evolution of Winnipeg's retail structure in recent years.

## 8.2 Overview of Retail Commercial Trends Impacting the City of Winnipeg

The retail sector is dynamic and constantly changing in response to the marketplace. From a demand perspective, changes in the way consumers are shopping, on-line shopping, where they are shopping, socio-economic conditions, diversifying lifestyle patterns and evolving population and household demographics are some of the many factors that are influencing Canadian retailing. From a supply perspective, legislative policies and the tightening of land supply is resulting in a significant change to retail built form on a national basis.

This section of the report addresses general retail trends and their implications for retail development in Winnipeg.

### *8.2.1 Consumer Preferences*

In terms of consumer preferences, there are many key trends that influence retailing and the retail real estate development industry. In a city as diverse as Winnipeg, many of these consumer preferences conflict with each other:

**Price and convenience**: Consumers are becoming more price conscious. More households are placing a greater emphasis on value retailing. The price of the product or service is often noted as the most important determinant of where people shopped.

**Quality and service**: There is a divergent trend relating to shopper preferences. Consumers do not necessarily want more selection/choice or one-stop shopping; they want a curated and solution-oriented choice of retailers to suit their needs. On the other hand, time-pressed consumers are often seeking one-stop shopping for convenience-oriented merchandise such as grocery and health products.

**Experiential retail/services**: E-commerce, while only a small part of the overall retail economy, plays a significant role in consumers' shopping patterns. Transactional shopping purchases are being made on-line, when it's convenient to the shopper. Therefore, when a consumer goes shopping in a physical store, the expectation is for an "experience" that cannot be replicated on-line. This experience may be fulfilled through unique offerings at retailers or through the physical design of centres.

**Increased services**: Shoppers are consuming more services compared to retail merchandise goods, including food services. Many retailers offer services as part of their complete package.

### *8.2.2 Public Policy*

Provincial and municipal policies guiding development are significant with respect to the resulting retail environment. Smart growth principles, coupled with the market realities of a decreasing supply of developable land and increasing infrastructure costs, are resulting in more compact urban and suburban communities.

There are legislative and planning trends towards smart growth principles such as mixed land uses, the creation of walkable communities, the provision of multiple transportation options and compact building design. These policies are resulting in changes to the retail built form in terms of more compact retail developments.

One of the results of the public policy is a levelling or flattening of the retail hierarchy. Most of retail nodes perform a mixed convenience/specialty function. This flattening of the retail hierarchy is due in part to the blurring of retail channels as well as the move towards mixed-use developments. As an example, several regional malls are including more local serving uses such as supermarkets which traditionally have been found in neighbourhood and community serving centres.

### *8.2.3 Evolution of Retail Formats*

The majority of retail development in Canada over the past 25 years has either been in the form of grocery-anchored neighbourhood centres or power centres. Both forms of developments have typically been single storey developments with a building to land coverage of approximately 25%. This development format reflected the supply of commercial designated land which, in the past, has typically been abundant. In urban centres, where commercial supply is diminishing and there is dense residential development, there has been a gradual shift towards urban intensification and compact mixed-use commercial developments.

This shift is a result of the tightening of land supply and has forced developers to examine different concepts. Some of these development options are outlined below.

**Mixed-Use**

Mixed-use developments are at the forefront of urban development. At its most basic description, mixed-use developments comprise different land uses within a vertical or horizontal plan.

As an example, a vertical mixed-use building could include retail on the ground level and office, hotel or residential uses in the floors above. Vertical mixed-use is primarily located in urban centres and around transit nodes. There are several challenges associated with vertical mixed-use from a retailer perspective. Canadian retailers have yet to fully embrace the concept with respect to format, potential second floor locations, multi-floor retail units, parking and loading restrictions as well as accessibility considerations.

Horizontal mixed-use typically refers to the mix of uses on a master planned site versus in individual buildings. Horizontal mixed-use is often reflected in planned communities and the concept of live/work/play.

It should be noted that mixed-use developments are not appropriate in all areas. There are several issues relating to this type of development, including conflict between residential and commercial units, physical format issues and accessibility. Furthermore, successful vertical mixed-use buildings typically require high levels of pedestrian traffic and, therefore, are generally not suitable for many suburban locations.

**Urban Retail Intensification**

The City of Winnipeg has numerous greenfield development options and, therefore, opportunity for urban retail intensification may be somewhat limited. In dense urban environments, a constrained supply of greenfield land leads to market forces that result in intensification. However, in many parts of Winnipeg, the current population density, in conjunction with the land supply, is not sufficient to support many intensification opportunities throughout the City.

The underlying principle of retail development, "location, location, location," continues as the primary factor behind urban retail intensification. The success of shopping centres/retail nodes is driven by location and, therefore, consumer accessibility. Retail locations that offer the best access, visibility and exposure characteristics, remain the most valuable for shopping centres/retail nodes in general, and for intensification opportunities in particular.

As population densities increase and public transit infrastructure initiatives are realized, the emphasis on catering to the automobile-oriented customer will be diminished for some shopping formats. The potential for intensification is related to accessibility in the form of roads, transit or nearby residential/employment populations. Ultimately, intensification is a direct result of land economics. Increased customer accessibility leads to the potential to achieve greater investment returns through more efficient land uses. Accessibility, in the forms outlined above, provides incentive for intensification of shopping centre sites and other sites within retail nodes.

It should be noted that urban intensification can also lead to the reduction of retail space as retail space is replaced with residential uses. This reduction is particularly evident in the redevelopment of older retail strip plazas, with the addition of higher density residential, such as townhomes or multi-storey residential buildings.

### *8.2.4 Retailers*

There are several retail trends that have implications on the tenanting of retail developments. Some of these trends are briefly discussed below:

**Blurring of Retail Channels**

In the past, most retailers tended to concentrate on one line of merchandise. For example, grocery stores focused on food, and drug stores focused on health-

related products. Recent changes in retailing have resulted in a tendency to create a 'one-stop' shopping experience to increase market share. Many retailers that previously offered specific product lines now offer a much wider range of merchandise. These retailers include Shoppers Drug Mart, Walmart Supercentre, Canadian Tire and Winners, as well as many others. The impact in terms of retail development is that there are fewer retail tenants available to anchor new centres or to re-tenant existing centres.

### Consolidation

Many major Canadian chains have increased their scale through acquisitions. Examples include:

- Canadian Tire Corporation, Limited $0.8 billion acquisition of the Forzani Group;
- Sobeys Inc. $5.8 billion purchase of Canada Safeway Inc.;
- Leon's Furniture Ltd. $0.7 billion purchase of The Brick Ltd.;
- Loblaw Companies Limited $12.4 billion purchase of Shoppers Drug Mart Corporation; and,
- Lowe's Companies Inc. $3.2 billion purchase of Rona Inc.

The Centre for the Study of Commercial Activity (CSCA) at Ryerson University has noted that the top three retail organizations account for more than 25% of all retail sales in Canada. These acquisitions, which have resulted in such large retail companies, may result in limited demand for new retail locations, as retailers may choose to serve a broader market from fewer locations offering a wider range of merchandise.

### Category Killers

Commentary regarding store closures in chains such as Best Buy/Future Shop and Staples has indicated that closures are due, at least partially, to the influence of e-commerce. However, we note that, in many cases, these closures were overdue and instead are indicative of the evolutionary process of streamlining these business models. Some retailers, such as Toys R Us, were inefficient operators who did not appropriately adapt to changing market conditions.

These types of mid-box retailers will continue to operate in the Canadian marketplace. The best retailing locations in the largest markets will continue to be

serviced by larger format retailing venues providing greater product selection, more customization options, showrooming, on-site pick up and interactive service.

### Foreign Retailers in Canada

The Canadian marketplace has a long history of 'foreign' retailers operating in Canada, particularly from the United States. The relative stability of the Canadian marketplace in recent years has made Canada one of the more attractive locations for the expansion plans of various major international retailers including Marshall's, Lowe's, Zara, H&M, J. Crew, Muji, Uniqlo, Restoration Hardware and Crate & Barrel. The CSCA identified that approximately 150 new retail chains have opened in Canada since 2005. The expansion of these retailers continues to drive demand for retail space.

### High Fashion/Department Stores

There have been several new entrants in the high fashion/department store arena. Nordstrom has opened stores in Calgary, Ottawa and Toronto. In addition, Nordstrom has announced it plans to open 12 to 15 of its discount chain stores, Nordstrom Rack, in Canada.

In July 2013, HBC purchased Saks Inc. Two Saks Fifth Avenue locations have opened in Toronto. In addition, HBC has also committed to several Saks Off Fifth outlets in Canada, including one at Outlet Collection Winnipeg.

In terms of Canadian stores, Simons, Holt Renfrew and Harry Rosen continue to expand and renovate stores. Other U.S. department store chains that have shown interest in the Canadian market include JC Penny, Kohl's and Bloomingdales. However, given Target's exit from Canada in 2015, these department stores may no longer be as aggressive with their Canadian expansion plans.

The market conditions of Winnipeg do not support the introduction of a full line Saks or Nordstrom (or similar) type of high-end department store. However, there is opportunity for these brands to serve the Winnipeg market in the discount forms, as evidenced by the Saks Off Fifth location that opened in 2017 at Outlet Collection Winnipeg.

**Experiential Retail**

Perhaps the most influential trend shaping physical tenancies is experiential retail. Retailers and service providers are recognizing that transactional shopping is moving on-line and, therefore, there is a shift to provide a more interactive shopping experience in physical stores. This shift has resulted in brands opening their own stores; examples include Microsoft, Samsung, Dyson and Breitling.

There is also a marked shift towards health and wellness retail and service tenants. Micro fitness boutiques such as Orange Theory Fitness, Soul Cycle and Barry's Bootcamp are all opening multiple locations in Canada.

### *8.2.5 E-Commerce*

In the retail real estate environment, the impact of e-commerce on existing retail nodes and the future demand for retail is perhaps the most discussed topic. The impact of e-commerce is also often overstated, in part due to the lack of reliable data available in Canada. Recent changes at Statistics Canada have resulted in the timelier release of accurate data relating to the Canadian market, however, an accurate representation of the extent of e-commerce in Canada remains challenging.

The purpose of this section to provide an overview of the magnitude of E-commerce, the direction of the industry and its potential impacts on the demand for future retail space.

E-commerce includes the following three areas:

1. **Pure Play** – These are e-commerce operations that do not have physical stores, examples of which are eBay and Wayfair.

2. **Multi-Channel** – This is the precursor to omni-channel retailing. Multi-channel retailing is where retailers sell goods through their physical stores, through separate e-commerce sites and other avenues such as pop-up stores. Each channel operates as a single entity with little to no coordination between the channels often affecting the customer experience with the overall brand.

3. **Omni-Channel** – This is the evolution of multi-channel retail where retail stores are integrated into the e-commerce experience. This experience is best described as:

> "With an omni-channel retail platform, online or e-commerce sales are no longer viewed as a threat to physical stores. However, there must be recognition that the role of the store has now changed. It is no longer just a point of sale but also a fulfillment centre, a showroom for experiencing the products, and a strong branding mechanism. In addition, a well-presented store provides a difficult to quantify 'halo' effect that enhances the image of the retailer in its trade area."[1]

> "The term 'omni-channel' recognizes that online and store consumers are not separate cohorts, that consumers shop symbiotically across all channels. Omni-channel retail is focused on the customer—one customer—whose needs must be met in the right way, at the right time, with the right offer at the right price, in the right place. Omni-channel has liberated time and place for the consumer—and the right approach varies not only with different consumers, but also with time, mood and consumption purpose. It is more complex now, because the consumer has more control. The liberation of time and place also extends the consumer shopping journey pre- and post-visit to a store. The transaction no longer must take place in the store, but that does not necessarily diminish the role that the store plays in crafting sales. Indeed, its role as a point of differentiation—be that ambience, staging or great customer service—has increased. The multi-faceted role of the store is not new."[2]

With the realization that the customer wants the omni-channel experience, pure play internet retailers are recognizing the importance of physical stores (clicks-to-bricks). Examples of pure play internet retailers opening physical stores include Warby Parker (optical) and clothing stores such as Frank + Oak and Indochino.

In addition to omni-channel benefits, technology is also being used to enhance the physical store experience. Amazon announced the physical grocery store known as Amazon Go. Using "just walk out" technology, shoppers can simply pick up items and walk out of the store with no requirement for check-outs and they would be automatically billed through their Amazon account. Amazon is planning up to 2,000 Amazon Go stores. It is unclear if there are plans to open these stores in Canada.

[1] ICSC Retail Property Insights Vol. 23, No.1, 2016, "Liberation of Time and Place" for the Consumer: Recent Omni-Channel Trends.
2 Ibid.

In Canada, online shopping still represents a small share of overall retail trade, e-commerce accounts for approximately 2.0% of all retail trade in 2015 up from 1.4% in 2011. This figure includes pure play, multi-channel and omni-channel sales.

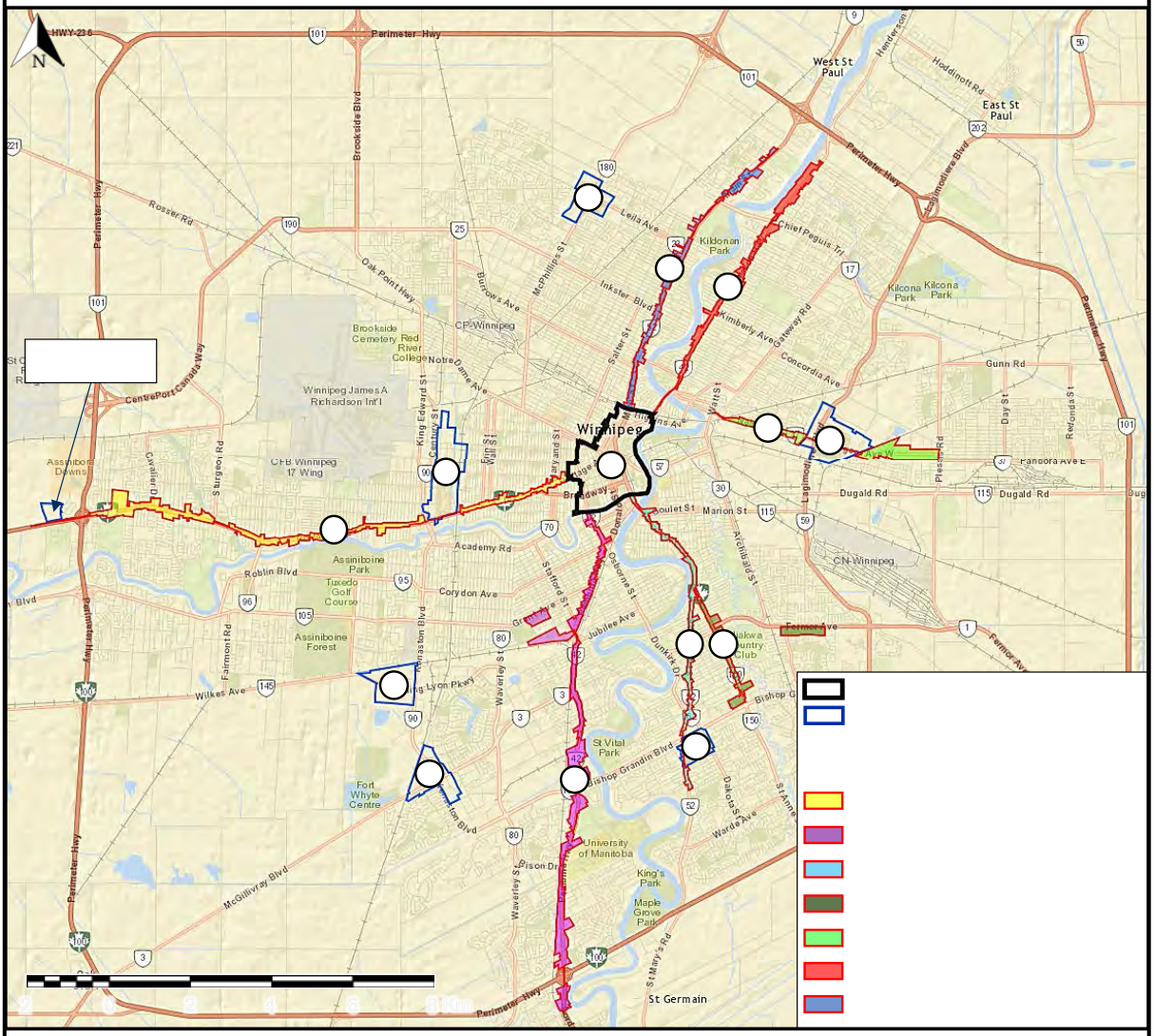
### *8.2.6 Retail Trends Summary*

There is a wide range of factors that continue to influence the demand for retail commercial space. Demand is influenced by customer preferences, retailer initiatives, planning policy and real estate development trends. The retail trends discussed in this section will influence the evolving retail environment in Winnipeg.

## 8.3 Existing Retail Space Inventory and Structure

The inventory of retail and commercial space within the City of Winnipeg is based on the 2016 Property Tax Assessment data provided by the City. The information provided by the City included types of users, locations and sizes (in sq.ft.) of all buildings in the City. The study team undertook extensive fieldwork in May 2017 to estimate the vacant retail commercial space within the City. Vacancy levels are typically expressed in percentage terms and a balanced market has a vacancy level of between 5.0% and 7.5%.

**FIGURE 8-1: INVENTORY NODES**




Source: TATE ECONOMIC RESEARCH INC.; Basemap: ESRI ArcGIS

The study team, in association with City staff, has identified 14 retail/commercial nodes. These nodes are based on the *OurWinnipeg* land use designations. These nodes are indicated in Figure 8-2. There are 7 Regional Mixed-Use Centres, including the Downtown and 7 Regional Mixed-Use Corridors. *OurWinnipeg* indicates that Centres and Corridors will be "…vibrant, pedestrian-friendly districts, within walking distance of home. They will afford the opportunity to buy groceries, enjoy a meal or do some window shopping in the neighbourhood."

Figures 8-2, 8-3 and 8-4 summarize the existing retail commercial space in Winnipeg by commercial parcel use, location and amount of commercial space. This information is summarized for each of the 14 nodes, which are mapped in Figure 8-1.

**FIGURE 8-2**
**SUMMARY OF RETAIL COMMERCIAL SPACE: DOWNTOWN & REGIONAL MIXED-USE CENTRES** [1]

| Nodes | Downtown 1 | Polo Park 2 | Kenaston & Sterling Lyon 3 | Kenaston & McGillivray 4 | St. Vital 5 | Regent & Lagimodiere 6 | McPhillips & Leila 7 | **TOTAL DOWNTOWN & CENTRES 1-7** | *Percent Distribution* |
|---|---|---|---|---|---|---|---|---|---|
| **Food Oriented Retail (FOR)** | | | | | | | | | |
| Supermarkets | 0 | 203,100 | 0 | 0 | 0 | 139,700 | 0 | **342,800** | *2.2%* |
| Convenience Stores | 3,100 | 0 | 0 | 0 | 0 | 0 | 0 | **3,100** | *0.0%* |
| **Subtotal Food Oriented Retail (FOR)** | 3,100 | 203,100 | 0 | 0 | 0 | 139,700 | 0 | **345,900** | *2.2%* |
| **Retail Commercial Centres** [2] | | | | | | | | | |
| Commercial Retail Warehouse Centre | 93,500 | 1,351,200 | 380,400 | 350,600 | 0 | 735,600 | 409,300 | **3,320,600** | *21.3%* |
| Neighbourhood Shopping Centre | 134,500 | 639,500 | 11,600 | 234,500 | 283,500 | 329,700 | 505,800 | **2,139,100** | *13.7%* |
| Community Shopping Centre | 0 | 0 | 0 | 882,200 | 0 | 444,900 | 0 | **1,327,100** | *8.5%* |
| Regional Shopping Centre | 592,400 | 1,253,100 | 360,600 | 0 | 891,600 | 490,200 | 344,900 | **3,932,800** | *25.2%* |
| **Subtotal Retail Commercial Centres** | 820,400 | 3,243,800 | 752,600 | 1,467,300 | 1,175,100 | 2,000,400 | 1,260,000 | **10,719,600** | *68.6%* |
| **Other Retail Space** | | | | | | | | | |
| Commercial Multi-Use | 48,300 | 4,100 | 0 | 0 | 0 | 0 | 0 | **52,400** | *0.3%* |
| Commercial Row House | 23,100 | 0 | 0 | 0 | 0 | 0 | 21,100 | **44,200** | *0.3%* |
| Store | 289,800 | 85,000 | 0 | 0 | 5,700 | 14,400 | 20,000 | **414,900** | *2.7%* |
| **Subtotal Other Retail Space** | 361,200 | 89,100 | 0 | 0 | 5,700 | 14,400 | 41,100 | **511,500** | *3.3%* |
| **Service Space** | | | | | | | | | |
| **Subtotal Service Space** | 461,300 | 69,000 | 0 | 20,400 | 3,800 | 53,000 | 31,900 | **639,400** | *4.1%* |
| **Other Parcel Uses** [3] | 2,417,150 | - | - | - | - | - | - | **2,417,150** | *15.5%* |
| **Total Occupied Retail & Service Space** | 4,063,150 | 3,605,000 | 752,600 | 1,487,700 | 1,184,600 | 2,207,500 | 1,333,000 | **14,633,550** | *93.7%* |
| **Vacant** | 452,400 | 242,200 | 53,600 | 16,000 | 51,100 | 52,100 | 122,300 | **989,700** | *6.3%* |
| **Vacancy Rate (%)** | *10.0%* | *6.3%* | *6.6%* | *1.1%* | *4.1%* | *2.3%* | *8.4%* | **6.3%** | |
| **Total Retail & Service Space** | 4,515,550 | 3,847,200 | 806,200 | 1,503,700 | 1,235,700 | 2,259,600 | 1,455,300 | **15,623,250** | *100.0%* |
| ***Percent Distribution*** | *28.9%* | *24.6%* | *5.2%* | *9.6%* | *7.9%* | *14.5%* | *9.3%* | *100.0%* | |

Source: TATE ECONOMIC RESEARCH INC.

[1] Based on City of Winnipeg 2016 Property Tax Assessment data as well as a vacant space inventory and site inspections completed by TER in May 2017. Rounded to the nearest 100 square feet.

[2] In instances where Retail Commercial Centres include specific store types such as "Supermarkets," the Supermarkets are included in the total square footage of the Retail Commercial Centre. For example there is a Safeway supermarket included within the Kenaston & McGillivray Community Shopping Centre total square footage. Retail Commercial Centres were also adjusted in size to account for multiple levels.

[3] In order to incorporate the retail commercial space in downtown mixed-use buildings classified as "Office", "Apartment Multi-Use" and "Warehouse" in the Land Parcel Database, TER has estimated a ratio of commercial space to total space by neighbourhood in order to approximate the amount of retail commercial space in the various downtown neighbourhoods.

**FIGURE 8-3**
**SUMMARY OF RETAIL AND SERVICE SPACE IN WINNIPEG'S REGIONAL MIXED-USE CORRIDORS** [1]

| Nodes | Portage Avenue 8 | Pembina Highway 9 | St. Mary's Road 10 | St. Anne's Road 11 | Nairn / Regent Avenue 12 | Henderson Highway 13 | Main Street 14 | **TOTAL CORRIDORS 8-14** | *Percent Distribution* |
|---|---|---|---|---|---|---|---|---|---|
| **Food Oriented Retail (FOR)** | | | | | | | | | |
| Supermarkets | 202,900 | 138,000 | 0 | 248,000 | 0 | 0 | 46,300 | **635,200** | *4.1%* |
| Convenience Stores | 4,800 | 15,600 | 11,900 | 2,000 | 2,500 | 7,200 | 6,300 | **50,300** | *0.3%* |
| **Subtotal Food Oriented Retail (FOR)** | 207,700 | 153,600 | 11,900 | 250,000 | 2,500 | 7,200 | 52,600 | **685,500** | *4.4%* |
| **Retail Commercial Centres** [2] | | | | | | | | | |
| Commercial Retail Warehouse Centre | 128,400 | 98,400 | 0 | 204,900 | 175,200 | 0 | 17,800 | **624,700** | *4.0%* |
| Neighbourhood Shopping Centre | 573,300 | 1,044,400 | 278,300 | 300,700 | 130,600 | 353,200 | 236,300 | **2,916,800** | *18.7%* |
| Community Shopping Centre | 334,800 | 416,400 | 0 | 177,000 | 0 | 83,800 | 0 | **1,012,000** | *6.5%* |
| Regional Shopping Centre | 0 | 0 | 0 | 0 | 0 | 0 | 0 | **0** | *0.0%* |
| **Subtotal Retail Commercial Centres** | 1,036,500 | 1,559,200 | 278,300 | 682,600 | 305,800 | 437,000 | 254,100 | **4,553,500** | *29.1%* |
| **Other Retail Space** | | | | | | | | | |
| Commercial Multi-Use | 33,400 | 11,900 | 54,700 | 18,900 | 0 | 27,700 | 86,900 | **233,500** | *1.5%* |
| Commercial Row House | 0 | 27,200 | 0 | 0 | 0 | 0 | 0 | **27,200** | *0.2%* |
| Store | 345,100 | 374,100 | 139,700 | 64,300 | 52,200 | 99,600 | 211,900 | **1,286,900** | *8.2%* |
| **Subtotal Other Retail Space** | 378,500 | 413,200 | 194,400 | 83,200 | 52,200 | 127,300 | 298,800 | **1,547,600** | *9.9%* |
| **Service Space** | | | | | | | | | |
| **Subtotal Service Space** | 304,000 | 263,700 | 111,100 | 41,200 | 55,400 | 121,800 | 180,700 | **1,077,900** | *6.9%* |
| **Total Occupied Retail & Service Space** | 1,926,700 | 2,389,700 | 595,700 | 1,057,000 | 415,900 | 693,300 | 786,200 | **7,864,500** | *50.3%* |
| **Vacant** | 82,600 | 211,400 | 39,400 | 4,800 | 47,400 | 52,700 | 101,100 | **539,400** | *3.5%* |
| **Vacancy Rate (%)** | *4.1%* | *8.1%* | *6.2%* | *0.5%* | *10.2%* | *7.1%* | *11.4%* | ***6.4%*** | |
| **Total Retail & Service Space** | 2,009,300 | 2,601,100 | 635,100 | 1,061,800 | 463,300 | 746,000 | 887,300 | **8,403,900** | *53.8%* |
| ***Percent Distribution*** | *12.9%* | *16.6%* | *4.1%* | *6.8%* | *3.0%* | *4.8%* | *5.7%* | *53.8%* | |

Source: TATE ECONOMIC RESEARCH INC.

[1] Based on City of Winnipeg 2016 Property Tax Assessment data as well as a vacant space inventory and site inspections completed by TER in May 2017. Rounded to the nearest 100 square feet.

[2] In instances where Retail Commercial Centres include specific store types such as "Supermarkets," the Supermarkets are included in the total square footage of the Retail Commercial Centre. For example there is a Safeway supermarket included within the Kenaston & McGillivray Community Shopping Centre total square footage. Retail Commercial Centres were also adjusted in size to account for multiple levels.

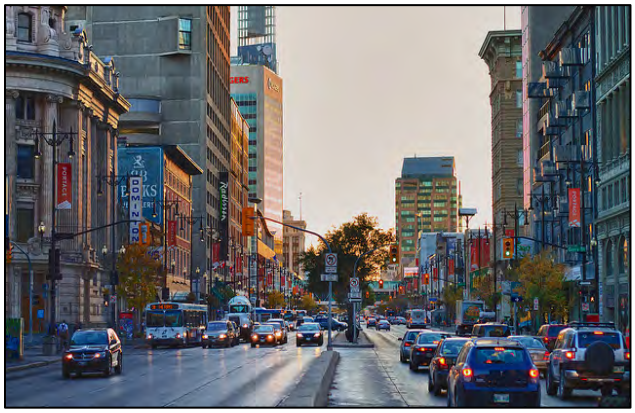
**FIGURE 8-4**
**SUMMARY OF RETAIL COMMERCIAL SPACE WITHIN WINNIPEG AND STUDY AREAS [1]**

| | Downtown | Regional Mixed-Use Centres | Regional Mixed-Use Corridors | Downtown, Centres and Corridors | **TOTAL CITY OF WINNIPEG** |
|---|---|---|---|---|---|
| Occupied Retail & Service Space | 4,063,150 | 10,570,400 | 7,864,500 | 22,498,050 | - |
| Vacant Space | 452,400 | 537,300 | 539,400 | 1,529,100 | - |
| Vacancy Rate | 10.0% | 4.8% | 6.4% | 6.4% | - |
| Total Built Retail and Service Space | 4,515,550 | 11,107,700 | 8,403,900 | 24,027,150 | **33,767,080** |

Source: TATE ECONOMIC RESEARCH INC.
[1)] Based on City of Winnipeg 2016 Property Tax Assessment data as well as a vacant space inventory and site inspections completed by TER in May 2017. Rounded to the nearest 100 square feet.

The following points summarize the inventory of existing retail commercial space in Winnipeg, by node.

## Node 1: Downtown



The Downtown (Node 1) is the largest retail/commercial area within the City of Winnipeg. This node includes 4.5 million sq.ft. of retail/commercial space.

- Retail/commercial activity within the node is predominantly located in the ground floor of mixed-use buildings on major streets such as Portage Avenue and Main Street.
- The Downtown includes unique shopping areas such as the Exchange District, which features a wide range of independent restaurants and retailers and The Forks, which includes a multi-purpose gathering space for festivals and events and also includes retail commercial space.
- There are underutilized larger buildings in the Downtown, such as The Bay on Portage Avenue, and other underutilized ground floor units elsewhere in the Downtown.
- Many office buildings are connected via the Skywalk, an indoor walking system that utilizes above- and below-ground connections to provide a climate controlled access from building to building.

- Portage Place is an enclosed shopping centre with a food court located in the Downtown, on Portage Avenue. Portage Place is anchored by Shoppers Drug Mart and Staples.
- The Downtown includes a wide variety of recreational, entertainment and cultural uses. Recent additions to the Downtown include the Bell MTS Place, the Millennium Library and the RBC Convention Centre.
- There are approximately 452,400 sq.ft. of vacant retail commercial space in the Downtown. This amount represents 10.0%, which is above the normal rate in a balanced market of 5.0% to 7.5%.

**Node 2: Polo Park**

The Polo Park Regional Mixed-Use Centre (Node 2) is located to the west of the Downtown, north of Portage Avenue. It is the second largest node in the City and includes the CF Polo Park shopping centre and the retail commercial uses that surround the shopping centre, primarily located to the north of the enclosed mall.




- CF Polo Park is the dominant regional shopping centre in the City. It is an enclosed, 2-level shopping centre totalling approximately 566,000 sq.ft. It is anchored by Sears (which recently announced its closure) and Hudson's Bay. Other major tenants include Forever 21, SportChek, and the freestanding Silver City theatre.
- CF Polo Park is often considered by retailers as the premier location for their first or only entrant into the Winnipeg market. Examples of such retailers include Apple and Harry Rosen.
- In addition to CF Polo Park, there are a number of freestanding major retailers and open-concept retail centres surrounding Polo Park. These retailers include Walmart, Home Depot, Chapters, Rona, Leon's, Canadian Tire, Safeway and many others.
- This node includes approximately 242,200 sq.ft. of vacant space, which represents a vacancy level of 6.3%. This vacancy level is influenced by the vacant, formerly Target, department store located to the north of the CF Polo Park shopping centre.

**Node 3: Kenaston and Sterling Lyon**

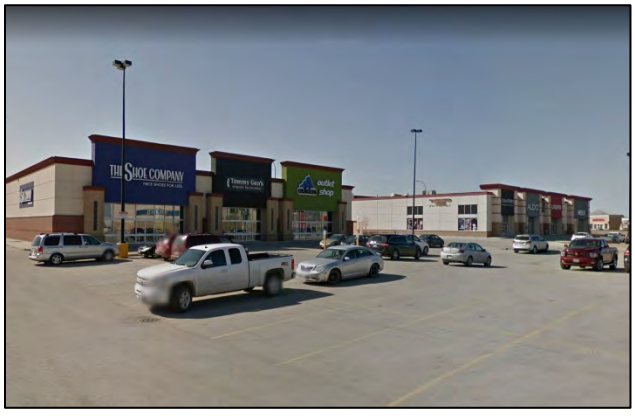
This node is the newest major retail/commercial node in the City. It includes approximately 806,200 sq.ft. This figure represents data from 2016, prior to the opening of Outlet Collection Winnipeg, a 400,000 sq.ft. factory outlet centre.




- This node includes a 390,000 sq.ft. IKEA furniture store, which opened in 2012. It is the only location from Calgary to the Toronto area, and as such, attracts customers from a wide area, well beyond the City of Winnipeg.
- Adjacent to the IKEA is the 70,000 sq.ft. Cabela's sporting goods and outdoor equipment store. It is the only Cabela's location in Manitoba.
- A variety of mixed-use development, including seniors' housing and other residential uses are proposed and under development in this area.
- This area includes 54,000 sq.ft. of vacant space, which represents approximately 6.6%.

**Node 4: Kenaston and McGillivray**

This node includes retail commercial space on the four quadrants of the intersection. The space is concentrated in a variety of freestanding stores and power centre formats.




- There is a total of 1.5 million sq.ft. in this node.
- Major tenants include Costco, Rona, Home Depot, Canadian Tire, Walmart, Golf Town, Petland, Indigo and others.
- There is a convenience-oriented component, which includes Safeway and Sobeys supermarkets as well as a Shoppers Drug Mart.

- There is also a fashion component included in one of the quadrants. Fashion and home furnishings retailers located here include Tommy Hilfiger, Urban Planet, Addition Elle, Bombay, Roots, etc.
- The node is comprised of approximately 80% service space and 20% retail space excluding vacancies.

**Node 5: St. Vital**

This node is located in south-east Winnipeg. It includes the St. Vital Centre and the retail strip centres that surround it to the east, south and west.

- St. Vital Centre is an enclosed regional centre of 928,000 sq.ft. It is anchored by Walmart, Sears and Hudson's Bay. Other major tenants include Chapters, London Drugs, Silver City and SportChek. There is a freestanding Red River Co-op supermarket located at St. Vital Centre.




- The surrounding retail centres in this node are predominantly open-concept retail centres including a range of retail and service units. They account for approximately 300,000 sq.ft.
- The vacancy rate in this node is 4.1%.

**Node 6: Regent and Lagimodiere**

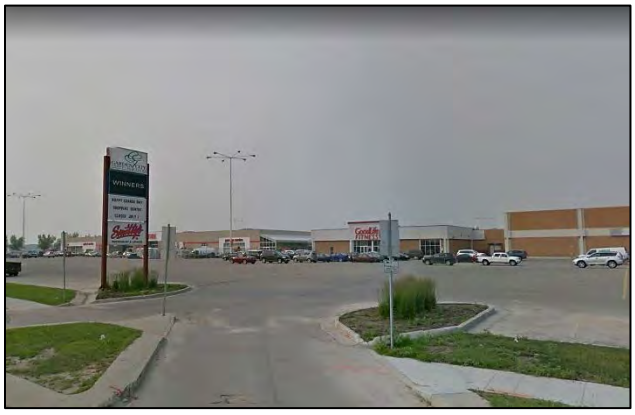
This node is located east of the Downtown. It includes Kildonan Place and a significant amount of big box retail that surrounds the mall. This node totals approximately 2.3 million sq.ft., making it the third largest of the Regional Mixed Use Centres.




- Kildonan Place is an enclosed shopping centre of approximately 460,000 sq.ft. It is anchored by Sears. The space formerly occupied by Zellers/Target has been re-merchandised into H&M, Urban Planet, HomeSense and Marshalls. Other recent additions include a freestanding Mastermind Toys.
- Adjacent to Kildonan Place are major retailers including Costco, Canadian Tire, Home Depot, Walmart Supercentre and others.
- The vacancy rate in this node is 2.3%.

**Node 7: McPhillips and Leila**

This node is located north of the Downtown. It includes Garden City Shopping Centre and the surrounding area. This node totals approximately 1.5 million sq.ft.




- Garden City Shopping Centre is an enclosed shopping centre of approximately 395,000 sq.ft. It is anchored by a Sears Outlet store and a Canadian Tire. There is a Winners under development. Sears is slated for closure and its redevelopment plans are unknown.
- Adjacent to Garden City Shopping Centre to the north is a retail strip centre including Home Depot, Staples and JYSK.
- To the northwest is a Walmart Supercentre.
- The vacancy rate in this node is 8.4%.

**Summary of Retail Commercial Space: Regional Mixed-Use Corridors**

There are seven Regional Mixed-Use Corridors identified in OurWinnipeg. The total amount of retail commercial space in each node is indicated below:

Node 8: Portage Avenue – 2.0 million sq.ft.
Node 9: Pembina Highway – 2.6 million sq.ft.
Node 10: St. Mary's Road – 635,000 sq.ft.
Node 11: St. Anne's Road – 1.1 million sq.ft.
Node 12: Nairn/Regent Avenue – 463,000 sq.ft.
Node 13: Henderson Highway – 746,000 sq.ft.
Node 14: Main Street – 887,000 sq.ft.

The majority of this space is in the form of older buildings in a "main street format." Other parts of the Corridors include more recently developed strip retail centres and purpose-built retail buildings.

The total amount of retail commercial space in the Regional Mixed-Use Corridors is 8.4 million sq.ft. Regional Mixed-Use Corridors represent approximately 24.9% of the total 33.8 million sq.ft. in the City. There is approximately 539,400 sq.ft. of vacant space in the Corridors, which represents a vacancy level of 6.4%.

### *8.3.1 Coverage Ratios*

"Coverage" is a term that expresses floor area in relation to lot size. A coverage ratio (or floor area ratio) is typically expressed in percentage terms and is calculated by floor area/lot area. It is typically a gross measure and includes unleaseable areas such as common areas, washrooms, stair wells and closets. Since the ratio concerns the relation between a building and land, gross floor area is a far more accurate measure than net.

Typical shopping centres, including those in Winnipeg, have been built with the retail commercial area representing approximately 25% of the site area. The balance of the site area (75%) is comprised of parking, setbacks, storm water management, landscaping, etc.

Figure 8-5 indicates coverage ratios for retail commercial space in the overall City of Winnipeg, as well as at selected shopping centres.

**FIGURE 8-5**
**LAND COVERAGE RATIOS - CITY OF WINNIPEG AND SELECTED SHOPPING CENTRES**

| | Year Opened | Current Building Coverage (GLA) | Estimated GFA [1] | Parcel Size (Sq.ft.) | GFA Coverage Ratio (%) |
|---|---|---|---|---|---|
| City of Winnipeg | | | 33,767,100 | 130,577,400 | 25.9% |
| Polo Park Shopping Centre | 1959 | 1,198,100 | 1,497,600 | 2,471,500 | 60.6% |
| Portage Place Shopping Centre | 1987 | 497,500 | 621,900 | 209,800 | 296.4% |
| St. Vital Centre | 1979 | 927,800 | 1,159,800 | 3,050,500 | 38.0% |
| Kildonan Place Shopping Centre | 1980 | 460,000 | 575,000 | 2,225,900 | 25.8% |
| Outlet Collection Winnipeg | 2017 | 400,000 | 500,000 | 5,184,500 | 9.6% |
| Garden City Shopping Centre | 1970 | 380,600 | 475,800 | 1,603,700 | 29.7% |
| **Total Selected Shopping Centres** | | **3,864,000** | **4,830,100** | **14,745,900** | **32.8%** |

Source: TATE ECONOMIC RESEARCH INC. rounded to the nearest 100 square feet.
[1] Assuming a GLA to GFA conversion ratio of 0.8 for the selected shopping centres.

As indicated in Figure 8-5, the overall retail commercial coverage ratio is approximately 25.9%. This figure is based on all retail commercial space in the City. This ratio of 25.9% is considered to be within normal industry range.

These coverage ratios indicate a broad range for existing centres. It is noteworthy that older centres tend to intensify over time, resulting in higher coverage ratios. For example, CF Polo Park opened in the late 1950s as an open-concept retail strip centre. Over time, particularly with the addition of a second level in the 1980s, this centre has intensified to its current coverage ratio of approximately 60%. The newest shopping centre, Outlet Collection Winnipeg, opened in 2017 with a coverage ratio of approximately 10%. It is anticipated that Outlet Collection Winnipeg will intensify over time through mall expansions and the development of freestanding pads.

### Centres, Corridors and Overall Supply

The study team's review of City assessment data has indicated that there is approximately 33.8 million sq.ft. of retail and commercial space within the entire City of Winnipeg. Approximately 24.0 million sq.ft. of this supply is concentrated in the Downtown, Centres and Corridors. The Downtown, Centres and Corridors represent approximately 71.2% of the total amount of retail commercial space in the City. The overall coverage ratio in the City of Winnipeg is approximately 25.9%.

## 8.4 Retail Development Activity

The existing commercial retail structure within the City of Winnipeg has been summarized in the previous section of this report. The following section provides

context regarding recent development activity in Winnipeg. This section is primarily focused on activity since the 2009 commercial lands strategy was undertaken on behalf of the City. This section comments on recent development patterns within Winnipeg, and an overview of the different development patterns in Winnipeg's suburban areas, commercial corridors and downtown.

### *8.4.1 Recent Development Patterns within Suburban, Corridor and Downtown Areas*

The Winnipeg retail market has changed considerably since the last commercial land strategy study was undertaken in 2009. The market has evolved particularly in Winnipeg's downtown and regional mixed-use centres. Several large-scale development projects have been approved since the previous commercial study in 2009 and the adoption of OurWinnipeg in 2011. These commercial sites represent future supply and influence the future demand for additional commercial lands.

Some of the most notable changes in the Winnipeg retail market, in terms of actual supply, are discussed below.

#### Development of the Kenaston and Sterling Lyon Regional Mixed-Use Centre

The Kenaston and Sterling Lyon Regional Mixed-Use Centre has seen an extensive amount of development since 2009. Notable developments include the new Outlet Collection Winnipeg and the Seasons of Tuxedo shopping centre located adjacent to this factory outlet centre, across Sterling Lyon Parkway. The new outlet mall comprises approximately 400,000 sq.ft. of space predominantly focused on clothing and accessory retailers.

Seasons of Tuxedo shopping centre contains a 396,000 sq.ft. Ikea Store, the first store in Winnipeg, as well as a 70,000 sq.ft. Cabela's Store. Seasons of Tuxedo is also tenanted by a variety of smaller retailers. Both developments have led to the creation of a dominant retail node in southwestern Winnipeg.

#### Target's Entry and Exit in the Winnipeg Market

Target opened four stores in the Winnipeg market in 2013/2014. These included locations at the Southdale Shopping Centre, Grant Park Shopping Centre, Kildonan Place Shopping Centre and the Plaza at Polo Park. Target ceased operating in Canada in 2015. The three former Target locations at Southdale Shopping Centre, Grant Park Shopping Centre and Kildonan Place Shopping Centre have been/or are undergoing a process of being repurposed and re-tenanted, as outlined below:

- The 99,000 sq.ft. former Target space at Southdale Shopping Centre was bought by Walmart in 2015 and is now fully occupied by a Walmart store.
- The former 120,000 sq.ft. Target space at Grant Park Mall has been subdivided, and is now tenanted by an 86,000 sq.ft. Canadian Tire store and a 34,000 sq.ft. Goodlife Fitness centre.
- The 120,000 sq.ft. former Target space at Kildonan Place Shopping Centre has been subdivided and is now tenanted by a variety of retailers such as Marshalls, HomeSense and H&M.

The 150,000 sq.ft. former Target space located at the Plaza at Polo Park remains vacant since Target's closure in 2015. The site is located just north of CF Polo Park, and is surrounded by vacant sites to the south and east.



In regards to the redevelopment of this space, Cadillac Fairview (the owners of CF Polo Park) announced that they had purchased the site in 2015, with future plans to develop.

**Notable Shopping Centre Expansions and Renovations**

Since 2009, there have been a number of major renovations at various shopping centres across Winnipeg. These major renovations/redevelopments include:

- CF Polo Park completed a $49 million, 114,000 sq.ft. renovation in fall 2014. The renovation brought in many "first to Winnipeg" retailers such as Fossil and Nine West and replaced the former Zellers space in the upper level of the mall.
- Garden City Shopping Centre is currently undergoing a significant redevelopment in order to add amenities and modernize the atmosphere of the centre. The renovation includes a remodeled food court and lounge areas. The Sears Outlet store is closing and the plans for the redevelopment of the Sears Outlet space are unknown.
- Northgate Shopping Centre is undergoing a $20 million renovation in order to eliminate the enclosed portion of the centre and have stores open directly to

the parking area, in a process known as "de-malling". This redevelopment features the opening of an 65,000 sq.ft. Save-On-Foods store.

**Portage Avenue West at Racetrack Road (Emerging Regional Mixed-Use Centre)**




The previous Commercial Lands Study noted the lands just west of the Pointe West Auto Park, near the Red River Exhibition Park) as a suitable site for a potential retail/ commercial area. Since then, the City has designated the lands as an emerging Regional Mixed-Use Centre. Shindico owns these lands, as well as lands extending west to the municipal border. The site is vacant. Shindico has created concept plans for "Westport Festival," a 1,000,000 sq.ft. power centre format development. The current concept plan for the site includes a theatre, supermarket, large general merchandise retailer and a home improvement store. It is our understanding, however, that these tenants remain conceptual.

**Development of the Taylor Lands/Grant Park Pavilions**




The 2009 Commercial Lands Study assessed the Taylor/Parker Lands as a possible retail commercial area in the next ten years. The owner, Shindico, has plans for "Grant Park Pavilions," a mixed-use development of over 1,000,000 sq.ft. containing retail and office uses. The site is currently occupied by an approximately 145,000 sq.ft. Walmart Supercentre and a Scotiabank.

### Downtown Redevelopment and Mixed-Use Intensification

Downtown Winnipeg continues to experience significant development activity. The return of the NHL hockey team, the Winnipeg Jets, in 2011 and renewed activity at Bell MTS Place, has increased development interest in the downtown. Specifically, True North Square is a major mixed-use development project located adjacent to Bell MTSPlace. It is currently under construction and will feature four towers, and approximately one million sq.ft. of hotel, residential, office and retail space. The development will be the largest of its kind in Winnipeg, and its success will be influenced by the continued interest in the Jets and Bell MTS Place.

Artis REIT has unveiled a proposal to build a 40-storey mixed-use commercial and residential building at 300 Main Street in downtown Winnipeg. This proposed building would be the tallest structure in the City. Furthermore, this development, along with Artis REIT's on-going exterior renovation of its existing building at 360 Main Street, are examples of development interest in Winnipeg's core.

Another example of redevelopment and mixed-use intensification is the Exchange District. The Exchange District is an area within the downtown located northwest of the Portage Avenue and Main Street intersection. It is predominantly comprised of historically preserved early 20th century mid-rise industrial and warehouse buildings. Many of these buildings are being re-purposed into modern mixed-use spaces, including residential or office uses on the upper levels, and retail and services uses on the ground floor.

### Summary of Suburban, Corridor and Downtown Development

Development patterns in Winnipeg have begun to change since the last commercial lands study was conducted in 2009. Overall, the City has seen a moderate shift towards intensification and redevelopment of existing spaces downtown such as the Exchange District and areas surrounding entertainment uses such as Bell MTS Place.

Furthermore, coincident with the introduction of Outlet Collection Winnipeg, some shopping centres along/near Winnipeg's prominent corridors have invested in renovations and expansions in order to stay competitive in Winnipeg's retail market. While there are still proposals/concepts for developments in Winnipeg's suburbs in the form of commercial power centres, some sites such as Grant Park Pavilions,

have been proposed to include a variety of commercial mixed-uses, extending beyond traditional retail development.

### *8.4.2 Retail Commercial Supply Summary*

It is estimated that there is 33.8 million sq.ft. of retail, service and vacant commercial space in the City of Winnipeg. The City includes regional enclosed shopping centres, community scale shopping centres, power centres and a new factory outlet centre. Although there are no high-end department stores in the City, such as Nordstrom's or Sak's Fifth Avenue, the majority of Canadian shopping centre formats, store types and brands are located in Winnipeg.

There is approximately 4.5 million sq.ft. of retail commercial space located in the downtown. There is approximately 11.1 million sq.ft. in the seven Regional Mixed-Use Centres and 8.4 million sq.ft. in the Regional Mixed-Use Corridors. The amount of space analysed in the Downtown, Centres and Corridors represents approximately 24.0 million sq.ft. There is approximately 1.5 million sq.ft. of vacant space, which represents 6.4%. This vacancy level is considered to be within typical levels for a balanced market, which are between 5.0% and 7.5%.

## 8.5 Comparative Analysis of Winnipeg Retail Structure

This section summarizes our comparison of Winnipeg's retail structure relative to other markets in Canada. In our comparison of Winnipeg to nine other major Canadian cities, a variety of data sources were examined. These data sources include the Canadian Directory of Shopping Centres, the International Council of Shopping Centres (ICSC), and the Ryerson University Centre for the Study of Commercial Activity (CSCA) database.

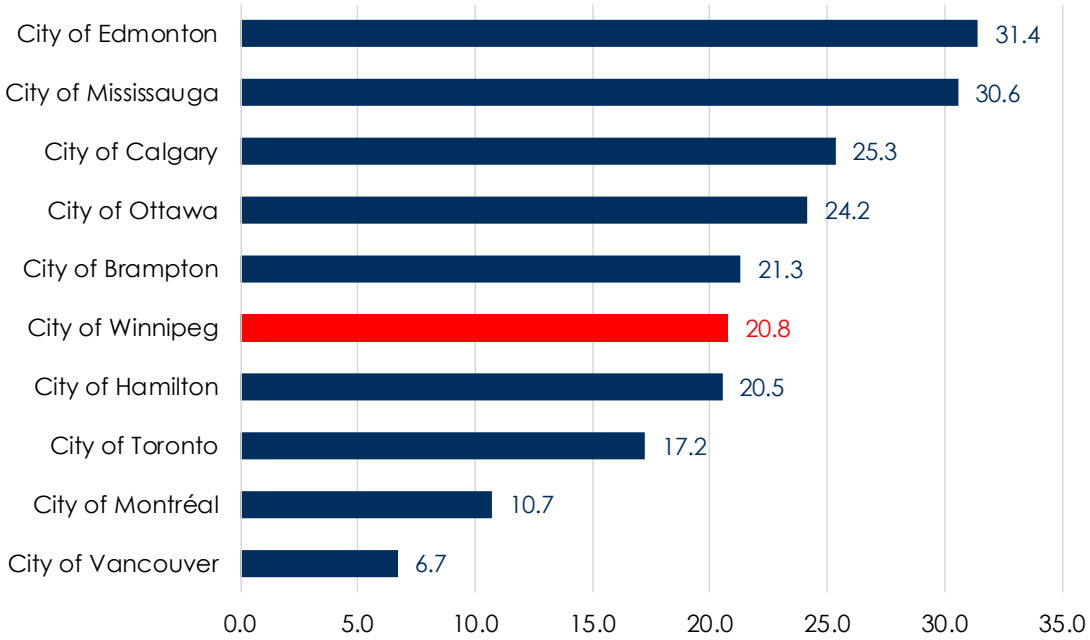
The other cities included in this comparative analysis are:

- Toronto;
- Montreal;
- Calgary;
- Ottawa;
- Edmonton;
- Mississauga;
- Winnipeg;
- Vancouver;
- Brampton; and
- Hamilton.

Using data from CSCA, Figure 8-6 compares Winnipeg to other Canadian cities in regard to overall shopping centre space per capita.

- Winnipeg is near the midpoint of the largest ten Canadian cities when it comes to overall shopping centre space per capita. Winnipeg has approximately 20.8 sq.ft. of overall shopping centre space per capita.
- The Canadian average for major cities is 19.9 sq.ft. of shopping centre space per capita. Winnipeg has approximately 0.9 sq.ft. more retail space per capita than the Canadian average.

**FIGURE 8-6**
**TOTAL AMOUNT OF SHOPPING CENTRE SPACE (SQ. FT.) PER CAPITA: TEN LARGEST CANADIAN CITIES [1]**




Source: TATE ECONOMIC RESEARCH INC.

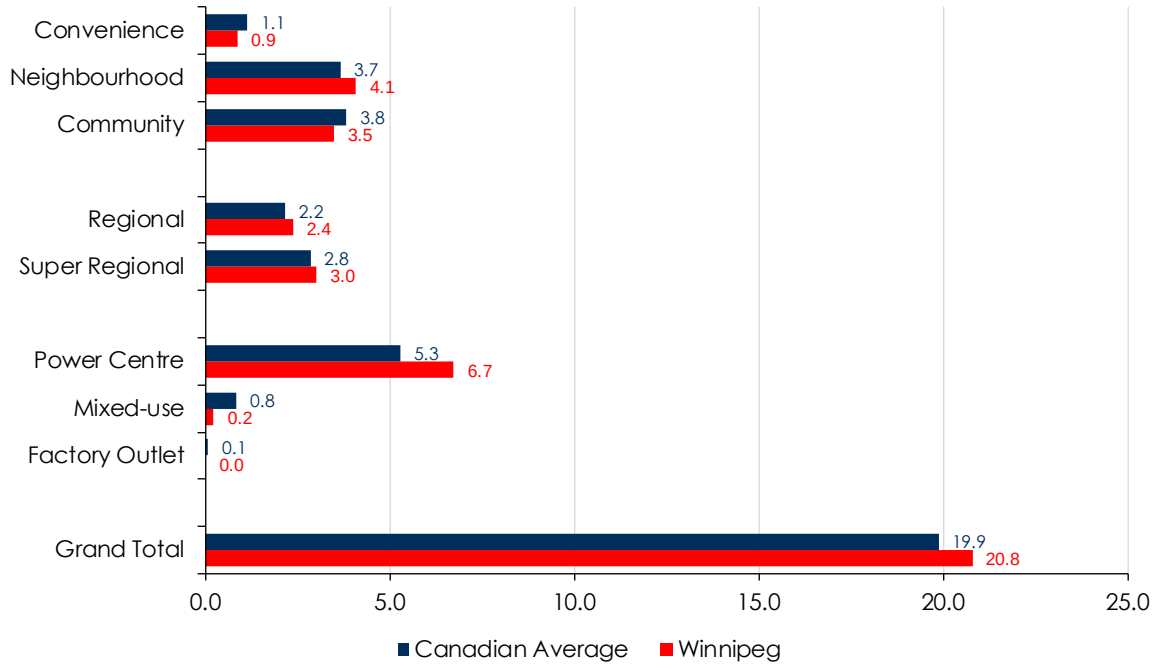
1) Data from CSCA 2017 Shopping Centre Database which reports data collected in 2016.

Figure 8-7 compares Winnipeg to other major cities in terms of type of retail space. Specifically, it illustrates the type of shopping centre space per capita of Winnipeg, relative to a Canadian average. More detailed information is provided in Appendix E. The following points summarize our findings:

- The largest variation between Winnipeg and the Canadian average is power centre space. Winnipeg has approximately 1.4 sq.ft. more per capita than the Canadian average. This figure reflects the prevalence of this type of development in the City and may be influenced by the extensive supply of land available for this type of development.

- Winnipeg has approximately one quarter of the mixed-use space per capita relative to the Canadian average. Winnipeg has 0.2 sq.ft. per capita, compared to the Canadian average of 0.8 sq.ft. per capita. This figure indicates the lack of this type of development, relative to Canadian norms.
- At the time this data was collected in 2016, Outlet Collection Winnipeg was not open. As a result, Winnipeg had 0 sq.ft. per capita of factory outlet space compared to the Canadian average of 0.1 sq.ft. If Outlet Collection Winnipeg were included, the City would have 0.5 sq.ft. of factory outlet space per capita, well above the Canadian average.
- Overall, Winnipeg has less mixed-use space and more power centre space compared to national averages. Winnipeg is in line with other Canadian markets in most shopping centre categories, and is near average in terms of overall shopping centre space per capita.

**FIGURE 8-7**
**PER CAPITA SHOPPING CENTRE SPACE: CANADA vs. WINNIPEG (1&2**




Source: TATE ECONOMIC RESEARCH INC.
1) The Canadian average represents the 10 largest cities by 2016 Census population: Toronto, Montreal, Calgary, Ottawa, Edmonton, Mississauga, Winnipeg, Vancouver, Brampton and Hamilton.
2) Data from CSCA 2017 Shopping Centre Database which reports data collected in 2016.

# 9. Retail Commercial Land Needs Analysis

## 9.1 Study Approach and Assumptions

This study approach is based on the request for proposal requirements from the City of Winnipeg. The work plan is based on primary research, field inspections and a detailed market supply and demand analysis. The study approach and assumptions are outlined in the following section.

The analysis has been conducted in two phases, one relating to supply and the other relating to demand, as outlined below.

## 9.2 Vacant Commercial Supply Analysis

As part of the Industrial Lands Inventory (ILI), the study team examined the City's existing supply of commercial lands in terms of commercially zoned land within the City of Winnipeg, and the supply of vacant commercial lands available for development. The commercial lands supply and commercial lands available for development was determined through the analysis of the City's existing spatial lands information (GIS, property assessment, and zoning), and refined via GIS spatial analysis, satellite imagery, site reconnaissance, local knowledge, and working sessions with the consulting team and City staff.

Unlike the ILI, a specific cluster by cluster analysis was not undertaken, as there is no specific commercial designation under OurWinnipeg and the Complete Communities Direction Strategy (CCDS). The existing commercially zoned lands and commercial lands for development, in general, align with the Mixed Use Corridors and Centres and Major Redevelopment Sites identified in CCDS, and with commercial area designations under adopted Local Area Plans (LAPs). They are also, in general, well distributed throughout City and growth areas. It is important to note that some lands that are available for commercial development are not currently zoned commercial – these include M1 zoned lands that allow for commercial development and are guided by an adopted Area Master Plan, such as the Taylor Lands major redevelopment site, and lands that have been approved for commercial rezoning by City Council, but have not 'vested' when the analysis was conducted. Lands available for commercial development also excludes those lands that are currently under development with an issued building or development

permit. Lands known to be under development in the immediate future but had not been issued building or development permits were included in the inventory.

At the time of report submittal, there were approximately 1,614 ha (3,989 acres) of land zoned Commercial within the City of Winnipeg. These include all lands with CMU, C1, C2, C3, and C4 Commercial zoning districts under City of Winnipeg Zoning By-law 200/2006. Of these lands, approximately 291 ha (718 acres) are commercial lands available for development; however, approximately 4 ha (10 acres) of this total consisted of parcels less than 0.1 acres in size (remnant parcels, control strips, etc.) and generally be considered as non-developable.

Of the approximately 291 ha (718 acres) of developable commercial lands available for development, approximately 66 ha (162 acres) are zoned, serviced, and available for development within the next two years. An additional 107 ha (265 acres) of commercial lands available for development have some minor impediments for growth (zoning still to be vested, servicing infrastructure runs, etc.), but are expected to be available for development starting in 2019.

The remaining 114 ha (281 acres) of commercial lands have more significant impediments for growth (lands designated for commercial but not yet rezoned, zoning not vested, significant servicing runs, significant regional infrastructure capacity issues, etc.), and may not be expected to be available for development prior to 2021.

**Figure 9-1**
**City of Winnipeg**
**Commercially Zoned Lands and Vacant Commercial Lands Available for Development[1]**




## 9.3 Retail Commercial Demand Analysis, 2016 to 2036

### *9.3.1 Study Approach*

The following points outline the study approach for the demand analysis:

1. **Population Projections** – As part of the demand analysis, the study team has summarized population forecasts for the City of Winnipeg.

2. **Retail Market Demand Analysis** – A residual retail market demand analysis was conducted that quantified the amount and type of retail space warranted in the City of Winnipeg over the 2016 to 2036 period. The quantitative retail market demand analysis calculates the base-year and future-year retail expenditure potential based on multiplying population by retail expenditure per capita adjusted to reflect the income levels of

[1] A larger map is provided in Appendix F-7.

residents within Winnipeg. The future demand for service space is forecast on a per capita basis.

3. **Commercial Land Needs Analysis** – The demand for commercial space has been compared against the current and proposed supply of commercial space. This analysis resulted in forecasts regarding the absorption of commercial space and the adequacy of existing supply.

### *9.3.2 Basic Assumptions*

We understand the challenges associated with making forecasts and recognize that deviations from historical patterns are likely to occur. Nonetheless, it is our opinion that basic assumptions are necessary to conduct the commercial/retail demand studies such as this one in Winnipeg. The basic assumptions are outlined below:

- The development and corresponding population forecasts are presumed to be accurate. If these forecasts prove to diverge significantly from the populations levels realized, the conclusions of this analysis may require revision.
- The 2016 Property Tax Assessment data provided by the City of Winnipeg, on which this analysis is based, is considered to be accurate and current. If any changes to this data occur, the conclusions of this analysis may require revision.
- The assessment of future retail commercial space that is planned, proposed and under development is assumed to be accurate. It has been compiled by Dillon Consulting, with input from the City of Winnipeg, as outlined in section 9.2.
- Additional assumptions that relate to development capacities and coverage ratios have been indicated, where appropriate, in the report.

This report and its conclusions should be reviewed in the light of these basic assumptions.

### *9.3.3 Demand Analysis*

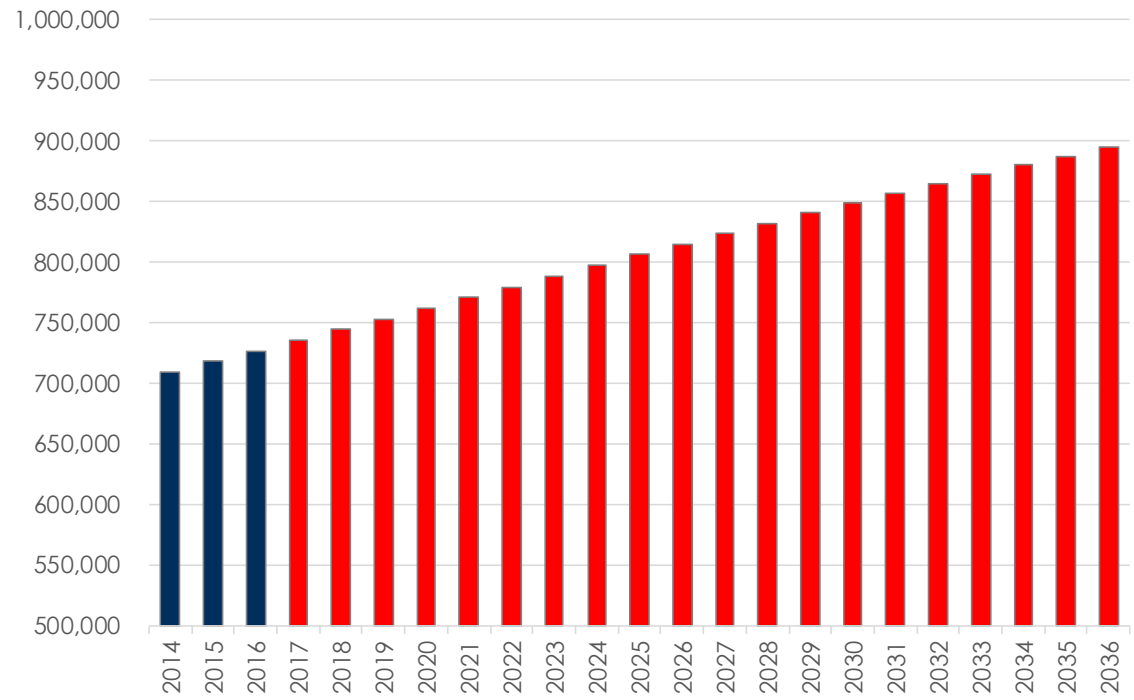
Market demand for new retail commercial space is strongly influenced by population growth and expenditure levels. These inputs to the market demand analysis are discussed below. In a general sense, as the population grows, the demand for population-related development also increases to service the needs of

the local community. The detailed analysis tables that form the basis for this section of the report are included in Appendix E.

**Population Growth**

Figure 9-2 illustrates the population forecast for Winnipeg. The population forecasts were prepared by the City of Winnipeg.

**FIGURE 9-2**
**CITY OF WINNIPEG HISTORICAL AND PROJECTED POPULATION 2001 - 2036 [1]**




Source: TATE ECONOMIC RESEARCH INC. based on City of Winnipeg Population, Housing and Economic Forecast, 2016 and the Conference Board of Canada, 2017.
1) Refer to Appendix E, Figure E-1 for greater detail

Overall, the population of Winnipeg is expected to increase from its current level of approximately 726,700 persons to 894,700 persons by 2036. These population forecasts indicate a growth of approximately 23.1% over the study period, representing an increase of 168,000 persons.

We note that this growth is higher than indicated by historical trends. As much of the demand for additional retail commercial space is generated by population growth, it is recommended that the forecasts in this report be reviewed periodically,

perhaps in conjunction with the release of Census data, to ensure their accuracy and appropriateness.

### Retail Expenditure Potential Forecast

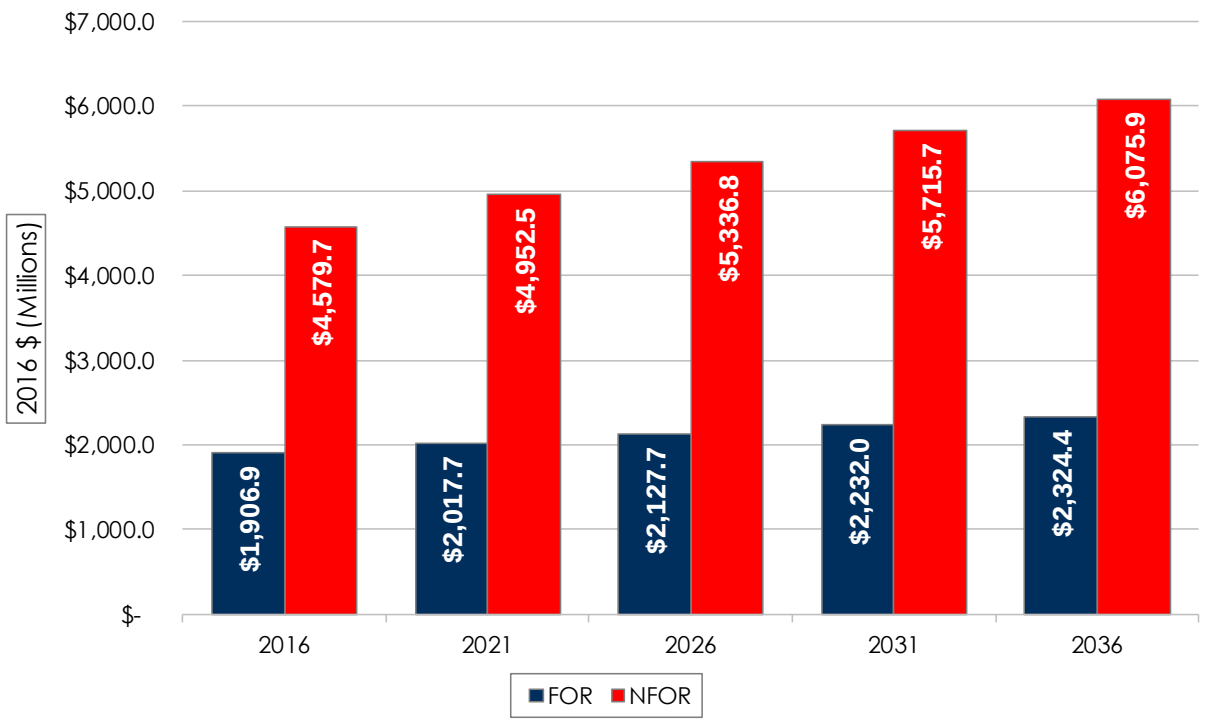
Retail expenditure forecasts are provided for both the Food Oriented Retail (FOR) and Non Food Oriented Retail (NFOR) store categories.[1] These forecasts result from both population and per capita expenditure growth. Current per capita retail expenditure levels are calculated based on Statistics Canada Retail Trade figures, adjusted to reflect local income levels. Forecasts represent modest increases in annual expenditures on a per capita basis, multiplied by forecast population levels. Growth in retail expenditures in the Winnipeg context is primarily a result of forecast population growth.

As a result, City of Winnipeg annual FOR expenditure potential is forecast to increase from $1,906.9 million in 2016 to $2,324.4 million in 2036. These figures are expressed in constant 2016 dollars and do not reflect inflationary increases. These figures represent all expenditures made in stores located in Winnipeg and beyond.

Similarly, NFOR expenditures are forecast to increase from $4,579.7 million in 2016 to $6,075.9 million in 2036. This growth in expenditures will represent market demand for additional retail space in both the FOR and NFOR categories.

[1]Food Oriented Retail (FOR) and Non-Food Oriented Retail (NFOR) categories include various retail store categories that correspond with the NAICS (North American Industry Classification System) classification system. FOR includes Supermarkets & Other Grocery (except convenience) Stores; Specialty Food Stores; and Convenience Stores. NFOR includes General Merchandise Stores (including Warehouse Membership Clubs, Home & Auto Supplies Stores, Department Stores and All Other General Merchandise Stores); Clothing & Accessories Stores; Furniture, Home Furnishings & Electronics Stores; Pharmacies & Personal Care Stores; Miscellaneous Retailers; Building and Outdoor Home Supply Stores and Automotive Retailers. Services are defined as occupants of retail commercial space where commercial activities occur but may not involve the purchase of physical goods. Examples of service space include restaurants, dry cleaners, beauty salons, banks, legal services, movie theatres, and travel agents.

**FIGURE 9-3**
**FOR AND NFOR EXPENDITURE POTENTIAL [1]**

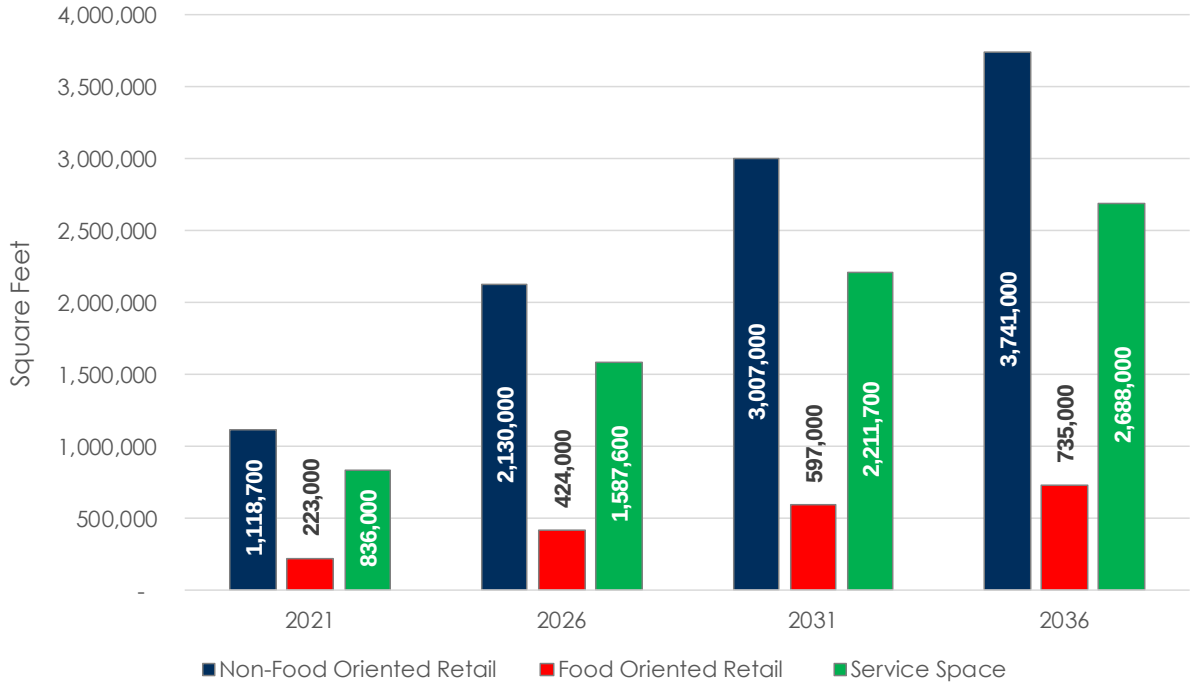



Source: TATE ECONOMIC RESEARCH INC.
[1] Refer to Appendix E, Figures E-2 & E-4 for greater detail.

## Warranted Retail Space

Figure 9-4 summarizes the forecast demand for additional retail and service space in Winnipeg. It is important to note that this summary is intended to provide the City with a guideline for estimating the long-term demand for future retail and service space in Winnipeg. Figures presented in this report, particularly those beyond the year 2036, should not be interpreted as fixed values as a variety of variables may influence long-term demand. The analysis results shown in Figure 9-4 should be interpreted as a guideline for developing a framework to advance the City's retail commercial structure addressing long-term growth of the municipality.

**FIGURE 9-4**
**NFOR, FOR AND SERVICE SPACE WARRANTED DEMAND 2021-2036 [1]**




Source: TATE ECONOMIC RESEARCH INC.
[1] Refer to Appendix E, Figures E-3, E-5 & E-6 for greater detail.

This analysis utilizes a residual demand methodology where demand for future warranted space is estimated based on current base year sales performance levels of existing retailers operating in Winnipeg, without any future transfers from existing retailers. As a result, this analysis is assumed to not impact the existing sales performance of these retailers.

Service space is forecast on a per capita basis, recognizing an anticipated decline in the amount of space per capita. The forecast increase in population, however, will more than offset the forecast per capita decline, resulting in an increase in service space forecast throughout the study period.

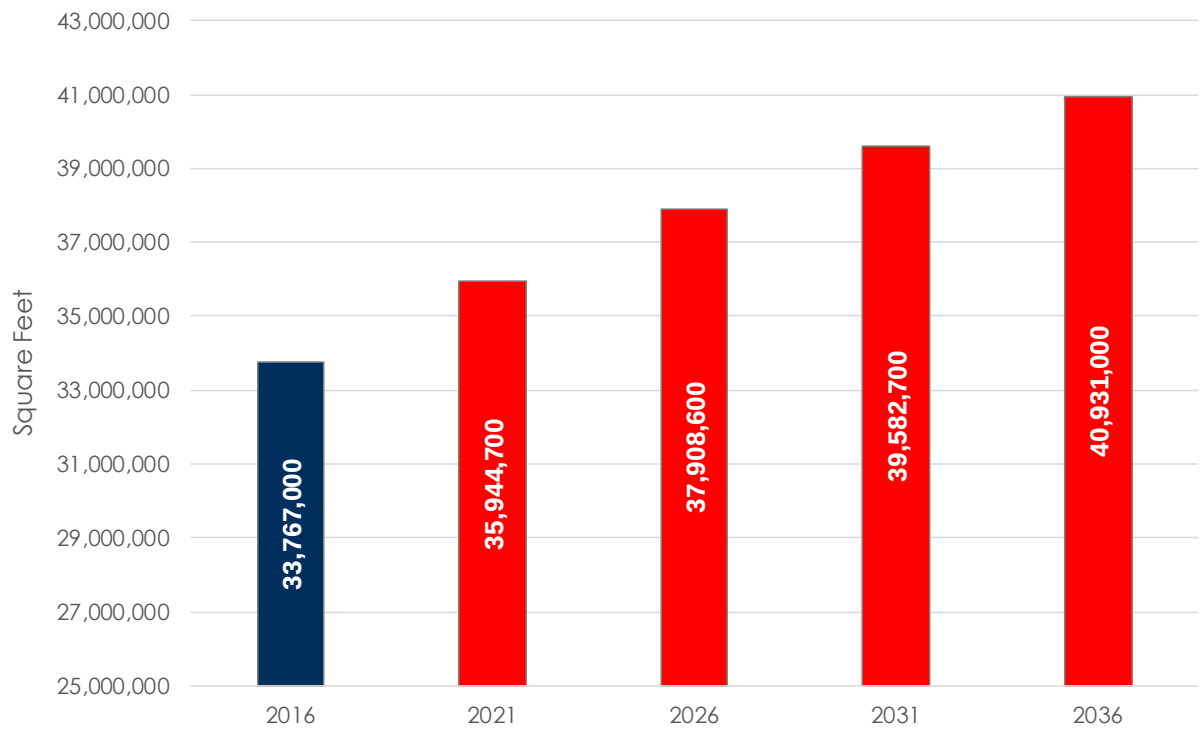
### Overall Demand for Future Retail/Commercial Space

Figure 9-5 identifies total demand for approximately 7.2 million sq.ft. of additional retail commercial space in Winnipeg by 2036. This space has been distributed as follows:

- NFOR uses represent the largest portion of forecast demand. There is market demand for 3.7 million sq.ft. of NFOR uses by 2036;

- There is market demand approximately 735,000 sq.ft. of FOR uses by 2036. This space includes both supermarkets and other specialty food stores;
- There is market demand for approximately 2.7 million sq.ft. of service uses by 2036;
- Currently, there is approximately 33.8 million sq.ft. of retail commercial space in Winnipeg. By 2036, it is forecast that there is total demand, including existing and forecast demand, for 41.0 million sq.ft. of commercial space by 2036 as a result of existing market conditions in conjunction with market and expenditure growth.

**FIGURE 9-5**
**TOTAL WARRANTED RETAIL COMMERCIAL SPACE (2016 - 2036)** (1&2




Source: TATE ECONOMIC RESEARCH INC.

1) Refer to Appendix E, Figure E-7 for greater detail.

2) 2016 base number is from City of Winnipeg Property Assessment Database and TER fieldwork, see Figure 8-4 for greater detail.

### Retail/Commercial Land Requirements

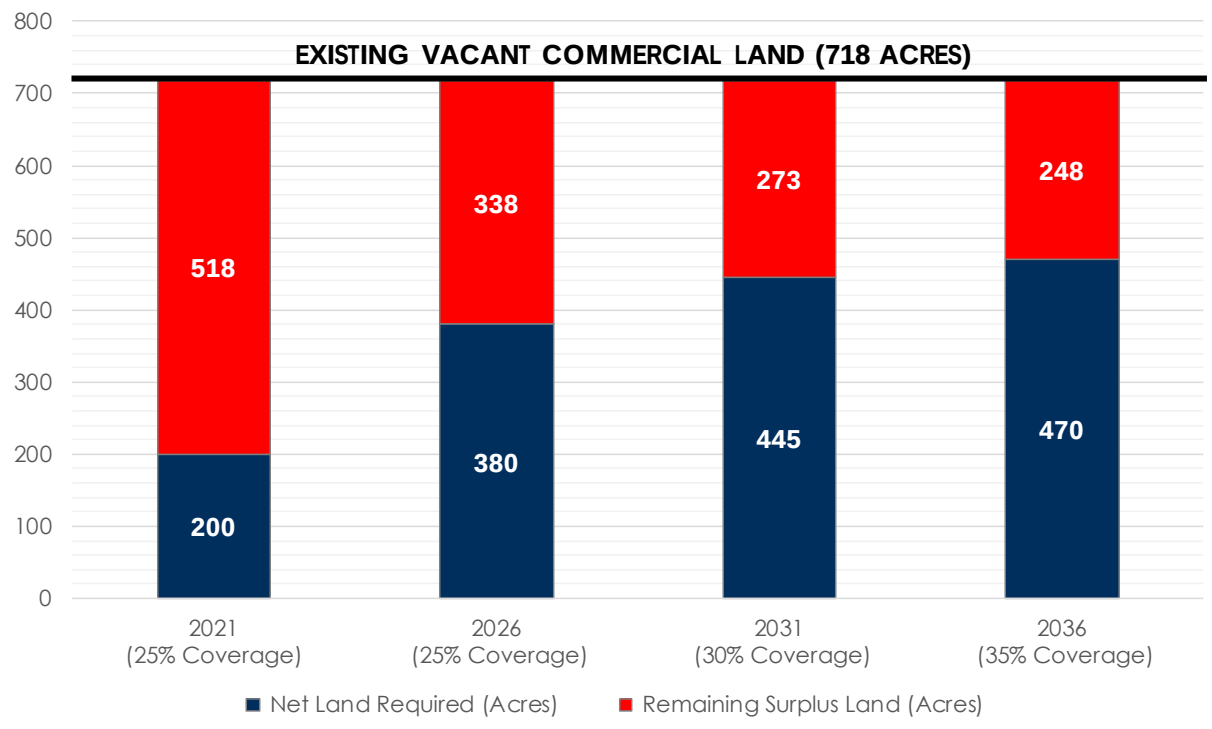
The analysis summarized above indicates market demand for 7.2 million sq.ft. of additional retail commercial space in Winnipeg by 2036. Section 9.2 of this report indicated that there is a supply of 291 ha (718 acres) of developable vacant retail commercial land in the City.

The land requirements for the 7.2 million sq.ft. of additional space has been summarized in Figure 9-6. The land requirements are directly related to the anticipated "coverage" of retail commercial development. Typical shopping centres in Winnipeg have been built with the retail commercial area representing approximately 25% of the site area. The balance of the site area (75%) is comprised of parking, setbacks, storm water management, landscaping, etc.

In order to calculate land requirements, coverage ratios are applied to the warranted retail commercial space indicated previously. It is forecast that coverage ratios will increase from their current level of approximately 25% (held constant to 2026), to 30% by 2031 and 35% by 2036.

The land requirements are stated in acres and are summarized in Figure 9-6, below.

**FIGURE 9-6**
**TOTAL NET LAND REQUIRED (2021 - 2036) [1]**




Source: TATE ECONOMIC RESEARCH INC.
1) Refer to Appendix E, Figure E-7 for greater detail.

### Coverage Ratios and Intensification

It is important to note that there is no forecast coverage ratio scenario that indicates that the demand for retail commercial land will exceed supply throughout

the study period, given that there is market demand for 7.2 million sq.ft. of retail commercial space, in conjunction with a supply of 291 ha (718 acres) of vacant land. Even assuming the current 25% coverage ratio is applicable in 2036, there is demand for 266 ha (658 acres) of land. An overall average coverage ratio of 23% would be required to reflect a full absorption of the 291 ha (718 acres) of supply by 2036.

Given the retail development trends outlined in Section 8 of this report, it is anticipated that a portion of future development will have a coverage ratio greater than the 25% that currently exists. This increase in coverage will reflect more intensive development of land in the City; however, there is a considerable amount of available commercial land in the City. As a result, intensification and development of mixed-use and multi-level retail commercial space will be limited in the near term, given the restrictive development costs of more intensive development.

It is anticipated that intensification of the Downtown and Mixed-Use Centres and Corridors will continue at its current rate in the near term. In the longer term, post-2026, land economics will change, there will be a reduction in the supply of optimally located vacant commercial sites and an increase in infill projects and intensification is forecast to occur.

### Retail Commercial Market Demand Analysis Conclusion

There is forecast market demand for approximately 7.2 million sq.ft. of retail commercial space in the City of Winnipeg by 2036. This demand represents an increase of approximately 21.3% beyond the current supply of 33.8 million sq.ft.

There is approximately 291 ha (718 acres) of vacant commercial land in the City. The 7.2 million sq.ft. of retail commercial demand is forecast to require up to approximately 190 ha (470 acres) of commercial land by 2036. Therefore, there is a surplus of vacant commercial land over the study period. This analysis would suggest that the City of Winnipeg has more than sufficient commercial lands available for development at this time, or about to come on-stream in the near future. The City may wish to be cautious about making additional commercial lands available for development at this time, as an oversupply of developable land may result in commercial uses being "cannibalized" and relocated from existing commercial areas.

This surplus of commercial land will affect retail commercial intensification development opportunities in Winnipeg. It is anticipated that there will be limited market-related incentive to develop retail commercial space in multi-level or mixed-use formats in much of the City in the near term. In the longer term, post-2026, there will be greater opportunities for retail commercial intensification, particularly in the Downtown, and Regional Mixed-Use Centres and Corridors.

***PHASE 2: STRATEGIC RECOMMENDATIONS***

# 10. Strategic Directions and Policy Recommendations

## 10.1 Introduction

The City of Winnipeg Charter is provincial legislation that requires the City to adopt, by by-law, a development plan that sets out long-term plans and policies respecting its purposes; its physical, social, environmental and economic objectives; sustainable land uses and development; and measures for implementing the plan. OurWinnipeg is that development plan. It is intended that OurWinnipeg include a 25-year vision for the entire City. With respect to Employment Areas, key City-wide directions are as follows:

> "Ensure Winnipeg's employment lands provide for a wide range of market opportunities, accommodating new investment and economic development while contributing an abundance of job opportunities for our citizens." (pg. 31)
>
> "Continue to monitor and maintain an adequate supply of both employment lands and commercial lands that is aligned to marketplace preferences." (pg. 31)
>
> "Provide a predictable and cost-effective business environment that promotes both investment and growth." (pg. 50)

As previously mentioned, the Province approved the current OurWinnipeg plan on June 27, 2011. The CCDS, also from 2011, supports OurWinnipeg. The City of Winnipeg has begun a process to review and update OurWinnipeg, which is intended to guide everything the City does with respect to planning and development. It provides a vision and policies that influence the delivery of City services, how people move around the City, and decisions about how the City grows.

Within the context of the OurWinnipeg update, the City of Winnipeg Employment and Commercial Land Needs Study provides a long-term vision for the City with respect to future planning and development of the City's Employment and Commercial Areas. This vision is intended to guide future development within the City's non-residential areas in an effort to support continued non-residential

development in a competitive and sustainable manner which is well balanced between future population and employment growth. Fundamental to this objective is an adequate supply and market choice of serviced lands in zoned Employment and Commercial Areas to accommodate demand over the next 20 years and beyond. Employment and Commercial Areas should be developed in a manner which allows the City's Employment Areas to build on past successes, while further enhancing the economic base through continued growth in a diverse range of employment sectors. Building on the comprehensive technical analysis provided herein, as well as a broad review of best practices in other municipal jurisdictions throughout Canada, policy recommendations and action items are provided below.

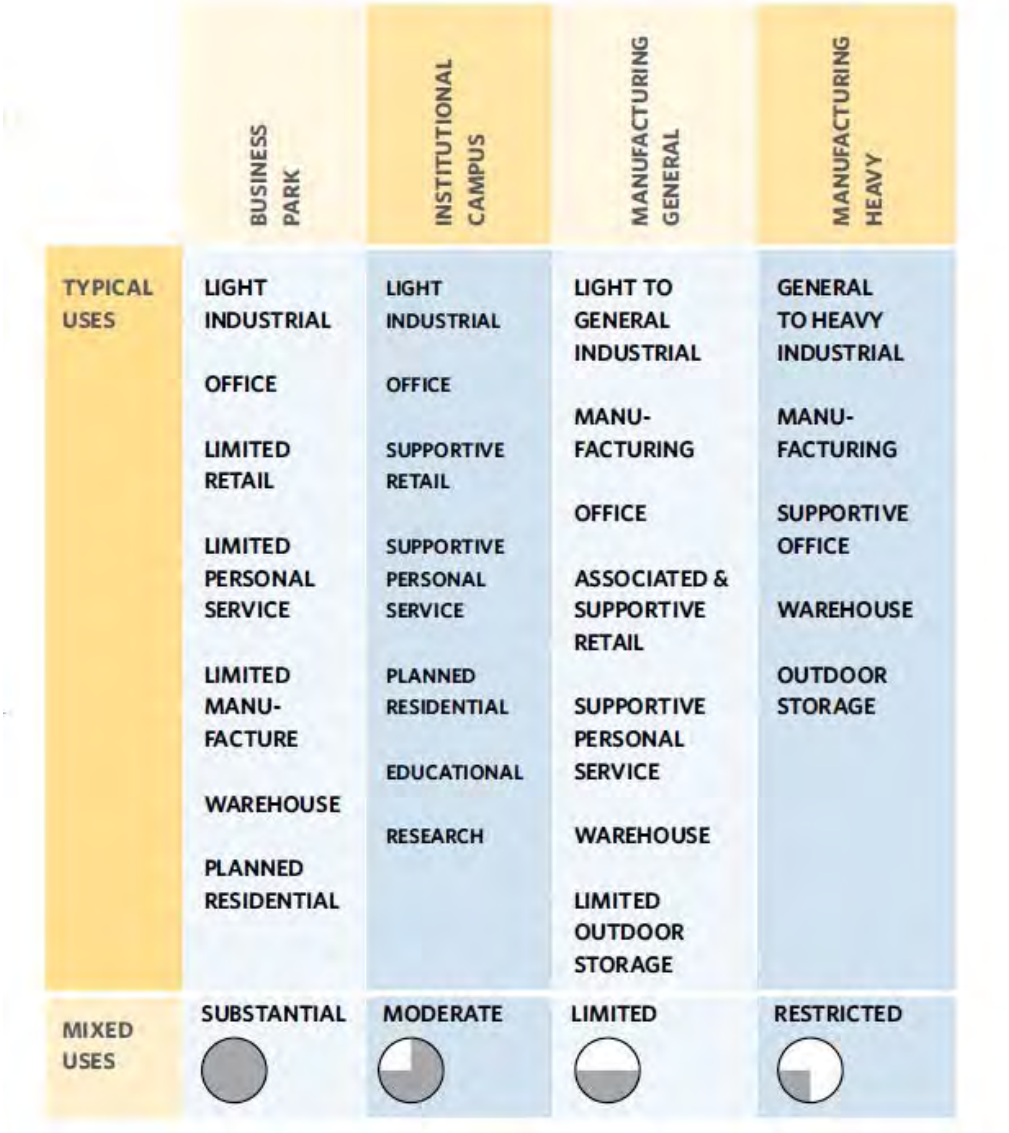
## 10.2 Employment Lands Strategic Policy Recommendations

### *10.2.1 Enhance the Employment Lands Policy Framework*

Policy Context

The CCDS establishes three categories of employment lands – Business Park, Institutional Campus, and Manufacturing (General and Heavy). Figure 10-1, below, from the CCDS establishes the uses that are permitted in each.

**Figure 10-1**
**Permitted Use by Employment Category**
**City of Winnipeg Complete Communities Direction Strategy (CCDS)**




The OurWinnipeg mapping tool (which reflects the City's urban structure), establishes the following categories: Business Park, General Manufacturing, Institutional Campus and Redevelopment Sites – Employment Lands. A Heavy Manufacturing category has not been established.

In order to determine what uses are permitted on employment lands, reliance is placed on Winnipeg Zoning By-law 200/2006 which establishes the Manufacturing Mixed Use (MMU), Manufacturing Light (M1), Manufacturing General (M2) and

Manufacturing Heavy (M3) Zoning Districts. The function of each as per By-law 200/2006 is described below:

Manufacturing Mixed Use (MMU)

(2) The Manufacturing Mixed Use (MMU) district is intended to provide linked commercial and industrial activities that are supportive of industrial functions and are compatible with surrounding industrial use areas, while allowing more flexibility of uses and requiring a higher standard of landscaping and design. Uses may include offices, wholesale and business service establishments, campus-style industrial or business parks, and limited retail/personal service storefronts. Supportive retail development, not including offices, would be allowed to a maximum of 35% of site area including any land needed by the supportive retail to satisfy parking requirements, yards/setbacks and development and design standards (e.g., landscaping). During build out, supportive retail shall not exceed 50% of built site area. MMU zone districts should generally include at least thirty-five (35) acres of contiguous land, or land that would be contiguous except for intervening rights-of-way.

Manufacturing Light (M1)

(3) The Manufacturing Light (M1) district is intended to provide for light manufacturing, processing, service, storage, wholesale, and distribution operations with all operations contained within an enclosed building with some limited outside storage.

Manufacturing General (M2)

(4) The Manufacturing General (M2) district is intended to provide for light manufacturing, processing, service, storage, wholesale, and distribution operations, with some limited outside operations and storage.

Manufacturing Heavy (M3)

(5) The Manufacturing Heavy (M3) district is intended to provide for light or heavy industrial development, including heavy manufacturing, storage, major freight terminals, waste and salvage, resource extraction, processing, transportation, major utilities, and other related uses, particularly those that require very large buildings, frequent heavy truck traffic for supplies or shipments, or that may require substantial mitigation to avoid sound, noise, and odour impacts to neighbouring properties. New M3 zone districts should not be established within 300 feet of an existing residential zone district.

Below are the uses that are permitted as of right in the M1 District that could potentially be considered to be incompatible with industrial uses:

- Community/recreation centre;
- Social service facility (which may include information and referral services, counselling, skill development, life skill and personal development programs, alcohol, drug, or substance abuse counselling centre, temporary overnight accommodation and drop-in activity space);
- Daycare centre;
- Place of worship;
- Cultural centre;
- Auditorium/concert hall/theatre/cinema;
- Amusement enterprise, outdoor;
- Restaurant;
- Personal services;
- Funeral chapel or mortuary;
- Medical/dental/optical/counselling clinic;
- Retail sales (up to 40,000 sq.ft. or gross floor area);
- Supermarket (up to 55,000 sq.ft. of gross floor area); and
- Wholesaling.

Within the M2 Zoning District, the following uses could potentially be considered incompatible with industrial uses:

- Amusement enterprise, indoor;
- Amusement enterprise, outdoor;
- Animal hospital or veterinary clinic;
- Restaurant;
- Funeral chapel or mortuary; and,
- Medical/dental/optical counselling clinic.

A review of the location of the various zoning districts has not been carried out. It is clear, however, that there are uses permitted within the M1 and M2 Districts that are not compatible with the primary permitted use which, in the case of the M1 District, would be light manufacturing, processing, service, storage, wholesale and distribution.

In addition to the above, it is noted that the zoning districts in By-law 200/2006 do not correspond with the categories established in OurWinnipeg. This means that there are two employment categories in OurWinnipeg (Business Park and General Manufacturing) and three primary manufacturing zoning districts (M1, M2 and M3).

In this regard, it is our opinion that the categories in OurWinnipeg should be reflected by zoning districts that apply to the same area. For example, if the Business Park category is carried forward, there should be a Business Park zoning district that applies to the same location. In addition, there should be a manufacturing general zoning district and a manufacturing heavy zoning district that applies as well (it is presumed that the M2 and M3 zoning districts would probably suffice).

While the OurWinnipeg plan does anticipate a range of uses in the Business Park category, the much more broadly applied M1 Zoning District also permits the same broad range of uses.

Recommended Actions

It is our opinion that an opportunity exists as part of the OurWinnipeg update to identify opportunities to enhance the employment lands policy framework to:

- Simplify the policy approach by creating specific designations/categories only if the planned function of each designation/category is clearly unique;
- Ensure that only those uses that support the planned function of each designation are identified and permitted;
- Rationalize the location of the land-use categories to reflect both current and future uses; and
- Ensure that the policy framework is sufficiently flexible to address the City's economic development objectives and is better positioned to facilitate the expansion of new and knowledge-based industries.

### *10.2.2 Consider the Creation of a New Employment Category*

Policy Context

There are generally two types of employment that need to be planned for, and each has different land use requirements. The first is employment on employment lands (where residential uses are not permitted). The second is employment on commercial lands, which in the case of Winnipeg is accommodated in mixed-use

settings where a range of uses, including residential are permitted.[1] Within the employment land category, there are typically two categories – major office and industrial. The latter category is often divided into light, medium and heavy industrial. The OurWinnipeg plan is generally aligned in this manner.

A number of municipalities, however, are increasingly recognizing that there is a need for a third category that is a blend of the other two categories. It has long been recognized that there is a need for large, well located sites for a variety of service type uses such as larger retail facilities, private schools, sports facilities, places of worship, automotive dealerships, and public storage uses that have necessitated larger land users to target sites within Employment Areas as an economically viable means of securing sufficient land to adequately support their operational requirement.

The encroachment of these types of uses into traditional Employment Areas in recent years in many jurisdictions (including Winnipeg) has created a number of land use compatibility issues. It also has the effect of increasing the value of traditional industrial land in a manner that encourages the redevelopment of industrial sites with higher order uses. While this is not necessarily negative, the loss of affordable land and floor space for industrial uses is concerning.

The following provides a brief summary of best practices which have been employed across Canada regarding the creation of new employment designations.

The **City of London (Ontario)** Official Plan includes a Commercial Industrial designation. The purpose of this designation is to accommodate commercial uses that do not fit well within the context of the City's commercial designations. These commercial uses generally include commercial recreation, places of assembly and uses referred to as "quasi-industrial" whereby they have some elements of industrial uses (e.g. outdoor storage for equipment sales). The City directs these uses to major arterial roads.

The Official Plan of the **City of Toronto** identifies major streets within its designated Employment Areas that allow for development of places of worship, recreational

[1] It also noted that OurWinnipeg contains a third category of employment land (institutional), however, the recommendations below do not deal with this type of employment land.

and entertainment facilities, business and trade schools and other non-industrial uses.

The **City of Calgary's** land-use by-law includes an Industrial Edge District. The Industrial Edge District consists of areas zoned on the perimeter of industrial areas and allows for the transition to adjacent residential uses. Permitted uses include a range of small-scale retail, places of worship, daycares, recreational and entertainment facilities, self-storage facilities.

Recommended Action

It is recommended that the City create a new employment category that would permit service-related uses that are primarily destination-oriented and not particularly related to, or supportive of, immediately adjacent land uses in Employment Areas. The City should consider such uses where this development already exists in established Employment Areas and where there is a logical expansion of these uses. The land area to support this category would depend on the local context of the Employment Area. These commercial and retail commercial service uses do not generally require the same degree of profile on major roads to attract business. While these areas primarily have a service focus, permissions for light industrial uses in these areas could be retained. Many of these areas are the site of more affordable properties and units in multi-unit buildings, suitable for small start-ups and for the development of new business ideas. It is recognized that certain areas such as the auto mall on both sides of Waverley Street do require some element of profile on major roads to attract customers; however, many of these customers will visit the auto mall no matter where it is located.

### *10.2.3 Restrict Sensitive and/or Non-Compatible Land Uses in Employment Areas*

Policy Context

The creation of a service Employment Area (as per section 10.2.2) along major roads and in gateway areas would become the location where potentially sensitive land uses and/or non-compatible could be located. Establishing this third category also means that such sensitive and/or non-compatible land uses would not be permitted in the balance of the Employment Area.

Examples of sensitive and/or non-compatible uses may potentially include:

1. Car-dealerships;
2. Places of worship and other religious organizations;
3. Funeral homes and/or funeral services;
4. Retail banks, trusts and credit unions;
5. Casinos and other gambling industries;
6. Medical clinics;
7. Self-storage facilities; and
8. Residential uses.

The determination of whether a land use is sensitive, however, is very much dependent on the nature of the other uses which exist in the area now, and in the future, in accordance with current zoning. For example, the definition of sensitive land uses from the Ontario 2014 Provincial Policy Statement (PPS) makes it clear that virtually any land use could be considered sensitive depending on the surrounding land use context.

> **"Sensitive land uses:** means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects from contaminant discharges generated by a nearby major facility. Sensitive land uses may be a part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities."

As noted above, a number of sensitive land uses are permitted as of right in Winnipeg's Employment Areas. This means that a comprehensive review of the surrounding areas is not carried out to determine whether such a use is appropriate in the area.

While adding these types of uses may seem appropriate at the time, it is only when an industrial or warehouse use requires an environmental approval that the implications of adding such a use on an existing use become clear. When there is a need for an environmental approval, a review of the location of sensitive land uses in the area is then typically required and the nearest sensitive land use becomes a sensitive receptor and it has to then be demonstrated that the proposed noise, dust

or odour emission will not have an adverse effect on that sensitive land use. Additional references to the Ontario planning context with respect to planning for the sensitive land uses in Employment Areas are provided below.

The Province of Ontario has long been concerned about the erosion of the planned function of Employment Areas. Given that many Employment Areas offer cheaper land and rents, while being ideally located to attract customers, many Employment Areas in Ontario have evolved into areas that have a very wide range of industrial, warehousing, wholesaling, retail and institutional uses.

In this regard, the 2014 Ontario PPS states the following:

> "Long term economic prosperity should be supported by planning so that major facilities (such as airports, transportation/transit/rail infrastructure and corridors, intermodal facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries and resource extraction activities and sensitive land uses are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants and to minimize risk to public health and safety and to ensure the long-term viability of major facilities."

This means that the consideration of the nature of the adverse effects is not the only consideration; rather, the separation of uses may be required to ensure the long-term viability of major facilities such as the existing industrial uses. In other words, the Province now requires that, when assessing land use compatibility concerns, it is not only the use of the land that needs to be considered but the user as well.

Recommended Action

- Restrict sensitive and/or incompatible uses in Employment Areas that do not support the primary function of the Employment Area and may potentially create land-use conflicts with surrounding employment uses; and
- Restrict residential uses in Employment Areas.

### *10.2.4 Plan for Employment Areas within the Context of the Evolving Economy*

Policy Context

Recognizing the recent structural changes in the regional economy, there has been a shift in planning philosophy with respect to the manner in which business parks are planned and designed. A handful of cities around the world are moving beyond

traditional industrial/business parks and are experimenting with the notion of innovation districts. An innovation district is a designated area within a city that encompasses higher-education institutions, and public and private sector industries such as science and technology, to attract entrepreneurs. In a knowledge-based economy, the goal is to encourage cross-disciplinary partnerships. Bringing people (talent) and ideas together to spur entrepreneurial creativity will, in turn, grow jobs and strengthen economies.

Innovation districts are often comprised of a mix of land uses, including institutional (i.e. universities and hospitals), residential, retail, office and R&D facilities. Often innovation districts include leading-edge anchor institutions and companies clustered and connected with start-ups, business incubators and accelerators. This proximity and connectivity of uses is intended to stimulate economic activity.

The physical spaces of innovation districts are designed and organized to stimulate high levels of collaboration, connection and innovation, which maximizes the relationship between buildings and connected space. This is achieved through shared work spaces and flexible meeting spaces to encourage social interaction. Examples of established and planned innovation districts include North Carolina's Research Triangle located in Raleigh-Durham, Montreal's Quartier de L'Innovation (Q.I.), Boston's Innovation District, Lake Nova Medical City in Orlando, Florida, and the proposed Guelph Innovation District. A common feature of these innovation districts includes the anchor of a major institution that generates a highly skilled labour force, such as a university or hospital.



Lake Nona Medical City, Orlando, Florida, USA



Guelph Innovation District (Proposed), City of Guelph, ON

Key features of an innovation district include:

- Large anchor (e.g. hospital, university);
- Cluster of firms and organizations in the knowledge-based sector;

- Mixed uses, including residential, office, recreational and retail uses to accommodate live/work and recreational activities;
- Large employment base ranging from 3,000 employees and exceeding beyond 12,000 employees;
- Developable land area ranging from 12 hectares (30 acres) and exceeding beyond 400 hectares (988 acres);
- Community centred environment;
- Public work spaces to encourage collaboration and sharing of ideas; and
- High quality design environment to stimulate creativity and innovation.

Recommended Action

- Explore opportunities to plan and develop innovation districts, where appropriate, within the City's designated Employment Areas, including major redevelopment sites.

### *10.2.5 Encourage Eco-Industrial Development Approaches to Employment Lands Development*

Policy Context

Across North America there are numerous examples where municipalities have developed eco-industrial development approaches or sustainable economic development initiatives in Employment Areas. Industrial development that follows eco-industrial principles, generally is based on reducing the environmental impact footprint through urban design and sustainable design principles and/or embraces a triple bottom line profit business model for the development.

The following eco-industrial development case studies are provided below to provide further insight regarding this issue.

**Guelph, Ontario**

The Hanlon Creek Business Park is a municipally-owned 675-acre master planned, mixed-use business park located in Guelph Ontario. The park strikes a balance between meeting Guelph's economic needs and its need to protect the City's natural heritage.

The design features of the Hanlon Creek Business Park, which is the result of nearly a decade of scientific and environmental studies and public consultation, integrates and protects the environmental features of this area while accommodating 142 net

developable hectares (350 net developable acres) of corporate business park lands. Of the total land in the Hanlon Creek Business Park:

- 55% has been designated as business space that will provide approximately 10,000 local jobs in sectors such as food and agribusiness, environment and energy, advanced manufacturing, and information and communications technology;
- 24% will be open space, and includes the protection of the heritage maple grove and Provincially Significant Wetlands, the restoration of 4 hectares (10 acres) of meadowland, reconnecting wetlands to the north and south of Laird Road, and increasing the tree canopy coverage;



Land Use Map of Hanlon Creek Business Park, City of Guelph, ON

- 9% is used for stormwater management to protect surface water and groundwater. Innovative stormwater management design and exemplary environmental monitoring programs make Guelph's Hanlon Creek Business Park unique among business park developments; and
- The remaining space will be used for roads, road widenings, the Laird Road interchange and a small residential townhouse project.

The City of Guelph has been conducting environmental monitoring on the Hanlon Creek Business Park lands since 1998. Monitoring will be conducted throughout the development process and will continue after development is complete to ensure the ongoing protection of surface and groundwater quantity and quality, wetlands, fishery resources, plants, and wildlife habitat. The rigorous, ongoing environmental monitoring programs in this area include numerous stations for monitoring terrestrial, wetland and aquatic flora and fauna as well as groundwater/surface water conditions. The City's ongoing environmental monitoring is part of the Environmental Implementation Report (EIR) for the Hanlon Creek Business Park project, which is one of the conditions of approval set by the OMB. The City remains committed to protecting the habitat of plants and wildlife species through additional monitoring, and will continue to work closely with the Ontario Ministry of Natural Resources (OMNR) throughout the development process. The project's

environmental protection, enhancement and monitoring exceed that of any other City development. Key features include:

- The tree canopy coverage will increase from approximately 26% to 35%. About 2,500 trees and 5,000 shrubs will be planted to replace the 1,688 trees proposed for removal. Many of the trees to be removed are non-native and invasive species;
- Guelph's groundwater resources will be protected. Operations that could potentially pose a significant risk to groundwater quality will be prohibited through zoning. The groundwater recharge within the site will be maintained; and
- The Grand River Conservation Authority and the City of Guelph's Environmental Advisory Committee have endorsed and approved the buffers around wetlands and wooded areas, which were established through the environmental impact study.

The Hanlon Creek Business Park will also play an important role in Guelph's economy by supporting approximately 10,000 good jobs for Guelph, which in turn will help balance the tax ratio between businesses and residences, and help lighten the load for residential taxpayers.

**Milwaukee, Wisconsin, USA**

The Master Land Use Plan for the Menomonee Valley Industrial Area covers a total of 54 hectares (133 acres) of brownfield land located just outside the Milwaukee core within the Menomonee Valley. The lands serve as a gateway to the City centre. The project area is composed of two sites on either side of the Menomonee River: the Milwaukee Road Railroad Car Manufacturing Site (referred to as the Shops) to the north, and the "Airline Yards" site to the south. The area designed for the Menomonee Valley Industrial Centre and Community Park comprises a portion of the Shops and the entirety of the Airline Yards. In total, approximately 28 hectares (70 acres) of the total Plan area have been



Site rendering of Menomonee Valley Industrial Area, Milwaukee, Wisconsin, USA

identified for industrial development. The remaining 25 hectares (63 acres) have been reserved for infrastructure and greenspace.

Through the City's Market Study and public outreach program, this area was considered a high-priority area for the redevelopment of a new industrial business park. For several years prior to their redevelopment, the lands were subject to conversion pressure to allow retail/commercial development given the derelict condition of the area. While environmental remediation and sustainable industrial development is a key aspect of the Plan, socio-economic and economic development objectives are also a primary focus. The Plan emphasizes high quality and mixed-use industrial development via policy recommendations to:

- Retain jobs that are accessible to residents and encourage employers to create new jobs, by developing a business park that appeals to businesses requiring access to the Milwaukee workforce, transportation arteries and the central business district;
- Develop a predictable, transparent and uniformly-applied regulatory process;
- Ensure all development is high-quality, efficient and consistent with the site and other amenities;
- Revitalize and provide public access to the Valley's natural features;
- Form connections with adjacent neighbourhoods allowing neighbours access to the river and recreational amenities; and
- Connect this site to the City grid and regional transportation network.

The vision for the redevelopment of the Valley is to return it to economic prominence, regenerate its landscape, and reconnect it to the community.

One of the key recommendations of the Redevelopment Plan was to create a "predictable, transparent and uniformly-applied regulatory process" to retain developer interest. Sustainable Design Guidelines were created with input from businesses, property owners, building, design and real estate professionals, and developers to ensure they were appropriate to the area, and would support the project's economic development objectives. The guidelines maintain a principle of transparency by noting that businesses may find up-front cost increases of up to 5 per cent, but that these will be recuperated in the long term.

Recommended Action

- Support innovative and sustainable buildings that incorporate green building design standards such as LEED and include sustainable building features such as green roofs and solar panels;
- Support the development of an eco-industrial/business park;
- Encourage the redevelopment of brownfield sites that rehabilitate contaminated sites;
- Promote industrial development opportunities that generate high industrial employment densities (e.g. manufacturing); and
- Promote reduced impervious surfaces that lead to improved water quality.

### *10.2.6 Provide Stronger Direction Regarding Employment-Supportive Uses in Employment Areas*

Policy Context

Recognizing the recent structural change in the economy, there has been a shift in planning philosophy that calls for developing Employment Areas in a manner which provides for a wider range of employment-supportive uses and amenities, generally clustered at strategic locations. Having said this, the intention of employment-supportive uses in Employment Areas should be to serve the needs of employers within the Employment Areas as opposed to the broader population.

Recommended Action

It is recommended that the City introduce more defined policy direction in the City's DP to outline the goals and objectives related to employment-supportive uses in Employment Areas (e.g. non-industrial, non-office uses should be of limited scale, or focused on serving businesses and employees in the Employment Areas). Such uses should minimize potential land-use conflicts and support a viable mix of commercial and industrial land uses.

It is further recommended that the City develop defined criteria or descriptions regarding the appropriate type, size and location of employment-supportive non-industrial uses in Employment Areas (e.g. eating establishments, daycares, personal and health care services and smaller-scale, service-oriented businesses). These types of uses benefit existing and future Employment Areas if situated at strategic and accessible locations. Further consideration should also be given to:

- Establishing an upper limit on the total percentage of non-employment uses within Employment Areas (e.g. permission of retail only in multiple-use buildings up to 50% and/or 10% of the aggregate GFA of a permitted employment use); and
- Clustering of employment-supportive uses within Employment Areas to designated service/amenity areas. Generally, these service/amenity areas should be appropriately located at the intersection of a collector/arterial road, at entrances/gateways to industrial/business parks, or in areas in which lands are transitioning from industrial to non-industrial uses.

### *10.2.7 Restrict Large Free-Standing Retail Uses in Employment Uses in Employment Areas*

Policy Context

Winnipeg's zoned Employment Areas accommodate a wide range of non-industrial uses. While many of these non-industrial uses directly support the function of Employment Areas, large freestanding retail uses can potentially create negative impacts on the surrounding industrial or employment uses, or impact the future prospects of the area for industrial development. Though large freestanding retail uses generate employment, they may also absorb large shares of land through their configuration or requirements (e.g. parking), draw considerable traffic from outside the immediate area (creating congestion in the industrial area), or affect the character of the Employment Area. As such, approaches should be developed to discourage "major retail" development in Employment Areas.

In the recent iteration of the 2017 Ontario Growth Plan for the Greater Golden Horseshoe (GGH), employment land protection policies have been strengthened with respect to prohibiting uses such as major retail uses in Employment Areas.[1] With respect to major retail in Employment Areas, the Growth Plan provides that, for any major retail uses that are permitted in Employment Areas, a municipality should establish a size or scale threshold for such use.[2] The definition of major retail and restrictions for retail on employment lands varies across the GGH. Maximum retail development sizes on employment lands, ranges from 2,500 sq.m (26,900 sq.ft.) to 10,000 sq.m (107,600 sq.ft.). The City of Kitchener defines major retail in the City's

[1] In addition, the policies now indicate that residential uses are prohibited clearly within all Employment Areas, and other sensitive land uses that are not ancillary to the primary employment use should also be limited.

[2] 2017 Ontario Growth Plan for the Greater Golden Horseshoe, policy 2.2.5.7.

Official Plan as having a collective minimum retail gross floor area of 5,000 sq.m (53,800 sq.ft.) or greater and any freestanding building or industrial retail outlet in a multi-unit building within the development exceeding 2,500 sq.m (26,900 sq.ft.) in gross floor area. The Region of Durham restricts major retail on employment lands and defines major retail as retail or commercial facilities exceeding 2,000 sq.m (21,500 sq.ft.) or greater in the Region's Official Plan. In comparison, the City of Vaughan allows for a greater allowance of retail development on employments lands, permitting retail development of up to a maximum size of 10,000 sq.m (107,600 sq.ft.) on employment lands.[1]

Identifying an appropriate higher threshold (i.e. maximum size of retail development) in order to manage future development proposals on employment lands should be based on a review of development trends in the City that would classify the typical size ranges of freestanding stores and retail developments.

Recommended Actions

- Consider restricting "major retail" development on lands zoned M1, M2, M3 and MMU; and
- Provide a clear definition of "major retail" and restrict the size of a single retail use permitted in an Employment Area based on analysis of appropriate size and threshold for the City of Winnipeg.

### *10.2.8 Protect Employment Lands from Conversion to Non-Employment Uses*

Policy Context

There is increasing pressure to convert designated industrial lands to other non-employment uses, namely commercial retail and residential uses. The conversion of employment lands to non-employment uses negatively impacts Winnipeg's economy in several ways:

- It erodes the City's finite supply of designated employment lands;
- It potentially fragments the existing employment land supply; and
- It generally impedes the City's potential to accommodate export-based job opportunities.

[1] Based on the following Official Plans: Durham Regional Official Plan, Consolidation May 11, 2017, pgs. 63 and 161; City of Kitchener Official Plan, as approved by Region of Waterloo, November 19, 2014, Section 15, Part D; and City of Vaughan Official Plan, City of Vaughan Official Plan (Volume 1), 2017 Office Consolidation, as partially approved by the Ontario Municipal Board, pgs. 31 and 149.

In very specific cases, the conversion of employment lands to non-employment uses may be justified from a land use planning and economic perspective. Such consideration, however, must be given within the context of the City-wide land needs, cumulative effects and local site-specific impacts.

Currently, no direction is provided in OurWinnipeg with respect to how subject industrial sites of interest within Employment Areas (i.e. non-employment development applications) are to be evaluated from a planning and economic standpoint for conversion to a non-employment use.

In the Province of Ontario, the 2014 PPS and the 2017 Growth Plan provide specific direction with respect to the conversion of employment lands. The 2017 Growth Plan includes a new condition indicating that it would need to be demonstrated that the proposed use would not adversely affect the overall viability of the Employment Area or prime Employment Area, or the achievement of the minimum intensification and density targets in this plan, as well as the other policies of this plan.

Recommended Actions

- Provide policy which guides the City of Winnipeg DP with respect to the protection of employment lands;
- Develop an approach to evaluating requested conversions on employment lands. This evaluation approach should introduce specific considerations to help evaluate the appropriateness of converting sites from employment to non-employment uses within the broader context of City-wide land needs. Site-specific factors to be considered should include location, site size, configuration, marketability, future expansion potential, etc.; and
- Develop land use, density, and transition policies to buffer and protect employment lands from encroachment by other land uses. These may include policies within the CCDS, while others may involve local area plan policies, design guidelines, and changes to Zoning By-law 6400/2006.

### *10.2.9 Provide Broader Market Choice of Vacant Serviced Lands in Employment Areas*

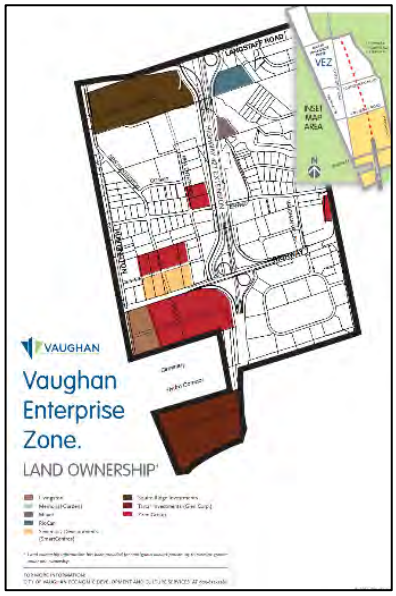
Policy Context

Notwithstanding the City's current supply of designated serviced employment lands, Winnipeg does not have a sufficient supply of serviced vacant employment

lands to accommodate forecast demand to the 2036 planning horizon, which threatens to put the City at a competitive disadvantage.

Recommended Action

- To ensure that the City's employment land supply levels are not unduly constrained, it is recommended that the City strive to provide a minimum designated and serviced supply of at least five years at all times. This should include a range of site selection choices by parcel configuration, designation, zoning and location. Specific direction should be focused on the availability of large-scale vacant sites that can accommodate large land-extensive uses related to logistics, warehousing and large-scale manufacturing.




The Vaughan Enterprise Zone in the **City of Vaughan** is an example of an Employment Area within the Greater Toronto Area that is designated to accommodate a range of businesses, including large industries. Recent development in the Vaughan Enterprise Zone has included large logistics operations, head offices, integrated offices and logistics operations, and manufacturing operations. The success of the Vaughan Enterprise Zone is a result of the City's Secondary Plan implemented for the area (West Vaughan Employment Area[1]) and coordinated efforts with the City's planning, economic development and engineering services divisions. It is important to note that the Vaughan Enterprise Zone does not receive any special funding or tax advantages and that the Employment Area is owned by multiple owners. To support the retention of large, consolidated parcels of land that can accommodate large-scale employment uses, the City's West Vaughan Employment Area Secondary Plan includes the following policies and direction:

- Identification of a high priority intermodal area based on flat topography, minimal impact on natural features and proximity to major transportation infrastructure (highway access and rail intermodal);

[1] West Vaughan Employment Area Secondary Plan, approved by the Ontario Municipal Board, June 4, 2014.

- Clear development standards in regards to built-form and land use;
- Minimizing lot severance and subdivision;
- Supporting a block plan pattern that anticipates retaining larger sites and discourages a fine-grained street network that would facilitate significant subdivision of the lands; and
- Encouraging smaller-scale employment activities that require smaller development parcels to locate in areas where natural heritage and topography may limit the development of large industrial buildings and where small-scale ancillary use clusters are located.

### *10.2.10 Strategically Plan and Protect for Prime Employment Lands*

Policy Context

One of the keys to ensuring the City is in a position to maximize long-term economic development opportunities is to ensure the immediate and consistent availability of large lot industrial land. In accordance with the 2017 Ontario Growth Plan for the GGH,[1] Prime Employment Areas are defined as

> "Areas of employment within settlement areas that are designated in an official plan and protected over the long-term for uses that are land extensive or have low employment densities and require locations that are adjacent to or near major goods movement facilities and corridors. These uses include manufacturing, warehousing, and logistics, and appropriate associated uses and ancillary facilities."

The types of businesses that Prime Employment Areas can accommodate have significant positive impact on both the regional and provincial economies, and need to be consistently available for the maximum community benefit. While these areas are important to the City, it is extremely difficult to ensure the long-term availability of such parcels, as they are often broken up into smaller inventories for easier sale.

The 2017 Ontario Growth Plan encourages municipalities to identify Employment Areas located near major Goods Movement facilities and corridors, including major highway interchanges as prime Employment Areas and within those prime Employment Areas, residential, institutional and other sensitive land uses would be

[1] Other local planning documents in the Province of Ontario such as the Region of Waterloo Land Budget (as revised April 20, 2009) also deal with the concept of Prime Employment Areas.

prohibited outright, and retail and office uses that are not associated with or ancillary to the primary employment use would be prohibited as well.

Recommended Action

- Designate Prime Employment Areas in the City of Winnipeg DP and protect them for appropriate employment uses over the long term;
- Establish policy regulations to ensure parcels remain large enough to attract large-scale industrial users; and
- Identify areas with proximity to major provincial transportation infrastructure (e.g. airport, rail intermodal, CentrePort Inland Port, access to highways), flat topography and limited natural features, and areas that have the potential to strengthen the regional and provincial profile for industrial development.

### *10.2.11 Prepare an Employment Lands Financial Strategy for the City's Employment Areas*

Context

The City of Winnipeg needs to compete aggressively with neighbouring municipalities as well as other large Canadian cities in order to attract industrial growth. As previously identified herein, an adequate supply of available, serviced employment lands is critical to the City's competitive position. While the City has a sufficient supply of zoned Employment Areas to accommodate long-term demand, it is lacking the required inventory of shovel-ready lands to accommodate forecast employment growth in Employment Areas over the next 20 years.

The local development industry has a long history of working with the City of Winnipeg with respect to the development of employment areas. The results of our stakeholder consultation process identified a relatively high level of dissatisfaction from the local development industry with respect to the City's role in the servicing development approval of industrial lands. More specifically, the development industry expressed concerns related to the following:

- The absence of comprehensive infrastructure master plan to identify long-term servicing needs, phasing and associated costing, particularly related to water and wastewater services;
- A lack of clarity with respect to the financial responsibilities of the development community to finance local infrastructure (e.g. internal roads within the industrial areas) as well as area-wide (e.g. collector roads, trunk

watermains) and City-wide infrastructure (i.e. arterial roads, major pumping stations);
- A lack commitment by the City in developing external infrastructure in a timely manner; and
- A relatively slow development approvals process, which is often cumbersome relative to surrounding municipalities in the Manitoba Capital Region.

Recommended Action

- It is recommended that the City prepare an employment lands financial strategy that would:
    - Provide clear direction with respect to developer responsibilities for internal infrastructure costs. This could be achieved by establishing local service policy guidelines which would explicitly set out what infrastructure items are deemed to be a direct developer responsibility and those which would be eligible under the City's Impact Fees By-law;
    - Identify a phasing strategy with respect to servicing of the City's Employment Areas over the next 20 years;
    - Prioritize the capital projects required to service the City's Employment and Commercial Areas, building on the employment lands servicing requirements identified herein;
    - Align capital budgets and infrastructure investments with the urban structure as shown in the CCDS. Consider proactively investing in trunk service infrastructure to leverage employment growth in existing and proposed employment land areas;
    - Consider promoting common infrastructure servicing requirements for the City and surrounding municipalities, with particular emphasis on the CentrePort Canada area, in order to promote a level playing field within the employment lands market place, and ensure the City is not at a competitive disadvantage;
    - Work with the private-sector development community to identify partnership opportunities and/or priority areas regarding municipal industrial development; and
    - Address capital recovery options and a recommended funding strategy for developing landowners within large-scale Employment Areas.

### *10.2.12 Undertake a Detailed Employment Lands Competitiveness Analysis*

Policy Context

A significant factor influencing business decisions on where to locate industrial and office development is the cost competitiveness (both capital investment and operating costs) of the development in relation to the market demand and corresponding market rent. At the Winnipeg CMA level, cost competitiveness for businesses is largely associated with macro-economic factors such as wage rates, corporate income taxes and the dollar exchange rate. At the municipal level, cost competitiveness varies based on a number of factors, including land prices, construction costs, development charges and property tax rates.

Recommended Action

- It is recommended that the cost competitiveness of development and industrial investment potential within the City and selected comparator municipalities within the Winnipeg CMA is examined through a series of pro-forma financial analyses. This would be presented through the assessment of the cost of development and operating of various prototypical industrial and office developments. The cost competitiveness of the development of these building typologies should be completed through the assessment of total development cost/annualized cost by using various cost component inputs (i.e. development costs and operating costs);
- Potential revenue streams from market rents vary widely within the Winnipeg CMA depending on location. It is critical that the revenue streams be assessed with corresponding capital and operating costs through a cost benefit analysis, using a cost-based approach, to evaluate the economic attractiveness of the development. To assess the financial feasibility of the identified prototypical developments, market rents, TMI and sale price data for industrial and office space for surveyed municipalities should be compiled;
- Utilizing the above-determined capital and operating costs, a residual land value analysis will be completed under both a potential rental revenue stream (determined by average net rents (per sq.ft.) and building sale scenarios for identified prototypical industrial and office developments within each of the previously identified municipalities; and
- Such an analysis would allow conclusions to be drawn as to the types and location of industrial and office development where the City of Winnipeg is

most cost competitive and least competitive from a real estate cost perspective. It would also provide useful baseline data for the City in developing a financial strategy for its Employment Areas.

### *10.2.13 Promote Employment Opportunities in Transit-Oriented Development Areas*

Policy Context

The City of Winnipeg is extending its existing Southwest Transitway to the University of Manitoba, and is currently engaged in a functional planning study for the Eastern Transitway from the downtown area to Transcona. The CCDS and the TOD Handbook promote TOD-focused development along rapid-transit and high-frequency "quality" transit corridors. While TOD focuses predominantly on residential and commercial mixed-use development, rapid-transit stations in high visibility locations and within existing Employment Areas offer excellent opportunities for multi-modal connections and high employment density uses such as office.

Recommended Action

- Identify employment-focused TOD opportunities during corridor and station planning processes, and maximize connection opportunities to existing Employment Areas, such as industrial parks and business parks at the corridor planning level;
- Encourage high employment density uses, such as office, to locate as close as possible to transit stations (up to 200 m);
- Ensure the planning and design of employment-based station areas are focused on transit-supportive and pedestrian-friendly urban design and urban form. The quality and pedestrian-oriented nature of the urban environment are critical to maximizing employment potential around rapid-transit stations, and promoting a higher modal-split towards non-single occupant vehicle commuting options; and
- Maximize employment densities and uses at existing and proposed transit stations where employment clusters are already present, such as the Health Sciences Centre, Richardson International Airport, University of Manitoba Campus and Golf Course Redevelopment Lands, and similar sites.

### *10.2.14 Develop a Brownfield Strategy to Promote Redevelopment and Revitalization of Employment Areas*

Policy Context

At present, Winnipeg is one of the few major Canadian cities that does not have a formal brownfield strategy, or associated policies, tools, and incentives. Characteristics of brownfield sites add another level of complexity for development, and increase risk for new investment in redevelopment and revitalization efforts. Many existing Employment Areas and major redevelopment sites identified in the CCDS urban structure contain designated and suspected contaminated sites, as defined under the Manitoba Contaminated Sites Remediation Act.

The following provides a review of best practices employed across Canada regarding brownfield redevelopment in Employment Areas.

The **City of Brantford** has a long economic history of industrial manufacturing with a number of older industrial sites that no longer meet today's market standards, in particular brownfield sites. In 2002, Brantford's City Council approved a Brownfields Strategic Action plan outlining the various activities that the City is willing to undertake to facilitate brownfield redevelopment. The primary goal of the strategic action plan is for the City to facilitate the remediation, redevelopment or reuse of brownfield sites through strategic municipal action (financial tax incentives, Community Improvement Plans and development charge credits) that would stimulate private-sector initiatives. To date, the City has facilitated the development of some large brownfield sties and is undergoing remediation efforts for two strategic industrial areas.

The **City of Kitchener** has been proactive in redeveloping brownfield sites across the City. The approach by the City of Kitchener has been to partner with private-sector investors. The City works with the private sector by providing financial assistance for environmental assessments and site clean-up, as well as guiding the private-sector investor through the planning approvals process. Other incentives offered by the City include providing tax incentives and partnering with the Region of Waterloo to offer reduction in regional



Offices uses in the redeveloped Tannery District in Kitchener, ON.

development charges. Through the City's brownfield efforts, a number of derelict properties have been redeveloped, including the Tannery District which now accommodates employment in the technology sector.

The **City of Calgary's** Municipal Development Plan (MDP) includes a goal to encourage brownfield redevelopment. To lead by the example, the City committed to redeveloping at least two brownfield sites in each year over the 2015 to 2018 period. Over this period, the City has redeveloped City-owned brownfield sites, as well as acquired brownfield sites. In cases where full remediation of sites is not currently feasible, the City is exploring interim-use options. Opportunities for temporary uses facilitate immediate economic development in the area while providing access to the land for potential future remediation. The City recently piloted an interim-use project on contaminated land near a light rail (LRT) station, which accommodates a coffee shop in a shipping container.[1]

Recommended Action

- Consider developing a comprehensive brownfield strategy as part of the OurWinnipeg and CCDS update process, as a tool to promote redevelopment and revitalization of Employment Areas and major redevelopment sites.

### *10.2.15 Revisit Employment Lands and Major Redevelopment Sites Designations within the CCDS Urban Structure Plan to Ensure Retention of Viable Employment Areas*

Policy Context

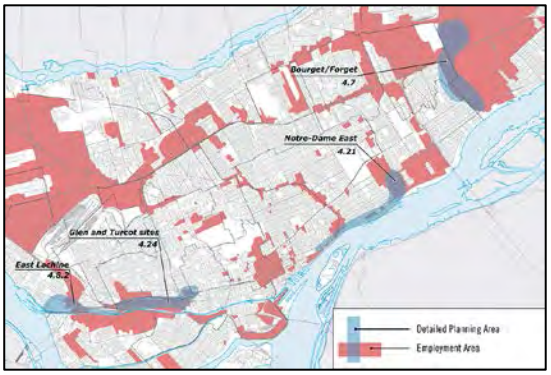
During the previous OurWinnipeg and CCDS planning process, a number of Employment Areas were designated for redevelopment to "higher and better" mixed use. While a number of obsolete and derelict industrial sites were designated for redevelopment as major redevelopment sites, several active and viable Employment Areas were also redesignated, such as the Lafarge Cement Terminal Lands. Some major redevelopment sites, such as the Sugar Beets Lands, were re-designated for mixed use but did not provide the policy framework to promote and retain employment uses as an effective land use transition to surrounding Employment Areas. Some former employment land areas have been re-designated for mixed-use redevelopment; however, redevelopment of these sites

[1] Alberta Urban Municipalities Association, Brownfields Case Studies, accessed https://auma.ca/advocacy-services/programs-initiatives/brownfields/brownfield-case-studies.

to residential or mixed use does not appear to be viable from a market perspective. Proposed redevelopment of Employment Areas also has an impact on the supply of employment lands within various employment clusters throughout the City. For example, there is a significant shortage of available and serviced employment lands in high-demand areas, such as the south-west quadrant of the City.

The following provides a brief summary of best practices employed across Canada regarding Major Redevelopment Sites on Employment Lands.

The **City of Montreal's** Master Plan identifies four large abandoned industrial sites to redevelop in the City's Employment Areas. Since the adoption of the City's Master Plan, the City has prepared detailed plans that define and implement a land-use concept and development strategy for each of these large abandoned or under-used sites. On an annual basis, as part of the Master Planning process, the City prepares an Annual Assessment Report that includes updates to these detailed planning areas.




Large abandoned industrial sites in Employment Areas identified for detailed planning in the City of Montreal Master Plan.

The **City of Toronto's** Official Plan includes a Regeneration Area designation that identifies areas of the City to attract investment and encourage new construction. Due to shifts in the local and global economies, the areas designated Regeneration Areas are no longer productive for urban use. In Regeneration Areas, commercial, residential, live/work, institutional and light industrial can be mixed within the same block or even the same building. For each Regeneration Area, a framework for new development is set out through a Secondary Plan. In some cases, extensive infrastructure improvements are required, while in smaller Regeneration Areas, the road system may be in place and the emphasis is on re-use of existing buildings and compatible infill.

Recommended Action

- Consider retaining sites such as the Public Markets major redevelopment site as employment lands to meet the City's mid- and long-term market supply needs;

- Revisit employment lands and major redevelopment sites designations as part of the OurWinnipeg and CCDS update to ensure viable employment lands are retained, unviable lands are designated for redevelopment, and that policies exist to the promotion and retention of existing employment uses;
- Review the characteristics, opportunities, and constraints of employment land clusters and major redevelopment sites to ensure their viability for redevelopment to non-employment uses. Where sites are not viable for non-employment-lands-based redevelopment, consider retaining these lands as employment lands to preserve the City's employment lands supply; and
- Review the CCDS urban structure for opportunities to preserve and expand employment lands in high demand areas,[1] in order to meet the City's mid- and long-term market supply needs.

### *10.2.16 Regularly Monitor Employment and Commercial Land Needs*

Policy Context

Effectively accommodating employment land development over the longer term requires the implementation of programs and mechanisms to accurately receive, catalogue and assess industrial development information, as well as to assess the available supply of employment lands within the City. The data collected and presented in this study offers the City of Winnipeg with a base from which to work, but the City will need to continue to update and monitor the information on a regular basis.

Recommended Action

- Building on baseline data provided in this study, develop a system for tracking and monitoring employment land supply and demand data, to assist with longer-term planning and land needs forecasting. Key employment land supply and demand attributes which should be tracked include:
    - Historical land absorption on employment lands by location, sector and size;

[1]Based on annual monitoring of building permit activity within the broader geographic sectors of the City (Southwest, Northwest, East and Central) by Employment Area. Further insight can be gathered based on industrial vacancy rates by broad geographic sectors of the City, typically provided in public reports prepared by national brokerage firms on an annual basis.

  - Employment land supply (i.e. serviced, serviceable[1] and constrained); and
  - Forecast employment land absorption against actual land absorption in Employment Areas.
- Undertake a comprehensive update to this study at a minimum of every five years; and
- Proactively work with surrounding municipalities via organizations such as the Partnership for the Manitoba Capital Region (PMCR) to develop and maintain a holistic understanding of employment land supply and demand in the Capital Region.

### *10.2.17 Explore Opportunities for Additional Intensification within Employment Areas*

Policy Context

A number of employment sites have been identified within the City's mature Employment Areas as having future intensification potential. Future redevelopment, expansion and infill opportunities will continue to exist as the City's Employment Areas continue to mature and evolve. Intensification potential on occupied and underutilized employment lands is not well understood, given uncertainties regarding the future intentions of existing landowners.

Recommended Action

- Explore and monitor opportunities for infill and redevelopment in mature industrial areas; and
- Promote and encourage the further intensification of Employment Areas as long as the scale and a type of intensification is consistent with the planned function of the area.

### *10.2.18 Develop a General Marketing Strategy to Promote and Develop the City's Employment Areas*

Winnipeg's Employment Areas are important to the regional economy and account for a significant percentage of jobs in the Province. To ensure the success of Winnipeg's Employment Areas, marketing efforts must be geared towards both

[1] Serviceable lands are lands that are not serviced but are planned or have the potential to be serviced in the future.

the broader strengths of the City as well as specific target sector investment attraction efforts.

Recommended Action

- Consider a range of promotional tools and incentives that can be used by the City to inform prospective industries about the opportunities in Winnipeg and its Employment Areas (refer to Appendix H for a list of existing financial incentives, promotional tools and programs currently being used by the City of Winnipeg to support local business development;
- Coordinate with the business development team at Economic Development Winnipeg and the realtor community to create a depository of site information (fact sheets, service limitations, etc.). A central depository can also ensure that employment land inventory databases remain up to date and contain relevant information (location, access, parcel size, infrastructure, green space, surrounding land uses, amenities); and
- Explore opportunities to establish incubator facilities within the City of Winnipeg to promote and encourage the development of start-up industries, particularly related to knowledge-based sectors and other export-based emerging industry clusters.

### *10.2.19 Encourage Major Office Development in the Downtown and Support Smaller-Scale Office Opportunities in Designated Employment Areas and Mixed-Use Corridors and Nodes*

Policy Context

As discussed in Chapter 5, a large component of the City's major office (standalone buildings greater than 20,000 sq.ft. (1,858 sq.m)) are located in suburban areas, more specially employment lands. Recent trends suggest that the downtown is accommodating the majority of new major office development; however, major office development has accounted for a small share of the City's recent non-residential development activity (in terms of GFA). Across Canada, the general approach by municipalities has been to direct major office developments within the downtown core where multi-modal transportation options are the greatest to support live/work opportunities.

It is important to recognize that office users are accommodated in a wide-range of buildings and locations across the City. Further, office employment is an important component in supporting intensification efforts in mix-use corridors and nodes, as

well as contributing towards the success of employment lands. While major office uses are to be directed to the downtown, the City should support development that provides opportunities for small-scale office (less than 20,000 sq.ft. (1,858 sq.m)) on employment lands and in mixed-use corridors and nodes.

The following is a summary of best practices which have been employed across Canada regarding major office employment:

The **City of Regina** has taken a proactive role in directing major office development to its downtown core. The City's Community Official Plan includes policies that direct major office development of 4,000 sq.m (43,000 sq.ft.) to the downtown, with exceptions for specific contexts (e.g. accessory to an institution). Additional measures, such as maximum building area and tenant sizes in suburban locations are also included. In 2012, the City reviewed its Community Official Plan to ensure that the City was reaching a balance between achieving a healthy level of available office space in the City and building a strong and compact downtown. More recent changes to the office growth policies in the City's Community Official Plan were informed through comprehensive studies and through stakeholder consultation. A key goal in the City's Official Community Official Plan is to work towards an 80/20 split between office GFA space in the downtown office and the rest of the City.

The Official Plan of the **City of London (Ontario)** includes policies that protect its downtown's role as the primary office Employment Area in the City. Key policies include limiting new office development outside the downtown area to medium and small-scale developments of less than 5,000 sq.m (54,000 sq.ft.). There are two office designations for areas outside the downtown, Office Areas and Office/ Residential Areas. The designated Office Areas are intended to accommodate a cluster of small and medium-scale office buildings. Development proposals to expand or add Office Areas are required to be evaluated based on criteria that examines the impact on the demand for office in the downtown, the compatibility and the economic opportunities gained for the City by providing a broader range of office uses.

<u>Recommended Actions</u>

- Create planning policies that encourage major office development in the downtown; however, ensure there is a clear definition of major office;

- Ensure City intensification and downtown strategies/studies address major office opportunities; and
- Ensure policies for employment lands and designated mixed-use nodes and corridors support small-scale office opportunities.

## 10.3 Commercial Lands Strategic Policy Recommendations

### *10.3.1 Develop an Intensification Strategy for Key Priority Areas in the Regional and Community Mixed-Use Nodes and Corridors*

Policy Context

Forecast population growth in the City of Winnipeg will result in demand for additional retail commercial space. As discussed in Chapter 8, the majority of this new commercial space will be accommodated through undeveloped property sites which are distributed throughout the City. From a market perspective, the demand for retail growth through intensification is largely dependent upon the function and the character of the area, population growth and achieving a critical mass of customers (population density and drawing from beyond local area) to support commercial development.

The downtown core of a City is generally the area that has attracted retail growth through intensification across Canada. Other areas that have attracted retail intensification across Canada are predominately areas with a unique function and distinctive character, including large regional shopping centres (e.g. Polo Park in Winnipeg), neighbourhoods anchored by major institution (e.g. University), waterfront communities, and communities with strong cultural assets (e.g. Osborne Village in Winnipeg).

Retail intensification in areas without strong anchors (e.g. regional shopping centre and university) or distinctive features (e.g. natural features and unique streetscapes and shops) typically have required municipalities to place a greater emphasis on planning tools and mechanisms to attract intensification. The general approach to stimulating retail intensification across Canada has been to plan over a long-term horizon, leverage public transit corridors or transit hubs and embrace mix-use principles that also includes residential development. Additional efforts have included municipalities taking a leadership role in driving intensification by acquiring/assembly land, providing financial incentives, preparing community

concept plans, creating urban design guidelines, and preparing an audit or inventory of intensification opportunities.

The following provides a brief summary of best practices regarding commercial development across Canada.

The **City of Ottawa** has taken efforts to transform its major arterial corridors into "Arterial Main Streets." The approach by the City of Ottawa is to facilitate a gradual transition to more intensive forms of development along targeted major arterial roads over the long-term that provides a more balanced vehicular and pedestrian environment. The updated City of Ottawa Official Plan and Zoning Bylaw includes a designation and zoning class that provides direction for these targeted areas. In addition, the City created an Arterial Main Street Urban Design Guidelines for use in assessing planning applications, as well as to help inform the preparation of new community design plans.



City of Ottawa Urban Design Guidelines for Development along Arterial Main Streets.

In order to transform a primarily auto-orientated regional corridor to support high order transit (Light Rapid Rail Transit), the **Region of Waterloo** in Ontario developed a Regional Re-Urbanization Community Improvement Plan. The Region took a leadership role in redeveloping the Central Transit Corridor (CTC) by acquiring and consolidating strategic lands and implementing an intensification monitoring program. The area that forms the CTC is currently transforming from a corridor largely characterized by automobile orientated retail plazas and shopping centres into to a more vibrant multi-functioning corridor with a mix of uses, including retail, office and residential.

The **City of Calgary** recently completed a comprehensive review of its 24 designated Main Street neighbourhoods. Historically, many of these main streets areas were formed along street car lines and have evolved into destinations and roadways for many forms of transportation. The primary purpose of the initiative

was to identify intensification opportunities, review planning policies, provide strategic planning direction and to identified resourcing required for growth opportunities in the Main Street neighbourhoods. The initial framework has been approved by Council and the City of Calgary Planning Commission and there are currently several Main Street neighbourhoods under review for redevelopment plans, rezoning and investment in streetscape improvements.



Designated Main Street Corridors in the City of Calgary Municipal Development Plan.

The **City of Mississauga** has a diminishing supply of greenfield lands and is undergoing a major initiative to direct potential redevelopment and intensification at strategic areas. The Reimagining the Mall project will guide long-term evolution of five areas anchored by indoor shopping malls. The purpose of the initiative is to ensure that land-use policy is proactively in place should a landowner chose to redevelop the site in the future.




City of Mississauga Reimagining the Mall Project currently underway.

Recommended Actions

- Prepare a plan that prioritizes key areas outside the downtown core for intensification based on the presence of strong anchors and cultural or natural assets. This plan should leverage any cultural mapping studies completed by the City;
- Consider a commercial intensification strategy for non-priority areas that facilities a gradual transition to more intensive forms of development over the long-term which balances a vehicular and pedestrian environment;
- Proactively plan for the potential long-term transformation of large retail sites within the Regional Mix Use Nodes to more intensive mixed-use forms of development;
- Promote a diverse community by providing flexible policies which ensure a variety of lot sizes and shapes to accommodate a diversity of commercial and mixed-use building typologies;
- To support a transition to a more pedestrian-friendly environment, the City should explore how auto-related land uses (gas stations, car washes, dealerships and drive-thru restaurants) should be incorporated into the

mixed-use corridors. It is also important to understand the impact of restricting these uses in mixed-use corridors on the flow of goods and people, as well as the unintended consequence of directing their relocation to other designated lands (e.g. Employment Areas);

- Promote a range of mixed-use commercial and standalone housing types, including townhouses, walk-up apartments and condominiums; and
- Consider developing urban design guidelines for the City's Regional Mixed-Use (RMU) Centres and Regional Commercial Corridors that:
    - Encourage human-scale buildings and minimize impacts on adjacent land uses (i.e. stable residential neighbourhoods);
    - Encourage active transportation by creating walkable streets that are also safe and convenient for bicycles;
    - On large lots, create street oriented built form, minimize impacts of parking and promote active transportation; and
    - Maintain a continuous, pedestrian-supportive streetscape and minimize vehicle access from main streets.

### *10.3.2 Explore Opportunities to Rejuvenate Neighbourhoods in the Downtown and Encourage Intensification that Builds on the Character of this Area*

Over the past decade, a major revitalization of Canadian downtowns has begun to occur which has transformed many locations into more dynamic and multi-functioning nodes attracting new residents and drawing visitors from beyond the local area for a wide variety of reasons. Many municipalities across Canada have developed strategic policies that direct growth in the downtown core that is strategic and protects the character of the downtown.

The **City of Halifax** has been proactive in planning growth in the City's downtown core. Since 2009 with the adoption of the Downtown Halifax Municipal Planning Strategy, the City has carried out its annual and 5-year reviews of the Downtown Halifax Plan. The Plan has brought growth, change and better urban design control to downtown Halifax, and has also won national awards. On an annual basis, the City monitors growth and reports trends regarding downtown development. The 5-year annual review responds to trends and opportunities within the Plan Area and addresses shortcomings of the planning documents, including the Downtown Halifax Land Use By-law. Key changes proposed in the current 5-year annual review included streamlining the development approval process for smaller projects, better



organization of the bylaw, new exemptions to the site plan approval process, clearer public engagement process for larger projects, changes to landscaping requirements and improved registered heritage protection with respect to demolitions.

Recommended Actions

- Explore opportunities to strategically plan for redevelopment and intensification in the downtown core that would include a concurrent review of the City of Winnipeg CentrePlan Development Framework (1999), Downtown Parking Strategy (2011), Downtown Residential Development Strategy & Action Plan (2011), Downtown Urban Design Guidelines (2005) and Downtown Winnipeg Zoning By-Law 100/2004;
- Annually monitor growth and trends occurring in the downtown;
- Maximize opportunities to provide live, work and play in the downtown core by promoting a range of mixed-use buildings, standalone office and high-density residential buildings;
- Encourage development that builds on the character of the neighbourhood by expanding the Downtown Urban Design Guidelines to include guidelines by character area and/or neighbourhood in the downtown core; and
- Review intensification opportunities in the downtown core; examine underutilized (e.g. parking lots) and redevelopment opportunities.

### *10.3.3 Explore Opportunities to Rejuvenate Retail Areas in Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors.*

Policy Context

Retail is an important component in building complete communities. Retail uses often form the focal point of the community providing opportunities for social interaction, while providing convenient access to retail and services to support the needs of the local residents. In mature neighbourhoods, small retail sites (accommodating 2 to 10 businesses) serving the local neighbourhood tend to have challenges retaining and attracting retail uses. The City of Winnipeg retail sites are largely designated Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors. Key characteristics of these retail sites include older retail buildings, limited traffic exposure due to location on a collector or minor arterial road, reliance on the local residents for business and independent or small retail users. These areas generally lack private re-investment as the buildings tend to have lower

retail rents owned by small investors or are owner-occupied by small retailers. While these areas have greater challenges than other retail areas of the City, these retail areas provide opportunities for small business growth and to strengthen mature neighbourhoods. The approach in strengthening these areas should focus on building on the character of the area by rejuvenating the areas and encouraging some minor intensification (infilling).

The City of Winnipeg and the Province implemented the Building Communities Initiative II (BCI II) in 2010. The BCI II program focuses investments on key community amenities in designated neighbourhoods that shoulder the inner city and in designated neighbourhoods with pockets of decline. One of the key focus areas of the program is provide capital support to strengthen neighbourhood commercial areas in targeted locations. Current projects to date have been primarily to fund community, recreational and cultural projects. Any improvements made to a community contributes to building complete communities and provides opportunities to strengthen all facets of the community, including retail. The City should explore this program and other similar initiatives by the City that could be leveraged or enhance to rejuvenate retail areas in Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors. As well, the City should explore other initiatives that directly target rejuvenates in the Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors.

In 2014, the **City of Edmonton** created a Corner Store Program, a pilot project that aims to re-establish neighbourhood retail centres as community hubs within Edmonton's mature neighbourhoods. The Corner Store Program focuses on small-scale neighbourhood retail sites with 2 to 10 businesses. Typically, these retail sites are located in interior neighbourhood areas along collector roads, occupied by small independent retail and service users and serve the needs of the local area. The program supports physical improvements to City infrastructure (such as landscaping, lighting or benches), and exterior renovations to buildings and businesses at participating sites. The City has made successful investments to four small neighbourhood retail sites to date.




Photos of a neighbourhood plaza before and after the City of Edmonton Corner Store Program. Photo Source: City of Edmonton

Recommended Actions

- Take an inventory of all neighbourhood improvement programs that can be shared with the public;
- Review existing programs that target neighbourhood improvement projects and explore opportunities to leverage and enhance those programs;
- Explore innovative programs for the rejuvenation of Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors; and
- Promote and encourage minor intensification of Neighbourhood Mixed Use Centres and Neighbourhood Mixed Use Corridors, as long as the scale and the type of intensification is consistent with character of the area and does not greatly reduce the retail uses of the area.

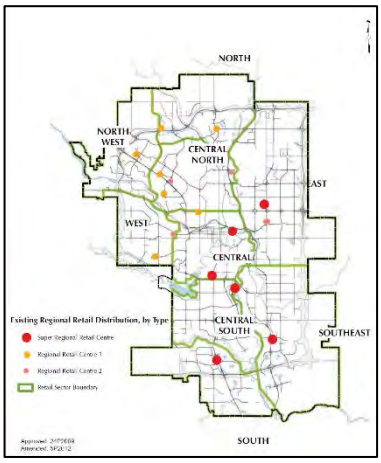
### *10.3.4 Encourage New Commercial Development that has a Sustainable Development Pattern*

Policy Context

New retail development has largely been concentrated in the City's suburban locations over the past decade. These suburban retail locations are well connected to major arterial roads and, in some cases, are often isolated from transit. Further, these suburban retail locations typically have a retail layout that

does not encourage pedestrian movement from store to store within the retail site. A new direction for commercial development is required that focuses on creating more sustainable development that makes efficient use of City infrastructure and land, is accessible by various modes of transportation, and acts as an important community gathering space. In order to support this new direction of commercial development, the City should be cautious about any proposed increases to the supply of commercial land.

The **City of Calgary's** Municipal Development Plan divides the City into nine retail sectors for the purpose of planning for new retail space. The primary objective of planning retail growth by major area is to ensure that the City is directing an adequate amount of commercial space to meet the variety of needs of residents and businesses throughout the City, and discourage cross-city shopping trips by residents. The Municipal Development Plan has identified a direction in regards to the mix of Regional Serving and Local Serving Retail Space for the nine sectors of the City.




Retail Sector Areas and Regional Centres Identified in the City of Calgary Municipal Development Plan.

The **City of Guelph's** Official Plan includes policies that support the dispersal of commercial uses throughout the City, while discouraging the creation of retail strip development. New commercial growth is primarily planned for the City's five designated mix-use nodes. The designated mix-use nodes include maximum GFA limits for retail space to ensure a balanced mix of land-uses in the node, while encouraging retail growth to be spread across the City. Further, to encourage a diversity of retail uses and prevent large strip retail and big box stores within the node, the City sets a limit of four freestanding individual retail uses exceeding 5,575 square metres (60,000 sq.ft.).

Recommended Actions

- Land-use policies should distinguish between local community serving versus regional serving retail uses. Local serving retail uses typically include grocery stores, pharmacy/drug stores, restaurants and personal services;
- Priority should be directed to retail developments that serve the needs of the local residents in a community area if outside the designated Regional Mixed-Use Nodes and Regional Corridors;

- Discourage retail developments that form large linear retail patterns;
- Encourage retail developments that cluster and form a node with other non-residential uses in the community (e.g. institutional, office);
- Provide opportunities for small retail developments throughout a community (e.g. corner store and small retail sites of 2 to 10 businesses);
- Support planned retail developments that incorporate high-quality pedestrian linkages (e.g. sidewalks, pathways) to interior retail facilities on-site, as well as exterior linkages that are well-integrated with the community; and
- Plan and design future retail uses around transit stops or stations.

# Appendix A – Manitoba Provincial Land Use Policies (PLUPs) – Employment Lands Relevant Policies

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| 1.1 | Protecting people, property, and investment | 1.1.1 | Planning and development decisions must direct development to areas that are suitable for the proposed use and where risk can be prevented or minimized. Factors to be taken into account<br>when assessing risk include<br>a) hazards or activities in or nearby proposed development that have the potential to negatively<br>b) impact development or health and safety;<br>c) accessibility of emergency services;<br>d) existing land uses in or nearby the proposed development that could be negatively impacted<br>e) by development;<br>f) the potential for development to negatively impact the environment;<br>g) the vulnerabilities of development to the potential effects of climate change; and<br>h) any other issue noted in the local emergency plan. |
| | | 1.1.2 | Land that could be unsafe for development due to naturally occurring processes, such as flooding, *erosion* and bank instability, is not suitable for development. Such land should be left in its natural state or its use should be limited to low intensity uses. |
| | | 1.1.3 | Incompatible developments and developments that may pose dangers to health and safety or that may be offensive and disturbing to the reasonable use of property should be located so that the development or use<br>a) does not negatively affect existing developments or designated land uses; and<br>b) can operate or expand safely, without unreasonable limitations. |
| 1.2 | Ensuring compatibility between land uses | 1.2.1 | Development must be compatible with its surroundings, with existing uses and with transportation systems. |
| | | 1.2.2 | The designation of land for *non-resource-related uses* should not be wasteful of land. |
| | | 1.2.3 | The amount of land designated for *non-resource-related uses* should be consistent with the demonstrated rate of change in the requirements for such land uses and must take into account<br>a) the community vision for the *planning area*; and<br>b) the existing designations of such lands within the region. |
| | | 1.2.4 | Subject to policies 1.2.5 and 1.2.6, *non-resource-related uses* must be directed to existing *urban centres* or to other areas that have been designated for *non-resource-related uses*. |
| | | 1.2.5 | The following *non-resource-related uses* may be accommodated in areas outside *urban centres*, provided that the areas are both appropriate and designated for the use:<br>a) developments that are intended to primarily serve the farm community,<br>b) developments that pose a hazard or nuisance in an *urban centre*, or<br>*c)* developments that require a larger site area than is available or appropriate in an *urban centre*. |
| | | 1.2.7 | Developments described in policies 1.2.5 and 1.2.6 must be directed |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | | a) to areas where, due to a combination of a diversity of landscape features, the predominance of lower class land, a high degree of land fragmentation and the existence of a mixture of land uses, agriculture is not dominant; and<br>b) away from *prime agricultural land*, *viable lower class land* and existing *agricultural operations* whenever possible. |
| | | 1.2.8 | Development outside an *urban centre* must be located in a manner that ensures adequate separation from the centre so as to not impede the centre's orderly expansion, based on the projected land needs of the *urban centre* over a long-term planning horizon. |
| 1.4 | Promoting Sustainable Development | 1.4.1 | Innovative design concepts and development standards should be used and promoted to facilitate the following:<br>a) addressing the needs of persons with disabilities, by meeting standards for universal design;<br>b) conserving or maximizing efficiencies of natural resources, including energy and water;<br>c) minimizing contributions of harmful emissions, including greenhouse gases;<br>d) supporting the use of renewable and alternative energy sources;<br>e) minimizing soil nutrients being lost through strategies such as stormwater retention and treatment, and *erosion* control;<br>f) minimizing and mitigating conflicts between humans and wildlife;<br>g) preserving and working with the natural landscape features of the area;<br>h) incorporating green design practices<br>i. in new building construction and the rehabilitation of or conversion of existing buildings,<br>ii. when conserving heritage buildings, if feasible and if consistent with heritage conservation standards as outlined in the Standards and Guidelines for the Conservation of Historic Places in Canada, and<br>iii. to minimize the amount of impervious surface whenever practicable by using natural engineering design methods and, if feasible, encouraging alternate surfacing options. |
| | | 1.4.2 | Public facilities, services and resources must be accessible to the public. To ensure this, existing and planned public facilities, services and resources must be identified and policies to accommodate public access must be prepared and included. Some public resources may require specific measures to ensure public access, such as creating a public shoreland reserve for a water body. |
| 4.1 | Protecting natural Lands and resources | 4.1.1 | *Provincial natural land* and *critical and significant wildlife habitat* must be identified and protected from incompatible land uses and developments. |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | 4.1.2 | If the adverse impacts of development on *provincial natural land* and *critical and significant wildlife habitat* cannot be avoided, the impacts must be minimized and mitigated by using appropriate measures to preserve, create or restore the value of the land and habitat. |
| | | 4.1.3 | *Provincial natural land* and *critical and significant wildlife habitat* that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable. |
| | | 4.1.4 | The fragmentation of *critical and significant wildlife habitats* should be avoided whenever possible, and the establishment and protection of wildlife corridors is to be supported. Development that will result in fragmentation of *critical and significant wildlife habitats* must be minimized and suitably mitigated. |
| | | 4.1.5 | Voluntary actions to conserve *critical and significant wildlife habitat* on private land is to be encouraged and facilitated. |
| | | 4.1.6 | *Heritage resources* should be identified and protected from the adverse impacts of development. If adverse impacts are unavoidable, the impacts must be minimized and mitigated by using appropriate measures to preserve, create or restore the value of the *heritage resources*. |
| | | 4.1.7 | The conservation of *heritage resources* must be undertaken in a manner that is compatible with *The Standards and Guidelines for the Conservation of Historic Places in Canada*, as published by Parks Canada. |
| | | 4.1.8 | *Heritage resources* that have been degraded or damaged should also be identified and prioritized for rehabilitation, if rehabilitation is practicable. |
| 5.1 | Protecting water | 5.1.1 | *Water bodies*, groundwater and *riparian areas* must be identified and protected from the risks associated with development. In particular, land uses, activities and developments that have a high risk of causing pollution, such as disposal fields, fuel tanks, waste disposal grounds, lagoons and chemical and fertilizer storage facilities, must be considered and prevented or suitably mitigated. |
| | | 5.1.2 | In order to ensure water quality is protected, development in or near *water bodies* or *riparian areas* must not be permitted if the development may result in<br>a) the contribution of nutrients, deleterious chemicals or materials to *water bodies* or a *riparian area*;<br>b) an acceleration of *erosion* or bank instability;<br>c) the removal of natural vegetative cover; or<br>d) an impact on any in-stream flows needed to maintain a healthy aquatic ecosystem. |
| | | 5.1.3 | To ensure the protection, retention and, where required, rehabilitation of *riparian areas*, the following setbacks must be applied in respect of development:<br>a) a minimum setback of 15 metres upslope from the normal high water mark of<br>i. first and second order drains, and<br>ii. ii) artificially created retention ponds;<br>b) a minimum setback of 30-metres upslope from the normal high water mark for all natural<br>c) *water bodies* and waterways, including ephemeral streams; |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | | d) a minimum setback greater than 30 metres upslope from *water bodies* and waterways that<br>e) are designated under an enactment,<br>i. are socially, historically or culturally important, or<br>ii. contain unique aquatic assemblages and species.<br>f) The natural vegetative cover must be retained or rehabilitated within the above setbacks. |
| | | 5.1.4 | Developments that create minor disturbances to the natural vegetative cover in *riparian areas*, such as docks, pathways and boathouses, may be permitted in those areas, provided that not more than 25% of the length of the lot's shoreline is affected. |
| | | 5.1.5 | Development must not result in alteration to permanent, semi-permanent or coastal wetlands by the consolidation of wetlands or by ditching, filling, pumping, subsurface drainage or other works or means, unless it is for the purpose of flood mitigation. Flood mitigation must maintain the natural boundaries of permanent, semi-permanent or coastal wetlands. |
| | | 5.1.6 | To protect water that supplies a *drinking water system*, appropriate land use planning or suitable mitigation measures must be implemented to ensure that development does not<br>a) contribute pathogenic organisms, deleterious chemicals or nutrients to a drinking water source; or<br>b) increase the turbidity of a drinking water source. |
| | | 5.1.7 | Land use planning should facilitate and promote the efficient and sustainable use of drinking water. |
| | | 5.1.8 | In planning for developments that require groundwater, consideration must be given to the impacts on aquifers, including<br>a) the long-term ability of the aquifers to provide groundwater for normal usage;<br>b) the degradation of the quality and quantity of groundwater within the aquifers;<br>c) the rate of recharge of the aquifers; and<br>d) the effects on the ecosystems that are reliant on groundwater discharge from the aquifers. |
| | | 5.1.9 | In areas where the drinking water supply is limited or overburdened, land use planning should be used to ensure that<br>a) domestic uses are given priority over other uses;<br>b) alternative sources of water are identified for uses that do not require drinking water; and<br>c) uses that consume a significant amount of drinking water are not to be accommodated. |
| 6.1 | Strategic and Sustainable Infrastructure Investment | 6.1.1 | Land use planning should be coordinated with municipal financial and capital planning in order to provide an integrated decision framework for development and spending priorities within the *planning area*. |
| | | 6.1.2 | The provision of infrastructure should be planned and appropriate for the type, scale and location of both existing and potential development. |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | 6.1.3 | Infrastructure investments to support development should be strategic and sustainable. In order to ensure this, the infrastructure planning process should consider<br>a) the full costs of the infrastructure, on a lifecycle basis;<br>b) the financial resources needed to maintain the infrastructure in a manner and to a level that meets needs, regulatory requirements and accepted industry standards;<br>c) the cost-benefits of different infrastructure options;<br>d) public health and safety; and<br>e) the environmental impacts of different infrastructure options, such as greenhouse gas emissions. |
| 7.1 | Integrated Transportation system | 7.1.1 | In order to ensure that appropriate linkages across Manitoba's transportation system are established and maintained, planning and development decisions must be coordinated with local, regional and provincial transportation plans. |
| | | 7.1.2 | Corridors should be identified and encouraged if major utilities, trails and other transportation rights of way can share space. |
| | | | To ensure that development and the transportation network are compatible and potential conflicts are minimized, development must be restricted in areas<br>a) where the negative impacts of being located in the vicinity of a major transportation facility, such as noise, dust or the hazardous nature of the goods associated with transportation facility, cannot be suitably mitigated; or<br>b) that are in the vicinity of airports and airfields, if development is incompatible with aircraft operations or the expansion of airport facilities. |
| 7.2 | Promoting transit and active transportation | 7.2.1 | All modes of transportation, particularly more active and environmentally sustainable forms such as walking, cycling and public transit, are to be facilitated. |
| | | | The following should be promoted to encourage more walkable, transit- supportive communities and reduce the reliance on automobiles:<br>a) increased densities and mixed land uses at appropriate locations;<br>b) linkages between public transit, streets, sidewalks, river corridors, pathways and green spaces to form an interconnected network;<br>c) abandoned transportation corridors being used for public transit and trails;<br>d) increased connectivity in the urban street system to provide more direct routes between destinations and to reduce walking times;<br>e) bicycle paths and walkways being incorporated in existing built up areas and in the design of new developments;<br>f) the incorporation of transit supportive measures in developments, and in particular affordable housing developments, including<br>i. locating transit stops within reasonable walking distances (200 m to 400 m) from residential, commercial and institutional areas, |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | | ii. ii) establishing safe and secure park-and-ride facilities at appropriate locations, and<br>iii. iii) implementing transit priority measures to assist in the unrestricted flow of transit vehicles and overall efficiency;<br>g) the concentration of high trip generating uses and public spaces in or adjacent to existing or planned transit stations and stops. |
| 7.3 | Safe and efficient movements of goods and people | 7.3.1 | Land use planning must consider the access needs and traffic and safety implications of development. |
| | | 7.3.2 | Development decisions must take into consideration the requirements of *The Highways Protection Act* and *The Highways and Transportation Act* that apply to direct access to trade and major tourism routes and the regional highway network. For the purposes of this policy, the trade and major tourism routes are as identified on map in the Appendix 3. |
| | | 7.3.3 | Strip development, or a development that contributes to the evolution of a row of lots, that fronts on and requires direct connection to a provincial highway must not be permitted. An exception may be considered on a regional highway route if development adjacent to the route has already occurred to the extent that this policy can no longer be fully applied. For the purpose of this policy, a regional highway route means the regional highway routes identified on the map in the<br>Appendix 3. |
| | | 7.3.4 | Development should be directed to areas that have an existing improved intersection in place or rely on an internal road system. |
| | | 7.3.5 | Development that may negatively affect plans for road widening or expansion must not be permitted unless provisions are made to accommodate future widening or expansion. |
| | | 7.3.6 | Expansion of existing development that is bordered on one side of a transportation corridor, such as a provincial highway, major road or rail line, should be kept to the developed side of the corridor so as not to jeopardize user safety and efficiency. |
| | | 7.3.7 | Proposed developments that may have a detrimental impact on the operation, safety, function or expansion of provincial highways, provincial winter roads, future seasonal corridors, ferry<br>docking facilities and ports must not be permitted unless appropriate mitigative measures can be incorporated into the development. |
| | | 7.3.8 | Airports and intermodal facilities must be protected from incompatible land uses that may adversely impact their operation, endanger public safety or create a potential safety hazard. |
| | | 7.3.9 | New developments or land uses should be planned and designed so that new at-grade rail crossings are minimized. |
| | | 7.3.10 | Development that will generate truck traffic requiring heavier loading than is allowed on a provincial highway or local road must not be permitted unless provisions are made to ensure |

| Policy Area | | Policy number | Policy |
|---|---|---|---|
| | | | that appropriate load improvements for the highway or road are incorporated into any plans for the development. |
| 9.1 | Capital Region Planning | 9.1.1 | Regional consistency should be promoted by encouraging the coordination and integration of development plan policies in the *capital region*. |
| | | 9.1.2 | To facilitate and promote the *capital region*'s competitive edge over other Canadian centres, planning authorities in the *capital region* should collaborate on regional strategies for<br>a) sustainable economic development;<br>b) immigration;<br>c) growth management;<br>d) transportation network integration;<br>e) tourism, heritage and recreational development;<br>f) water quality and supply;<br>g) solid waste and wastewater management;<br>h) agricultural lands protection and diversification;<br>i) *riparian area* management; and<br>j) other regional strategies determined by consensus. |
| | | 9.1.3 | Land use planning in the *capital region* should be coordinated to protect and capitalize on the region's key economic advantages, including<br>a) the intermodal transportation facilities;<br>b) the Mid-Continent Trade Corridor for air, rail and truck transport industry development;<br>c) the Winnipeg James Armstrong Richardson International Airport, its 24-hour operation status, and the clustering of industrial development in the vicinity of the airport;<br>d) the clustered biomedical facilities in Winnipeg; and<br>e) any other emerging sectors of economic growth identified in the *capital region*. |
| | | 9.1.4 | To ensure Manitoba's *capital region* is enhanced as an attractive place to live, planning authorities in the *capital region* should coordinate and cooperate on plans to provide the following within the *capital region*:<br>a) a range of housing and transportation options;<br>b) efficient, environmentally sound and sustainable *public services*;<br>c) a diversity of recreational, cultural and educational amenities;<br>d) safe and healthy neighbourhoods;<br>e) interconnecting parks, open spaces, wildlife areas, *heritage resources* and waterfronts by pathways or trails suitable for bicycle and pedestrian use;<br>f) shoreline and *riparian area* management to protect water quality, enhance stability and prevent erosion. |
| | | 9.1.5 | Development plan policy for *urban centres* in the *capital region* should promote the development of sustainable communities that offer employment, shopping and entertainment opportunities for residents. |
| | | 9.1.6 | To encourage efficient and cost-effective provision of *public services*, communities in the *capital region* should collaborate on the potential for regional services and revenue sharing. |

# Appendix B – Building Something Big (PMCR) – Employment Lands Relevant Policies

| | Priority | Goal | Strategy |
|---|---|---|---|
| | Transportation and shared services | ENSURE THE EFFICIENT AND SAFE MOVEMENT OF PEOPLE AND GOODS IN THE REGION | The efficient movement of people and goods through improved infrastructure and transportation services can help foster economic development while paying attention to safety |
| | | ALIGN TRANSPORTATION, LAND USE PLANNING AND INFRASTRUCTURE INVESTMENT | An effective transportation master plan can help integrate transportation with land use while establishing priorities for public investment in infrastructure |
| | | PURSUE ACTIVE TRANSPORTATION OPPORTUNITIES | Walking, cycling and other forms of active transportation for recreation, tourism and commuting purposes can enhance personal health and community livability while fostering regional and inter-municipal collaboration. |
| | Environment and water quality | PROVIDE ACCESS TO SAFE, CLEAN DRINKING WATER | Extending existing water supply sources, developing new sources where necessary and protecting ground water sources all contribute to ensure clean, safe and reliable drinking water for every resident of the region. |
| | | UPDATE WASTEWATER AND SEWAGE TREATMENT | Updating municipal infrastructure and replacing septic systems with centralized wastewater and sewage systems can help protect the environment and safeguard groundwater quality. Updating and replacing municipal infrastructure to manage waste more effectively will ensure the protection of ground and surface water sources and reduce negative impacts to our lakes, rivers and stream |
| | | EXPLORE OPPORTUNITIES TO IMPLEMENT NEW TECHNOLOGIES AND PRACTICES FOR WASTE MANAGEMENT | Options for managing wastewater that are environmentally sound should be explored to ensure we protect our lands and water while introducing beneficial management practices in ways that gain greater acceptance. |
| | | DEVELOP AND PROMOTE ADAPTATION PRACTICES | As the impacts of climate change are felt, some measures can be taken to adapt to our changing environment. This will require regional approaches to planning for non-stationarity. |
| | | REDUCE GREENHOUSE GASES | A regional approach to mitigating the impacts of climate change is an effective way to encourage alternative technologies and innovative development practices. |
| | | INCORPORATE RENEWABLE ENERGY AND CLEAN TECHNOLOGY | Actively incorporating renewable energy options such as solar provides communities with greater energy security as we are less dependent on a single source. These options can also provide economic pay back and reduce our carbon footprint. |
| | Economic development, marketing and tourism | BUILD STRATEGIC MUTUALLY-BENEFICIAL RELATIONSHIPS | It is important to ensure mutually supportive relationships with organizations such as CentrePort, Economic Development Winnipeg, the Provincial |

| | | | |
|---|---|---|---|
| | | | Economic Development Offices, among others, that are promoting the region's competitive advantages |
| | | MARKET THE REGION AS A SINGLE COMPETITIVE ENTITY | An effective communication and marketing strategy can lead to investment opportunities and economic development that can benefit the region as a whole. |
| | | BE ECONOMICALLY COMPETITIVE AS A REGION | The ability to compete effectively requires working in collaboration with senior levels of government and economic development agencies to develop a clear and comprehensive strategy to build regional capacity and promote strategic advantage. |
| | | SEEK WAYS TO ENSURE ALL PARTNERS BENEFIT FROM ECONOMIC GROWTH | Regional economic growth can be enhanced if an environment is created where all members have an opportunity to benefit economically. |
| | | PROMOTE LABOUR FORCE DEVELOPMENT | Capital Region communities must work pro-actively with educational institutions, government departments and industry to ensure we have appropriately skilled workforces to meet future demands. |
| | | ENGAGE IN THE INTERNATIONAL MARKETPLACE | The PMCR should participate in activities to promote international investment and actively seek information and innovation in technologies that better position the region, globally. |

# Appendix C – Manitoba Capital Region – Detailed Analysis of Development Trends

Watson & Associates ECONOMISTS LTD.

Plaza Three
101-2000 Argentia Rd.
Mississauga, Ontario
Canada L5N 1V9
Phone: (905) 272-3600
Fax: (905) 272-3602
e-mail: info@watson-econ.ca

# Memorandum

| | | | |
|---|---|---|---|
| To: | Michael Pyl | Fax | ☐ |
| From: | Jamie Cook and Brad Post | Courier | ☐ |
| Date: | April 5, 2018 | Mail | ☐ |
| Re: | Manitoba Capital Region – Detailed Analysis of Development Trends | e-mail | ☒ |

Based on the feedback of the November 2017 public information session (PIC), the Consultant Team has completed a more detailed analysis of recent industrial development activity and development trends within the Manitoba Capital Region. The analysis addresses the following questions:

- How do average employment land[1] absorption levels in the City of Winnipeg compare to the rest of the Manitoba Capital Region over the past five years?
- Within the Manitoba Capital Region, where has recent employment land development activity been the strongest and weakest?
- What are the characteristics of employment land absorption throughout the municipalities within the Manitoba Capital Region outside of the City of Winnipeg?
- What is the City of Winnipeg's competitive position relative to surrounding municipalities within the Capital Region regarding industrial development?

Prior to finalizing the results of the City of Winnipeg Employment and Commercial Land Strategy report, this memorandum has been prepared to provide a summary of key findings for discussion with the City.

[1] Employment lands (also known as industrial lands) typically include a broad range of designated lands, including light, medium and heavy industrial lands, business parks and rural industrial lands.



**Services**

- Demographics, Pupil Forecasting, Industrial/ Commercial Forecasts
- Development/Education Development Charge Policy
- Financial Analysis of Municipal Restructuring Options
- Fiscal Impact of Development
- Land Needs and Market Studies
- Long Range Financial Planning for Municipalities
- Municipal Management Improvement
- O.M.B. Hearings – Financial, Market, Demographic
- School Board Planning and Financing
- Servicing Cost Sharing
- Tax Policy Analysis
- Waste Management Rate Setting, Valuation and Planning

This analysis contained herein was based on a variety of data and information sources, including:

- Province of Manitoba, Invest in Manitoba website, Listing of Industrial Parks in Manitoba;
- Province of Manitoba, Property Assessment website, Property Sales Database[1];
- City of Winnipeg and Rural Municipality historical building permit data;
- A survey of active real estate listings of local and national brokerage firms and contact with local real estate brokers to supplement information;
- Google Earth aerial imagery (aerial imagery overall historical years);
- Site visits to selected employment areas was conducted by City of Winnipeg staff (to verify status of parcels developed in areas of high growth areas);
- Business Directory databases, including InfoCanada (listing of businesses opened in the past 5-years with employment estimates by business) and supplemented with Manta Business Directory, 2018;
- Media news releases regarding development activity; and
- Various by-laws, development plans and reports prepared municipalities regarding impact/capital levies, servicing and phasing of growth. As well as, information on the CentrePort corporate website.

[1] Note that property sales data was used as an indicator of where development may have occurred. Employment land is considered absorbed if a building structure has been added to a vacant parcel. It is important to note that the absorption does not include parcels that may have been purchased for future development or have been purchased for parking and open storage of large equipment.

# 1. Review of Recent Land Absorption and Development Trends – Manitoba Capital Region

### *Recent Improvements to Infrastructure Impacting Absorption*

- Over the past decade, the Rural Municipalities (RMs) that surround the City of Winnipeg have made some improvements to municipal water and wastewater servicing, resulting in additional serviced Employment Areas opening up in the Manitoba Capital Region (refer to Figure 3 for a map of employment areas). Improvements to the Capital Region's road network have also occurred. Notable infrastructure improvements in the surrounding RMs include:

    - The construction of a major highway connection, Centreport Canada Way, completed in 2013, has provided greater access for businesses operating out of the CentrePort area in the RM of Rosser. This improvement, which was funded by the provincial and federal governments, has been a key catalyst in attracting companies dependent on quick access to the Capital Region's major highways.

    - A major water plant was built in Headingley in 2015 and provides servicing to Employment Areas in the RMs of Headingley and Rosser.[1] Businesses have connected to the water supply on a phase-in basis[2] over the past few years. Further wastewater servicing (access to the City of Winnipeg's system) has also occurred in a phase-in basis and is expected to provide services to a number of parcels in the Employment Areas that form the designated CentrePort area in the RM of Rosser.

    - The RM of West St. Paul has recently added water servicing which has spurred development in that municipality; development has been particularly strong over the past two years in one key Employment Area (Kapelus Drive). Construction is underway for new wastewater infrastructure that will connect West St. Paul to the City of Winnipeg's wastewater treatment system.

    - Full servicing (water and wastewater servicing) has also been added to new Employment Areas in the RM of Macdonald over the past few years.

    - A new Employment Area in the RM of Ritchot (Ste. Agathe), Riel Industrial Park, has opened up in the past few years and provides water and wastewater servicing.

[1] Areas with full-servicing in the RMs of Headingley and Rosser include the Headingley Business Park, Caron Road. Areas, Centreport – Brookside Business Park and Centreport – Brookside Industrial Park West. Refer to Figure 4-6b for map of these areas.

[2] Servicing improvements are planned in phases for existing and future phases for employment areas in Rosser and Headingley. Full-servicing is not available for all employment lands in the RMs of Headingley and Rosser. Portions of developed employment areas have had servicing improvements recently added and servicing improvements are underway for new phases of industrial/business parks.

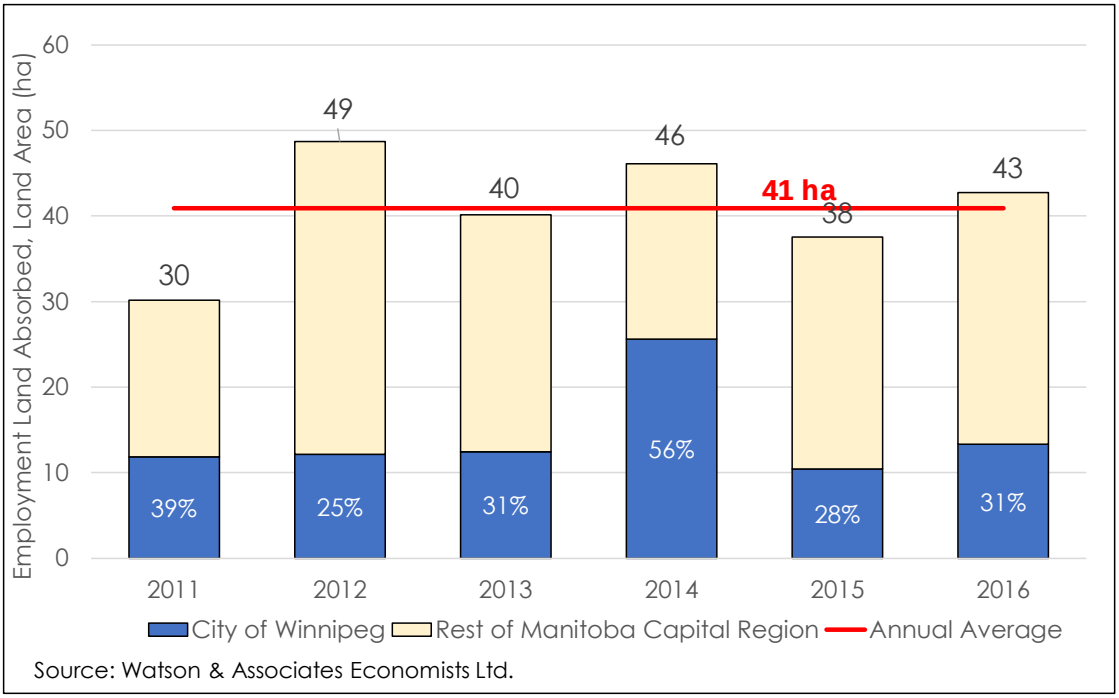
***Employment Land Absorption in the Manitoba Capital Region, 2011 to 2016***

- Over the 2011 to 2016 period, 245 net hectares (or 41 net hectares/101 net acres annually) of employment lands were in absorbed in the Manitoba Capital Region. Figure 1 summarizes annual absorption in the Manitoba Capital Region.[1]

- While the City of Winnipeg still leads the Capital Region in terms of employment land absorption activity, it is important to note that over the past decade the surrounding RMs have become more competitive, due to improvements to the Capital Region's road network and water and wastewater servicing, as discussed previously. Prior to these improvements, the surrounding RMs were accommodating development on partially serviced or dry industrial areas. In addition, transportation access has greatly improved in the RM of Rosser, due to the construction of the Centreport Canada Way expressway.

- The City of Winnipeg accounted for approximately 35% of the employment land absorbed in the Capital Region over the 2011 to 2016 period, ranging from 25% in 2012 to 56% in 2014.

**Figure 1:**
**Manitoba Capital Region**
**Annual Employment Land Absorption,**
**2011 to 2016, Land Area (ha)**




[1] Employment land is considered absorbed if a building structure has been added to a vacant parcel. It is important to note that the absorption does not include parcels that may have been purchased for future development or have been purchased for parking and open storage of large equipment.

### *Employment Land Absorption in the Capital Region by Location*

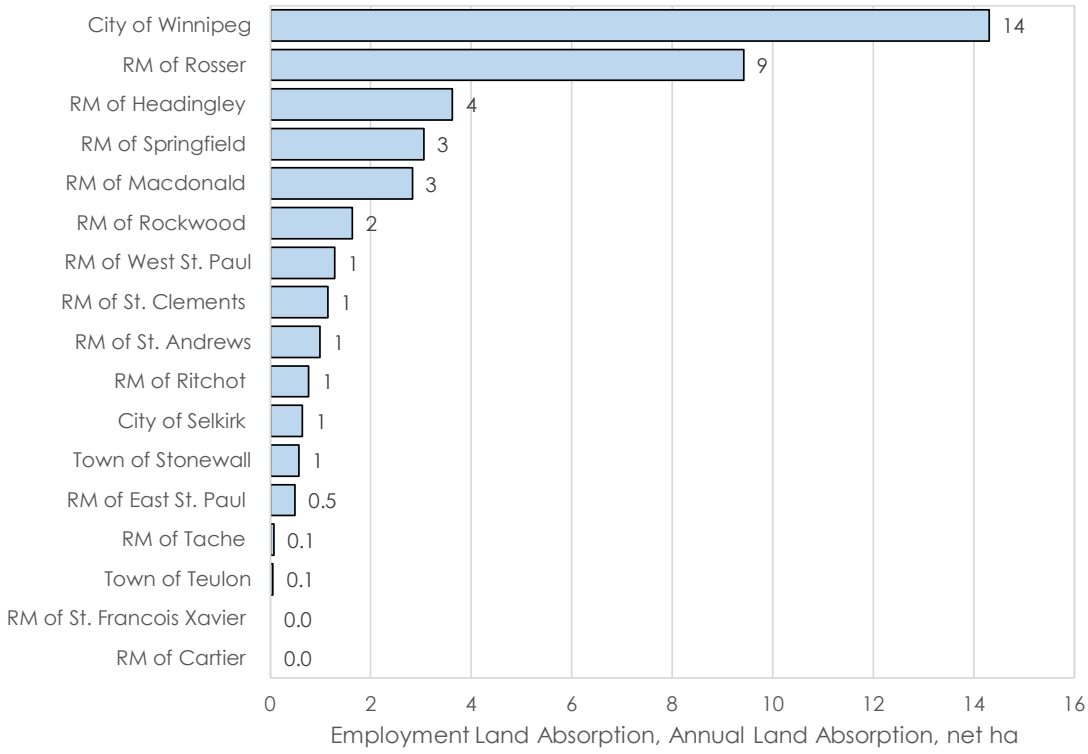
- The Capital Region, excluding the City of Winnipeg absorbed 27 net hectares (67 net acres) of employment lands annually over the 2011 to 2016 period, while the City of Winnipeg absorbed approximately 14 net ha (35 net acres) annually, as previously mentioned.

- Figure 2 summarizes employment land absorption by municipality in the Capital Region. In terms of annual absorption, the City of Winnipeg leads in the Capital Region with 14 hectares (35 acres) absorbed annually, followed by the RM of Rosser at 9 hectares (22 acres) annually. Refer to Figure 3 for a map of the employment lands in the Manitoba Capital Region.

- The City of Winnipeg and the four RMs adjacent to the City of Winnipeg: Rosser, Headingley, Springfield and Macdonald, accounted for approximately 81% of the employment lands absorbed in the Manitoba Capital Region over the 2011 to 2016 period. The remaining 12 municipalities accounted for 19% of employment lands absorbed in the Capital Region. Absorption levels in these remaining 12 municipalities ranged from 0 to 1.6 net hectares (3.9 acres) annually.

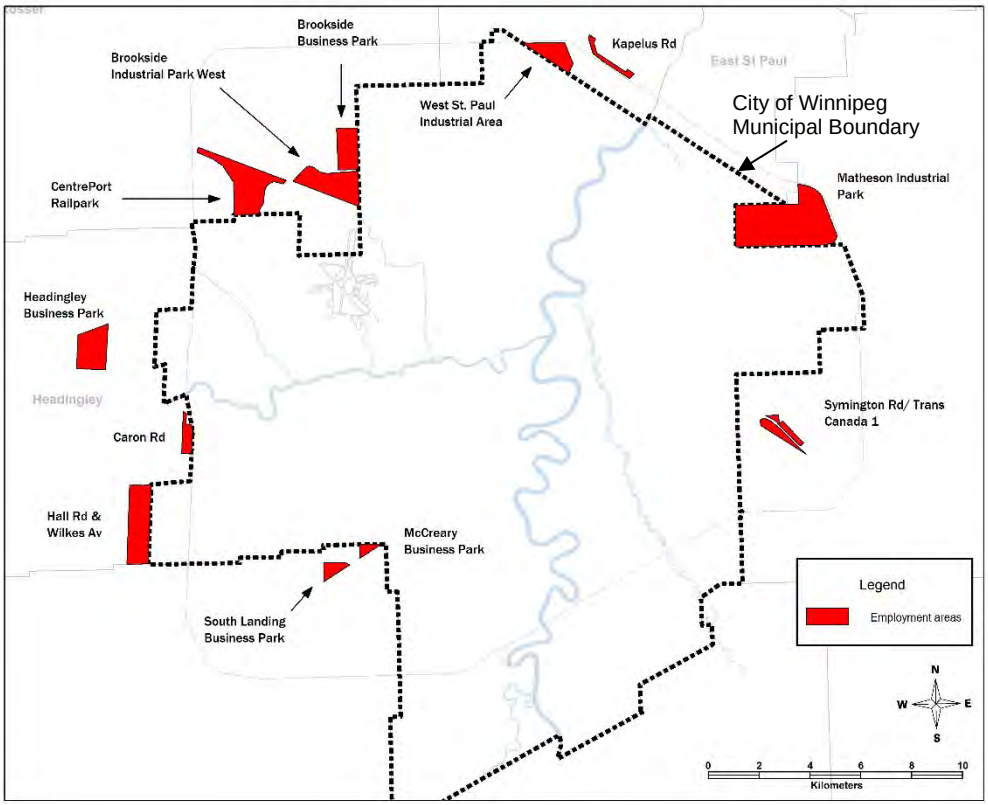
- Nearly all the absorbed employment lands over this period in the RMs of Rosser, Springfield, Headingley and Macdonald were concentrated in new employment areas or new phases that opened up for development within the past 2 to 8 years. With the exception of the RM of Headingley, these Employment Areas are located just outside the City of Winnipeg municipal boundary. Figure 3 identifies geographically the employment areas in close proximity to the City of Winnipeg.

**Figure 2:**
**Manitoba Capital Region**
**Annual Employment Land Absorption by Municipality, 2011 to 2016, Land Area (ha)**




Source: Watson & Associates Economists Ltd., 2018.
Note: Employment land absorption is based on the annual average over a 6-year period. The RM of West St. Paul absorption has been particularly strong over the 2015 and 2016 period. Over the 2015 and 2016 period, the RM of West St. Paul has averaged 4 ha of employment land absorbed.

**Figure 3:**
**Manitoba Capital Region**
**Location of Employment Lands and Key Active Areas**
**in Surrounding Rural Municipalities**




***Employment Land Absorption Characteristics, 2011 to 2016***

- Below is a summary of development trends on employment lands in the Manitoba Capital Region. Figure 4 provides additional information on development characteristics of absorbed parcels in the Manitoba Capital Region, while Figure 5 provides estimates on average density on recently absorbed parcels. Figure 6a provides a summary of built-form by absorbed parcel in the high and moderate growth areas (RMs of Rosser, Macdonald, Headingley and Springfield) of the Manitoba Capital Region, while Figure 6b provides a summary of City of Winnipeg absorption as a comparison.

<u>General Trends – Built-Form and Scale of Development</u>

- Employment land development across the Manitoba Capital Region, excluding the City of Winnipeg, has generally included a mix of small and medium-scale industrial and commercial development, not exceeding a parcel size of 6 net hectares (15 net acres) and a gross floor area (GFA) of 105,000 sq.ft. (9,755 sq.m.). Parcels measuring 3 net hectares (7 net acres) and less represented 93% of the parcels absorbed. As a comparison, parcels measuring 3 net hectares (7 acres) and less accounted for 87% of the employment lands absorbed in the City of Winnipeg.

- In terms of parcels greater than 3 hectares (7 acres) in the Capital Region, excluding the City of Winnipeg, there were eight parcels absorbed with a total land area of 40 net hectares (99 net acres).[1] Development on these parcels included five logistics/warehousing developments and three manufacturing facilities. The largest development in terms of GFA was 105,000 sq.ft. (9,755 sq.m.).

- Development on parcels measuring 3 net hectares (7 acres) and greater in the City of Winnipeg included the absorption of seven parcels with a total net land area of 37 hectares, and accommodated manufacturing, logistics/warehousing, retail and airport-side developments. It is important to note that the utilization of these parcels is high compared to other developments in the surrounding RMs, in terms of size of building footprint (4 developments exceeding 100,000 sq.ft. or 9,290 sq.m.) and average building coverage.

Land Utilization – Building Coverage, Density and Intensification Trends

- Average building coverages on new parcels vary across the Capital Region. The City of Winnipeg has an average coverage of 21% and is higher than coverages in the RM of Rosser at 16% and the RM of Headingley at 13%. Lower coverages in the RM of Rosser and RM of Headingley are primarily associated with developments related to the logistics/warehousing sector.

- As summarized in Figure 5, average employment density on recently absorbed parcels in the City of Winnipeg is 23 jobs/per hectare (9 jobs/per acre) and is estimated to be higher than the RM of Rosser, RM of Springfield and RM of Headingley, however comparable to the RM of Macdonald. The overall average employment density of these surrounding RMs is 13 jobs/per hectare (5 jobs/per acre) and is significantly lower than the City of Winnipeg average of 23 jobs/per hectare (9 jobs/per acre).

- It is important to note that some of the development within the RMs of Headingley and Rosser include a large component of off-site employment, or no fixed place of work, which is not included in the density estimates. Density estimates include an estimate of on-site employment to account for administrative and maintenance functions. For example, Canada Cartage, a large national trucking firm, recently relocated to the RM of Rosser's Brookside Business Park from an Employment Area in the City of Winnipeg. The trucking firm announced that it will be moving its 200-employee operation to the RM of Rosser.[2]

- Although the City of Winnipeg represented 35% of the land absorption between 2011 and 2016 in the Capital Region, in terms of GFA development on absorbed parcels, 39% of GFA in the Manitoba Capital Region was constructed in the City of Winnipeg. As

[1] Primarily concentrated in the RM of Rosser (Centreport Area) and the RM of Headingley. There was one large parcel absorbed in the RM of Rockwood and one large parcel absorbed in the RM of Macdonald.

[2] "Canada Cartage Opens New Facility in CentrePort," Winnipeg Free Press, 02/16/2016.

discussed, the City of Winnipeg's average building coverages are higher than the average of the ManitobaCapital Region.

- While land absorption is a key indicator of employment growth, it is important to note the levels of intensification in the City of Winnipeg and the surrounding RMs. Intensification levels in the City of Winnipeg have been very high (expansions accounted for 48% of GFA development) compared to the surrounding RMs (expansions accounted for less than 10% of the GFA development in the RMs of Rosser and Headingley, 18% of the GFA constructed in the RM of Macdonald and 31% of the GFA constructed in the RM of Springfield).

**Figure 4:**
**Manitoba Capital Region**
**Detailed Development Characteristics on Absorbed Parcels**
**2011 to 2016**

| Municipality | Land Area, ha | Average Size of Parcel (ha) | Building GFA on Absorbed Parcels (sq.ft.) | Average Size of Building (sq.ft.) | Largest Development (sq.ft.) | Building Coverage (%) |
|---|---|---|---|---|---|---|
| **City of Winnipeg** | **86** | **1.7** | **1,724,600** | **31,900** | **153,300** | **21%** |
| RM of Rosser | 57 | 2.1 | 755,700 | 28,000 | 56,000 | 16% |
| RM of Headingley | 22 | 1.5 | 283,300 | 18,900 | 105,000 | 13% |
| RM of Springfield | 18 | 0.8 | 407,500 | 17,000 | 48,000 | 23% |
| RM of Macdonald | 17 | 1.1 | 463,300 | 29,000 | 79,000 | 35% |
| RM of Rockwood | 10 | 0.9 | 94,200 | 8,600 | 46,300 | 10% |
| RM of West St. Paul | 8 | 0.9 | 307,000 | 25,000 | 93,000 | 25% |
| RM of St. Clements | 7 | 1.0 | 59,800 | 8,500 | 15,300 | 9% |
| RM of St. Andrews | 6 | 1.0 | 90,400 | 15,100 | 27,300 | 21% |
| RM of Ritchot | 5 | 1.2 | 55,000 | 13,800 | 30,000 | 12% |
| City of Selkirk | 4 | 1.0 | 101,200 | 25,300 | 51,000 | 28% |
| Town of Stonewall | 3 | 0.7 | 35,200 | 7,000 | 11,000 | 18% |
| RM of East St. Paul | 3 | 1.0 | 80,000 | 26,700 | 33,000 | 33% |
| RM of Tache | 0.4 | 0.4 | 10,200 | 10,200 | 10,200 | 40% |
| Town of Teulon | 0.3 | 0.3 | 1,500 | 750 | 1,000 | 5% |
| RM of Cartier | 0 | 0.0 | 0 | 0 | 0 | 0 |
| RM of St. François Xavier | 0 | 0.0 | 0 | 0 | 0 | 0 |
| **Total Manitoba Capital Region** | **245** | **1.3** | **4,468,900** | **23,700** | **153,300** | **17%** |
| **Total Manitoba Capital Region, Excluding City of Winnipeg** | **159** | **1.2** | **2,744,300** | **20,500** | **105,000** | **16%** |

Source: Watson & Associates Economists Ltd., 2018.

**Figure 5:**
**City of Winnipeg and Selected RM Municipalities**
**Average Employment Density on Absorbed Parcels (jobs/net ha or jobs/net acre)**
**2011 to 2016**

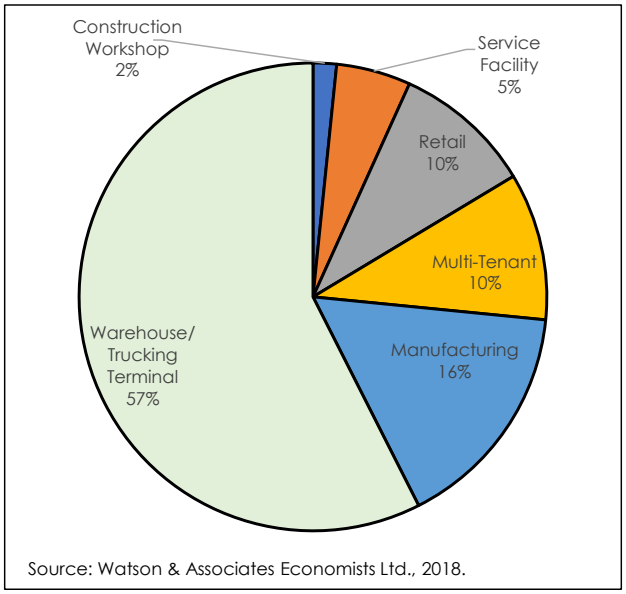
| Municipality | Hectares | | Acres | |
|---|---|---|---|---|
| | Absorbed Employment Land Area, ha | Average Employment Density (jobs/ha) on Absorbed Parcels | Absorbed Employment Land Area, acres | Average Employment Density (jobs/acre) on Absorbed Parcels |
| **City of Winnipeg** | **86** | **23** | **212** | **9.4** |
| RM of Rosser | 57 | 11 | 140 | 4.5 |
| RM of Headingley | 22 | 10 | 54 | 4.1 |
| RM of Springfield | 18 | 13 | 45 | 5.2 |
| RM of Macdonald | 17 | 22 | 42 | 8.7 |
| **Total** | **199** | **17** | **493** | **7.0** |
| **Weighted Average Excluding City of Winnipeg** | | **13** | | **5.2** |

Source: Watson & Associates Economists Ltd., 2018.

Note: Based on a representative density sample prepared by Watson & Associates from InfoCanada Business Directory data and news releases.

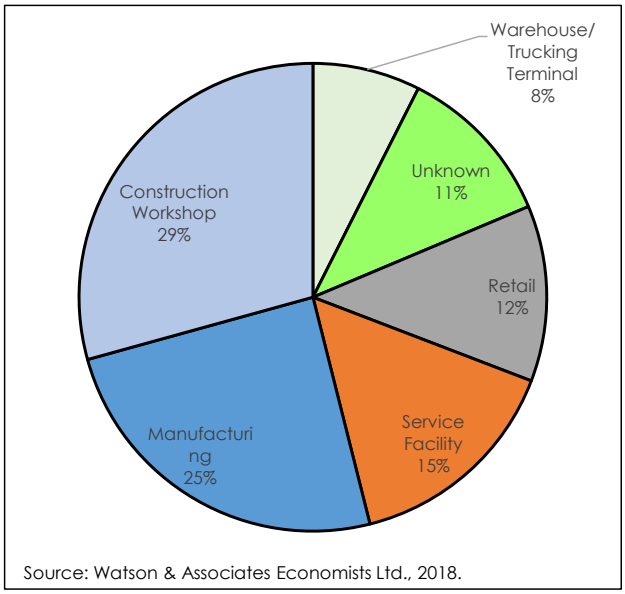
**Figure 6a:**
**Absorbed Employment Land by Built-Form**
**2011 to 2016**

**RM of Rosser**



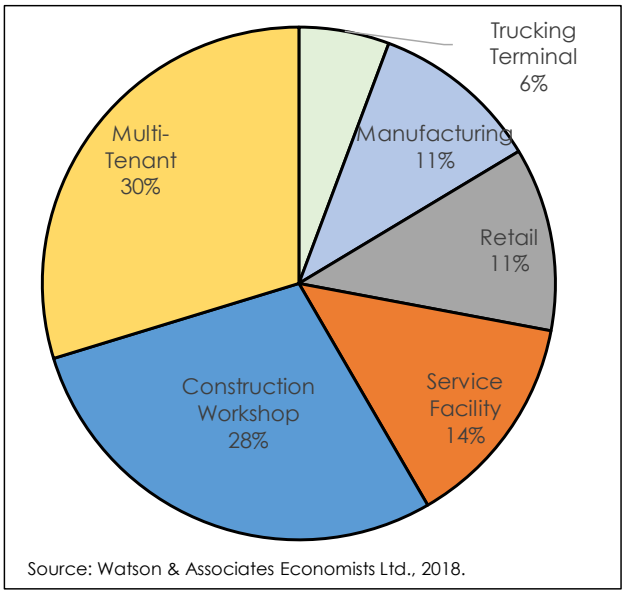

Source: Watson & Associates Economists Ltd., 2018.

**RM of Headingley**



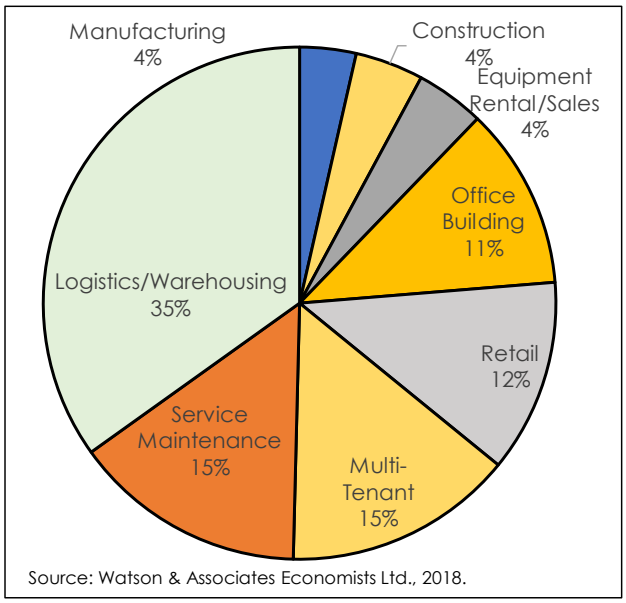

Source: Watson & Associates Economists Ltd., 2018.

**RM of Springfield**



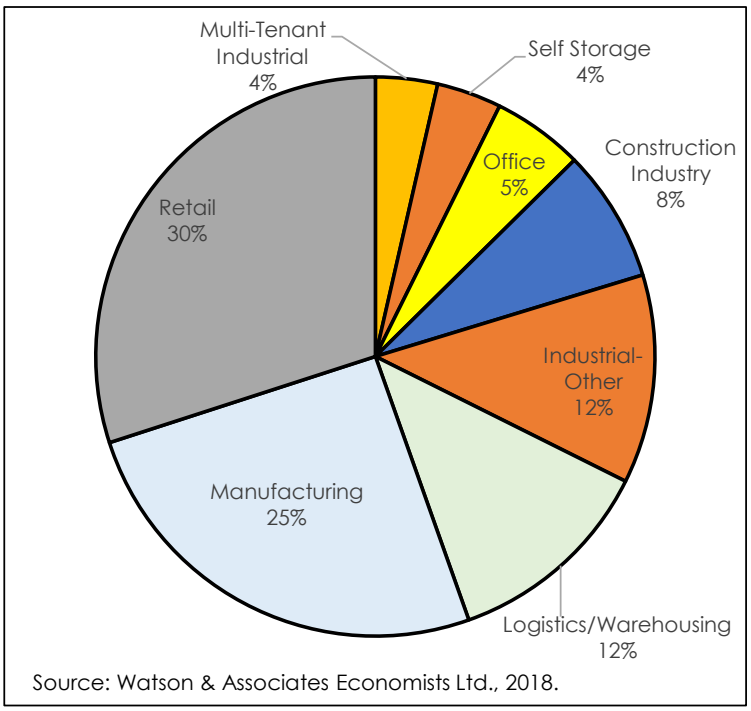

Source: Watson & Associates Economists Ltd., 2018.

**RM of Macdonald**




Source: Watson & Associates Economists Ltd., 2018.

**Figure 6b:**
**Absorbed Employment Land by Built-Form**
**2011 to 2016**
**City of Winnipeg**




Source: Watson & Associates Economists Ltd., 2018.

# 2. Existing Site Condition of Employment Lands – Manitoba Capital Region

***Review of Development Standards in the Manitoba Capital Region***

- Figures 7a through 7c provide a summary of the active Employment Areas in the RMs of Rosser, Macdonald, Headingley and Springfield, and compares them to Employment Areas in close proximity in the City of Winnipeg with high and moderate development activity. Key highlights include the following:

    - As discussed previously, recent water and wastewater servicing improvements have occurred. Employment Areas in the RMs of Headingley and Rosser have phased-in servicing.

    - Generally, the development standards of the Employment Areas in the City of Winnipeg are higher than the surrounding RMs; however, the standards are improving in the surrounding RMs. Recent developments on employment lands in the surrounding RMs have included a greater emphasis on landscaping and buildings with more prestige building materials.

    - The majority of employment lands in the surrounding RMs have paved roads, although with open road-side ditches. The RM of Springfield and some of the Employment Areas in the RM of Headingley have gravel surface roads.

    - With the exception of Employment Areas in the RM of Macdonald, trucking courts, trailer parking and open storage are common features of the Employment Areas in the RMs.

    - Absorption activity in the Employment Areas in the surrounding RMs with moderate and high absorption levels, is in close proximity to Employment Areas in the City of Winnipeg with strong development and absorption activity.

## Site Characteristics of Selected Industrial/Business Parks in the Manitoba Capital Region[1]

### Figure 7a: Site Characteristics in the City of Winnipeg Northwest and Surrounding Area

| Municipality | Employment Area | Initial Construction Start Year | Servicing Type | Built-Form/Sectors of New Occupants | Dominant Façade of New Buildings | Landscape Design & Area Conditions | Annual Land Absorption (ha), 2011 to 2016 | Expansions as % of GFA Development |
|---|---|---|---|---|---|---|---|---|
| RM of Rosser | Brookside Business Park (CentrePort) | 2010 | Phased-In Full Services | Logistics/warehousing, manufacturing, large multi-tenant industrial buildings, equipment sales/rental | Concrete tilt-up materials | Paved roads, road-side open ditches, open and enclosed storage, trucking courts | 4.8 | <10% |
| | Bergen Cut-Off Road (West of Lucas Ave - Centreport) | 2011 | Phased-In Full Services | Logistics/warehousing, manufacturing, large multi-tenant industrial buildings, equipment sales/rental | Concrete tilt-up materials | Paved roads, road-side open ditches, open and enclosed storage, trucking courts | 4.7 | <10% |
| RM of Headingley | Headingley Business Park (Headingley St. & Nicola Dr. phases) | 2012 | Phased-In Full Services | Manufacturing, service/construction shops, equipment sales/rental | Metal siding and concrete tilt-up materials | Narrow paved roads, road-side open ditches, gravel drive-ways and open storage | 2.9 | <10% |
| | Hall Road & Wilkes Avenue | 2010 | Phased-In Full Services | Recovery material/transfer yards, service/construction shops, manufacturing, trucking terminals | Metal siding | Narrow gravel surface roads, road-side open ditches, gravel drive-ways and open storage | 0.6 | <10% |
| City of Winnipeg - Northwest | Airport Murray Jameswood and Airport East St. James Industrial (Clusters A & B) | Mature Area | Full Services | Aerospace industry, airport dependent operations, logistics/warehousing, manufacturing and hotels | Masonry and concrete tilt-up materials | Aging buildings, paved roads, open and enclosed storage | 3.1 | 56% |
| | Inkster Oak Point (Cluster E) | Mature Area | Full Services | Logistics/warehousing | Concrete tilt-up materials | Newer areas: paved roads, professional landscaped yards, trucking courts and open storage | 2.1 | 33% |

Source: Watson & Associates Economists Ltd., 2018.



Multi-Tenant Building
Good Manufacturing and Ply Gem
Brookside Business Park, RM of Rosser
Photo Source: City of Winnipeg



Headingley Business Park
Sovema Canada Ltd. and Canoak
RM of Headingley
Photo Source: City of Winnipeg

[1] Industrial/Business Parks with moderate and high land absorption activity are included in the Figures 6a through 6c.

## Figure 7b: Site Characteristics in the City of Winnipeg South and Surrounding Area

| Municipality | Employment Area | Initial Construction Start Year | Servicing Type | Built-Form/Sectors of New Occupants | Dominant Façade of New Buildings | Landscape Design & Area Conditions | Annual Land Absorption (ha), 2011 to 2016 | Expansions as % of GFA Development |
|---|---|---|---|---|---|---|---|---|
| RM of Macdonald | South Landing Business Park | 2012 | Full Services | 4 parcels occupied - manufacturing, warehousing/logistics, retail (equipment sales/rental) | Masonry and concrete tilt-up materials | Paved roads, professional landscaped yards, road-side open ditches | 1.9 | Nil |
| | McCreary Business Park | 2011 | Full Services | Multi-Tenant (retail, office and industrial), construction/service branch offices, and service commercial | Masonry and concrete tilt-up materials | Paved roads, professional landscaped yards, road-side open ditches | 0.9 | Nil |
| City of Winnipeg - South | Tuxedo (Cluster K) | Early 2000s | Full Services | Multi-Tenant (retail, office and industrial) | Masonry and concrete tilt-up materials | Paved roads, professional landscaped yards | 0.6 | 60% |
| | Chevrier (Cluster L) | Mature Area | Full Services | Expansion of existing manufacturing and logistics/warehousing facilities | Metal siding and concrete tilt-up materials | Aging buildings, paved roads, open and enclosed on-site storage, trucking courts | 1.9 | 52% |

Source: Watson & Associates Economists Ltd., 2018.




FRG (Fort Rouge Glass Ltd.)
South Landing Business Park
RM of Macdonald
Photo Source: City of Winnipeg



Multi-Tenant Building
McCreary Business Park
RM of Macdonald
Photo Source: Winnipeg Free Press, 2015

## Figure 7c: Site Characteristics in the City of Winnipeg East and Surrounding Area

| Municipality | Employment Area | Initial Construction Start Year | Servicing Type | Built-Form/Sectors of New Occupants | Dominant Façade of New Buildings | Landscape Design & Area Conditions | Annual Land Absorption (ha), 2011 to 2016 | Expansions as % of GFA Development |
|---|---|---|---|---|---|---|---|---|
| RM of Springfield | Matheson Industrial Park (recent phase - west of Redonda St.) | 2006 | Water Wells & Spetic Holding Tanks (Municipal Lagoon Service) | Construction/service workshops, and small industrial multi-tenant (2-4 tenants) | Metal siding | Aging buildings, narrow gravel surface roads, road-side open ditches, gravel driveways and open storage | 2.2 | 31% |
| City of Winnipeg - East | Symington St. Boniface (Cluster H) | Mature Area | Full Services | Construction/service branch offices, manufacturing and multi-tenant industrial and office | Masonry and concrete tilt-up materials | Sidewalks, paved roads and professional landscaped yards | 3.0 | 19% |
| | Mission (Cluster I) | Mature Area | Full Services | Car dealerships & auto service, construction/service workshops, small multi-tenant and manufacturing | Metal siding and concrete tilt-up materials | Paved roads, road-side open ditches (in some areas), open storage, trucking courts | 1.3 | 63% |

Source: Watson & Associates Economists Ltd., 2018.



Redonda St.
Matheson Industrial Park, RM of Springfield
Photo Source: Google Earth imagery, 2017

### *New Built Space in the Manitoba Capital Region's Rural Municipalities, 2011 to 2016*

- It is estimated that the RMs have approximately 552,000 sq.ft. (51,280 sq.m.) of new built space available for lease and sale.[1] The new built space available for lease and sale includes multi-tenant and single-tenant occupancies. The construction of multi-tenant space for lease has increased over the past few years, particularly due to the construction of larger multi-tenant buildings. Figure 8, provides further details on the supply of new constructed built space in the surrounding RMs.

- New space for lease is primarily concentrated in newer Employment Areas in close proximity to the City of Winnipeg. The City of Winnipeg has historically dominated the

[1] Based on a survey of space listed for lease or sale in various real estate brokerage listings. Only buildings constructed since 2011 are included.

leased space market in the Capital Region. Growth in leased space in the surrounding RMs is expected to improve the competitive position for these municipalities by broadening the market choice of industrial space offered on employment lands. This is particularly relevant for business start-ups or small businesses looking for new or expanded building space which may not be in a position to fund a property acquisition.

**Figure 8: Available New Built Space for Lease or Sale in the Rural Municipalities of the Manitoba Capital Region**

| Municipality | Employment Area | New Built Space for Lease or Sale[1] | | |
|---|---|---|---|---|
| | | New Built Space for Lease | New Built Space for Sale | Total New Sq.ft. Available |
| RM of West St. Paul | West St. Paul Industrial Area | | | |
| | Kapelus Drive | Multi-Tenant | Multi-Tenant & Single-Tenant | 153,000 |
| RM of Headingley | Headingley Business Park | | Single-Tenant | 6,000 |
| | Hall Road & Wilkes Avenue | | Single-Tenant | 16,000 |
| RM of Macdonald | McCreary Business Park | Multi-Tenant & Single-Tenant | | 90,100 |
| RM of Springfield | Matheson Industrial Park | Multi-Tenant | Single-Tenant | 41,000 |
| | Symington Road/Trans Canada Hwy. 1 | | Single-Tenant | 9,900 |
| RM of Rosser | CentrePort - Brookside Business Park | Multi-Tenant & Single-Tenant | Multi-Tenant & Single-Tenant | 236,000 |
| **Total** | | | | **552,000** |

Source: Watson & Associates Economists Ltd., 2018.

1. Based on a review of marketing listings.

## 3. Available Vacant Employment Land Supply in the Rural Municipalities in the Manitoba Capital Region

Figure 9a summarizes the vacant employment land supply by servicing type that is currently available and on the market in the Capital Region's RMs, as of March 2018, while Figure 8b provides a map illustrating the location of the employment areas. Key highlights include the following:

- Approximately 116 hectares (287 acres) of vacant employment land with full-servicing (water and wastewater) are on the market within the Manitoba Capital Region's RMs.

- Fully-serviced employment land for sale is concentrated in the Employment Areas of Headingley, Macdonald and Rosser.
- Eighty-two (82) hectares (203 acres) of employment land on the market is anticipated or planned for servicing.
- Approximately 34 hectares (84 acres) of available employment land is considered dry industrial or with no plans for servicing.
- In total, approximately 232 hectares (573 acres) of vacant employment land is available and approximately 50% of the available land area has full servicing.

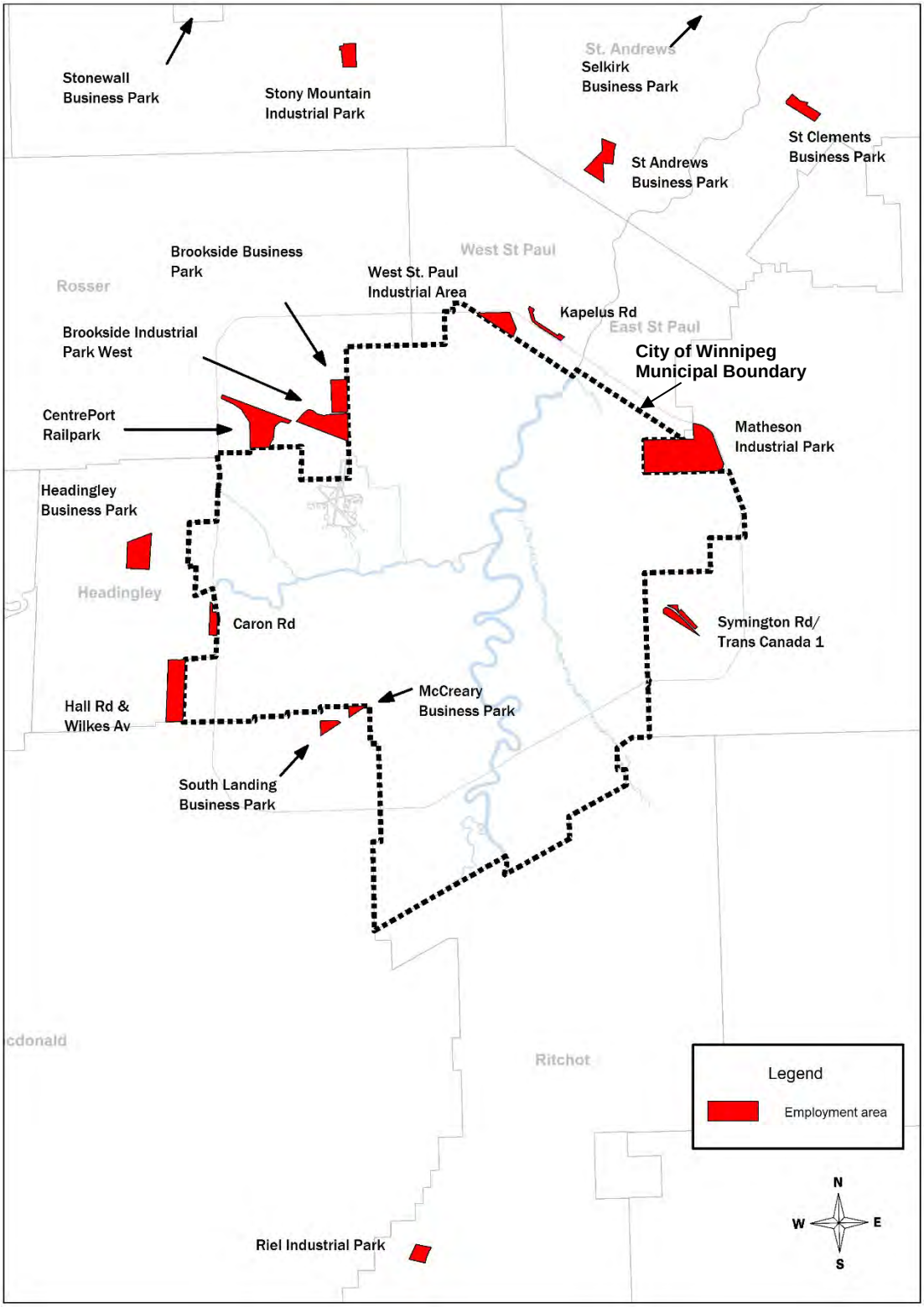
**Figure 9a: Available Vacant Employment Land in the Rural Municipalities of the Manitoba Capital Region**

| Municipality | Employment Area | Available Vacant Employment Land[1] | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Full Services - (Water & Sewer), ha | | Expansion of Services - Planned, ha | | No Services, ha | | Total Land Area, ha | |
| RM of West St. Paul | West St. Paul Industrial Area | | | | | Dry Industrial | 14 | Total RM of West St. Paul | 14 |
| | Kapelus Drive | | | | | | | | |
| RM of Headingley | Headingley Business Park | Water & Sewer | 29 | | | | | Total RM of Headingley | 66 |
| | Hall Road & Wilkes Avenue | | | Water & Sewer | 34 | | | | |
| | Caron Road | Water & Sewer | 4 | | | | | | |
| RM of Macdonald | South Landing Business Park | Water & Sewer - Limits due to pressure (restricts size of development) | 32 | | | | | Total RM of Macdonald | 32 |
| | McCreary Business Park | | | | | | | | |
| RM of Springfield | Matheson Industrial Park | | | | | | | Total RM of Springfield | 0 |
| | Symington Road/Trans Canada Hwy. 1 | | | | | | | | |
| RM of Rosser | CentrePort - Brookside Business Park | Water & Sewer services (some sites are phased-in) | 32 | | | | | Total RM of Rosser | 63 |
| | CentrePort - Railpark | | | | | Dry Industrial | 8 | | |
| | CentrePort - Other Site Areas | | | Water & Sewer planned | 23 | | | | |
| RM of St. Andrews | St. Andrews Business Park (Parkdale Rod) | | | Water services planned | 25 | | | Total RM of St. Andrews | 25 |
| RM of Ritchot | Riel Industrial Park | Water & Sewer | 20 | | | | | Total RM of Ritchot | 20 |
| Town of Stonewall | Stonewall Business Park | | | | | Dry Industrial | 12 | Total Town of Stonewall | 12 |
| **Total** | | | **116** | | **82** | | **34** | | **232** |

Source: Watson & Associates Economists Ltd., 2018.

1. Based on a review of marketing listings for serviced and unserviced employment lands. The remaining municipalities in the the Winnipeg Capital Region not listed in the table do not have active listings for employment land parcels for sale.

**Figure 9b: Active Employment Land in the Rural Municipalities of the Manitoba Capital Region**



# 4. Development Costs

## *Land Prices for Serviced Employment Lands*

- Figure 10 provides a summary of vacant serviced employment land for sale across the Manitoba Capital Region. The price for serviced employment land ranges from $73,000/acre (RM of Ritchot) to $395,000/acre (RM of Rosser). Employment land in the City of Winnipeg ranges from $185,000/acre to $275,000/acre.

- The City of Winnipeg and the RM of Ritchot have municipally-owned employment land for sale. Municipally-owned employment land in the St. Boniface Industrial Park in Winnipeg is $45,000 to $90,000/acre lower than the privately-owned employment land for sale in the St. Boniface Industrial Park.

- With the exception of employment lands for sale in the RM of Ritchot, available employment lands for sale across the Capital Region are within 5 km of a major highway (Perimeter Highway, TransCanada Highway and Provincial Truck Highway 190) and within 5 km of a major arterial road in the City of Winnipeg.

**Figure 10: Land Prices for Employment Lands, City of Winnipeg and the Rural Municipalities in the Manitoba Capital Region**

| Municipality | Industrial Park | Currently Serviced | Lots Available | Distance to Major Highway (Perimeter Highway, TransCanada Hwy., Provincial Trunk Highway 190) | Distance to a City of Winnpeg Arterial Road | Hectares Available | Acres Available | Land Prices ($/Acre) |
|---|---|---|---|---|---|---|---|---|
| Rosser | Brookside Business Park[1] | Yes | 17 | <3 km | <3 km | 32 | 79 | $350,000 - $395,000 |
| Macdonald | South Landing Business Park[2] | Yes | 45 | up to 5 km | <3 km | 32 | 13 | $285,000 |
| Winnipeg | St. Boniface Industrial Park[3] | Yes | 7 | up to 8 km | <3 km | 12 | 29 | $230,000 - $275,000 |
| Headingley | Headingley Business Park - Commercial/Industrial[5] | Yes | 5 | <3 km | up to 5 km | 3 | 7 | $245,000 |
| Winnipeg | Murray Industrial Park- City-owned[4] | Yes | to suit | 3 km | <3 km | 4 | 10 | $210,000 |
| Headingley | Headingley Business Park - Industrial[5] | Yes | 15 | <3 km | up to 5 km | 26 | 64 | $145,000 - $215,000 |
| Winnipeg | St. Boniface Industrial Park - City-owned (Serviced)[4] | Yes | to suit | up to 8 km | <3 km | 3 | 8 | $185,000 |
| Winnipeg | St. Boniface Industrial Park - City-owned (to be serviced)[4] | to be serviced | to suit | up to 8 km | <3 km | 65 | 160 | $185,000 |
| Headingley | Headingley Caron Road[5] | Yes | 2 | <1 km | <3 km | 4 | 9 | $175,000 |
| Ritchot (Sainte-Agathe) | Riel Industrial Park[6] | Yes | 25 | 25 km+ | 25 km+ | 20 | 50 | $73,000 |
| **Winnipeg Capital Region Serviced Employment Lands** | | | | | | **200** | **429** | **$73,000 - $395,000** |

Source: Based on a survey of land available for sale by Watson & Associates Economists Ltd. as of March 2018.

1. Based on properties listed as serviced on the Centreport Canada website, accessed March 1, 2018.
2. Based on market listing by Capital Commercial Real Estate Services website, accessed March 1, 2018.
3. Based on multiple listings by real estate brokerage firms, accessed March 1, 2018.
4. Based on land prices in the City of Winnipeg, Annual Review for the Sale Price of City-owned Industrial Park Land, November 2017.
5. Based on external links to active industrial listings (Shindico real estate brokerage firm) on the RM of Headingley website, accessed March 1, 2018.
6. Based on posted industrial land for sale by the Sainte-Agathe Community Development Inc. website, accessed March 1, 2018.

### *Growth Impact Charges*

- Growth impact charges/capital levy charges, fees collected from developers to pay for the cost of infrastructure required to provided municipal services that benefit new development, are common charges among the municipalities in the Manitoba Capital Region. The calculation of growth impact charges or capital levy charges varies across the Manitoba Capital Region and is summarized in Figure 11.

- Growth impact charges in the City of Winnipeg is being phased in over the next few years. Currently the City of Winnipeg only imposes an impact charge for residential developments in greenfield areas of the City. For non-residential development, the City and the development community negotiate Development Agreement Parameters to determine costs associated with new development. Based on the City Council's decision on October 26, 2016, the Impact Fee Working Group shall make recommendations regarding non-residential uses in these same greenfield areas no earlier than November 2018, and then recommendations for all uses across the city no earlier than November 2019.[1]

- The competitiveness of growth impact charges/capital levy charges should be reviewed in the context of the development standards and servicing available in the employment area. While not within the scope if this assignment, the City should explore preparing a detailed Employment Lands Competitiveness Analysis that would examine this issue in greater detail and also review operating costs such as property taxes, municipal business taxes, servicing connection fees and water/wastewater rates.

**Figure 11: Growth Impact Fees/Capital Levy Fees in the Capital Region[2]**

| Municipality | Total Development Charges, per Acre |
|---|---|
| RM of Rosser - CentrePort | $52,800 |
| RM of Macdonald[1] | $17,000 |
| RM of Springfield | $12,400 |
| RM of West St. Paul | $6,500 |
| RM of Headingley - Serviced | $9,000 |
| RM of Headingley - Unserviced | $4,500 |
| RM of St. Andrews | $3,500 |

Source: Based on a survey of by-laws for Capital Levy and Impact Fees, 2018.

The charge for RM of Macdonald is 5% of the market of land subdivided plus $2,500/acre and water connection charge of $4,500. For comparison purposes, an assumption of land value of $200,000/acre is used.

[1] The City of Winnipeg, Council Regular Meeting Minutes, October 26, 2016.
[2] Only municipalities with by-laws for Capital Levy and Impact Fees posted on website were included. For comparison purposes, municipalities that calculate fees for non-residential Capital Levy and Impact based on servicing assumptions are not included in Figure.

# 5. Conclusions

Employment land absorption activity over the 2011 and 2016 period has been primarily concentrated in the City of Winnipeg and four municipalities that surround the City of Winnipeg, including the RMs of Macdonald, Rosser, Headingley and Springfield. The City of Winnipeg and these four adjacent municipalities accounted for 81% of the land absorption between 2011 and 2016.

As discussed, over the past few years, improvements to infrastructure (roads and servicing) have occurred in the Rural Municipalities (RM), in particular the RMs that surround the City of Winnipeg. These improvements have opened up employment land development opportunities, providing opportunities for development on serviced employment lands and in the RM of Rosser, providing greater access to major highways. In addition, the development standards of the newer employment areas (and phases) in the surrounding RMs have improved compared to established employment areas in those in RMs with a greater emphasis on landscaping, building design and paved roads.

While employment land absorption is a key indicator of employment growth, it is important to note that employment growth is influenced by the utilization of absorbed employment land in terms of building coverage and employment density, as well through intensification development activity (building expansions, development on underutilized parcels) on employment lands. The City of Winnipeg represents just over third of the employment land absorption activity (in terms of land area) in the Manitoba Capital Region over the 2011 and 2016, however, the City has experienced a greater utilization of absorbed employment lands compared to the surrounding RMs, in terms of coverage and employment density. Further, intensification development (building expansions and additional buildings on partially vacant parcels) has been significantly robust in the City of Winnipeg compared to the surrounding RMs.

A key competitive issue for the City of Winnipeg is its limited supply of serviced employment land on the market[1] compared to the surrounding RMs in the Manitoba Capital Region. As previously discussed, the City of Winnipeg has approximately 19 hectares of serviced employment land on the market and an additional 65 hectares of employment land soon to be serviced (municipality-owned land). As a comparison, the surrounding RMs have approximately 116 hectares of serviced employment land and approximately 82 hectares planned for future servicing on the market.

[1] Based on a survey of available employment land on the market. The City of Winnipeg has a total of 237 hectares of designated serviced employment land, however it is estimated that 87 hectares (approximately 37% of the serviced employment land) is on the market and available for development.

# Appendix D – Supplemental Employment Forecast Analysis

# City of Winnipeg
# Development Sample of Absorbed Employment Land Parcels
# 2011 to 2016

| Business Name | Employment Cluster | Address | ICI | Date of Issue | Sq.m | Sq.ft. | Employees | FSW, sq.ft. | Land Area, ha | Density-Jobs/ha |
|---|---|---|---|---|---|---|---|---|---|---|
| Homewood Suites by Hilton Winnipeg Airport- | B | 1295 Ellice AVE | Commercial Non-Office | 2012 | 8,426 | 90,700 | 25 | 3,628 | 2.2 | 12 |
| Days Inn & Suites | B | 695 Berry ST | Commercial Non-Office | 2012 | 1,191 | 12,824 | 15 | 855 | 0.5 | 33 |
| Donvito Collision | B | 1700 Sargent AVE | Commercial Non-Office | 2013 | 1,660 | 17,868 | 10 | 1,787 | 0.5 | 21 |
| Cambrian Credit Union | C | 1085 Ellice AVE | Commercial Non-Office | 2011 | 372 | 4,000 | 20 | 200 | 0.4 | 45 |
| Allied Roofing | C | 1546 Wall ST | Industrial | 2011 | 758 | 8,160 | 10 | 816 | 0.6 | 18 |
| Flynn Glass Shop | C | 1511 Valour RD | Industrial | 2015 | 975 | 10,500 | 10 | 1,050 | 0.3 | 38 |
| Multi-Tenant Retail | D | 1050 Logan AVE | Commercial Non-Office | 2014 | 970 | 10,440 | 25 | 418 | 0.1 | 171 |
| G2 Logistics Inc | D | 944 Henry AVE | Industrial | 2014 | 1,423 | 15,312 | 18 | 851 | 0.6 | 28 |
| Winnipeg Truck Stop | E | 425 Oak Point HWY | Commercial Non-Office | 2015 | 373 | 4,015 | 5 | 803 | 1.3 | 4 |
| Commercial Truck Training Centre Inc | E | 125 Meridian DR | Industrial | 2013 | 4,340 | 46,720 | 5 | 9,344 | 1.8 | 3 |
| Texcan - Winnipeg Wire and Cable Supply | E | 25 Meridian DR | Industrial | 2013 | 3,716 | 39,999 | 34 | 1,176 | 1.6 | 21 |
| Multi-Tenant Logistics - Canpar/Staples | E | 200 Discovery PL | Industrial | 2012 | 14,128 | 152,072 | 80 | 1,901 | 3.8 | 21 |
| Church | E | 2624 Inkster BLVD | Institutional | 2016 | 2,002 | 21,550 | 4 | 5,388 | 3.9 | 1 |
| Storage Units | G | 515 Munroe AVE (Mini-Storage) | Industrial | 2011 | 4,013 | 43,200 | 2 | 21,600 | 2.0 | 1 |
| Barkman Concrete | G | 901 Gateway RD | Industrial | 2015 | 358 | 3,853 | 3 | 1,284 | 0.2 | 12 |
| Super 8 East | H | 1485 Niakwa RD E | Commercial Non-Office | 2016 | 3,811 | 41,024 | 15 | 2,735 | 0.7 | 23 |
| Normandeau Roofing | H | 695 Camiel Sys ST | Industrial | 2014 | 1,552 | 16,710 | 8 | 2,089 | 2.8 | 3 |
| Penner Doors | H | 405 De Baets ST | Industrial | 2011 | 4,357 | 46,902 | 19 | 2,469 | 1.0 | 19 |
| Fastener Warehouse Ltd | H | 301 De Baets ST | Industrial | 2012 | 15,600 | 167,917 | 48 | 3,498 | 0.9 | 55 |
| Seymour Pacific | H | 618 Camiel Sys ST | Industrial | 2011 | 903 | 9,723 | 10 | 972 | 1.0 | 10 |
| GWL Data Centre | H | 650 Camiel Sys ST (GWL Data Centre) | Industrial | 2011 | 4,910 | 52,850 | 30 | 1,762 | 3.3 | 9 |
| Parmalat | H | 330 Mazenod RD | Industrial | 2016 | 8,691 | 93,549 | 90 | 1,039 | 6.4 | 14 |
| Auto Repair | I | 295 Archibald ST | Commercial Non-Office | 2015 | 253 | 2,720 | 6 | 453 | 0.1 | 74 |
| Kal Tire | I | 145 Warman RD | Commercial Non-Office | 2013 | 1,017 | 10,948 | 10 | 1,095 | 2.0 | 5 |
| Building Products & Concrete Supply | I | 75 Cole AVE | Industrial | 2013 | 2,776 | 29,880 | 40 | 747 | 1.8 | 22 |
| National Concrete Accessories | I | 975 Marion ST | Industrial | 2012 | 1,491 | 16,050 | 5 | 3,210 | 0.6 | 8 |
| Superior Asphalt Paving | I | 40 Nicolas AVE | Industrial | 2014 | 949 | 10,215 | 30 | 340 | 1.0 | 29 |
| Doucette Enterprises Ltd | I | 905 Mission ST | Industrial | 2014 | 1,043 | 11,227 | 10 | 1,123 | 0.5 | 22 |
| Tom's Truck And Trailer Repair | I | 1009 Dugald RD | Industrial | 2016 | 465 | 5,000 | 5 | 1,000 | 0.2 | 27 |
| Garage Masters | I | 975 Mission ST | Industrial | 2016 | 557 | 6,000 | 5 | 1,200 | 0.6 | 9 |
| Holz Custom Prefab | J | 630 Gunn RD | Industrial | 2014 | 595 | 6,400 | 20 | 320 | 1.6 | 12 |
| A & W Restaurant | K | 1 Lowson CRES | Commercial Non-Office | 2012 | 173 | 1,860 | 10 | 186 | 3.7 | 3 |
| Berdick Windows & Door | K | 1000 Lorimer BLVD | Commercial Non-Office | 2011 | 709 | 7,633 | 40 | 191 | 1.1 | 36 |
| Mercedes-Benz | K | 23 Rothwell RD | Commercial Non-Office | 2014 | 4,849 | 52,196 | 20 | 2,610 | 1.3 | 15 |
| Toyota Dealership | L | 1717 Waverley ST Unit 600 | Commercial Non-Office | 2012 | 3,412 | 36,724 | 35 | 1,049 | 2.2 | 16 |
| Mazda Dealership | L | 1717 Waverley ST Unit 520 | Commercial Non-Office | 2013 | 1,595 | 17,169 | 33 | 520 | 1.0 | 34 |
| Hofer Transport | L | 1465 Chevrier BLVD Unit E | Commercial Non-Office | 2016 | 433 | 4,665 | 12 | 389 | 0.4 | 27 |
| Multi-Tenant Office | L | 125 Fennell ST | Industrial | 2013 | 3,642 | 39,200 | 20 | 1,960 | 2.6 | 8 |
| Storage | L | 834 Waverley ST(Storageville) | Industrial | 2013 | 3,134 | 33,736 | 5 | 6,747 | 1.0 | 5 |
| Bold Commerce | L | 50 Fultz BLVD | Office | 2012 | 2,308 | 24,843 | 100 | 248 | 1.7 | 59 |
| MTS Data Centre | L | 1450 Waverley ST | Industrial | 2014 | 6,616 | 71,210 | 30 | 2,374 | 2.6 | 12 |
| Money Mart | O | 95 Oak Point HWY | Commercial Non-Office | 2016 | 151 | 1,625 | 10 | 163 | 0.8 | 13 |
| Scotia Bank | O | 1100 Taylor AVE | Commercial Non-Office | 2016 | 477 | 5,134 | 20 | 257 | 2.1 | 10 |
| Wal-Mart | O | 1000 Taylor AVE | Commercial Non-Office | 2015 | 14,241 | 153,290 | 75 | 2,044 | 7.2 | 10 |
| Multi-Tenant | O | 197 Melnick RD | Industrial | 2012 | 557 | 6,000 | 15 | 400 | 0.5 | 32 |
| **Total** | | | | | **135,974** | **1,463,614** | **1,042** | **1,405** | **72** | |
| **Average** | | | | | **3,022** | **32,525** | **23** | **2,095** | **1.61** | **23** |

Source: GFA and building permit activity derived from City of Winnipeg Building Permit Activity. Employment data and name of business derived from various sources by Watson & Associates Economists Ltd.

# City of Winnipeg
# Employment Forecast to 2036

| Period | Population | Activity Rate | | | | | | | | | Employment | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Primary | Work at Home | Employment Lands | Major Office | Commercial/ Population Related | Institutional | Total | NFPOW[1] | Total Including NFPOW | Primary | Work at Home | Employment Lands | Major Office | Commercial/ Population Related | Institutional | Total | NFPOW [1] | Total Employment (Including NFPOW) | Total (Excluding NFPOW and Work at Home) |
| **Mid 2006** | 633,541 | 0.002 | 0.021 | 0.155 | 0.065 | 0.153 | 0.122 | 0.518 | 0.041 | 0.559 | 1,541 | 13,024 | 97,996 | 41,471 | 97,208 | 77,095 | 328,335 | 26,120 | 354,455 | 315,311 |
| **Mid 2011** | 677,800 | 0.002 | 0.019 | 0.134 | 0.064 | 0.145 | 0.129 | 0.494 | 0.051 | 0.545 | 1,640 | 13,175 | 90,856 | 43,618 | 98,610 | 87,186 | 335,085 | 34,430 | 369,515 | 321,910 |
| **Mid 2016** | 735,600 | 0.002 | 0.020 | 0.128 | 0.063 | 0.138 | 0.125 | 0.477 | 0.057 | 0.534 | 1,630 | 14,750 | 94,450 | 46,600 | 101,520 | 91,650 | 350,600 | 41,900 | 392,500 | 335,850 |
| **Mid 2021** | 770,700 | 0.002 | 0.021 | 0.127 | 0.065 | 0.139 | 0.125 | 0.479 | 0.062 | 0.541 | 1,615 | 15,980 | 97,940 | 49,890 | 107,020 | 96,710 | 369,155 | 47,500 | 416,655 | 353,175 |
| **Mid 2026** | 814,900 | 0.002 | 0.021 | 0.127 | 0.064 | 0.138 | 0.125 | 0.476 | 0.065 | 0.541 | 1,595 | 16,820 | 103,510 | 52,390 | 112,110 | 101,560 | 387,985 | 52,650 | 440,635 | 371,165 |
| **Mid 2031** | 856,800 | 0.002 | 0.021 | 0.126 | 0.064 | 0.136 | 0.123 | 0.471 | 0.065 | 0.536 | 1,585 | 17,650 | 107,610 | 54,890 | 116,810 | 105,060 | 403,605 | 55,800 | 459,405 | 385,955 |
| **Mid 2036** | 894,700 | 0.002 | 0.021 | 0.123 | 0.064 | 0.135 | 0.122 | 0.466 | 0.066 | 0.531 | 1,575 | 18,510 | 109,615 | 57,290 | 120,910 | 108,810 | 416,710 | 58,700 | 475,410 | 398,200 |
| **Incremental Change** | | | | | | | | | | | | | | | | | | | | |
| **Mid 2006 - Mid 2011** | 44,259 | 0.0000 | -0.0011 | -0.0206 | | -0.0079 | 0.0069 | -0.0239 | 0.0096 | -0.0143 | 99 | 151 | -7,140 | 2,147 | 1,402 | 10,091 | 6,750 | 8,310 | 15,060 | 6,599 |
| **Mid 2011 - Mid 2016** | 57,800 | -0.0002 | 0.0006 | -0.0056 | -0.0010 | -0.0075 | -0.0040 | -0.0178 | 0.0062 | -0.0116 | -10 | 1,575 | 3,594 | 2,982 | 2,910 | 4,464 | 15,515 | 7,470 | 22,985 | 13,940 |
| **Mid 2016 - Mid 2021** | 35,100 | -0.0001 | 0.0007 | -0.0013 | 0.0014 | 0.0009 | 0.0009 | 0.0024 | 0.0047 | 0.0070 | -15 | 1,230 | 3,490 | 3,290 | 5,500 | 5,060 | 18,555 | 5,600 | 24,155 | 17,325 |
| **Mid 2016 - Mid 2026** | 79,300 | -0.0003 | 0.0006 | -0.0014 | 0.0009 | -0.0004 | 0.0000 | -0.0005 | 0.0076 | 0.0071 | -35 | 2,070 | 9,060 | 5,790 | 10,590 | 9,910 | 37,385 | 10,750 | 48,135 | 35,315 |
| **Mid 2016 - Mid 2031** | 121,200 | -0.0004 | 0.0005 | -0.0028 | 0.0007 | -0.0017 | -0.0020 | -0.0056 | 0.0082 | 0.0026 | -45 | 2,900 | 13,160 | 8,290 | 15,290 | 13,410 | 53,005 | 13,900 | 66,905 | 50,105 |
| **Mid 2016 - Mid 2036** | 159,100 | -0.0005 | 0.0006 | -0.0059 | 0.0007 | -0.0029 | -0.0030 | -0.0109 | 0.0086 | -0.0022 | -55 | 3,760 | 15,165 | 10,690 | 19,390 | 17,160 | 66,110 | 16,800 | 82,910 | 62,350 |
| **Annual Average** | | | | | | | | | | | | | | | | | | | | |
| **Mid 2011 - Mid 2016** | 9,633 | 0.0000 | 0.0001 | -0.0009 | -0.0002 | -0.0012 | -0.0007 | -0.0030 | 0.0010 | -0.0019 | -2 | 315 | 719 | 596 | 582 | 893 | 3,103 | 1,494 | 4,597 | 2,323 |
| **Mid 2016 - Mid 2021** | 7,020 | -0.00002 | 0.00014 | -0.00026 | 0.00028 | 0.00017 | 0.00018 | 0.00047 | 0.00093 | 0.00141 | -3 | 246 | 698 | 658 | 1,100 | 1,012 | 3,711 | 1,120 | 4,831 | 3,465 |
| **Mid 2016 - Mid 2026** | 7,930 | -0.00003 | 0.00006 | -0.00014 | 0.00009 | -0.00004 | 0.00000 | -0.00005 | 0.00076 | 0.00071 | -4 | 207 | 906 | 579 | 1,059 | 991 | 3,739 | 1,075 | 4,814 | 3,532 |
| **Mid 2016 - Mid 2031** | 8,080 | -0.00002 | 0.00004 | -0.00019 | 0.00005 | -0.00011 | -0.00013 | -0.00037 | 0.00054 | 0.00017 | -3 | 193 | 877 | 553 | 1,019 | 894 | 3,534 | 927 | 4,460 | 3,340 |
| **Mid 2016 - Mid 2036** | 7,955 | -0.00002 | 0.00003 | -0.00029 | 0.00003 | -0.00014 | -0.00015 | -0.00054 | 0.00043 | -0.00011 | -3 | 188 | 758 | 535 | 970 | 858 | 3,306 | 840 | 4,146 | 3,118 |

Source: Watson & Associates Economists Ltd., 2017.

[1] Statistics Canada defines no fixed place of work (NFPOW) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

## City of Winnipeg
## Summary of All Large and Medium-Sized Employment Land Parcels (5 ha+) by Building Coverage

| Summary of All Developed Land Parcels 5 Ha and Larger | As of 2017 | | | Expansion Sites (Sites with Expansion Activity, 2011 to 2016) | | | |
|---|---|---|---|---|---|---|---|
| | Land Area, ha | Current Building GFA (sq.ft.) | Current Building Coverage | Number of Expansion Sites | Land Area of Expansion Sites-Parcels (ha) | Expansion GFA (sq.ft.) | GFA (sq.ft.) before Expansion |
| | **1,026** | **18,611,431** | **17%** | **16** | **244** | **693,295** | **4,696,694** |

Source: Watson & Associates Economists Ltd.

| | |
|---|---|
| Coverage Prior to Expansions | 16% |

# City of Winnipeg
## Summary of All Large and Medium-Sized Employment Land Parcels (5 ha+) by Building Coverage
## Parcels with Under 15% Building Coverage
## Identifies Opportunities for Intensification

| Site Details | | | | | As of 2017 | | | | Expansion Sites | | | | | | Location Type | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Operator | Type of Use | Address | Street Name | Zoning | ha | Current Building GFA (sq.ft.) | Current Building Coverage | Existing Range of Building Coverage | Expansion | Year of Expansion | Land Area of Expansion Sites- Parcels (ha) | Expansion GFA (sq.ft.) | GFA (sq.ft.) before Expansion | Coverage Prior to Expansions | Section of City | Community Type | Employment Land Cluster |
| Maple Leaf Construction | Construction/Open Storage | 2245 | BROOKSIDE BLVD | M3 | 7.6 | 2,784 | 0% | Less than 10% | | | | | | | Northwest | | E |
| Rocky Road Recycling | Re-Use Manufacturing/Open Storage | 34 | GREY ST | M3 | 7.4 | 3,620 | 0% | Less than 10% | | | | | | | East | Mature Community | I |
| unknown | Unknown | 50 | NICOLAS AVE | M3 | 5.2 | 4,019 | 1% | Less than 10% | | | | | | | East | Mature Community | I |
| unknown | Unknown | 1284 | WILKES AVE | M2 | 17.9 | 13,783 | 1% | Less than 10% | | | | | | | Southwest | | K |
| Western Storage | Warehouse/Open Storage | 1300 | DUGALD RD | M1 | 7.0 | 8,200 | 1% | Less than 10% | | | | | | | East | | H |
| E.H. Price (manufacturing) | Manufacturing | 101 | ELAN BLVD | MMU | 18.4 | 45,561 | 2% | Less than 10% | | | | | | | East | | H |
| Lafarge North America | Aggregate Industrial Use | 210 | DAWSON RD N | M3 | 6.1 | 15,486 | 2% | Less than 10% | | | | | | | East | Mature Community | I |
| Multi-Tenant Office/Warehouse | Multi-Tenant | 35 | MAZENOD RD | M2 | 35.0 | 95,576 | 3% | Less than 10% | | | | | | | East | | H |
| Lafarge North America/Thomas Design Builders Ltd. | Aggregate Industrial Use/Construction | 2395 | MCGILLIVRAY BLVD | M3 | 67.4 | 191,237 | 3% | Less than 10% | | | | | | | Southwest | | K |
| City of Winnipeg Public Works Yard | Public Works | 1500 | PLESSIS RD | M1 | 16.3 | 47,808 | 3% | Less than 10% | | | | | | | Other | | O |
| Yanke Group of Companies | Transportation/Logistics/Warehousing | 50 | OMANDS CREEK BLVD | M2 | 5.5 | 17,319 | 3% | Less than 10% | | | | | | | Northwest | | E |
| Lehigh Inland Cement | Aggregate Industrial Use | 1191 | KENASTON BLVD | M3 | 5.3 | 17,105 | 3% | Less than 10% | | | | | | | Southwest | | K |
| Manitoulin Transport/RamWinn Diesel Inc | Transportation/Logistics/Warehousing | 2165 | BROOKSIDE BLVD | M1 | 15.3 | 57,661 | 4% | Less than 10% | 1 | 2015 | 15 | 40,320 | 17,341 | 1% | Northwest | | E |
| Shell Canada Products Winnipeg Terminal | Transportation/Logistics/Warehousing | 212 | PANET RD | M3 | 66.3 | 255,172 | 4% | Less than 10% | | | | | | | East | Mature Community | I |
| Guertin Equipment Ltd/St. Vital Golf | Transportation/Logistics/Warehousing | 35 | MELNICK RD | M2 | 6.0 | 31,353 | 5% | Less than 10% | | | | | | | Other | | O |
| Armtec - Concrete Products | Aggregate Industrial Use | 2500 | FERRIER ST | M2 | 11.9 | 69,691 | 5% | Less than 10% | | | | | | | Northwest | | F |
| Borland Construction Inc | Construction/Open Storage | 751 | LAGIMODIERE BLVD | M1 | 10.6 | 65,298 | 6% | Less than 10% | | | | | | | East | | H |
| A B F Freight Systems Canada Ltd | Transportation/Logistics/Warehousing | 2091 | BROOKSIDE BLVD | M1 | 7.6 | 49,594 | 6% | Less than 10% | | | | | | | Northwest | | E |
| City of Winnipeg Public Works East Yard Complex | Public Works | 960 | THOMAS AVE | M3 | 20.2 | 134,257 | 6% | Less than 10% | | | | | | | East | Mature Community | I |
| Lehigh Hanson (Cement) | Aggregate Industrial Use | 2520 | FERRIER ST | M2 | 7.3 | 48,624 | 6% | Less than 10% | | | | | | | Northwest | | F |
| Winnipeg Fire & Paramedic | Institutional | 2546 | MCPHILLIPS ST | M2 | 10.2 | 76,782 | 7% | Less than 10% | | | | | | | Other | | O |
| Manitoba Hydro Waverley Service Centre | Utilities & Office | 1840 | CHEVRIER BLVD | M2 | 34.4 | 291,435 | 8% | Less than 10% | | | | | | | Southwest | | L |
| Industrial Metals | Re-Use Manufacturing/Open Storage | 550 | MESSIER ST | M3 | 5.7 | 51,809 | 8% | Less than 10% | 1 | 2012 | 6 | 26,530 | 25,279 | 4% | East | Mature Community | I |
| Retail Site | Retail Site | 1150 | TAYLOR AVE | M2 | 10.5 | 98,400 | 9% | Less than 10% | 1 | 2016 | 11 | 5,134 | 93,265 | 8% | Other | Mature Community | O |
| Reimer Express Lines Ltd | Transportation/Logistics/Warehousing | 1400 | INKSTER BLVD | M2 | 12.7 | 120,109 | 9% | Less than 10% | | | | | | | Northwest | | F |
| Arnold Bros Transport Ltd | Transportation/Logistics/Warehousing | 739 | LAGIMODIERE BLVD | M1 | 8.8 | 84,726 | 9% | Less than 10% | | | | | | | East | | H |
| Maple Leaf Foods Warman Plant (vacant) | Vacant Manufacturing Plant | 1 | WARMAN RD | M3 | 9.6 | 105,043 | 10% | 10% to 15% | | | | | | | East | Mature Community | I |
| Clarke Transport | Transportation/Logistics/Warehousing | 770 | PANDORA AVE E | M3 | 50.7 | 567,016 | 10% | 10% to 15% | | | | | | | East | | J |
| Cadorath Leisure Products | Manufacturing | 2070 | LOGAN AVE | M2 | 5.4 | 60,760 | 11% | 10% to 15% | | | | | | | Northwest | | E |
| unknown | Unknown | 1195 | KENASTON BLVD | M3 | 6.1 | 70,756 | 11% | 10% to 15% | | | | | | | Southwest | | K |
| Manitoba Hydro Office | Utilities & Office | 820 | TAYLOR AVE | M2 | 8.1 | 96,080 | 11% | 10% to 15% | | | | | | | Other | Mature Community | O |
| Fort Garry Industries Ltd | Manufacturing | 2525 | INKSTER BLVD | M2 | 6.9 | 85,660 | 11% | 10% to 15% | | | | | | | Northwest | | E |
| Eastern Prairies, Gordon Food Service Canada (Wholesale) | Transportation/Logistics/Warehousing | 310 | STERLING LYON PKY | M2 | 9.3 | 127,892 | 13% | 10% to 15% | | | | | | | Southwest | | K |
| Multi-Tenant Warehousing | Transportation/Logistics/Warehousing | 300 | OAK POINT HWY | M1 | 14.3 | 198,458 | 13% | 10% to 15% | | | | | | | Northwest | | E |
| Freshwater Fish Marketing Corporation (Wholesale) | Transportation/Logistics/Warehousing | 1199 | PLESSIS RD | M2 | 7.8 | 110,495 | 13% | 10% to 15% | | | | | | | East | | J |
| Terracon Development Ltd. | Office | 1 | TERRACON PL | MMU | 18.5 | 272,567 | 14% | 10% to 15% | 1 | 2014 | 18 | 1,518 | 271,049 | 14% | East | | H |
| Lafarge North America | Aggregate Industrial Use | 185 | DAWSON RD N | M3 | 10.9 | 163,628 | 14% | 10% to 15% | 1 | 2011 & 2016 | 11 | 20,156 | 143,473 | 12% | East | Mature Community | I |
| Boeing Canada | Manufacturing | 99 | MURRAY PARK RD | M2 | 51.8 | 635,592 | 11% | 10% to 15% | 1 | 2014 & 2016 | 52 | 157,300 | 478,292 | 9% | Northwest | | A |

# City of Winnipeg
## Summary of All Large and Medium-Sized Employment Land Parcels (5 ha+) by Building Coverage
## 15% to 25% Building Coverage
## Identifies Opportunities for Intensification

| Site Details | | | | | As of 2017 | | | | Expansion Sites | | | | | | Location Type | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Operator | Type of Use | Address | Street Name | Zoning | ha | Current Building GFA (sq.ft.) | Current Building Coverage | Existing Range of Building Coverage | Expansion | Year of Expansion | Land Area of Expansion Sites- Parcels (ha) | Expansion GFA (sq.ft.) | GFA (sq.ft.) before Expansion | Coverage Prior to Expansions | Section of City | Community Type | Employment Land Cluster |
| Oak Point Service (Logistics) | Transportation/Logistics/Warehousing | 272 | OAK POINT HWY | M1 | 8.3 | 131,904 | 15% | 15% to 20% | | | | | | | Northwest | | E |
| Multi-Tenant | Multi-Tenant | 1460 | DUBLIN AVE | M3 | 12.4 | 228,757 | 17% | 15% to 20% | | | | | | | Northwest | Mature Community | B |
| Multi-Tenant | Multi-Tenant | 1301 | KENASTON BLVD | MMU | 29.3 | 555,997 | 18% | 15% to 20% | 1 | 2011 | 29 | 3,709 | 552,288 | 17% | Southwest | | K |
| Redevelopment Site | Transportation/Logistics/Warehousing | 555 | HERVO ST | M2 | 18.2 | 356,094 | 18% | 15% to 20% | 1 | 2013, 2014 & 2015 | 18 | 144,694 | 211,400 | 11% | Southwest | | L |
| City of Winnipeg Recycling Depots | Public Works | 1539 | WAVERLEY ST | M2 | 6.2 | 123,086 | 19% | 15% to 20% | | | | | | | Southwest | | L |
| Monarch Industries Limited | Manufacturing | 51 | BURMAC RD | M2 | 7.9 | 163,190 | 19% | 15% to 20% | | | | | | | Other | | O |
| Certain Teed Gypsum Canada Inc. (manufacturing) | Manufacturing | 1200 | EMPRESS ST | M3 | 6.6 | 145,047 | 20% | 20% to 25% | | | | | | | Northwest | Mature Community | B |
| Kitchen Craft of Canada (manufacturing) | Manufacturing | 1180 | SPRINGFIELD RD | M2 | 24.0 | 534,592 | 21% | 20% to 25% | | | | | | | East | | G |
| Malteurop Canada Ltd. (manufacturing) | Manufacturing | 3001 | DUGALD RD | M3 | 5.8 | 138,336 | 22% | 20% to 25% | 1 | 2015 | 6 | 1,947 | 136,389 | 22% | East | | J |
| Multi-Tenant | Multi-Tenant | 1001 | REGENT AVE W | M1 | 5.7 | 135,731 | 22% | 20% to 25% | | | | | | | East | | J |
| Maple Leaf Consumer Foods | Manufacturing | 870 | LAGIMODIERE BLVD | M3 | 14.1 | 357,021 | 24% | 20% to 25% | 1 | 2012 & 2016 | 14 | 10,064 | 346,956 | 23% | East | | I |
| EQ3 Warehouse/Outlet and Casana Furniture | Transportation/Logistics/Warehousing | 90 | LEXINGTON PK | M2 | 17.8 | 454,980 | 24% | 20% to 25% | | | | | | | East | | G |
| Manitoba Hydro Office | Utilities & Office | 1315 | NOTRE DAME AVE | M2 | 7.8 | 200,486 | 24% | 20% to 25% | | | | | | | Northwest | Mature Community | C |
| Westeel Limited | Manufacturing | 450 | DESAUTELS ST | M2 | 5.5 | 143,096 | 24% | 20% to 25% | | | | | | | East | Mature Community | I |

# City of Winnipeg
## Summary of All Large and Medium-Sized Employment Land Parcels (5 ha+) by Building Coverage
## Building Coverage Greater than 25%
## Identifies Moderate and Limited Opportunities for Intensification

| Site Details | | | | | As of 2017 | | | | Expansion Sites | | | | | | Location Type | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Operator | Type of Use | Address | Street Name | Zoning | ha | Current Building GFA (sq.ft.) | Current Building Coverage | Existing Range of Building Coverage | Expansion | Year of Expansion | Land Area of Expansion Sites- Parcels (ha) | Expansion GFA (sq.ft.) | GFA (sq.ft.) before Expansion | Coverage Prior to Expansions | Section of City | Community Type | Employment Land Cluster |
| Retail Site | Retail Site | 1000 | TAYLOR AVE | M2 | 5.8 | 154,237 | 25% | 25% to 30% | | | | | | | Other | Mature Community | O |
| Multi-Tenant | Multi-Tenant | 1201 | REGENT AVE W | M1 | 11.0 | 304,326 | 26% | 25% to 30% | | | | | | | East | | J |
| Graphic Packaging International | Manufacturing | 531 | GOLSPIE ST | M1 | 5.5 | 172,242 | 29% | 25% to 30% | | | | | | | East | Mature Community | G |
| Canada Cartage System | Transportation/Logistics/Warehousing | 25 | ROTHWELL RD | M3 | 6.0 | 195,580 | 30% | 30% to 35% | | | | | | | Southwest | | K |
| MacDon Industries (manufacturing) | Manufacturing | 680 | MORAY ST | M2 | 14.0 | 460,148 | 31% | 30% to 35% | 1 | 2011 | 14 | 64,000 | 396,148 | 26% | Northwest | | A |
| The North West Company (warehouse) | Transportation/Logistics/Warehousing | 100 | MURRAY PARK RD | M2 | 8.3 | 276,054 | 31% | 30% to 35% | | | | | | | Northwest | | A |
| Multi-Tenant | Multi-Tenant | 465 | PANET RD | M1 | 8.2 | 276,505 | 31% | 30% to 35% | 1 | 2011 | 8 | 8,203 | 268,302 | 30% | East | Mature Community | I |
| unknown | Unknown | 1397 | BUFFALO PL | M2 | 5.5 | 187,224 | 31% | 30% to 35% | | | | | | | Southwest | | L |
| New Flyer Industries | Manufacturing | 711 | KERNAGHAN AVE | M2 | 9.9 | 357,407 | 34% | 30% to 35% | 1 | 2014 | 10 | 1,423 | 355,984 | 34% | East | | J |
| Sysco (distribution centre) | Transportation/Logistics/Warehousing | 1570 | CLARENCE AVE | M2 | 6.3 | 243,101 | 36% | 35% to 40% | | | | | | | Southwest | | L |
| Multi-Tenant | Multi-Tenant | 1725 | ST JAMES ST | M2 | 10.5 | 416,501 | 37% | 35% to 40% | | | | | | | Northwest | Mature Community | B |
| Motor Coach Industries Limited | Manufacturing | 1475 | CLARENCE AVE | M2 | 11.0 | 440,338 | 37% | 35% to 40% | | | | | | | Southwest | | L |
| Buhler Manufacturing | Manufacturing | 1260 | CLARENCE AVE | M2 | 17.7 | 752,160 | 39% | 35% to 40% | 1 | 2011 | 18 | 1,050 | 751,110 | 39% | Southwest | | L |
| Jeld-Wen of Canada | Manufacturing | 485 | WATT ST | M1 | 8.9 | 381,420 | 40% | 40%+ | | | | | | | East | Mature Community | G |
| Schneider J M Inc. | Manufacturing | 198 | DAWSON RD N | M3 | 7.3 | 315,439 | 40% | 40%+ | | | | | | | East | Mature Community | I |
| Multi-Tenant Warehousing | Transportation/Logistics/Warehousing | 1370 | SONY PL | M2 | 7.8 | 361,530 | 43% | 40%+ | | | | | | | Southwest | | L |
| Federated Co-operatives Ltd | Transportation/Logistics/Warehousing | 1615 | KING EDWARD ST | M2 | 5.6 | 262,807 | 44% | 40%+ | | | | | | | Northwest | Mature Community | B |
| Gaulco Distributing Ltd | Transportation/Logistics/Warehousing | 65 | PARAMOUNT RD | M2 | 6.7 | 327,278 | 45% | 40%+ | | | | | | | Northwest | | F |
| Multi-Tenant | Multi-Tenant | 630 | KERNAGHAN AVE | M1 | 8.2 | 411,497 | 47% | 40%+ | | | | | | | East | | J |
| Unknown Industrial Building | Manufacturing | 1725 | INKSTER BLVD | M2 | 5.2 | 261,439 | 47% | 40%+ | | | | | | | Northwest | | F |
| TruServ Canada (Head Office & Distribution Centre) | Transportation/Logistics/Warehousing | 1530 | GAMBLE PL | M2 | 7.6 | 405,186 | 49% | 40%+ | | | | | | | Southwest | | L |
| Sobeys West/IGA Distribution Centre/Warehouse | Transportation/Logistics/Warehousing | 1800 | INKSTER BLVD | M2 | 6.3 | 360,676 | 53% | 40%+ | 1 | 2013 | 6 | 122,080 | 238,596 | 35% | Northwest | | F |
| Camp Arnes | Recreational | 50 | FURNITURE PK | M2 | 5.2 | 310,554 | 56% | 40%+ | | | | | | | East | | G |
| Winpak | Manufacturing | 100 | SAULTEAUX CRES | M2 | 8.2 | 495,988 | 56% | 40%+ | 1 | 2014 | 8 | 85,167 | 410,821 | 47% | Northwest | | A |
| Multi-Tenant Warehousing | Transportation/Logistics/Warehousing | 1555 | CHEVRIER BLVD | M2 | 5.4 | 332,480 | 58% | 40%+ | | | | | | | Southwest | | L |
| Multi-Tenant Warehousing | Transportation/Logistics/Warehousing | 1000 | KING EDWARD ST | M2 | 7.3 | 464,989 | 60% | 40%+ | | | | | | | Northwest | Mature Community | B |
| Multi-Tenant | Multi-Tenant | 820 | BERRY ST | M2 | 8.9 | 649,552 | 68% | 40%+ | | | | | | | Northwest | Mature Community | B |
| Loblaw Inc. (warehouse) | Transportation/Logistics/Warehousing | 101 | WESTON ST | M3 | 6.1 | 468,575 | 71% | 40%+ | | | | | | | Northwest | Mature Community | C |
| Magellan Aerospace/Bristol Aerospace | Manufacturing | 660 | BERRY ST | M2 | 6.5 | 506,524 | 73% | 40%+ | | | | | | | Northwest | Mature Community | B |

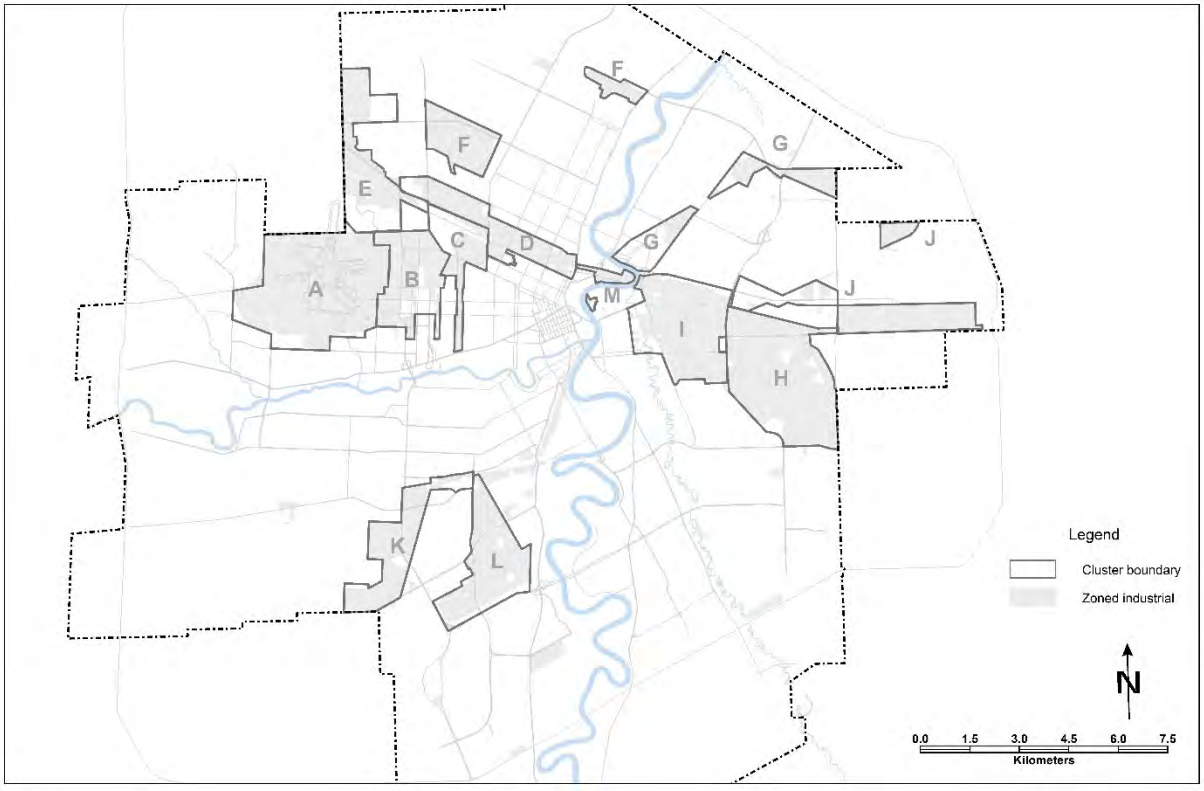
# Appendix E – Employment Lands Cluster Analysis

# Appendix E – Employment Lands Cluster Analysis

## E.1 Approach

Based upon the lands within designated Employment Areas (employment lands policy areas under the CCDS), existing Employment Areas, and clusters utilized during the previous 2008 Employment Lands Study, this study has identified 14 natural agglomerations or "clusters" of industrial and employment lands for further analysis. A fifteenth cluster, Cluster O, has been included to capture those industrial and employment lands falling outside of Clusters A-N. These clusters and their boundaries are identified in the map below:

**Figure E-1**
**Employment Cluster Areas**




The following information is presented for each employment land cluster:

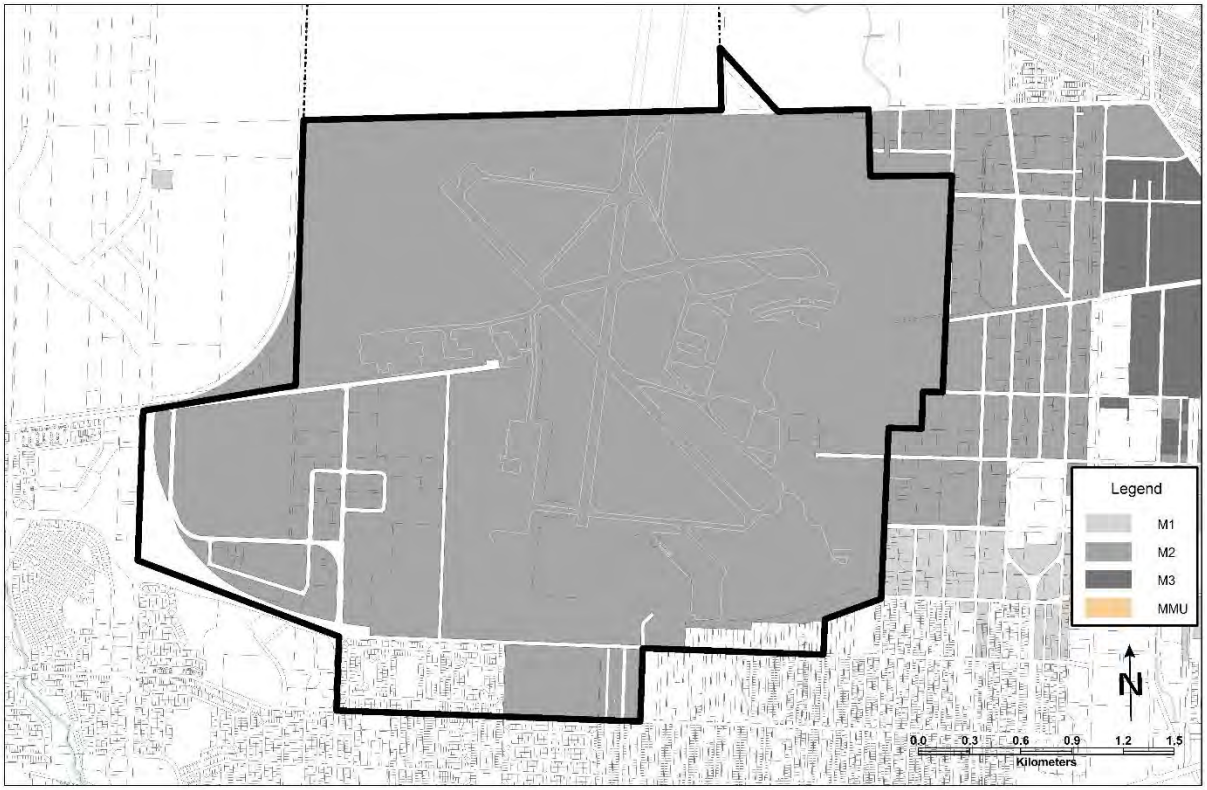
- Neighbourhoods within the cluster;

- A map of industrially zoned land within the cluster;
- Complete Communities Direction Strategy designations within the cluster;
- Local Area Plan designations within the cluster;
- Industrial zoning districts present within the cluster;
- Notable businesses or employers within the cluster;
- A development and intensification summary;
- A map of vacant serviced and unserviced industrially zoned land within the cluster;
- A cluster description;
- A transportation and access section;
- An infrastructure and servicing section indicating know constraints or challenges; and,
- A recommendations section, outlining potential policy or other actions that should be considered for the cluster.

## E.2 Cluster A – Airport Murray Jameswood

Neighbourhoods (NCAs) within Cluster: Airport (2.219), Murray Industrial Park (2.22), Jameswood (2.213)

**Figure D-2**
**Cluster A Airport Murray Jameswood**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Airport Area
Local Area Plan and Designation: Airport Vicinity Protection Area Plan
Industrial Zoning Districts: M2

Notable Businesses/Employers:

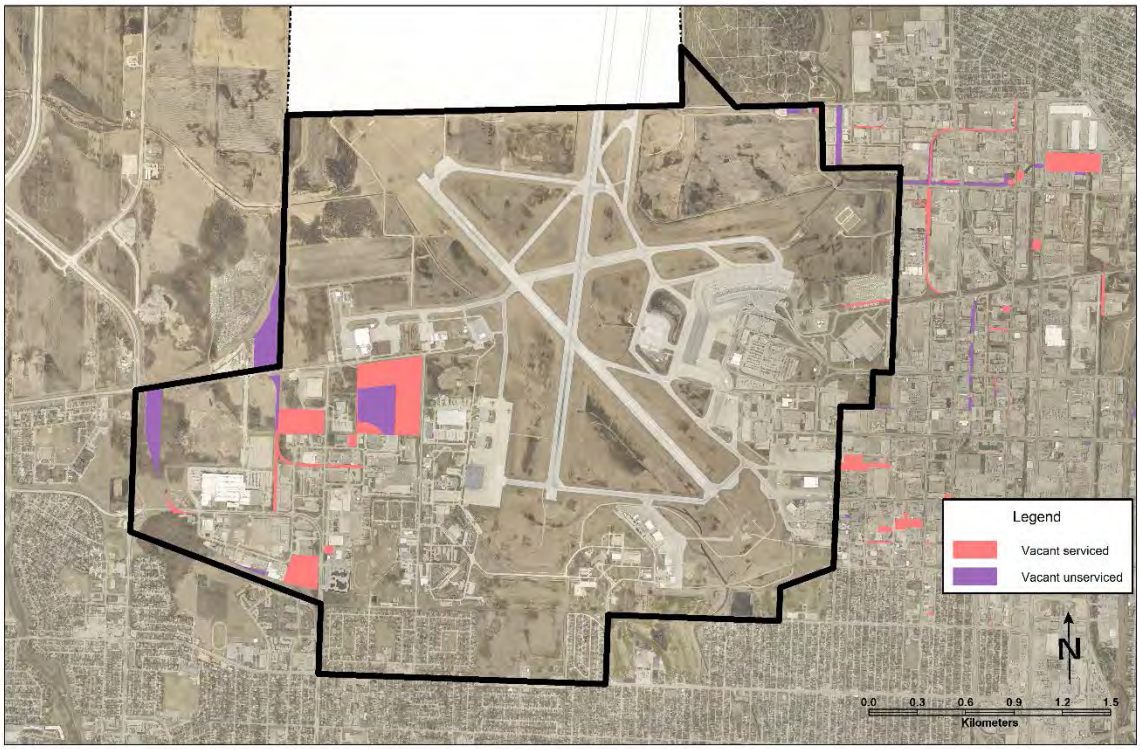
- Winnipeg Airports Authority (WAA)
  - 17 Wing (Department of National Defence)
  - Boeing Aerospace
  - MacDon Industries

**Table E-1**
**Cluster A Industrial and Vacant Lands**

| | A | | |
|---|---|---|---|
| | Airport West, Murray Industrial, Jameswood | | |
| | HEC | ACRE | % |
| M1 | NONE | | |
| M2 | 1139 | 2814 | 100% |
| M3 | NONE | | |
| MMU | NONE | | |
| **ALL** | **1139** | **2814** | |
| Vacant lands | 32 | 80 | 3% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 22 | 53 | 67% |
| UNSERVICED | 11 | 27 | 33% |
| TOTAL VACANT | 32 | 80 | |

Development and Intensification Potential:
Cluster A is largely occupied by airport, military, and industrial uses, with approximately 32 ha (80 acres) of vacant land available for development. Of those vacant lands, approximately 21 ha (53 acres) are serviced and 11 ha (27 acres) are unserviced. Some intensification options exist to the north of the Boeing facility, DND land at the southwest corner of Saskatchewan Avenue and Whytewold Road, and on 17 Wing and WAA lands as they may become available.

**Figure E-3**
**Cluster A Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:
Located in the northwest quadrant of the City, Cluster A encompasses the James Richardson Airport Lands, 17 Wing (DND), as well as the industrial park directly to the

southwest. Cluster A is bordered by commercial and industrial uses on the east side, residential and public reserve on the south and southwest sides and agriculturally zoned land to the northwest. Many of the facilities immediately adjacent to the operational areas of the airport have runway access, owing to the aerospace, air operations, and logistical operations focus. An approximately 70 m wide green buffer separates Murray Industrial Park from the residential areas to the south and west of it, and it is bounded by the airport on the north and east sides. The airport lands are bordered by a large cemetery and institutional lands that provide a buffer between it and the residential neighbourhoods to the north and northeast.

Transportation and Access:
Regional Streets and Truck Routes: Cluster A is serviced by a number of truck routes. The airport lands are bordered by Route 90 on the east side and Ness Avenue just to the south. Murray Industrial Park is intersected by Murray Park Road and bordered by Moray Street to the east and Saskatchewan Avenue to the north. Sturgeon Road runs north-south directly adjacent, on the west side of the cluster. Inkster Boulevard runs east-west and intersects with Route 90 immediately north of the cluster. A number of truck routes intersect Route 90 and/or terminate in the airport lands on the east side including Notre Dame Avenue, Dublin Avenue, Saskatchewan Avenue, Wellington Avenue, Sargent Avenue, and Ellice Avenue. Ferry Road, a regional street, borders the cluster in the southeast corner. The planned Silver Avenue Extension will increase access to the area, and provide a stronger transportation linkage between the eastern and western portions of the airport area.

*Access to Airport:* Cluster A encompasses the airport lands. Murray industrial Park is approximately 10 km from the airport terminal, measured from the Sturgeon Road and Murray Park Road intersection, via Ness Avenue and Route 90.
*Access to Perimeter Highway:* Measured from the intersection of Sturgeon Road and Murray Park Road the distance to the perimeter is approximately 5 km, via Sturgeon Road and Saskatchewan Avenue.
*Access to Rail:* The CP Glenboro Line, which connects to the CP Main Line just to the north, provides rail access along the northwest corner of Cluster A. A spur off the Glenboro Line services Murray Industrial Park.

*Distance to Railyards and Intermodal Facilities:*
CN Intermodal – 25 km via Portage Avenue, Marion Street, Dugald Road, and Plessis Road (distance and general route via arterials)

CP Intermodal – 12 km via Route 90 and Ness Avenue
Winnipeg Yard – 17 km via Inkster Boulevard
Weston Shops – 16 km via Inkster Boulevard
Burlington Northern Santa Fe Yard – 9 km via Ness Avenue and Route 90
Transcona Yards – 25 km via Portage Avenue and Nairn Avenue
North Transcona Yards – 28 km via Inkster Boulevard, Main Street, and Chief Peguis Trail
Symington Yards – 22 km via Portage Avenue, Marion Street, and Lagimodiere Boulevard

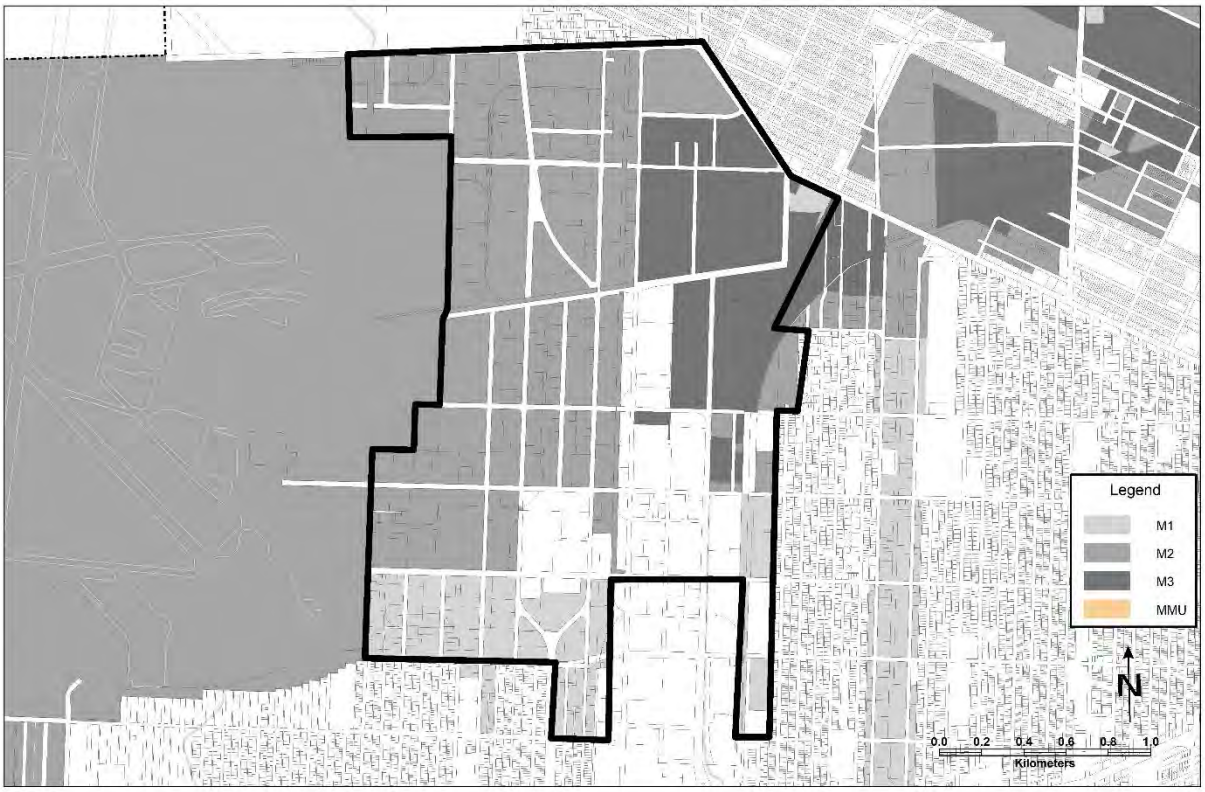
Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services. Runways, taxiways, and related WAA lands have limited service needs or infrastructure. The Saskatchewan Avenue area does have several servicing challenges in terms of infrastructure and limited service capacity. While water is available, land drainage and wastewater infrastructure does not extend up to Saskatchewan Avenue, has limited capacity, and may not be able to accommodate new development. The area may require additional upgrades depending on the level of service required and the nature of new industrial or employment development.

Recommendations:
The existing cluster functions well as an Employment Area, with no significant pressures from other forms of development. This area will continue to grow in importance given its proximity to western WAA lands, and to the CentrePort Canada area.

## E.3 Cluster B – Airport East St. James Industrial

Neighbourhoods (NCAs) within Cluster: St. James Industrial (2.221), Sargent Park (1.118), Minto (1.115)

**Figure E-4**
**Cluster B Airport East St. James Industrial**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community
Local Area Plan and Designation: Airport Vicinity Protection Area Plan
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Bison Transport
- StandardAero
- Magellan Aerospace
- Manitoba Blue Cross
- Significant commercial and larger scale retail businesses

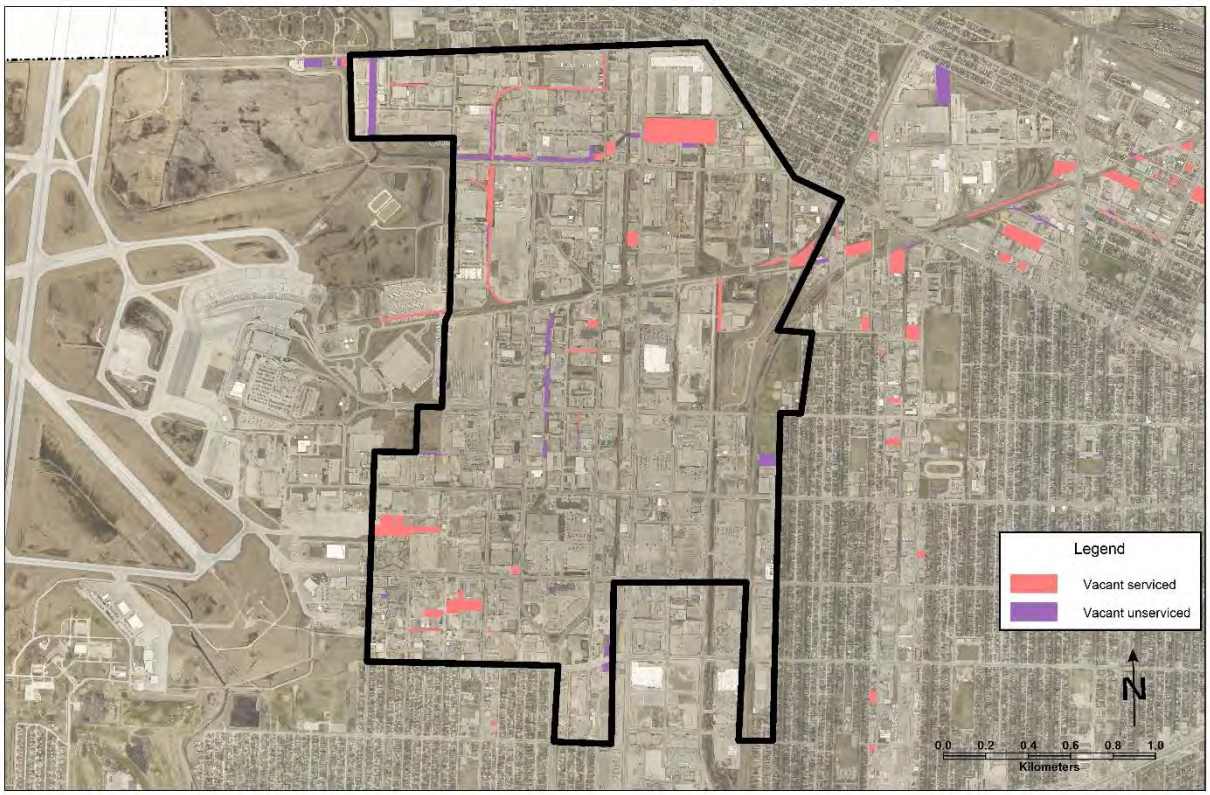
Development and Intensification Potential:

The portions of Cluster B in proximity to the airport are largely occupied by aviation-related industry and logistics firms, while the north-eastern portion of the cluster contains heavier industrial uses, obsolete industrial sites, and warehousing functions. The area has experienced significant intrusion by commercial uses and large format retailers spreading north and north-west from the Polo Park Mall area. A number of new hotels and hospitality-related businesses have also been established in proximity to the airport in recent years. There are approximately 15 ha (37 acres) of vacant land available for development. Of those vacant lands, approximately 10 ha (25 acres) are serviced and 5 ha (12 acres) are unserviced. There are also a number of older obsolete industrial sites in the northern portion of the cluster, such as the Dominion Bridge site, that have mid- to long-term redevelopment potential. While the majority of the cluster area has opportunities for intensification, the pressures for redevelopment by increasing commercial interests may undermine intensification options for industrial- or employment-based businesses near Polo Park and Route 90.

**Table E-2**
**Cluster B Industrial and Vacant Lands**

| | B | | |
|---|---|---|---|
| | B - Airport East, St. James Industrial | | |
| | HEC | ACRE | % |
| M1 | 48 | 118 | 14% |
| M2 | 207 | 511 | 62% |
| M3 | 77 | 189 | 23% |
| MMU | NONE | | |
| **ALL** | **331** | **818** | |
| Vacant lands | 15 | 37 | 5% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 10 | 25 | 68% |
| UNSERVICED | 5 | 12 | 32% |
| TOTAL VACANT | 15 | 37 | |

**Figure E-5**
**Cluster B Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Also in the northwest quadrant of the City, Cluster B is located just to the east of Cluster A, and was largely developed in the 1950s and 1960s. Cluster B is mostly bordered by residential neighbourhoods on the north, east, and south sides. Four lanes of traffic along Notre Dame Avenue serve as a buffer between the industrial uses in the cluster and the residential neighbourhoods to the north and northeast. Valour Community Centre, Westview Park, and a rail line run along the eastern edge of the cluster and act as a buffer between it and the residential neighbourhoods to the east. The southern edge of the site is shared with both a residential neighbourhood and a commercial development. The airport lands are located to the west of Cluster B.

Transportation and Access:

Regional Streets and Truck Routes: Cluster B is directly serviced by a number of truck routes that intersect the area including Dublin Avenue, Saskatchewan Avenue, Wellington Avenue, Sargent Avenue, Ellice Avenue, St. Matthews, and

Route 90. Notre Dame Avenue runs along the northern boundary of the cluster, and Ness Avenue along the southern edge.

*Access to Airport:* Cluster B is located approximately 3 km from the airport, via Wellington Avenue, measured from the intersection of Wellington Avenue and Empress Street.
*Access to Perimeter Highway:* Measured from the Wellington Avenue and Empress Street intersection the distance to the perimeter is approximately 13 km, via Ness Avenue, Sturgeon Road, and Saskatchewan Avenue.
*Access to Rail:* The CPR Lariviere Line, which connects to the CP Main Line just to the north of the cluster, provides rail access along the eastern boundary.

Distance to Railyards and Intermodal Facilities:
CN Intermodal – 20 km via Sargent Avenue, St. Mary's Road, and Fermor Avenue
CP Intermodal – 5 km via Keewatin Street
Winnipeg Yard – 5 km via Notre Dame Avenue and Arlington Street
Weston Shops – 5 km via Keewatin Street
Burlington Northern Santa Fe Yard – 6 km via Route 90
Transcona Yards – 17 km via Notre Dame Avenue, Marion Street, Dugald Road, and Plessis Road
North Transcona Yards – 19 km via Notre Dame Avenue, Chief Peguis Trail
Symington Yards – 16 km via Notre Dame Avenue, St. Mary's Road, and Fermor Avenue

Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services, although portions of the cluster area fall within a combined sewer district. No other significant infrastructure or servicing issues have been noted.

Recommendations:
Cluster B will continue to face pressures to redevelop for commercial businesses and hospitality-related activities; however, the employment lands in proximity to the airport play a critical role for aerospace industry and airport-dependent businesses. Definitive policy and zoning actions may be required to protect employment lands in this area, particularly for the high value aerospace and aviation-related industries in proximity to the airport. The City may wish to determine how much of this cluster area should be preserved for industrial and employment uses as part of the OurWinnipeg update, and which areas, if any, should be permitted to transition to

other non-industrial uses. Intensification with residential uses is not possible due to the immediate presence of the airport and the Airport Vicinity Protection Plan and associated Planned Development Overlay (PDO).

## E.4 Cluster C – Weston Pacific Sargent Minto

Neighbourhoods (NCAs) within Cluster: Weston (2.114), Pacific Industrial (3.121), Sargent Park (1.118), Minto (1.115)

**Figure E-6**
**Cluster C Weston Pacific Sargent Minto**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community
Local Area Plan and Designation: Airport Vicinity Protection Area Plan
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Canadian Pacific Railway
- Winnipeg No. 1 School Division
- Loblaw
- Maple Leaf Construction

- City of Winnipeg

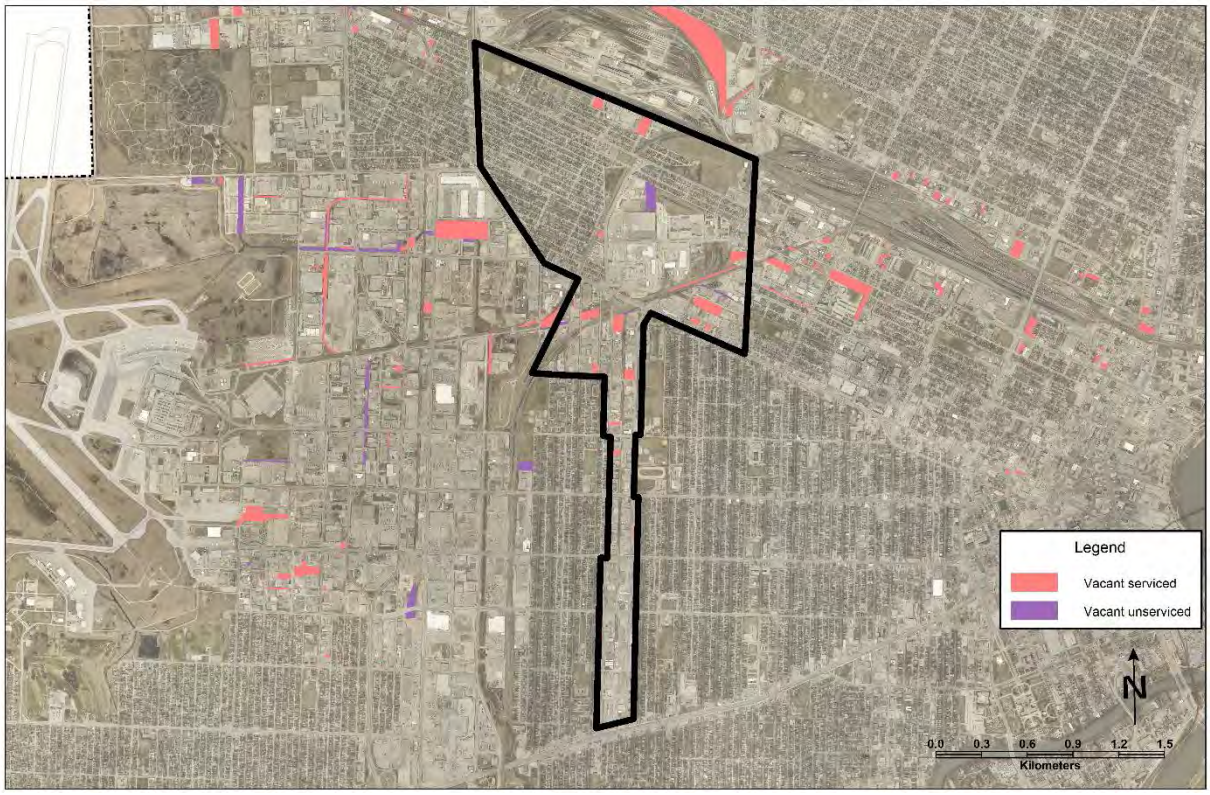
**Table E-3**
**Cluster C Industrial and Vacant Lands**

| | C | | |
|---|---|---|---|
| | Weston, Pacific Industrial, Sargent Park, Minto | | |
| | HEC | ACRE | % |
| M1 | 33 | 83 | 25% |
| M2 | 57 | 141 | 42% |
| M3 | 45 | 110 | 33% |
| MMU | NONE | | |
| **ALL** | **135** | **334** | |
| Vacant lands | 5 | 13 | 4% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 4 | 9 | 75% |
| UNSERVICED | 1 | 3 | 25% |
| TOTAL VACANT | 5 | 13 | |

Development and Intensification Potential:

Industrial lands within Cluster C are largely occupied by logistics, transportation, and food distribution related businesses in the north, and a variety of smaller industrial and non-industrial users in the south. Approximately 5 ha (12 acres) of vacant land available for development with approximately 4 ha (9 acres) are serviced and 1 ha (3 acres) are unserviced. The southern portion of the cluster along the Erin Street and Wall Street corridors presents opportunities for intensification and redevelopment, as a number of older industrial users have relocated and newer non-industrial businesses move into the area.

**Figure E-7**
**Cluster C Vacant Serviced and Unserviced Industrially Zone Lands**




Cluster Description:

Located to the east of Cluster B in Winnipeg's north-end, Cluster C encompasses the Weston Shops, and Pacific Industrial Park. It is bounded by CN rail yards on the north side, residential on the south side, and commercial and residential on the east and west sides. The light industrial uses located in the southern portion of this cluster are buffered by residential uses by only a small laneway. Pacific Industrial Park, which is located on the eastern side of the cluster, is buffered from both the residential and commercial uses by McPhillips Street (6 lanes) and Notre Dame Avenue (6 lanes).

Transportation and Access:

Regional Streets and Truck Routes: Cluster C is intersected by Logan Avenue, Sargent Avenue, Weston Street, and Ellice Avenue. Erin Street and Wall Street act as the borders for the southern portion of the cluster. Keewatin Street is the western border and McPhillips Street is the eastern border of the northern portion of the cluster.

*Access to Airport:* Cluster C is located approximately 5 km from the airport, via Wellington Avenue and Notre Dame Avenue, measured from Pacific Industrial.
*Access to Perimeter Highway:* Measured from Pacific Industrial the distance to the perimeter is approximately 11 km, via Logan Avenue and Route 90.
*Access to Rail:* The CPR Lariviere Line, which connects to the CP Main Line just to the north of the cluster, provides rail access within the cluster, through Pacific Industrial. A CPR spur line off the Lariviere Line services the southern portion of the cluster.

Distance to Railyards and Intermodal Facilities:
CN Intermodal – 19 km via Logan Avenue, Nairn Avenue, Lagimodiere Boulevard, and Fermor Avenue.
CP Intermodal – 4 km via Keewatin Street, and Logan Avenue
Winnipeg Yard – 3 km via McPhillips Street
Weston Shops – 3 km via McPhillips Street
Burlington Northern Santa Fe Yard – 9 km via Route 90
Transcona Yards – 14 km via Logan Avenue and Nairn Avenue
North Transcona Yards – 17 km via Main Street and Chief Peguis Trail
Symington Yards – 15 km via Logan Avenue, Nairn Avenue, and Chief Peguis Trail

Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services, although portions of the cluster area fall within a combined server district. No other significant infrastructure or servicing issues have been noted.

Recommendations:
While the northern portion of the cluster remains viable as a long-term Employment Area, the Erin Street and Wall Street corridors in the southern portion of the cluster may be better suited to transition to non-industrial uses. While a mix of employment, commercial, and small businesses is desirable in the Erin Street and Wall Street area, it is questionable if the existing smaller industrial users are viable in the long run. Additional study and planning may be required to ensure this area transitions in an effective manner, whether as part of the OurWinnipeg and CCDS update, or based on local area planning and regulations.

## E.5 Cluster D – Weston Dufferin

Neighbourhoods (NCAs) within Cluster: Oak Point Highway (3.338), Weston Shops (3.334), Logan CPR (3.101), West Alexander (3.105), Dufferin Industrial (3.328), Lord Selkirk Park (3.339)

**Figure E-8**
**Cluster D Westin Dufferin**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community, General Manufacturing
Local Area Plan and Designation: Portions of the cluster fall under the West Alexander and Centennial Neighbourhood Plan
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Canadian Pacific Railway
- McPhillips Casino
- Government of Canada National Microbiology Laboratory (NML)
- Western Glove Works

**Table E-4**
**Cluster D Industrial and Vacant Lands**

| | D | | |
|---|---|---|---|
| | Weston, Dufferin, Lord Selkirk, Logan, Pacific | | |
| | HEC | ACRE | % |
| M1 | 24 | 60 | 18% |
| M2 | 56 | 139 | 41% |
| M3 | 58 | 144 | 42% |
| MMU | NONE | | |
| **ALL** | **139** | **344** | |
| Vacant lands | 15 | 37 | 11% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 15 | 37 | 100% |
| UNSERVICED | 0 | 0 | 0% |
| TOTAL VACANT | 15 | 37 | |

Development and Intensification Potential:

Cluster D is largely occupied by railway yards and related industrial activities, with numerous smaller scale manufacturing businesses, a casino, and a national science lab. Approximately 15 ha (37 acres) of vacant land are available for development in the cluster, with almost all of the lands being serviced. Some intensification and redevelopment opportunities exist adjacent to the CPR Winnipeg and Weston Yards, particularly to the south in older industrial areas.

**Figure E-9**
**Cluster D Vacant Serviced and Unserviced Industrially Zoned Lands**



Cluster Description:

Straddling the CN Main Line on the west side of the Red River, Cluster C covers part of the Weston Shops and Dufferin Industrial Park. Developed in the 1960s the cluster is surrounded by mostly residential on the north and south sides. On the western side of the cluster, Weston Shops is buffered from the residential areas surrounding it by Selkirk Avenue (a small residential street) on the north, and the rail line and a small back lane to the south. Winnipeg Yards on the eastern side of the cluster is surrounded by light industrial uses that are bounded by Logan Avenue (4 lanes) to the south, and Dufferin Avenue (4 lanes) to the north. Access and development opportunities may develop as the proposed Arlington Bridge replacement project proceeds. Suspected contaminated sites may exist within the cluster area. Public discussions have resumed recently in regards to potential relocation of the CPR Winnipeg Yards and the CPR Main Line; however, this is highly unlikely at this time.

Transportation and Access:

*Regional Streets and Truck Routes:* Cluster D is intersected by Keewatin Street, McPhillips Avenue, Logan Avenue, Isabel Street, and Arlington Street, and bounded by Main Street on the eastern edge.

*Access to Airport*: Measured from the McPhillips Street underpass, Cluster D is approximately 7 km from the airport, via Notre Dame Avenue, Route 90 and Wellington Avenue.

*Access to Perimeter Highway:* Measured from the McPhillips Street underpass the distance to the perimeter is approximately 13 km, via Pipeline Road and McPhillips Street.

*Access to Rail:* The CP Main Line intersects Cluster D, servicing both Weston Shops and Dufferin Industrial Park. Also within the cluster are the CPR Arborg Line, and the CPR Winnipeg Beach Line. The CPR Lariviere Line branches off the Main Line just south of the cluster.

*Distance to Railyards and Intermodal Facilities*:

CN Intermodal – 16 km via Logan Avenue, Nairn Avenue, Lagimodiere Boulevard, Dugald Road, and Plessis Road

CP Intermodal – CP Intermodal is located inside Cluster D

Winnipeg Yard – Winnipeg Yard is located inside Cluster D

Weston Shops – Weston Shops are located within Cluster D

Burlington Northern Santa Fe Yard – 10 km via Dublin Avenue, Route 90, and Corydon Avenue

Transcona Yards – 15 km via Dufferin Avenue and Nairn Avenue
North Transcona Yards – 14 km via McPhillips Street, Inkster Boulevard, Main Street, and Chief Peguis Trail
Symington Yards – 16 km via Nairn Avenue and Lagimodiere Boulevard

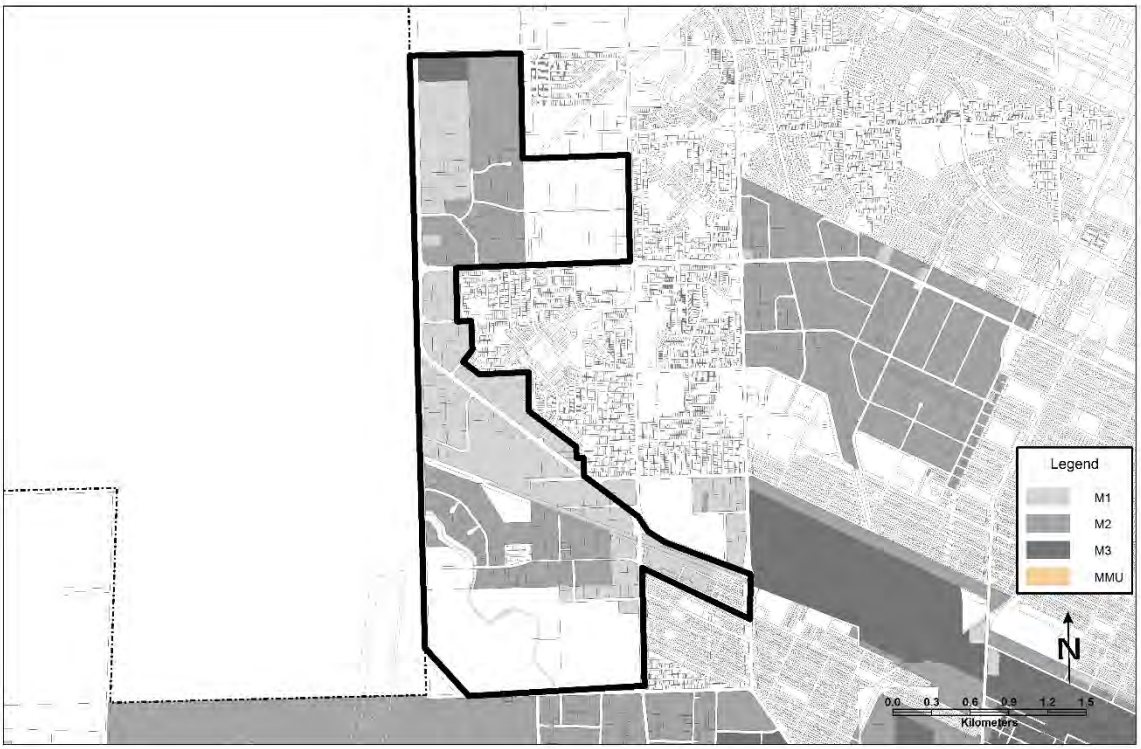
Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services, although portions of the cluster area fall within a combined server district. No other significant infrastructure or servicing issues have been noted, other than the proposed Arlington Bridge replacement project.

Recommendations:
The existing cluster continues to function as a viable Employment Area, and no significant pressures from other forms of development have been noted. Opportunities for redevelopment and intensification of existing industrial lands on the south side of the CPR Winnipeg and Weston Yards should continue to be explored and promoted, as the Western Glove Works and research labs in the area demonstrate.

## E.6 Cluster E – Inkster Oak Point

Neighbourhoods (NCAs) within Cluster: North Inkster Industrial (3.327), Oak Point Highway (3.338), Omands Creek Industrial (2.225), Brooklands (2.124)

**Figure E-10**
**Cluster E Inkster Oak Point**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community, General Manufacturing
Local Area Plan and Designation: Airport Vicinity Protection Area Plan
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Fort Garry Industries
- Manitoulin Transport
- Pauls Hauling
- Gardwine
- Red River College (Notre Dame Campus)

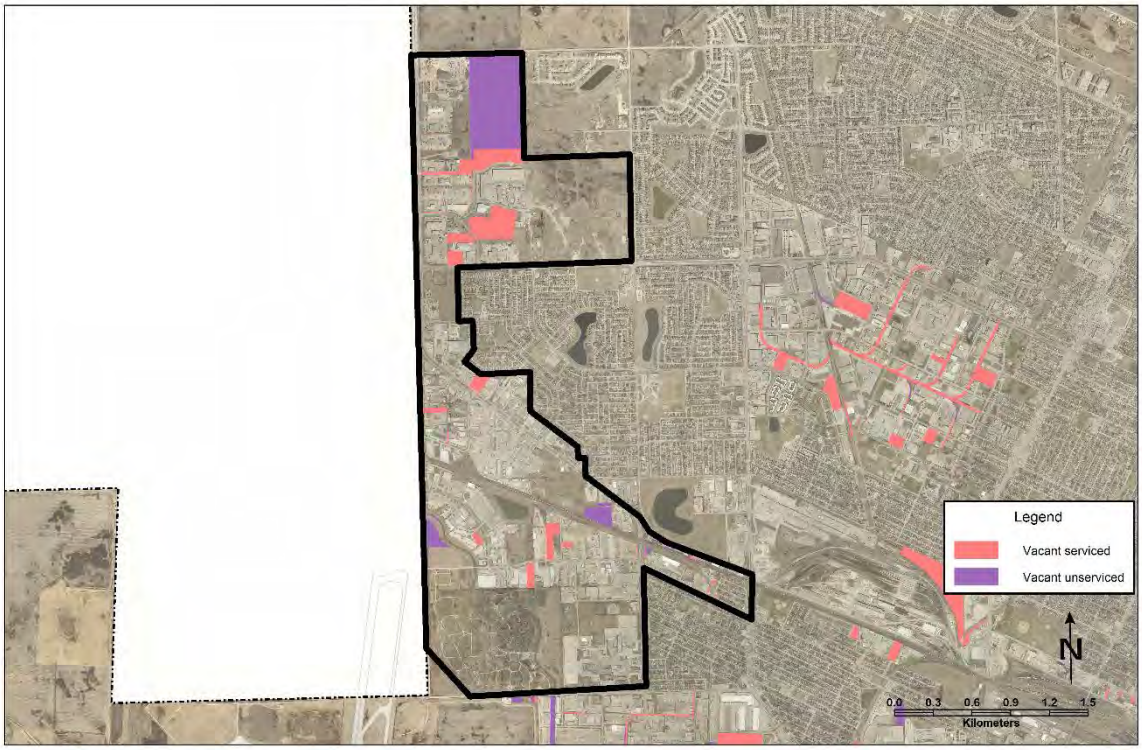
Development and Intensification Potential:

**Table E-5**
**Cluster E Industrial and Vacant Lands**

| | E | | |
|---|---|---|---|
| | Inkster, Oak Point, Omands, Brooklands | | |
| | HEC | ACRE | % |
| M1 | 169 | 418 | 53% |
| M2 | 143 | 353 | 45% |
| M3 | 8 | 19 | 2% |
| MMU | NONE | | |
| **ALL** | **319** | **789** | |
| Vacant lands | 74 | 183 | 23% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 39 | 96 | 52% |
| UNSERVICED | 35 | 87 | 48% |
| TOTAL VACANT | 74 | 183 | |

Cluster E is largely occupied by logistics and transportation related uses, with approximately 74 ha (183 acres) of vacant land available for development. Of those vacant lands, approximately 39 ha (96 acres) are serviced and 35 ha (87 acres) are unserviced. While lands are available for development, including zoned and serviced industrial lots, this area faces considerable competition from the adjacent Rural Municipality of Rosser industrial area. The Red River College Notre Dame Campus in the southern portion of the cluster has emerged as a significant post-secondary education, employment, and innovation hub for the northwestern portion of the City.

**Figure E-11**
**Cluster E Vacant Serviced and Unserviced Industrially Zoned Lands**



Cluster Description:
Located in the northwest corner of Winnipeg, Cluster E includes North Inkster Industrial and Omands Creek Industrial Areas, and was developed in the 1960s. On the north and north-east sides, the cluster is bordered by vacant agricultural lands. The remainder of the eastern border is made up of mostly residential uses. The south side of Cluster E borders WAA lands and Brookside Cemetery. The area has a strong logistics and transportation focus, and is aided by ready access to the Perimeter Highway via Brookside Boulevard or the recently completed CentrePort Canada Way. The area has seen increased competition for industrial development from the adjacent partially serviced "dry" industrial area located to the west of Brookside Boulevard in the Rural Municipality of Rosser and the CentrePort Canada area. There are also emerging pressures for non-industrial development in the lands north of Inkster Boulevard and east of the North Inkster Industrial Area. The proposed Chief Peguis Trail West extension from Main Street to Brookside Boulevard may also change access and land use pressures in the mid-to-long term for the area.

Transportation and Access:
Regional Streets and Truck Routes: Cluster E is intersected by Route 90, Logan Avenue, and Inkster Boulevard. Certain parts of the cluster are bounded by Keewatin Street and Notre Dame Avenue.

*Access to Airport:* Measured from the Oak Point Highway and Inkster Boulevard intersection, Cluster E is approximately 8 km from the airport, via Route 90 and Wellington Avenue.
*Access to Perimeter Highway:* Measured from the Oak Point Highway and Inkster Boulevard intersection, Cluster E is approximately 5 km from the Perimeter Highway, via Route 90.
*Access to Rail:* The CPR Main Line intersects Cluster E.

Distance to Railyards and Intermodal Facilities:
CN Intermodal – 33 km via Route 90, Perimeter Highway, Lagimodiere Boulevard, and Plessis Road
CP Intermodal – 4 km via Route 90 and Selkirk Avenue
Winnipeg Yard – 8 km via Route 90 and Selkirk Avenue
Weston Shops – 5 km via Route 90 and Selkirk Avenue
Burlington Northern Santa Fe Yard – 11 km Route 90 and Corydon Avenue
Transcona Yards – 31 km via Route 90 and Perimeter Highway

North Transcona Yards – 26 km via Route 90, Perimeter Highway, Lagimodiere Boulevard
Symington Yards – 34 km via Route 90, Perimeter Highway, and Lagimodiere Boulevard

Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services; however, full infrastructure servicing is lacking in some area. The industrial area just to the north of Brookside Cemetery has no water, wastewater, or land drainage infrastructure, and may be cost prohibitive to extend services owning to its small size. The industrial lands in the environs of the North Inkster Industrial Area in general have full municipal services; however, water infrastructure only extends as far north as Roy Roche Drive on Inkster Boulevard. The area immediately to the east of the North Inkster Industrial area has sanitary sewer service available, but road extensions are required, and only have water service in limited areas. Overall, there are pressure and capacity concerns with sub-surface infrastructure in this area that may limit the ability to service new industrial development or expand existing services.

Recommendations:
The existing cluster functions well as an Employment Area; however, it is under increasing competition from cheaper and partially serviced industrial land within the Rural Municipality of Rosser. The City may wish to examine its development standards for industrial land to remain competitive, and/or promote common development standards for industrial areas in the Rural Municipality of Rosser and CentrePort Canada. Red River College Notre Dame Campus should be recognized as an important education, employment, and innovation hub for the northwestern portion of the City, and measures should be taken to ensure its long-term feasibility and expansion.

## E.7 Cluster F – West Kildonan Inkster

Neighbourhoods (NCAs) within Cluster: Inkster Industrial Park (3.329), West Kildonan Industrial (3.333), Templeton-Sinclair (3.324), Margaret Park (3.318), Riverbend (3.323)

**Figure E-12**
**Cluster F Inkster West Kildonan**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Recent Community
Local Area Plan and Designation: N/A
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Sobeys West Distribution
- Coca-Cola Bottling
- Reimer Transport
- Inland Pipe

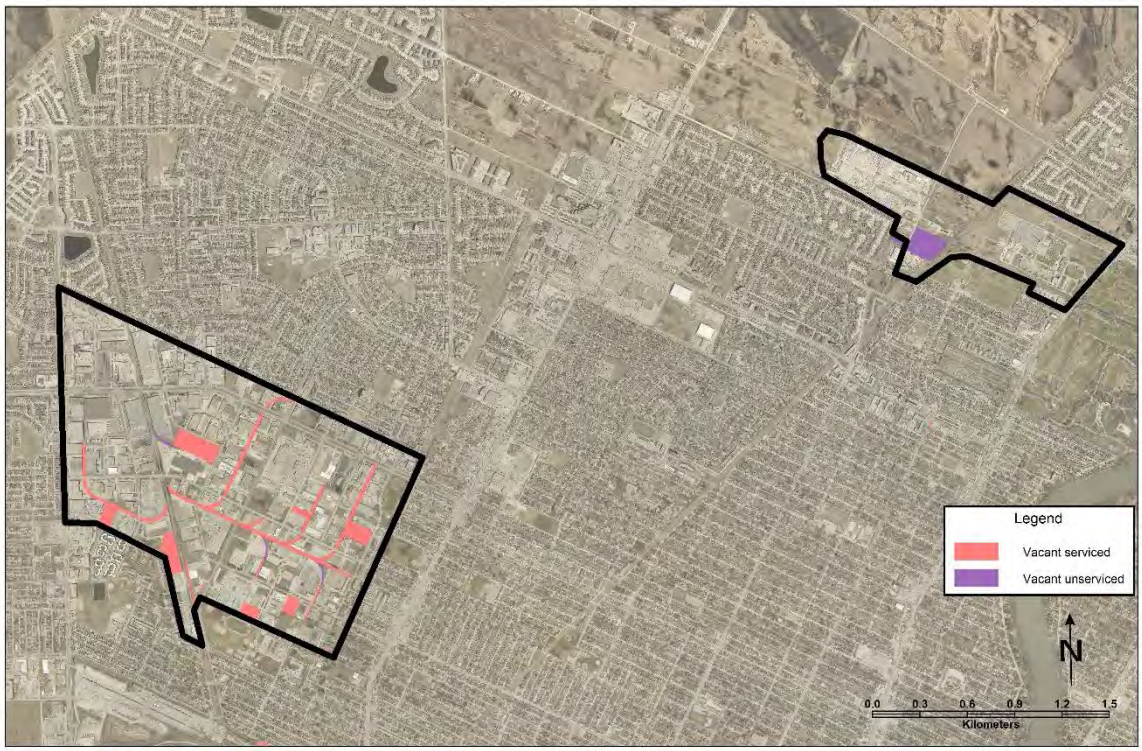
Development and Intensification Potential:

**Table E-6**
**Cluster F Industrial and Vacant Lands**

| | F | | |
|---|---|---|---|
| | Inkster, Leila, Templeton, West K, Riverbend | | |
| | HEC | ACRE | % |
| M1 | 4 | 11 | 1% |
| M2 | 266 | 658 | 88% |
| M3 | 31 | 76 | 10% |
| MMU | NONE | | |
| **ALL** | **301** | **745** | |
| Vacant lands | 20 | 49 | 7% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 16 | 40 | 82% |
| UNSERVICED | 4 | 9 | 18% |
| TOTAL VACANT | 20 | 49 | |

Cluster F is largely occupied by an industrial business park in the south, and Inland Pipe and North End Pollution Control Centre in the north. Approximately 20 ha (49 acres) of vacant land available for development; approximately 16 ha (40 acres) are serviced and 4 ha (9 acres) are unserviced. Some redevelopment options exist in the area of Ferrier Street and the future Chief Peguis Trail West; however, servicing within the area is challenging owing to extensive water and wastewater infrastructure runs that may be cost-prohibitive. Intensification and redevelopment opportunities exist within the Inkster Industrial Park; however, this may be constrained by older industrial park buildings with lower than preferred ceiling heights.

**Figure E-13**
**Cluster F Vacant Serviced and Unserviced Industrially Zoned Lands**



Cluster Description:

Located in Winnipeg's north end, Cluster F consists of two areas of industrially zoned land that were developed in the 1960s. The northern area encompasses the West Kildonan Industrial Park and the southern area includes Inkster Industrial Park. The southern area is largely surrounded by residential land uses, and is bordered by Keewatin Street (4 lanes) on the west side, Burrows Avenue (2 lanes) and Northwood Park on the south side, and a hydro corridor on the east side. Light industrial and institutional uses act as a buffer on the northern edge of the southern area within the cluster. The northern area is also largely surrounded by residential neighbourhoods, with the exception of the northwest edge which borders agricultural lands. The industrial uses within the northern area are separated from the residential lands surrounding it by a fence and small lane on the southwest side and Vince Leah Park on the southeast side. On the northeast side, a large swath of green space acts as a buffer between the two. A significant portion of the West Kildonan Industrial Park is occupied by the North End Pollution Control Centre, and rights-of-way for the future Chief Peguis Trail West extension.

Transportation and Access:

**Northern area**

*Regional Streets and Truck Routes:* The northern area of Cluster F is bordered by Main Street on the east side

*Access to Airport*: 12 km via McPhillips Street, Notre Dame Avenue, Route 90, and Wellington Avenue

*Access to Perimeter Highway:* 5 km via McPhillips Street. Access to the west will be improved with the future Chief Peguis Trail West extension

*Access to Rail:* The CPR Winnipeg Beach Line intersects the northern part of Cluster F

*Distance to Railyards and Intermodal Facilities*:

CN Intermodal – 17 km via Chief Peguis Trail and Plessis Road

CP Intermodal – 8 km via Keewatin Street, Inkster Boulevard, and McPhillips Street

Winnipeg Yard – 7 km via McPhillips Street

Weston Shops – 6 km via McPhillips Street

Burlington Northern Santa Fe Yard – 14 km McPhillips Street, Notre Dame Avenue, and Route 90

Transcona Yards – 25 km via McPhillips Street and Perimeter Highway

North Transcona Yards – 11 km via Chief Peguis Trail
Symington Yards – 18 km via Chief Peguis Trail and Lagimodiere Boulevard

**Southern area**

*Regional Streets and Truck Routes:* The northern area is intersected by Inkster Boulevard and bordered by Keewatin Street on the west side
*Access to Airport*: 8 km via Keewatin Street, Notre Dame Avenue, Route 90, and Wellington Avenue
*Access to Perimeter Highway:* 9 km via Inkster Boulevard and McPhillips Street
*Access to Rail:* The CPR Arborg Line intersects Cluster F

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 22 km via Inkster Boulevard, Chief Peguis Trail, and Plessis Road
CP Intermodal – 3 km via Keewatin Street
Winnipeg Yard – 5 km via McPhillips Street
Weston Shops – 5 km via McPhillips Street
Burlington Northern Santa Fe Yard – 12 km via Keewatin Street, Notre Dame Avenue, Route 90, and Corydon Avenue
Transcona Yards – 29 km via McPhillips Street and Perimeter Highway
North Transcona Yards – 15 km via Inkster Boulevard, Main Street and Chief Peguis Trail
Symington Yards – 18 km via Inkster Boulevard, Nairn Avenue and Lagimodiere Boulevard

Infrastructure and Servicing:
The majority of the southern lands within the cluster have access to full municipal services. Portions of the West Kildonan Industrial Park will be required as rights-of-way for the Chief Peguis Trail West extension, and potential expansion of the North End Pollution Control Centre. Significant infrastructure servicing issues have been noted in the Ferrier Street and future Chief Peguis Trail West extension, and will require extensive infrastructure runs that may be cost-prohibitive.

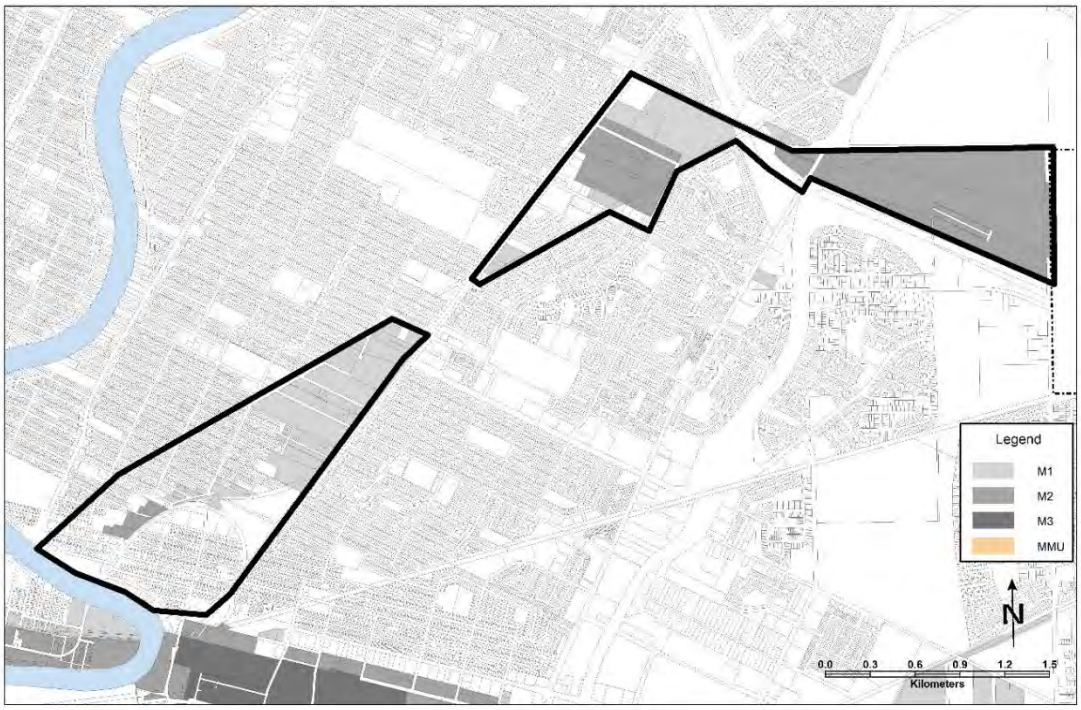
Recommendations:
The existing cluster functions well as an Employment Area, with no significant pressures from other forms of development at this time. Future development of a primarily residential nature is expected in the mid-to-long term to the west and north of the future Chief Peguis Trail West extension. The eastern boundary of the Inkster

Industrial Park may be required to be revisited as part of the OurWinnipeg update, as there is a portion of residential lands within the industrial park and designated employment lands.

## E.8 Cluster G – Chalmers North Transcona

Neighbourhoods (NCAs) within Cluster: Chalmers (4.401), Munroe West (4.407), Valley Gardens (4.422), McLeod Industrial (4.428), Springfield South (4.42), North Transcona Yards (4.43)

**Figure E-14**
**Cluster G Chalmers North Transcona**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community (south area), Major Development Site (Palliser – north area), Recent Community (north area)
Local Area Plan and Designation: Small section of south area falls under Henderson Corridor Plan; Palliser Major Redevelopment Site Area Master Plan
Industrial Zoning Districts: M1, M2

Notable Businesses/Employers:

- Price Industries
- JELD-WEN of Canada
- Canadian National Railway
- Kitchen Craft
- Brunswick Steel

Development and Intensification Potential:

**Table E-7**
**Cluster G Industrial and Vacant Lands**

| | G | | |
|---|---|---|---|
| | Transcona, Springfield, McLeod | | |
| | HEC | ACRE | % |
| M1 | 50 | 123 | 27% |
| M2 | 134 | 331 | 73% |
| M3 | NONE | | |
| MMU | NONE | | |
| **ALL** | **183** | **453** | |
| Vacant lands | 17 | 42 | 9% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 6 | 14 | 34% |
| UNSERVICED | 11 | 28 | 66% |
| TOTAL VACANT | 17 | 42 | |

Cluster G contains a variety of industrial and employment uses, with older smaller scale manufacturing located in the southern portions of the cluster, and larger manufacturing and transportation-related activities in the northern and northeastern area. The area also includes the Palliser major redevelopment site at Gateway and Springfield Roads, whose Area Master Plan promotes mixed use development with a strong residential component. Approximately 17 ha (42 acres) of vacant land are available for development; approximately 6 ha (14 acres) are serviced and approximately 11 ha (28 acres) are unserviced. Some redevelopment and intensification opportunities exist in the industrial area south of Springfield Road and the CP North Transcona Yards; however, this area has servicing challenges.

**Figure E-15**
**Cluster G Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Located in the north-east corner of the City, Cluster G is made up of two areas. The north area includes the North Transcona Yards and McLeod Industrial Park, and is surrounded by residential uses on the north-west, west, and south-west sides, and Kilcona Regional Park on the north-east side. On the southern edge, a hydro corridor and some vacant agricultural lands act as a buffer between the cluster and the Grassie Neighbourhood just to the south. The south area of Cluster G is surrounded mostly by residential neighbourhoods. On the eastern edge of the area, Raleigh Street, Northeast Pioneers Greenway and Gateway Road provide a significant buffer between the industrial uses in the cluster and the residential neighbourhoods of Munroe East and Talbot-Grey to the east. On the south side, the area is protected from other uses by the Red River. Other parts of the south area are not well buffered from the industrial uses – often separated by only a single land residential road, with the exception of the north-west boundary which consists of another hydro corridor.

Transportation and Access:

**Northern area**

*Regional Streets and Truck Routes:* The northern area is bounded by Springfield Road on the north side and Gateway Road on the south side, and intersected by Lagimodiere Boulevard
*Access to Airport*: 19 km via Lagimodiere Boulevard, Nairn Avenue, Logan Avenue, and Wellington Avenue
*Access to Perimeter Highway:* 5 km via Lagimodiere Boulevard
*Access to Rail:* The North Transcona Yards are located within the north area of Cluster G and the CPR Keewatin Line is located just to the south of it

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 7 km via Plessis Road
CP Intermodal – 18 km via Inkster Boulevard, Main Street, Chief Peguis Trail
Winnipeg Yard – 12 km via Lagimodiere Boulevard and Nairn Avenue
Weston Shops – 6 km via Lagimodiere Boulevard and Nairn Avenue
Burlington Northern Santa Fe Yard – 17 km via Lagimodiere Boulevard, Marion Street, and Corydon Avenue
Transcona Yards – 6 km via Plessis Road
North Transcona Yards – North Trancona Yards are inside the north area of Cluster G
Symington Yards – 11 km via Lagimodiere Boulevard

**Southern area**

*Regional Streets and Truck Routes:* The southern area is bordered on the eastern edge by Gateway Road. Munroe Avenue, Watt Street, Johnson Avenue, Levis Street, Talbot Avenue, Midwinter Avenue, and Nairn Avenue all intersect the southern area of Cluster G.
*Access to Airport*: 14 km measured from the Munroe Avenue and Gateway Road intersection via Henderson Highway, Logan Avenue, Notre Dame Avenue, Route 90, and Wellington Avenue
*Access to Perimeter Highway:* 8 km via Lagimodiere Boulevard
*Access to Rail:* The CPR Keewatin, CPR Emerson, and CPR Main Line are located directly south of the southern area

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 10 km via Lagimodiere Boulevard, Dugald Road, and Plessis Road

CP Intermodal – 11 km via Henderson Highway, Logan Avenue, and Keewatin Street
Winnipeg Yard – 6 km via Main Street, Redwood Avenue, and McPhillips Street
Weston Shops – 9 km via Main Street, Redwood Avenue, Arlington Street, and Selkirk Avenue
Burlington Northern Santa Fe Yard – 12 km via Henderson Highway, Main Street, and Corydon Avenue
Transcona Yards – 8 km via Regent Avenue
North Transcona Yards – 6 km via Lagimodiere Boulevard
Symington Yards – 9 km via Lagimodiere Boulevard

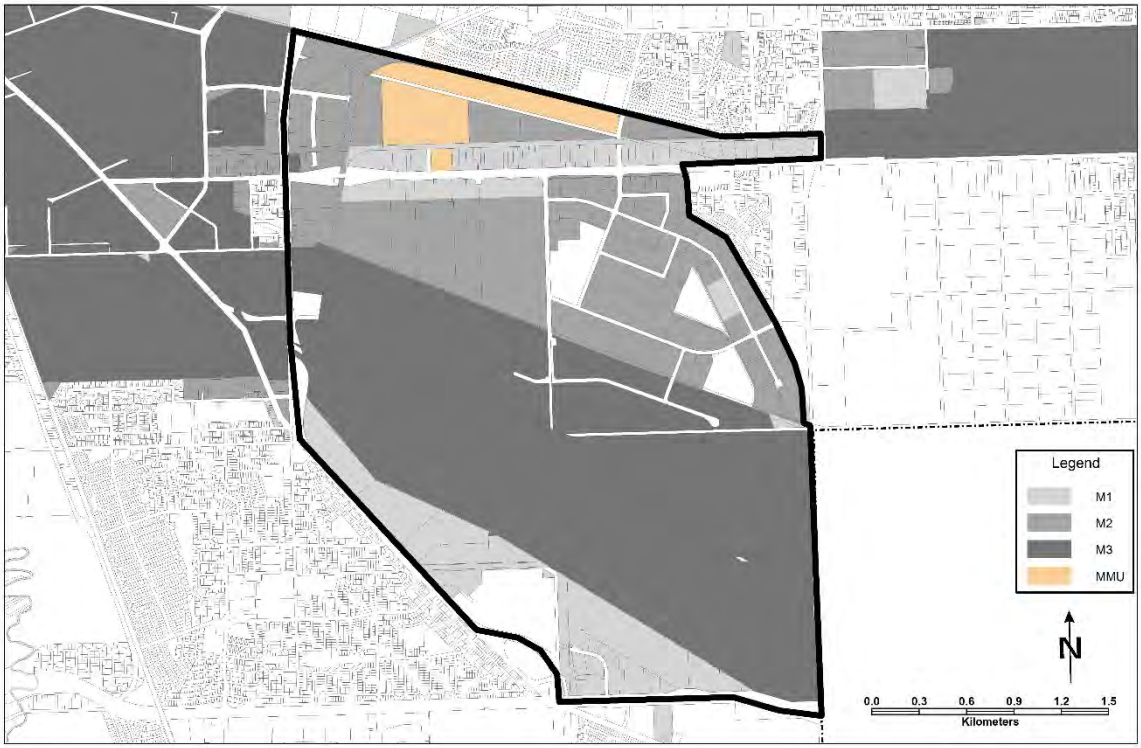
Infrastructure and Servicing:
The majority of the lands within the cluster have access to full municipal services; however, the industrial area between CP North Transcona Yards and Springfield Road have significant infrastructure servicing constraints that may be cost-prohibitive to address at this time.

Recommendations:
Southern and central areas within the cluster should be reviewed to ensure their long-term viability as employment lands, as transition to non-industrial land uses may be warranted. The North Transcona Industrial Park and rail yards are a viable Employment Area for those industrial users requiring additional space or significant outdoor operations; however, servicing challenges in the area may limit redevelopment or intensification options at this time.

## E.9 Cluster H – Symington St. Boniface

Neighbourhoods (NCAs) within Cluster: Dugald (5.534), St. Boniface Industrial Park (5.537), Symington Yards (5.54)

**Figure E-16**
**Cluster H Symington St. Boniface**




Planning and Zoning:
Complete Communities Direction Strategy Designation: General Manufacturing, Business Park
Local Area Plan and Designation: N/A
Industrial Zoning Districts: M1, M2, M3, MMU

Notable Businesses/Employers:

- Canadian National Railway
- Pharmalat
- FedEx Canada
- TransCanada Pipelines
- Acklands-Grainger

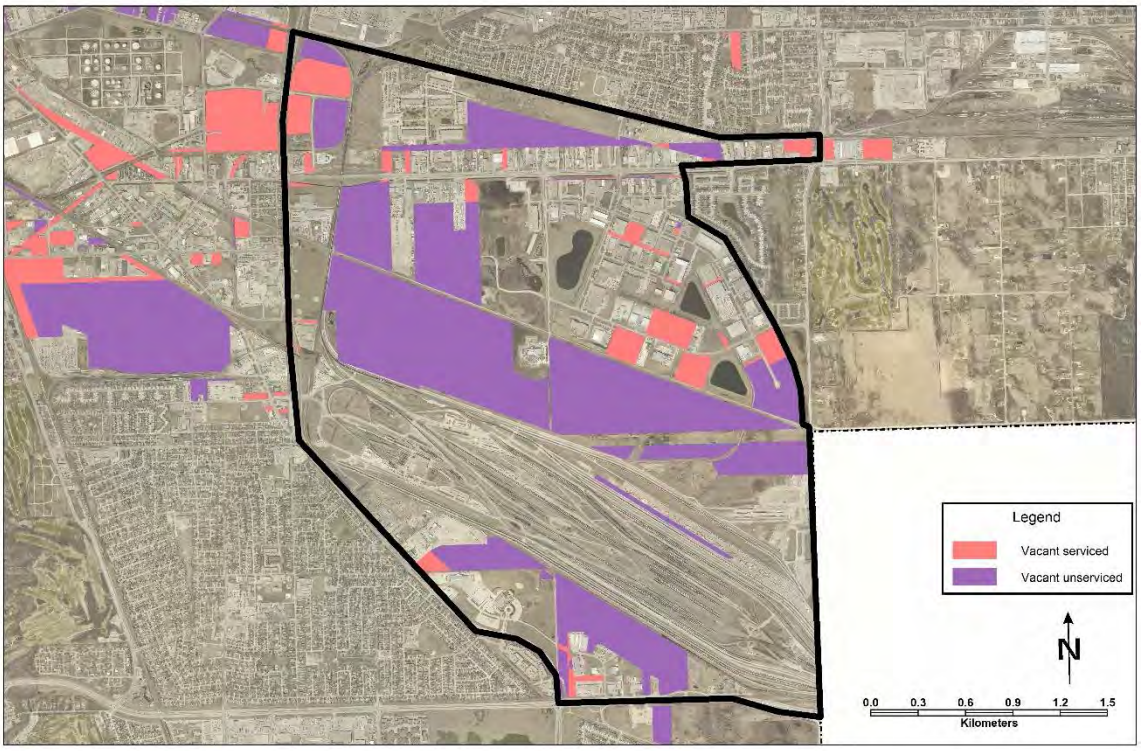
Development and Intensification Potential:

**Table E-8**
**Cluster H Industrial and Vacant Lands**

| | H | | |
|---|---|---|---|
| | Dugald, St. Boniface, Symington | | |
| | HEC | ACRE | % |
| M1 | 540 | 1335 | 60% |
| M2 | 238 | 588 | 26% |
| M3 | 86 | 213 | 10% |
| MMU | 39 | 96 | 4% |
| **ALL** | **903** | **4462** | |
| Vacant lands | 295 | 728 | 33% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 35 | 86 | 12% |
| UNSERVICED | 260 | 642 | 88% |
| TOTAL VACANT | 295 | 728 | |

Employment lands within Cluster H largely consist of the CNR Symington Yards in the southern half of the area, with several industrial parks, a recreational vehicle business, and vacant lands available for development. Approximately 294 ha (727 acres) of vacant land are available for development; approximately 35 ha (86 acres) are serviced and 259 ha (641 acres) are unserviced. Some lots remain available within the St. Boniface Industrial Park, while an extensive area is available for development west of Mazenod Road and south between the City of Winnipeg aqueduct and CNR Symington Yards; however, these areas require extensive investments in servicing infrastructure. At present, the costs of these infrastructure investments have made development problematic and challenging from a development feasibility perspective.

**Figure E-17**
**Cluster H Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:
Located on the east side of the City, Cluster H includes the St. Boniface Industrial Park as well as Symington Yards. The cluster is well buffered by the residential neighbourhoods to the south-west (Windsor Park) and to the north-east (Mission Gardens) by Lagimodiere Boulevard on the west side, rail lines on the north. The cluster is bordered by additional light industrial and commercial uses to the north-west, and agricultural to the east.

Transportation and Access:
*Regional Streets and Truck Routes:* Cluster H is intersected by Dugald Road and bounded by Lagimodiere Boulevard to the west

*Access to Airport*: 16 km via Dugald Avenue, Provencher Boulevard, and Notre Dame Avenue
*Access to Perimeter Highway:* 7 km via Dugald Road
*Access to Rail:* Cluster H is intersected by the CNR McArthur cut off, the CNR Symington Yards Lead, the CNR Symington Yards Line, and the CNR Sprague Line. It is bordered on the north side by the CNR Main Line.

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 3 km via Plessis Road
CP Intermodal – 16 km via Keewatin Street, Logan Avenue, Nairn Avenue, Lagimodiere Boulevard, and Dugald Road
Winnipeg Yard – 11 km via Nairn Avenue, Lagimodiere Boulevard, and Dugald Road
Weston Shops – 14 km via McPhillips Street, Nairn Avenue, Lagimodiere Boulevard, and Dugald Road
Burlington Northern Santa Fe Yard – 13 km via Dugald Road, Marion Street, and Corydon Avenue
Transcona Yards – 5 km via Dugald Road and Plessis Road
North Transcona Yards – 7 km via Dugald Road and Plessis Road
Symington Yards – 8 km via Plessis Road and Fermor Avenue

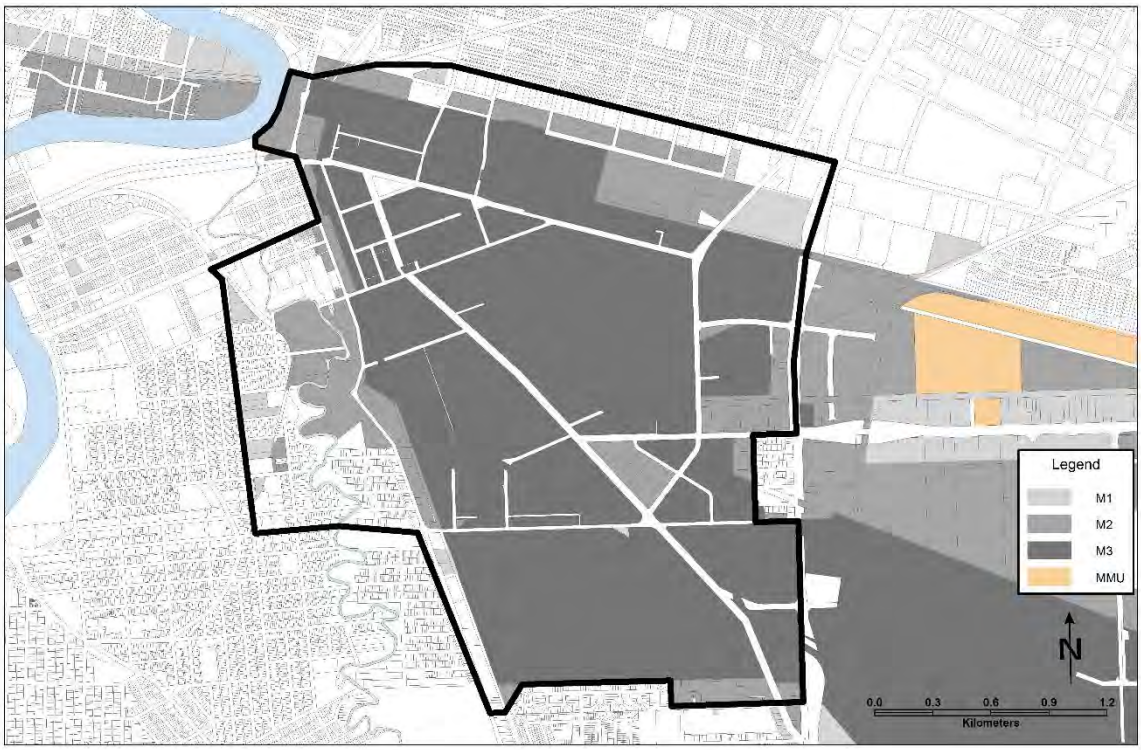
Infrastructure and Servicing:
The majority of the lands within the St. Boniface and Terracon Business Parks have access to full municipal services, as do those lands fronting on Lagimodiere Boulevard in the south-west quadrant of the cluster. Extensive infrastructure investments are required to service lands west of Mazenod Road and south of Dugald Road, as well as those lands south of the City of Winnipeg aqueduct. Costs of these investments have made development to date very problematic, and the area south of the aqueduct is further complicated by engineering constraints in crossing the aqueduct without impacting the drinking water supply for the City of Winnipeg.

Recommendations:
The existing cluster functions well as an Employment Area; however, residential development has begun to occur to the north-east of the cluster. This area should be monitored to ensure land use conflicts do not occur, and that appropriate land use regulations are in place to protect the cluster as a viable Employment Area. While infrastructure servicing challenges in the area are significant, the cluster contains some of the most extensive undeveloped land available for industrial and employment uses. The City may wish to examine infrastructure servicing programs via capital budget investments, local improvement districts, or other means to front-end infrastructure investments and bring these lands on-stream for development.

## E.10 Cluster I – Mission

Neighbourhoods (NCAs) within Cluster: Tyne-Tees (4.432), Mission Industrial (5.549), Tissot (5.503), Central St. Boniface (5.502), Dufresne (5.506), Stock Yards (5.539)

**Figure E-18**
**Cluster I Mission**




Planning and Land Use:
Complete Communities Direction Strategy Designation: General Manufacturing, Mature Community, Major Redevelopment Site (Public Markets)
Local Area Plan and Designation: North St. Boniface Plan (Small portion in the northwest)
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Maple Leaf Foods
- Allied Systems
- Shell
- Industrial Metals
- Versacold Logistics
- City of Winnipeg Public Works

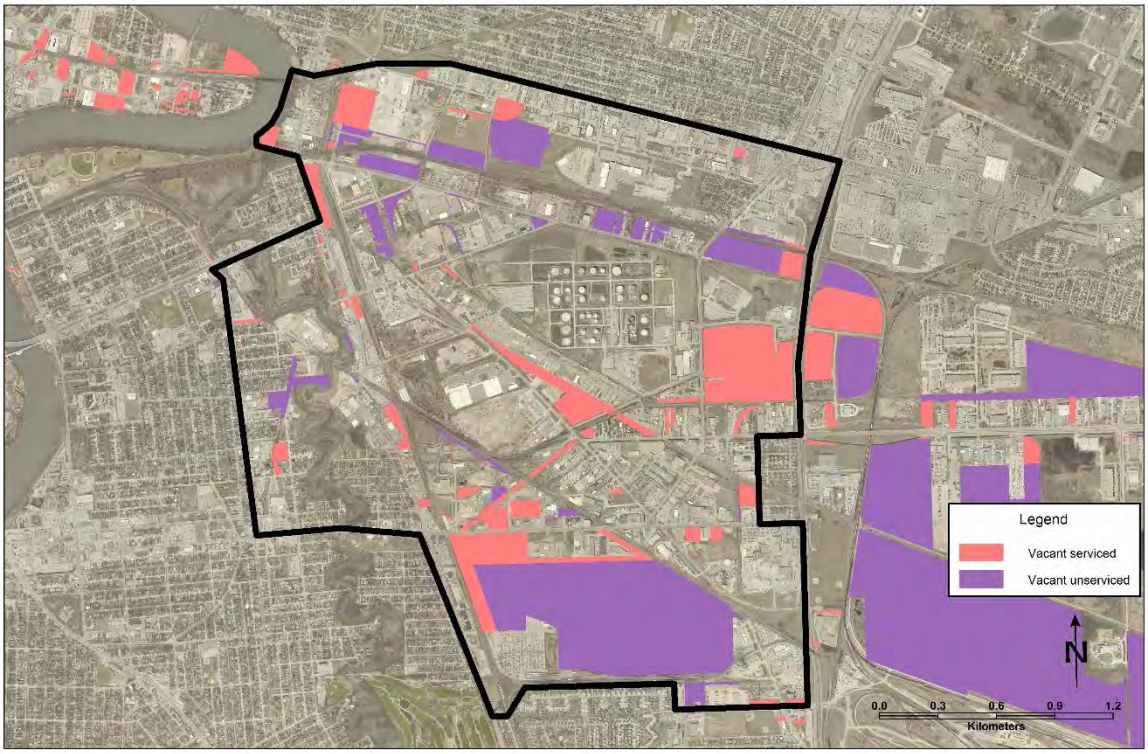
Development and Intensification Potential:

Employment lands within Cluster I consist of a variety of industrial uses ranging from food processing and agro-industrial to petrochemical facilities, an intermodal yard, and a heliport. Underdeveloped and vacant lands are distributed throughout the cluster, and designated or suspected contaminated sites and former landfills are located in numerous locations. Approximately 135 ha (333 acres) of vacant land are available for development; 52 ha (128 acres) are serviced and 83 ha (205 acres) are unserviced. There are numerous sites that have redevelopment or intensification potential; however, relocation and remediation costs may make this a longer-term endeavour. Significant infrastructure invests are also required to improve access and servicing in the area. The Public Markets major redevelopment site is the area with the greatest redevelopment potential; however, past redevelopment options have focused on commercial and/or residential uses. These efforts have been frustrated by the site context, surrounding industrial uses, higher costs of remediation and servicing, and restrictions to potential access routes to the west. The Public Markets site should be considered for redevelopment as an industrial business park or similar non-impactive employment uses.

**Table E-9**
**Cluster I Industrial and Vacant Lands**

| | I | | |
|---|---|---|---|
| | Mission, St. Boniface, Stock, Tyne Tees | | |
| | HEC | ACRE | % |
| M1 | 19 | 47 | 4% |
| M2 | 81 | 199 | 15% |
| M3 | 434 | 1071 | 81% |
| MMU | NONE | | |
| **ALL** | **533** | **1317** | |
| Vacant lands | 135 | 334 | 25% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 52 | 128 | 38% |
| UNSERVICED | 83 | 205 | 62% |
| TOTAL VACANT | 135 | 334 | |

**Figure E-19**
**Cluster I Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster I is located on the east side of Winnipeg, and is surrounded by the residential neighbourhoods to the north, south, and west. The cluster's northern and western boundaries are mostly lined with commercial uses. While part of the southern border is lined by residential uses the eastern side of the southern border is buffered from residential neighbourhoods by community uses. On the east side Cluster I is border by the industrial uses within Cluster H. The cluster itself is somewhat fragmented into several components. The Public Markets major redevelopment site in the southern portion of the site is largely vacant and available for development; however, there are infrastructure and access challenges. The eastern portions of the cluster involve food processing facilities and small-scale manufacturing and industrial businesses, as well as the presence of several former landfill sites. The central area is dominated by more intensive heavy industrial uses, such as metal recycling and fabrication, feed lots and related agro-industrial uses, and petrochemical facilities. The area north of the CN Main Line is physically separated from the remainder of the cluster, and consists of smaller scale industrial businesses, a public works yard, a City Insect Control Branch heliport, and a former snow dump site. Brownfields, and suspected and designated contaminated sites are located

throughout the cluster. There are also increasing concerns from the adjoining residential areas about the potential health and safety impacts of heavy industrial activity in the area.

Transportation and Access:
Several future transportation infrastructure projects may have significant impacts to the cluster area in terms of access, lands required for rights-of-way, and potential for change in land use dynamics. The proposed Marion/Archibald grade separated crossing and intersection improvements, the proposed widening and realignment of Marion Street and Dugald Road, and the potential location of the future Eastern Transitway rapid transit corridor to the north of the CN Main Line all may occur in the next five to ten years, and may have significant impacts on the cluster as an Employment Area.

*Regional Streets and Truck Routes:* Clyster I is bordered by Lagimodiere Boulevard on the east, Regent Avenue on the north, and Archibald Street, Provencher Boulevard, Marion Street and Des Meurons on the west side.
*Access to Airport*: 16 km via Archibald Street, Provencher Boulevard, Notre Dame Avenue, Route 90, and Wellington Avenue
*Access to Perimeter Highway:* 10 km via Lagimodiere Boulevard
*Access to Rail:* Cluster I is intersected by the CPR Main Line, the CPR Emerson Line, the CNR MacArthur Cutoff, the CNR Sprague Line, the CNR St Boniface Stock Yard Line, and the CPR Keewatin Line.

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 8 km via Dugald Road and Plessis Road
CP Intermodal – 11 km via Notre Dame Avenue and Provencher Boulevard
Winnipeg Yard – 8 km via Logan Avenue, Disraeli Freeway, Nairn Avenue, and Archibald Street
Weston Shops – 10 km via McPhillips Street, Logan Avenue, Disraeli Freeway, Nairn Avenue, and Archibald Street
Burlington Northern Santa Fe Yard – 11 km via Archibald Street, Marion Street, and Corydon Avenue
Transcona Yards – 8 km via Dugald Road and Plessis Road
North Transcona Yards – 8 km via Lagimodiere Boulevard
Symington Yards – 8 km via Lagimodiere Boulevard

Infrastructure and Servicing:
While the majority of lands within the cluster have access to municipal services, there are a variety of known infrastructure capacity issues or gaps in the area. Land drainage is a significant concern in the area, and a regional retention basin as a stormwater storage and relief measure is planned for the Public Markets major redevelopment site. A variety of infrastructure will also be impacted by potential transportation and road widening and realignment projects in the area; however, this may also present an opportunity to improve access options and upgrade existing infrastructure and servicing capacities in the cluster. Improvements to infrastructure are also complicated by the presence of a number of suspected or designated contaminated sites within the cluster.

Recommendations:
The Mission cluster has a long history of significant industrial use, but is facing a number of issues that may determine its future as a viable Employment Area. Future transportation projects may significantly change the nature of the area and introduce new land use pressures. The introduction of the proposed Eastern Transitway may radically introduce a new dynamic for the industrial area north of the CN Main Line, and the City may wish to consider transitioning this area away from industrial uses should the rapid transit corridor be constructed in this area.

The Public Markets site was identified as a major redevelopment site during the previous OurWinnipeg planning process, and has been encouraged to redevelop as a mixed-use commercial, residential, and business park area. This has not occurred for a variety of reasons, including access constraints to the west, infrastructure constraints, increased environmental remediation costs, desirability of the site and area for residential development, and the overall cost prohibitive nature for non-industrial development. While appropriate buffering and transitions to surrounding areas would be required, the City should re-examine the major redevelopment site designation and refocus future development towards modern industrial or business park models. The site is one of the larger intensification and redevelopment opportunities within the City of Winnipeg for industrial and employment uses, and this should be capitalized upon.

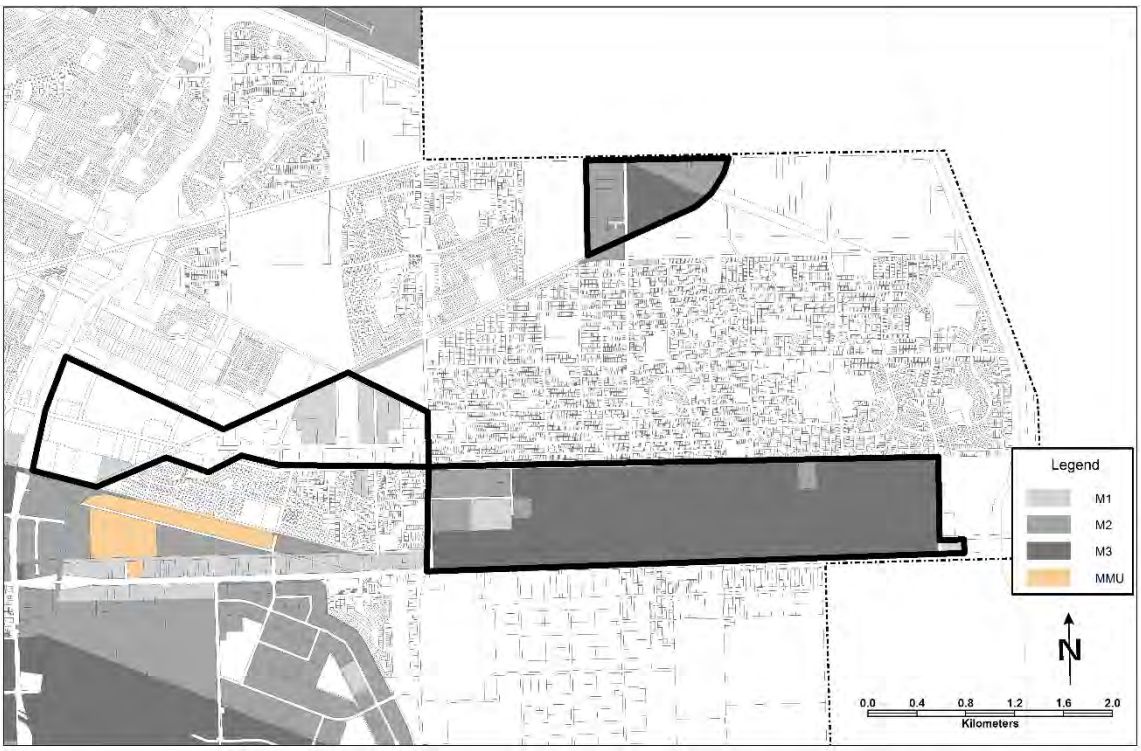
The cluster does face a series of challenges in regards to contaminated sites, remediation costs, and gaps in infrastructure servicing and capacity. The City may wish to examine infrastructure servicing programs via capital budget investments, local improvement districts, or other means to front end infrastructure investments

and bring these lands on-stream for development. The development of a comprehensive brownfield strategy as part of the OurWinnipeg update process should strongly be considered to maximize the redevelopment and intensification potential of suspected or known contaminated sites.

## E.11 Cluster J – Transcona

Neighbourhoods (NCAs) within Cluster: Griffin (4.426), Regent (4.433), Mission Gardens (4.416), Transcona Yards (4.431)

**Figure E-20**
**Cluster J Transcona**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Recent Community, New Community, General Manufacturing
Local Area Plan and Designation: Transcona West Area Plan, Transcona Yards Area Plan
Industrial Zoning Districts: M1, M2, M3

Notable Businesses/Employers:

- Canadian National Railways
- New Flyer Industries
- Freshwater Fish Marketing Board
- Granny's Poultry
- Griffin Canada
- Varsteel

- Club Regent Casino

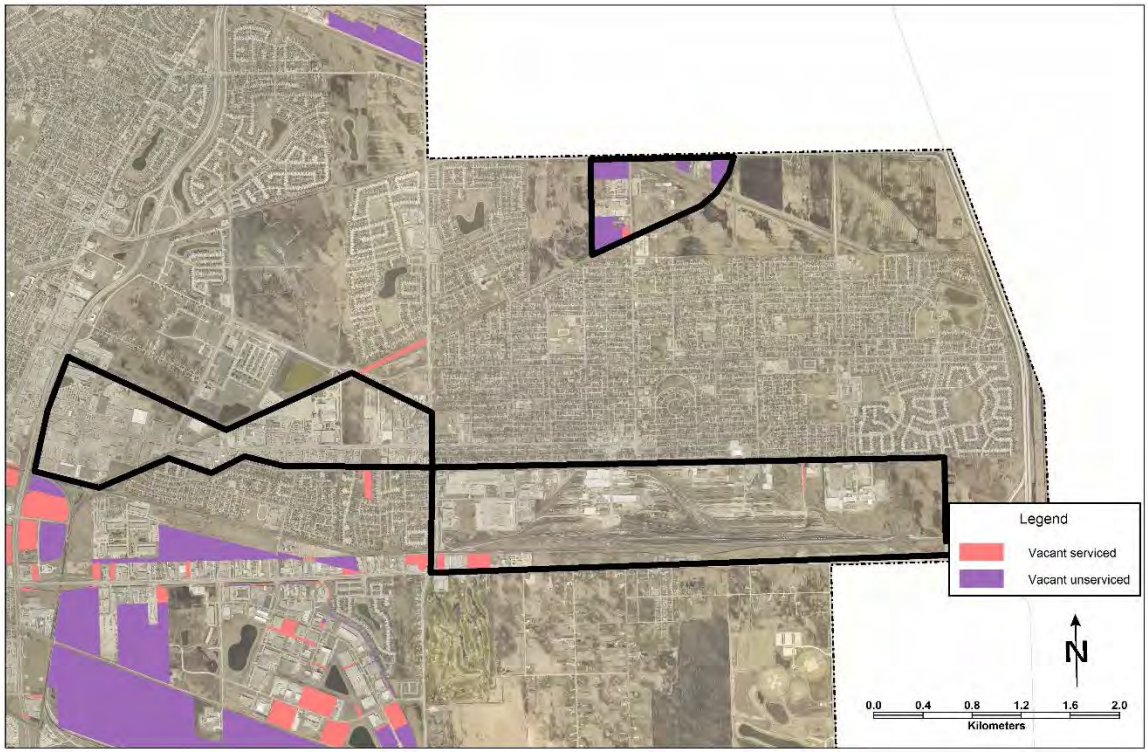
Development and Intensification Potential:

Employment lands within Cluster J consist of a variety of industrial uses including rail-related uses collocating with the CN Transcona Yards, newer industrial and employment uses along the northern fringe of the Transcona Yards area, metal fabrication in the northern cluster area, and older industrial uses transitioning to commercial or other uses in the western portions of the cluster. Underdeveloped and vacant lands are distributed primarily in the eastern and northern portions of the cluster, while the western cluster area has seen increased pressures for new commercial development. Approximately 17 ha (42 acres) of vacant land are available for development; approximately 3 ha (8 acres) are serviced and approximately 14 ha (34 acres) are unserviced. There are numerous sites that have development or intensification potential; however, the northern cluster area is facing increasing pressures from encroaching residential development in the North Transcona area, and portions of the Transcona Yards area adjacent to Dugald Road have significant servicing challenges that may be cost-prohibitive. Significant land drainage issues are present, and the Dugald Road frontage area is challenging for development due to the limited depth of potential lots and proximity of the rail lines. Areas along the northern and eastern portions of the CN Transcona Yards may be more feasible and desirable from a development perspective, although close proximity to existing residential areas will require sensitivity in regards to non-impactive land uses, buffering, and transition areas. The availability of these lands for development is also unknown, and is tied to larger rail operational issues.

**Table E-10**
**Cluster J Industrial and Vacant Lands**

| | J | | |
|---|---|---|---|
| | Transcona Yards | | |
| | HEC | ACRE | % |
| M1 | 38 | 94 | 10% |
| M2 | 55 | 135 | 15% |
| M3 | 273 | 675 | 75% |
| MMU | NONE | | |
| **ALL** | **366** | **905** | |
| Vacant lands | 17 | 42 | 5% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 3 | 9 | 20% |
| UNSERVICED | 14 | 34 | 80% |
| TOTAL VACANT | 17 | 42 | |

**Figure E-21**
**Cluster J Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster J is located on the east side of Winnipeg, just inside the Perimeter Highway. It is surrounded by residential uses to the north, vacant agricultural to the east, agricultural to the south, and commercial and industrial to the west. On the northwest side, the industrial uses are buffered by a large open space, and on the west side, Lagimodiere Boulevard and a strip of commercial uses lie between the cluster and the residential neighbourhoods. On the south-west side, a small residential neighbourhood of Mission Gardens sits between the western side of Cluster J and industrial uses further to the south. On the east side of the cluster, the south and east sides border agricultural uses, and the north side is not well buffered from the adjacent residential neighbourhoods of Melrose, Kildare-Redonda, and Canterbury Park. There is a small industrial area to the north that is also included in this cluster and it is surrounded by agricultural uses.

Transportation and Access:

*Regional Streets and Truck Routes:* Cluster J is intersected by Plessis Road and Regent Avenue, and bordered on the southeast side by Dugald Road

*Access to Airport*: 20 km via Nairn Avenue, Logan Avenue, Notre Dame Avenue, Route 90, and Wellington Avenue
*Access to Perimeter Highway:* 3 km via Dugald Road
*Access to Rail:* The cluster is intersected by the CNR Pine Falls Line, and the CNR Main Line

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 5 km via Plessis Road
CP Intermodal – 17 km via Nairn Avenue, Redwood Avenue, McPhillips Street, and Selkirk Avenue
Winnipeg Yard – 12 km via Nairn Avenue and Redwood Avenue
Weston Shops – 15 km via Nairn Avenue, Redwood Avenue, and Selkirk Avenue
Burlington Northern Santa Fe Yard – 22 km via Plessis Road, Fermor Avenue, Osborne Street, and Corydon Avenue
Transcona Yards – Trancona Yards is located inside Cluster J
North Transcona Yards – 6 km via Plessis Road
Symington Yards – 10 km via Plessis Road

Infrastructure and Servicing:
The majority of lands within the western cluster area and the northern and western portions of the CN Transcona Yards have access to municipal services. Infrastructure servicing within the northern cluster area is challenging, and is largely non-existent along the Dugald Road frontage portions of the cluster. The Dugald Road area also faces significant land drainage concerns, and infrastructure servicing extensions to the area are largely cost-prohibitive.

Recommendations:
The western portions of the cluster face strong pressures for conversion to commercial or related land uses, and the area in general is transitioning away from industrial uses. The proximity of the proposed Eastern Transitway rapid transit corridor will add to these pressures, and the City should consider removing this area from its employment lands inventory as part of the OurWinnipeg update process.

The northern portions of the cluster provide an important location for the existing metal fabrication related businesses; however, the area will face increased pressures from encroaching residential development in the North Transcona area. This area should be monitored to ensure land use conflicts do not occur, and that

appropriate land use regulations are in place to protect it as a viable Employment Area.

The northern and eastern portions of the CN Transcona Yards area present the greatest opportunity for development and intensification, and should be protected as a viable Employment Area. Development of the Dugald Road area is highly problematic, and more than likely will require a significant period of time and infrastructure investments to be considered viable unless lower-order "dry" industrial development is permitted.

## E.12 Cluster K – Tuxedo

Neighbourhoods (NCAs) within Cluster: South River Heights (1.628), Brockville (1.667), Tuxedo Industrial (2.668), Wilkes South (2.658)

**Figure E-22**
**Cluster K Tuxedo**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Recent Community, Major Redevelopment Site, Major Open Space, General Manufacturing, Business Park
Local Area Plan and Designation: Airport Vicinity Protection Area (a small portion in northeast corner)
Industrial Zoning Districts: M1, M2, M3, MMU

Notable Businesses/Employers:

- Lafarge Canada
- UrbanMine
- GFL Environmental
- Univar Canada
- Fort Garry Brewing
- Gordon Food Services

- Lehigh Inland Cement

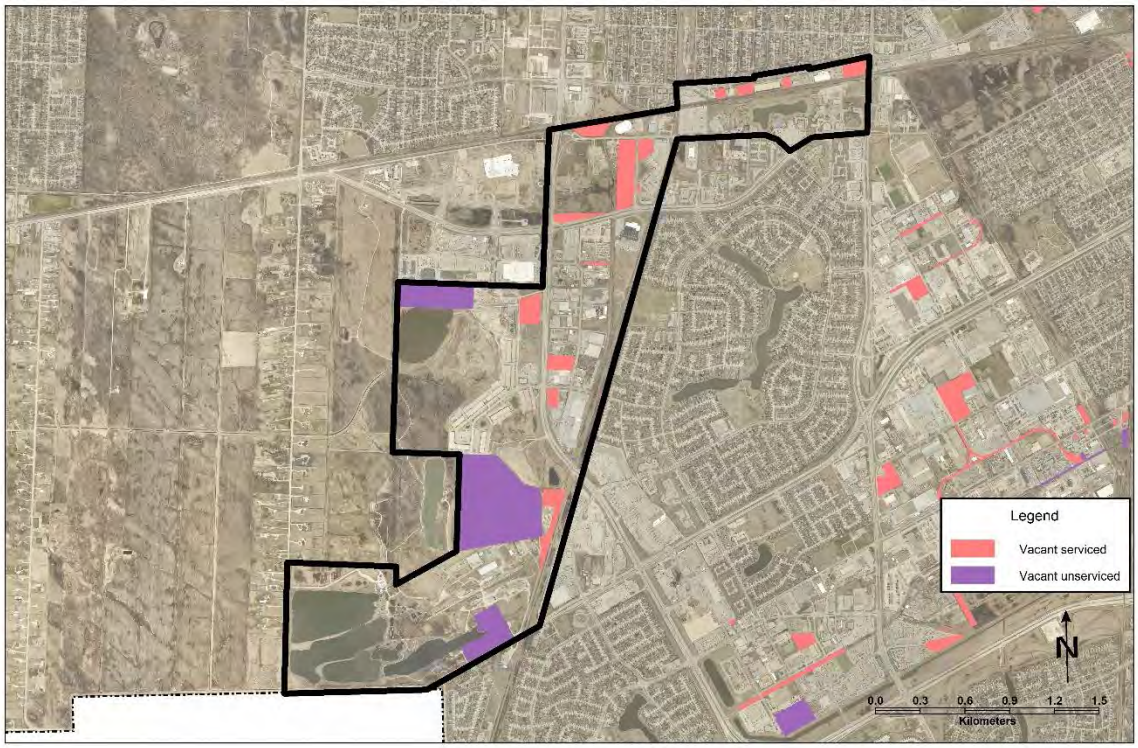
Development and Intensification Potential:

Employment lands within Cluster K consist of a wide variety of industrial uses ranging from cement terminal operations and metal recycling to logistics, smaller scale breweries, and modern business parks. Approximately 61 ha (150 acres) of vacant land are available for development; approximately 19 ha (48 acres) are serviced and approximately 41 ha (102 acres) are unserviced. While lands are available for development in the western and southern portions of the cluster, these are generally "rearage" lands with limited visibility that can only be developed via extensive infrastructure service runs and access via private property. The former snow dump site on Kenaston Boulevard is also available for development, but faces a variety of challenges for development, including access constraints, and potential remediation issues. The Wilkes Industrial Area north of Sterling Lyon Boulevard contains a number of parcels available for development; however, development pressures for commercial and non-industrial uses in this area are very high. Development potential for industrial and employment uses within the Tuxedo/Lafarge major redevelopment site is also significantly constrained, as CCDS policies indicate that these lands should transition to non-industrial mixed-use development.

**Table E-11**
**Cluster K Industrial and Vacant Lands**

| | K | | |
|---|---|---|---|
| | Tuxedo, River Heights, Brockville | | |
| | HEC | ACRE | % |
| M1 | 22 | 54 | 7% |
| M2 | 56 | 139 | 19% |
| M3 | 182 | 449 | 62% |
| MMU | 34 | 83 | 12% |
| **ALL** | **293** | **725** | |
| Vacant lands | 61 | 150 | 21% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 20 | 49 | 32% |
| UNSERVICED | 41 | 102 | 68% |
| TOTAL VACANT | 61 | 150 | |

**Figure E-23**
**Cluster K Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster K is located in the south-west corner of the City. It is bordered on the north side by Mathers and South River Heights residential neighbourhoods, and on the south side by the Whyte Ridge residential neighbourhoods. On the west side, the cluster is lined by mostly recreation, agricultural, and rural residential uses, and on the east side it is bordered by a mix of residential and commercial uses.

Transportation and Access:

*Regional Streets and Truck Routes:* Kenaston Boulevard, Taylor Avenue, and Sterling Lyon Parkway intersect Cluster K

*Access to Airport*: 11 km via Route 90 and Wellington Avenue

*Access to Perimeter Highway:* 9 km via Route 90

*Access to Rail:* Cluster K is bordered on the north side by the CNR Main Line and on the east side by the CPR LaRiviere Line. The CNR Fort Whyte and CHSWD spurs are located within the cluster.

*Distance to Railyards and Intermodal Facilities*:
CN Intermodal – 20 km via Route 90, Bishop Grandin Boulevard, Lagimodiere Boulevard, Fermor Avenue, and Plessis Road
CP Intermodal – 13 km via Route 90
Winnipeg Yard – 15 km via Route 90 and Notre Dame Avenue
Weston Shops – 14 km via Route 90
Burlington Northern Santa Fe Yard – 5 km via Route 90 and Corydon Avenue
Transcona Yards – 26 km via Route 90, Bishop Grandin Boulevard, Lagimodiere Boulevard, Fermor Avenue, and Plessis Road
North Transcona Yards – 21 km via Route 90, Corydon Avenue, Marion Street, and Lagimodiere Boulevard
Symington Yards – 17 km via Route 90, Bishop Grandin Boulevard, and Lagimodiere Boulevard

Infrastructure and Servicing:
While the majority of lands within the cluster have access to municipal services, access and servicing of those lands to the north of the Lafarge Canada site and west of the Tuxedo Business Park is problematic. Extensive service runs and access through privately held lands would be required.

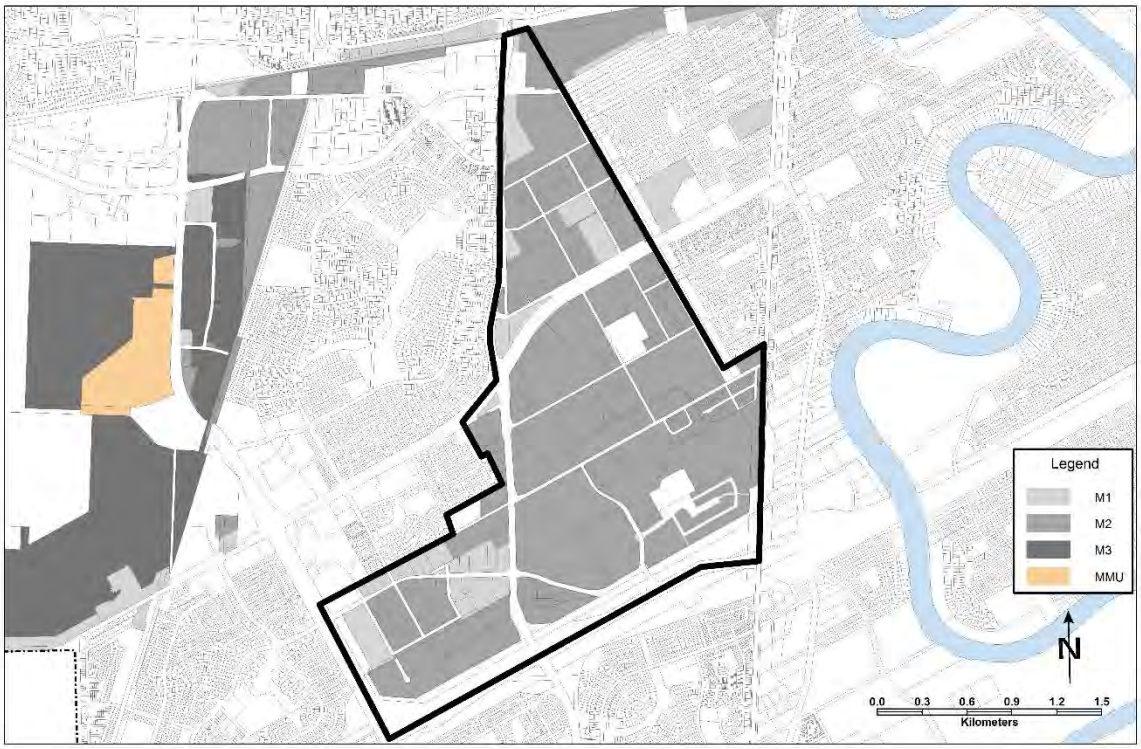
Recommendations:
While the cluster overall faces significant pressures to transition to non-industrial uses due to encroachment of residential development and high desirability of commercial land, it is one of the few opportunities for industrial and employment development in the southwestern quadrant of the City. Careful consideration should be given in regards to the long-term land use vision for this area. Areas in the northern portion of the cluster could be considered for transition to non-industrial uses; however, this area contains some of the most development-ready and serviceable employment lands in this portion of the City.
The City should also re-examine the major redevelopment site designation for the Tuxedo/Lafarge area with the aim of retaining and protecting this area for employment uses. While appropriate buffering and transition elements will need to be incorporated, the area contains ongoing viable industrial operations making significant economic contributions to the City as a whole. The "rearage" lands in this area present challenges in terms of access and servicing; however, these represent a significant portion of remaining industrial and employment lands in the southwest quadrant of the City. While existing CCDS policies for major redevelopment sites could be altered or softened to allow for industrial and

employment uses, the area will continue to see significant pressures to transition to other uses, and will require policy and regulatory protections to remain viable in the long term.

## E.13 Cluster L – Chevrier

Neighbourhoods (NCAs) within Cluster: Buffalo (1.652), Parker (1.654), Chevrier (1.653), West Fort Garry Industrial (1.661)

**Figure E-24**
**Cluster L Chevrier**




Planning and Zoning:
Complete Communities Direction Strategy Designation:
Local Area Plan and Designation: General Manufacturing, Recent Community, Major Redevelopment Site (Sugar Beets)
Industrial Zoning Districts: M1, M2

Notable Businesses/Employers:

- Motor Coach Industries
- Russel Metals
- Brewers Distributor
- Buhler Versatile
- Weston Bakeries
- Manitoba Hydro
- Shaw Communications

- Pollard Banknote

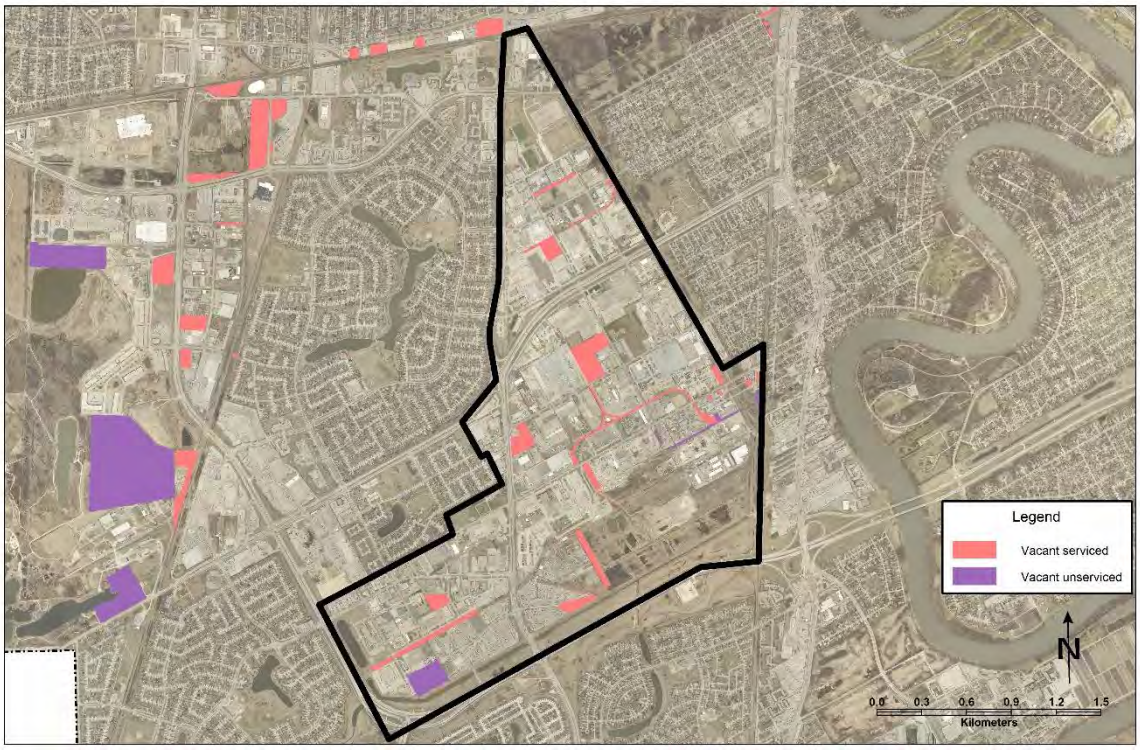
Development and Intensification Potential:

Cluster L represents the largest concentration of industrial park development in the southwest quadrant of the City, and contains a variety of higher-order manufacturing and employment uses. While largely built out, a number of development, redevelopment, and intensification options exist, and there have been signs of steady reinvestment and intensification of existing properties over the past few years. Approximately 22 ha (55 acres) of vacant land are available for development; approximately 18 ha (44 acres) are serviced and 4 ha (11 acres) are unserviced. Some of the existing vacant land falls within the ownership of existing industrial and employment uses, and may or may not be required by these operations in the mid- to long-term. The cluster also contains the Sugar Beets Lands major redevelopment site, which will feature business park development on the western and northwestern portions as a transition element to the surrounding industrial park. The remainder of the Sugar Beets site will be developed as mixed-use commercial and residential closer to the Southwest Transitway and associated rapid transit station.

**Table E-12**
**Cluster L Industrial and Vacant Lands**

| | L | | |
|---|---|---|---|
| | Parker, Beaumont, Chev, W. Fort Garry | | |
| | HEC | ACRE | % |
| M1 | 35 | 86 | 8% |
| M2 | 392 | 968 | 92% |
| M3 | NONE | | |
| MMU | NONE | | |
| **ALL** | **426** | **1054** | |
| Vacant lands | 22 | 55 | 5% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 18 | 44 | 80% |
| UNSERVICED | 4 | 11 | 20% |
| TOTAL VACANT | 22 | 55 | |

**Figure E-25**
**Cluster L Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Located in the southwest quadrant of the City, Cluster L is surrounded largely by residential. It is bordered by the residential neighbourhoods of South River Heights on the north side; Beaumont and Maybank on the east side; Bridgewater Forest and Waverley Heights on the south side; and Linden Woods, Linden Ridge, and Whyte Ridge on the west side. It is also bordered by some small Employment Areas including Parker to the east and Brockville to the west.

Transportation and Access:

Two transportation infrastructure projects currently under construction may provide long-term benefits to the cluster, while introducing potential pressures to transition to non-employment uses. The Waverley Underpass project will provide a grade separated crossing of the CN Main Line in the northern portion of the cluster, and will significantly reduce traffic congestion and delays due to rail operations when it opens to vehicular traffic in fall of 2019. The second phase of the Southwest Transitway is also currently under construction on the eastern boundary of the cluster, and will provide access to rapid transit network via two stations and two transit vehicle access points.

*Regional Streets and Truck Routes:* Waverley Street and McGillivray Boulevard
*Access to Airport:* 14 km via McGillivray and Route 90
*Access to Perimeter Highway:* 8 km via Pembina Highway or Kenaston Extension
*Access to Rail:* CNR Letellier runs along the eastern edge, and the CPR Sugar Beets Spur intersects the cluster

Distance to Railyards and Intermodal Facilities:
CN Intermodal – 16 km via Bishop Grandin Boulevard
CP Intermodal – 18 km via Route 90
Winnipeg Yard – 16 km via St. Mary's Road
Weston Shops – 14 km via Route 90
Burlington Northern Santa Fe Yard – 7 km via Waverley Street and Corydon Avenue
Transcona Yards – 22 km via Bishop Grandin Boulevard, St. Mary's Road, Fermor Avenue, and Plessis Road
North Transcona Yards – 22 km via Bishop Grandin Boulevard, St. Mary's Road, and Lagmodiere Boulevard
Symington Yards – 13 km via Bishop Grandin Boulevard and Lagimodiere Boulevard

Infrastructure and Servicing:
The majority of lands within the cluster have access to municipal services, and there are no known infrastructure and servicing issues in the area. Significant rehabilitation to the existing City of Winnipeg water reservoir and pumping station at Hurst Way and Waverley is currently underway, and minor improvements to underground infrastructure are occurring as part of the Waverley Underpass project.

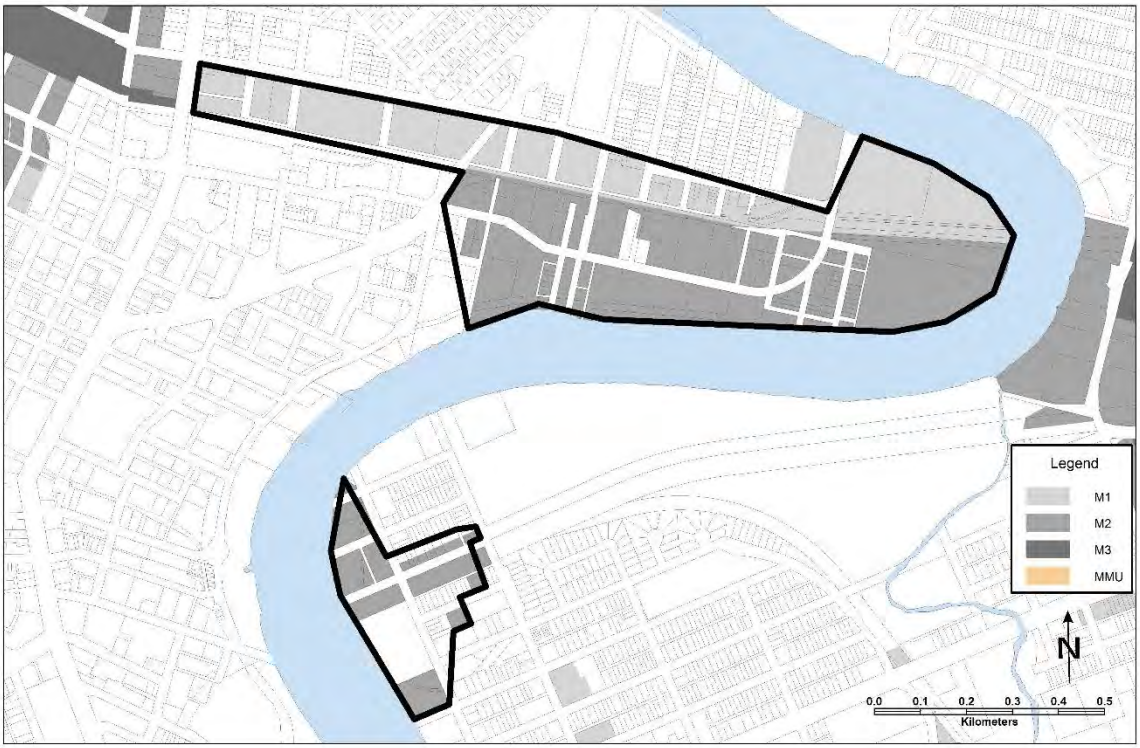
Recommendations:
The existing cluster functions well as an Employment Area; however, there is the potential for the slow intrusion of non-employment uses to increase and undermine the viability of the area as an industrial and employment hub. Moreover, the area is one of the few industrial parks in the southern area of the City and represents opportunities for redevelopment and intensification over the mid- to long-term. Reinvestment and intensification of existing properties has occurred since the existing OurWinnipeg plan was adopted, and this should be encouraged to continue. The construction of the Southwest Transitway rapid transit corridor on the eastern boundary of the cluster may introduce new opportunities for intensification of employment uses, and potential pressures to transition to non-employment uses. This area should be monitored to ensure land use conflicts do not occur, and that

appropriate land use regulations are in place to protect the cluster as a viable Employment Area.

## E.14 Cluster M – South Point Douglas

Neighbourhoods (NCAs) within Cluster: North Point Douglas (3.311), South Point Douglas (3.123), North St. Boniface (5.501)

**Figure E-26**
**Cluster M South Point Douglas**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Mature Community, Major Redevelopment Site (South Point Douglas)
Local Area Plan and Designation: Southern portions of the cluster fall within the North St. Boniface Secondary Plan
Industrial Zoning Districts: M1, M2

Notable Businesses/Employers:

- Restmore Bedding
- Border Glass & Aluminum
- MF Medallion
- Gateway Industries
- Brown and Rutherford

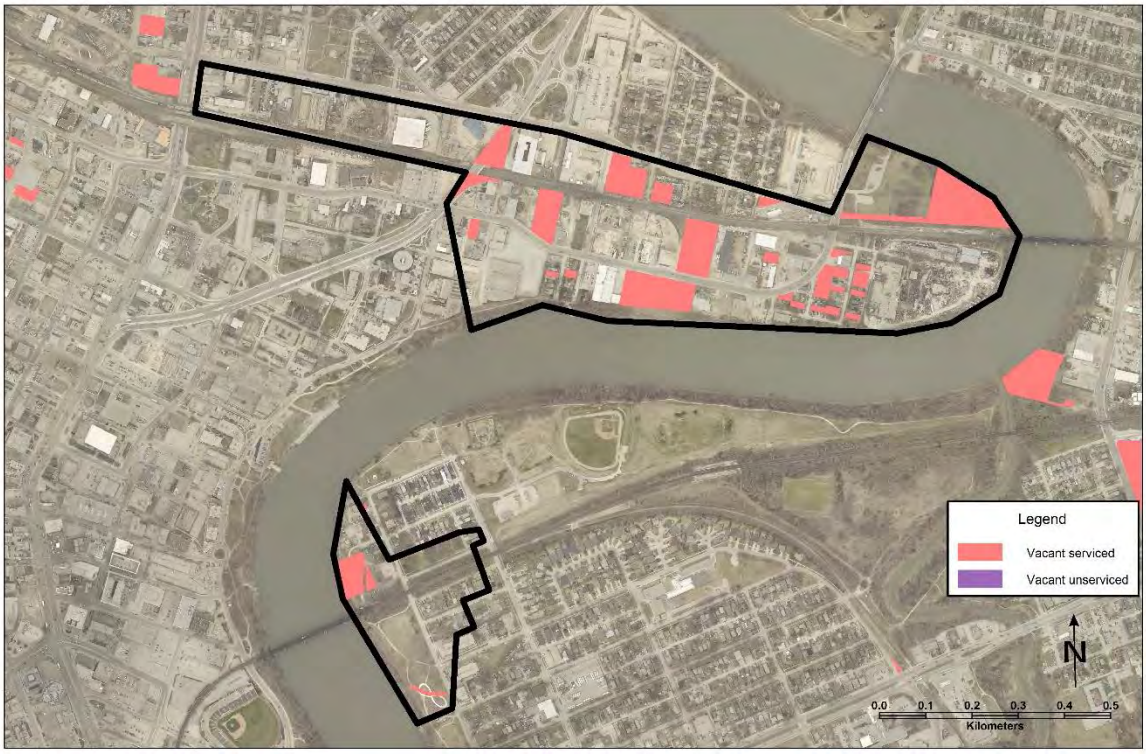
Development and Intensification Potential:

The lands within Cluster M are currently in transition to non-industrial uses, as the CCDS calls for these areas to redevelop as mixed-use communities. While existing employment uses can remain under existing rights, these uses will face increasing pressures to relocate due to encroaching mixed-use development and increasing land values. The South Point Douglas area also contains several known or suspected contaminated sites. Approximately 7 ha (17 acres) of serviced vacant land are available for development; however, both the South Point Douglas and North St. Boniface areas contain servicing constraints and capacity challenges. Both areas are under CCDS or local area planning policy direction that mandates the area transition to mixed use or predominantly residential development: the North St. Boniface Secondary Plan for those portions east of the Red River, and designation of the South Point Douglas area as a major redevelopment site. Both areas contain limited opportunities for industrial or employment development, and will transition to other land uses in the future.

**Table E-13**
**Cluster M Industrial and Vacant Lands**

| | M | | |
|---|---|---|---|
| | South Point Douglas | | |
| | HEC | ACRE | % |
| M1 | 14 | 35 | 39% |
| M2 | 23 | 56 | 61% |
| M3 | NONE | | |
| MMU | NONE | | |
| **ALL** | **37** | **92** | |
| Vacant lands | 7 | 17 | 19% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 7 | 17 | 100% |
| UNSERVICED | NONE | | |
| TOTAL VACANT | 7 | 17 | |

**Figure E-27**
**Cluster M Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster M is made up of two small areas in the centre of the City. The northern area is bounded by the Red River on the east and south sides, and abuts the residential portion of North Point Douglas to the north. This area is designated as the South Point Douglas major redevelopment site in the CCDS, and is earmarked for significant land use change and redevelopment to non-industrial uses. A number of suspected or designated contaminated sites are known to exist within the South Point Douglas area, and the industrial area adjacent to Sutherland Avenue is separated from the remainder of the area by the Canadian Pacific Main Line. The southern, smaller area is bordered by the Red River on the west side and by the residential neighbourhood of North St. Boniface on the north, east, and south sides. The southern area falls within the North St. Boniface Secondary Plan, which calls for the orderly transition of older industrial and employment uses to primarily residential mixed-use development and parks and open space. The proposed Eastern Transitway rapid transit corridor may be routed through either of these areas, thus prompting significant land use change and demands for mixed use non-industrial development.

Transportation and Access**:**
There are several proposed transportation projects that may have significant impacts on this area in terms of access and increased pressure for land use change. These include the proposed Eastern Transitway and associated stations, the Louis Bridge replacement, and the Higgins Avenue realignment, which may result in a new multi-modal bridge across the Red River.

*Regional Streets and Truck Routes:* Disraeli Freeway and Higgins Avenue intersect the northern area of Cluster M
*Access to Airport:* 9 km via Notre Dame Avenue
*Access to Perimeter Highway:* 14 km via Nairn Avenue, Lagimodiere Boulevard, and Dugald Road
*Access to Rail:* The CPR Main Line intersects the northern area, and the CNR Main Line intersects the southern area

*Distance to Railyards and Intermodal Facilities:* (distance and general route via arterials)
CN Intermodal – 11 km via Nairn Avenue, Lagimodiere Boulevard, Dugald Road, Plessis Road
CP Intermodal – 7 km via Logan Avenue
Winnipeg Yard – 3 km via Main Street, and Dufferin Avenue
Weston Shops – 6 km via Main Street, and Selkirk Avenue
Burlington Northern Santa Fe Yard – 9 km via Main Street, Portage Avenue, Maryland Street, and Academy Road
Transcona Yards – 10 km via Nairn Avenue
North Transcona Yards – 9 km via Nairn Avenue and Lagimodiere Boulevard
Symington Yards – 10 km via Nairn Avenue and Lagimodiere Boulevard

Infrastructure and Servicing:
While both areas technically have access to full municipal servicing, there are a number of constraints that significantly impact development potential. The North St. Boniface area has restrictions in regards to fire flow due to watermain capacity issues, and servicing infrastructure in the South Point Douglas area requires substantial reinvestment, as the existing infrastructure dates from the late 1800s to the early 1900s and is not designed for today's infrastructure requirements. Both areas are also within combined sewer districts, and land drainage is a significant issue in South Point Douglas. In order to make the South Point Douglas area viable

for development, significant capital investments are required which may only make financial sense under a higher density mixed-use redevelopment plan.

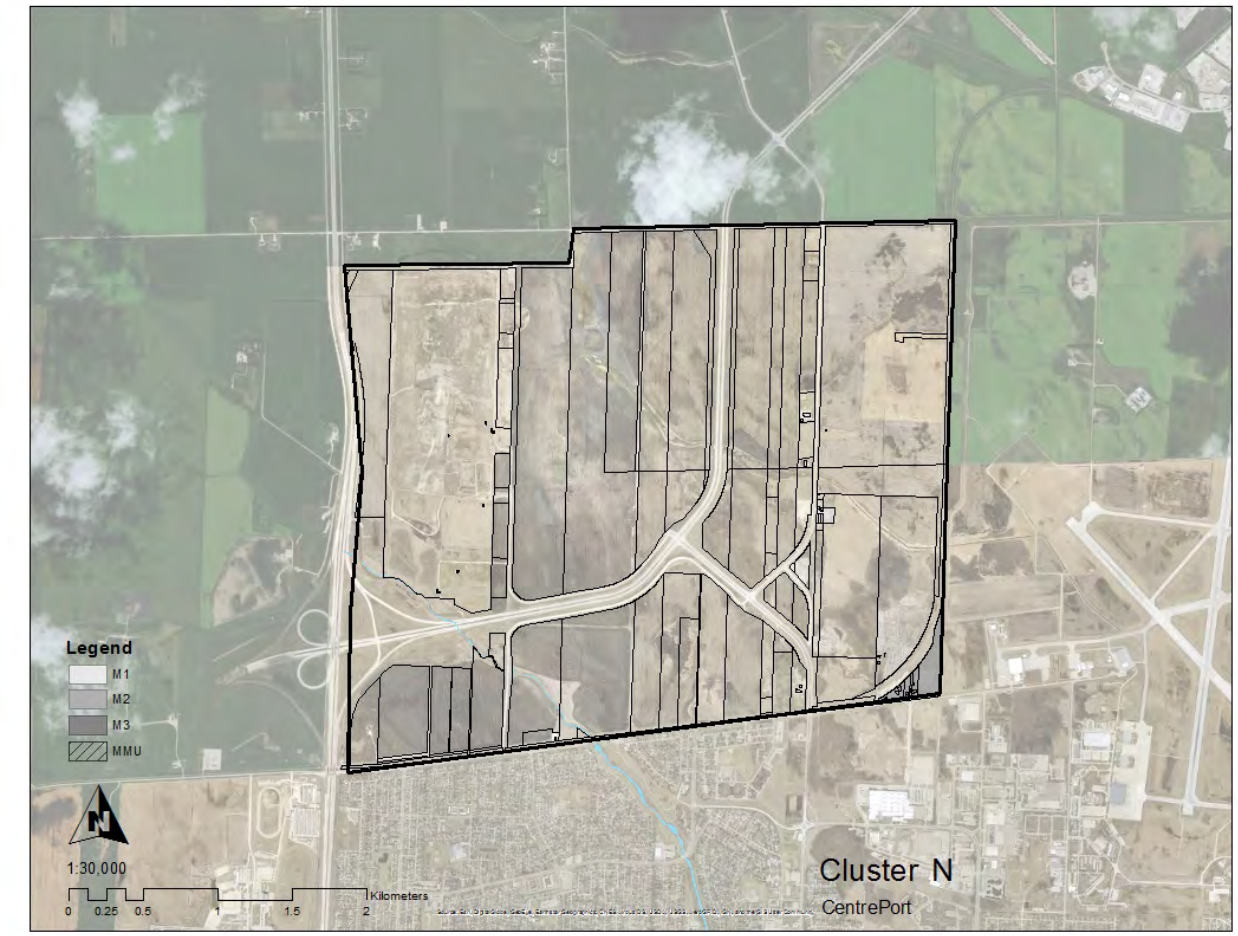
Recommendations:

This cluster is facing significant policy direction and land use pressures to transition to high-density mixed-use development. Given the limited nature of industrial and employment uses in the area, and the significant infrastructure upgrade costs which only make sense for other forms of development, the two areas within this cluster should be removed from the City's industrial and employment lands inventory.

## E.15 Cluster N – CentrePort

Neighbourhoods (NCAs) within Cluster: Saskatchewan North (2.222)

**Figure E-28**
**Cluster N CentrePort**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Airport Area, General Manufacturing (east side)
Local Area Plan and Designation: Airport Vicinity Protection Area Plan
Industrial Zoning Districts: M1, M2

Notable Businesses/Employers:

- Unique Pre-Cast
- Carstar
- Butlers Compound

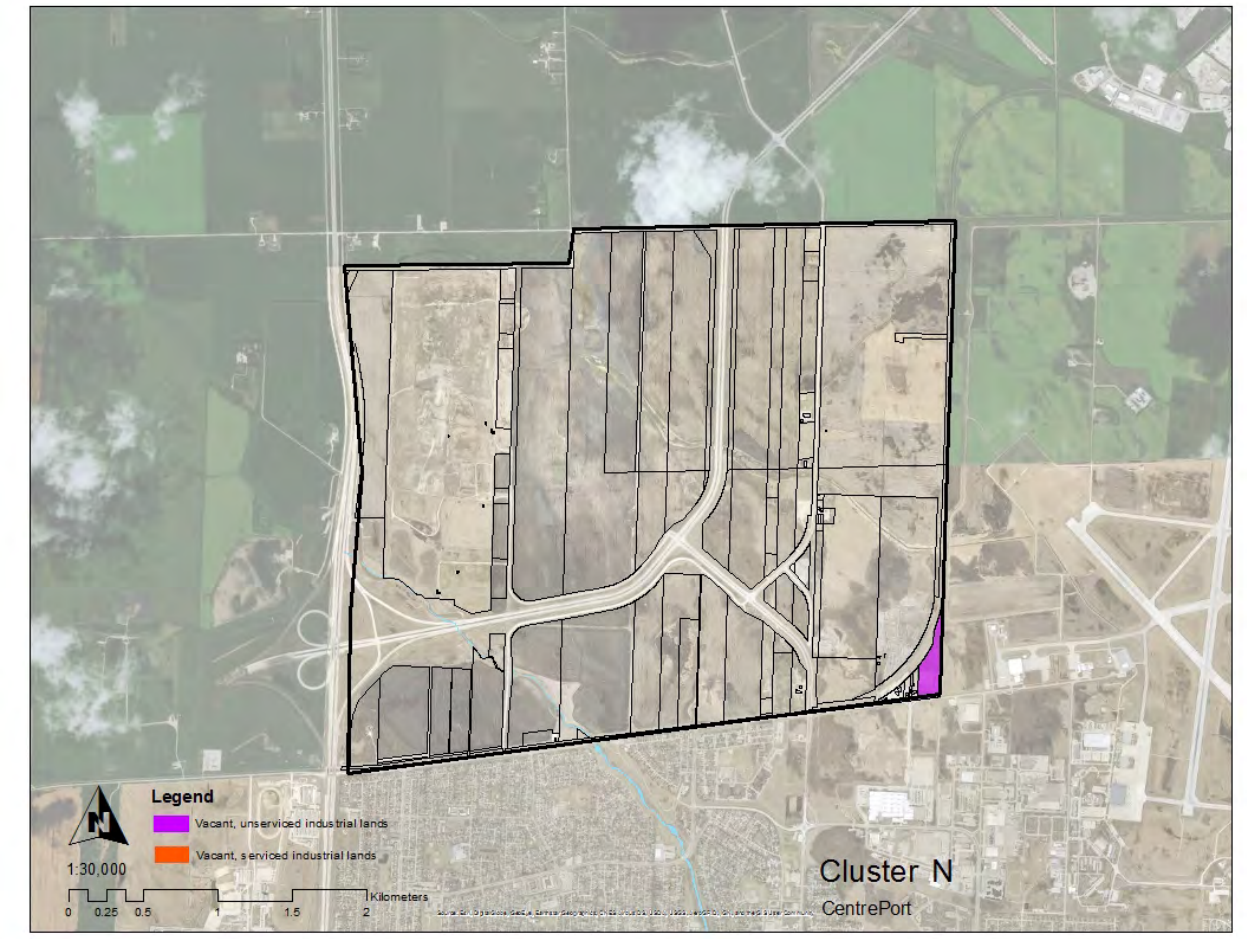
Development and Intensification Potential:

While the cluster area is very substantial in terms of overall acreage, the proportion of land zoned for industrial uses (versus agricultural) is very small: approximately 10 ha (25 acres) are zoned industrial, with only 6 ha (16 acres) of unserviced vacant land. Indeed, servicing infrastructure is not present in the cluster at this time and will require substantive infrastructure extensions. While there is a lack of zoned industrial land and overall infrastructure servicing, the cluster does have substantial development potential for industrial and employment uses. Lands within the cluster are designated Airport Area under the CCDS, and fall within the boundary of the CentrePort Canada inland port area. The area is also located immediately west of the WAA lands, and provides ready access to air, rail, and highway transportation infrastructure. Portions of the lands west of Sturgeon Road between CentrePort Canada Way and Saskatchewan Avenue have been removed from a General Manufacturing designation, and will feature commercial, employment, and residential uses. A former landfill is also present in the western portions of the cluster adjacent to the Perimeter Highway.

**Table E-14**
**Cluster N Industrial and Vacant Lands**

| | N | | |
|---|---|---|---|
| | CentrePort | | |
| | HEC | ACRE | % |
| M1 | 1 | 3 | 12% |
| M2 | 9 | 22 | 88% |
| M3 | NONE | | |
| MMU | NONE | | |
| **ALL** | **10** | **25** | |
| Vacant lands | 6 | 16 | 63% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | NONE | | |
| UNSERVICED | 6 | 16 | 100% |
| TOTAL VACANT | 6 | 16 | |

**Figure E-29**
**Cluster N Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster N is located in the northwest quadrant of the City. The cluster sits directly to the west of the James Armstrong International Airport, and encompasses the City of Winnipeg portion of CentrePort Canada. To the south the cluster is bordered by Crestview and Heritage Park residential neighbourhoods. The Rural Municipality of Rosser borders the cluster to the north side, and to the west lies the Rural Municipality of Headingly. The WAA lands and airport are located immediately to the east of the cluster.

Transportation and Access:

*Regional Streets and Truck Routes:* Sturgeon Road intersects Cluster N and Saskatchewan Avenue runs along the cluster's south border

*Access to Airport:* The airport is located immediately adjacent to this cluster.

*Access to Perimeter Highway:* 12 km via Ness Avenue and Saskatchewan Avenue
*Access to Rail:* The CPR Glenboro Line runs along the eastern and southern edges of Cluster N

*Distance to Railyards and Intermodal Facilities:* (distance and general route via arterials)
CN Intermodal – 21 km via Notre Dame Avenue, Provencher Boulevard, Archibald Street, Marion Street, Lagimodiere Boulevard, Fermor Avenue
CP Intermodal – 6 km via Route 90
Winnipeg Yard – 8 km via Route 90, Notre Dame Avenue, McPhillips Street, and Jarvis Avenue
Weston Shops – 7 km via Route 90 and Selkirk Avenue
Burlington Northern Santa Fe Yard – 6 km via Route 90 and Corydon Avenue
Transcona Yards – 19 km via Route 90, Logan Avenue, and Nairn Avenue
North Transcona Yards – 20 km via Route 90, Logan Avenue, Henderson Highway, and Chief Peguis Trail
Symington Yards – 17 km via Route 90, Notre Dame Avenue, Archibald Street, and Lagimodiere Boulevard

Infrastructure and Servicing:
While access to rail, air, and transportation infrastructure is very good, infrastructure servicing is essentially absent in the City portion of the CentrePort Canada inland port area (Cluster N). Significant proactive infrastructure investments by the City, developers, and other entities will be required before this area can facilitate larger scale industrial and employment development. The area is also at a competitive market disadvantage to the Rural Municipality of Rosser portions of CentrePort Canada to the north, as the Rural Municipality permits "dry" industrial development with partial or no infrastructure servicing, thus lowering the cost of development.

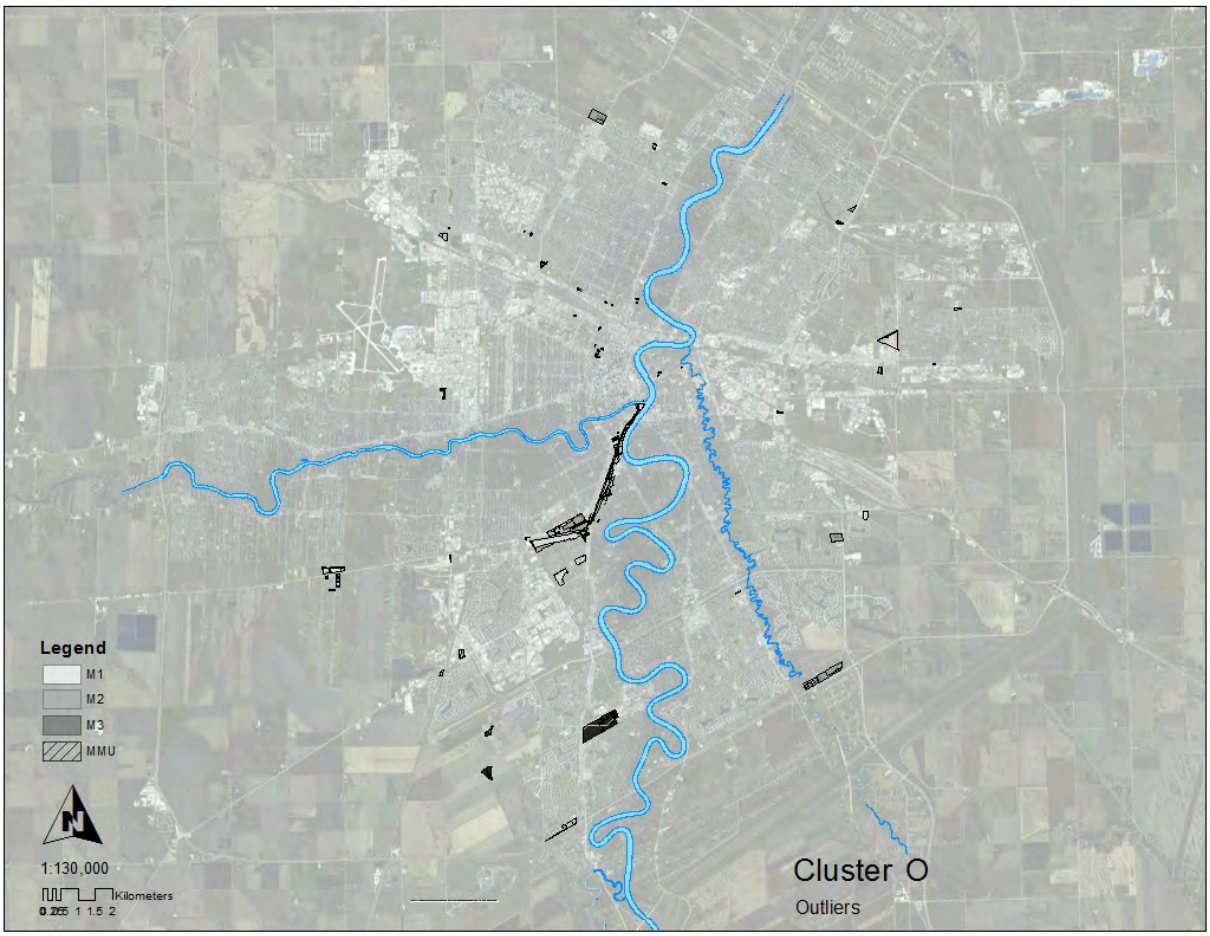
Recommendations:
Cluster N has the potential to be a significant industrial and employment hub for the northwestern quadrant of the City of Winnipeg, and the Manitoba Capital Region in general; however, very significant proactive infrastructure extensions and investments are required to set the conditions for this area to be developed in a successful and sustainable manner. The City may wish to examine infrastructure servicing programs via capital budget investments, local improvement districts, bi- or tri-level government agreements, or other means to front end infrastructure investments and bring these lands on-stream for development. In addition, the City

may wish to examine its development standards for industrial land to remain competitive, and/or promote common development standards for industrial areas in the Rural Municipality of Rosser and CentrePort Canada.

## E.16 Cluster O – Outliers

Neighbourhoods (NCAs) within Cluster: N/A

**Figure E-30**
**Cluster O Outliers**




Planning and Zoning:
Complete Communities Direction Strategy Designation: Various
Local Area Plan and Designation: Airport Vicinity Protection Various
Industrial Zoning Districts: M1, M2, M3, MMU

Notable Businesses/Employers:

- Monsanto Canada
- Emergent BioSolutions

- RTDS Technologies

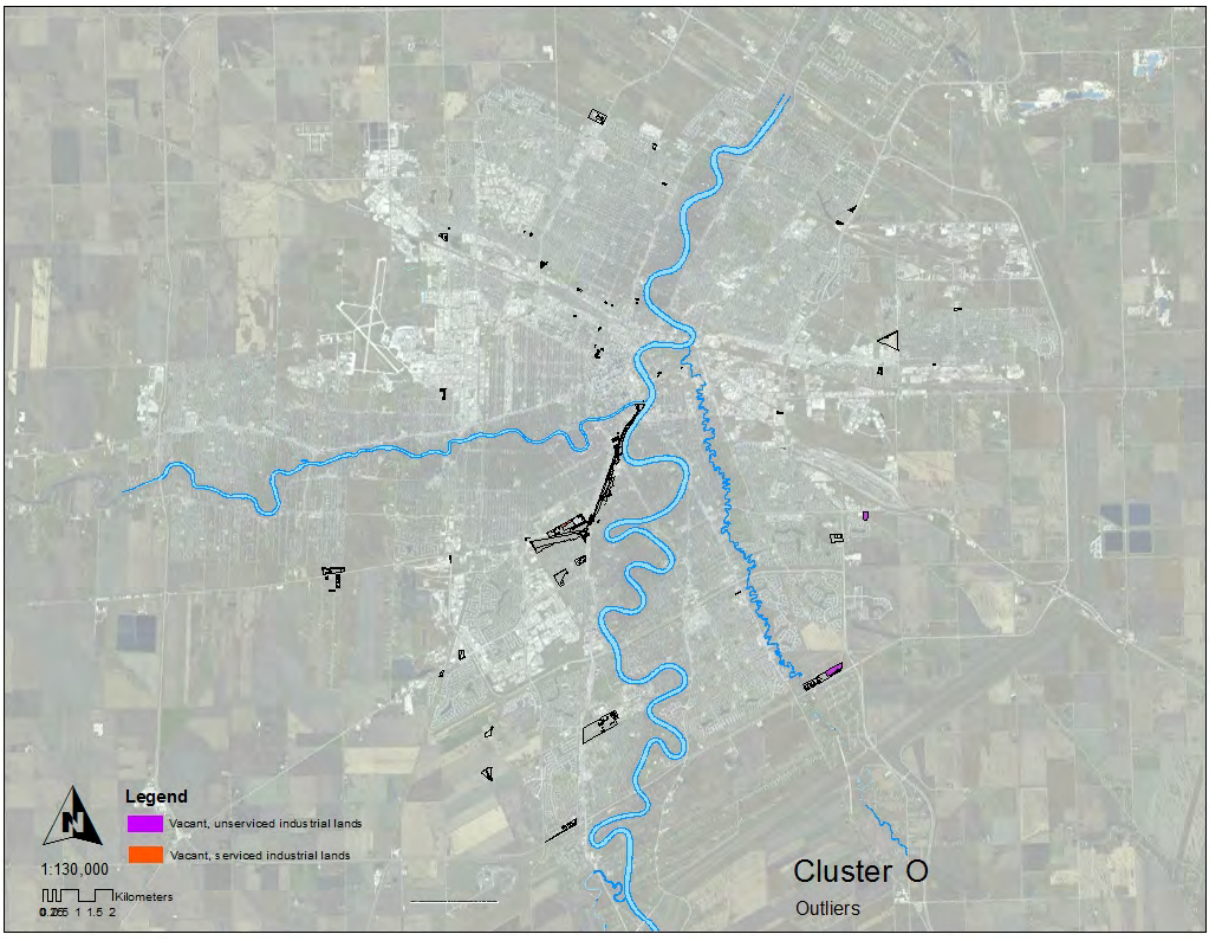
**Table E-15**
**Cluster O Industrial and Vacant Lands**

| | O | | |
|---|---|---|---|
| | Outliers | | |
| | HEC | ACRE | % |
| M1 | 104 | 256 | 46% |
| M2 | 70 | 174 | 31% |
| M3 | 0 | 1 | 0% |
| MMU | 52 | 128 | 23% |
| **ALL** | **226** | **559** | |
| Vacant lands | 15 | 36 | 7% |
| | | | |
| **VACANT LANDS** | | | |
| SERVICED | 5 | 11 | 31% |
| UNSERVICED | 10 | 25 | 69% |
| TOTAL VACANT | 15 | 36 | |

Development and Intensification Potential:

Employment lands within Cluster O consists of a variety of industrial uses and employment uses, and the intensification or redevelopment potential of each must be examined further on a case by case basis. Many of these sites may pose challenges for further development and intensification due to site size and context, and the presence or lack thereof of full municipal services. Approximately 15 ha (36 acres) of vacant land are available for development; approximately 4 ha (11 acres) are serviced and 10 ha (25 acres) are unserviced.

**Figure E-31**
**Cluster O Vacant Serviced and Unserviced Industrially Zoned Lands**




Cluster Description:

Cluster O represents all industrially zoned lands within the City of Winnipeg, but are located outside of Clusters A-N. In general, these are smaller fragmented areas outside the established cluster areas, outside of those areas designated as employment lands under the CCDS, lands that are part of rights-of-way, or lands that are in development and transition away from industrial and employment uses. The exception is the University of Manitoba Smart Park, which is emerging as a bio-sciences and high-tech innovation hub for the southern portion of the City.

Transportation and Access:

Various depending on location of the site. In general, the majority of the sites are located adjacent or with immediate access to arterial and collector streets within the City of Winnipeg.

Infrastructure and Servicing:
Infrastructure and servicing issues varie by location. In general, municipal services are located in proximity to the individual sites; however, several sites in more rural areas such as Wilkes South do not have access to full municipal services.

Recommendations:
Each of the areas identified under Cluster O should be examined on a case-by-case basis to determine suitability for employment lands redevelopment or intensification. Those sites whose redevelopment potential is limited due to site size, context, land use pressures, or infrastructure servicing issues should be considered for removal as employment lands under the OurWinnipeg update. The University of Manitoba Smart Park is a significant hub for employment and innovation in the southern portion of the City, and should be protected as an Employment Area from potential land use conflicts or encroachment by non-compatible land uses.

# Appendix F – Supplementary Retail Analysis

## Figure F-1

**CITY OF WINNIPEG POPULATION FORECAST**

| | 2016 | 2021 | 2026 | 2031 | 2036 | 2016-2036 |
|---|---|---|---|---|---|---|
| City of Winnipeg [1] | 726,700 | 770,700 | 814,900 | 856,800 | 894,700 | |
| Period Change | | 44,000 | 44,200 | 41,900 | 37,900 | 168,000 |
| Average Annual Growth Rate | | *1.2%* | *1.1%* | *1.0%* | *0.9%* | *1.2%* |
| Cumulative Growth | | 44,000 | 88,200 | 130,100 | 168,000 | |

Source: TATE ECONOMIC RESEARCH INC.

[1] Estimates provided in the document "2016 City of Winnipeg, Population, Housing and Economic Forecast".

## Figure F-2

**CITY OF WINNIPEG NON FOOD ORIENTED RETAIL (NFOR) EXPENDITURE POTENTIAL**

| | 2016 | | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|---|
| **Province of Manitoba - Average Per Capita NFOR Expenditures** | | | TER estimated future e-commerce omni channel sales as a % of NFOR expenditures. | | | |
| Per Capital E-Commerce Omni Channel Sales [1] | $87 | 1.4% | 1.9% | 2.4% | 2.9% | 3.4% |
| Per Capita Ground Related Sales [1] | $6,204 | 98.6% | | | | |
| Per Capita NFOR Expenditures [1] | $6,291 | 100.0% | | | | |
| 2016 Dollars ($Millions) | | 2016 | 2021 | 2026 | 2031 | 2036 |
| **City of Winnipeg** | | | | | | |
| Income Index to Province [2] | | 108.0 | | | | |
| NFOR Expenditure Index [3] | | 101.6 | | | | |
| Per Capita NFOR Expenditures [4] | | $6,390 | $6,550 | $6,710 | $6,870 | $7,030 |
| Per Capita E-Commerce Omni Channel Sales | | $88 | $124 | $161 | $199 | $239 |
| Per Capita Ground Related Sales | | $6,302 | $6,426 | $6,549 | $6,671 | $6,791 |
| Population [5] | | 726,700 | 770,700 | 814,900 | 856,800 | 894,700 |
| Total NFOR Potential | | $4,579.7 | $4,952.5 | $5,336.8 | $5,715.7 | $6,075.9 |
| **TOTAL CITY OF WINNIPEG** | | | | | | |
| Total NFOR Potential ($ Millions) | | $4,579.7 | $4,952.5 | $5,336.8 | $5,715.7 | $6,075.9 |

Source: TATE ECONOMIC RESEARCH INC.

[1] TER estimate based on Statistics Canada, Retail Trade.

[2] Based on Statistics Canada, Census of Canada 2016.

[3] Based on the income relationship between the Province and City of Winnipeg residents using the NFOR regression equation of y= 80 +.2(x), where x is the income index.

[4] Forecast to increase at 0.5% per annum, excluding inflation. Rounded to the nearest $5.

[5] Repeated from Figure E-1.

## Figure F-3

**NON FOOD ORIENTED RETAIL WARRANTED DEMAND**

| 2016 Dollars ($Millions) | 2016 | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|
| **City of Winnipeg** | | | | | |
| NFOR Expenditure Potential [1] | $4,579.7 | $4,952.5 | $5,336.8 | $5,715.7 | $6,075.9 |
| City of Winnipeg Capture Rate [2] | 90.0% | 90.0% | 90.0% | 90.0% | 90.0% |
| City of Winnipeg Share | $4,121.7 | $4,457.3 | $4,803.1 | $5,144.1 | $5,468.3 |
| Inflow @20% [2] | $1,030.4 | | | | |
| Total City of Winnipeg Expenditure | $5,152.1 | | | | |
| Residual Growth | | $335.6 | $681.4 | $1,022.4 | $1,346.6 |
| Inflow @ 20% [2] | | $83.9 | $170.4 | $255.6 | $336.7 |
| Total Residual Growth | | $419.5 | $851.8 | $1,278.0 | $1,683.3 |
| Warranted Square Feet @ $375 per sq.ft. [3] | | 1,118,700 | 2,271,000 | 3,408,000 | 4,489,000 |
| Warranted Square Feet @ $400 per sq.ft. | | 1,049,000 | 2,130,000 | 3,195,000 | 4,208,000 |
| Warranted Square Feet @ $425 per sq.ft. | | 987,000 | 2,004,000 | 3,007,000 | 3,961,000 |
| Warranted Square Feet @ $450 per sq.ft. | | 932,000 | 1,893,000 | 2,840,000 | 3,741,000 |

Source: TATE ECONOMIC RESEARCH INC.

1) From Figure E-2.

2) Based on TER's professional judgement, a review of the inventory of commercial space, market conditions, and discussions with key stakeholders.

3) Based on industry standards and TER professional judgement.

## Figure F-4

**CITY OF WINNIPEG FOOD ORIENTED RETAIL EXPENDITURE POTENTIAL**

| | 2016 | | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|---|
| **Province of Manitoba - Average Per Capita FOR Stores Expenditures** | | | TER estimated future e-commerce omni channel sales as a % of FOR expenditures. | | | |
| Per Capital E-Commerce Omni Channel Sales [1] | $5.7 | 0.2% | 0.5% | 0.7% | 1.0% | 1.2% |
| Per Capita Ground Related Sales [1] | $2,595 | 99.8% | | | | |
| Per Capita FOR Expenditures [1] | $2,601 | 100.0% | | | | |

| 2016 Dollars ($Millions) | 2016 | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|
| **City of Winnipeg** | | | | | |
| Income Index to Province [2] | 108.0 | | | | |
| FOR Expenditure Index [3] | 101.2 | | | | |
| Per Capita FOR Expenditures [4] | $2,630 | $2,630 | $2,630 | $2,630 | $2,630 |
| Per Capita E-Commerce Omni Channel Sales | $6 | $12 | $19 | $25 | $32 |
| Per Capita Ground Related Sales | $2,624 | $2,618 | $2,611 | $2,605 | $2,598 |
| Population [5] | 726,700 | 770,700 | 814,900 | 856,800 | 894,700 |
| Total FOR Potential | $1,906.9 | $2,017.7 | $2,127.7 | $2,232.0 | $2,324.4 |
| **TOTAL CITY OF WINNIPEG** | | | | | |
| Total FOR Potential ($ Millions) | $1,906.9 | $2,017.7 | $2,127.7 | $2,232.0 | $2,324.4 |

Source: TATE ECONOMIC RESEARCH INC.

1) TER estimate based on Statistics Canada, Retail Trade.

2) Based on Statistics Canada, Census of Canada 2016.

3) Based on the income relationship between the Province and City of Winnipeg residents using the FOR regression equation of y= 85 + 0.15(x), where x is the income index.

4) Future expenditures held constant, excluding inflation. Rounded to the nearest $5.

5) Repeated from Figure E-1.

## Figure F-5

**FOOD STORE WARRANTED DEMAND**

| 2016 Dollars ($Millions) | 2016 | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|
| **City of Winnipeg** | | | | | |
| Food Oriented Retail Expenditure Potential [1] | $1,906.9 | $2,017.7 | $2,127.7 | $2,232.0 | $2,324.4 |
| City of Winnipeg Capture Rate [2] | 95.0% | 95.0% | 95.0% | 95.0% | 95.0% |
| City of Winnipeg Share | $1,811.6 | $1,916.8 | $2,021.3 | $2,120.4 | $2,208.2 |
| Inflow @10% [2] | $201.3 | | | | |
| Total City of Winnipeg Expenditure | $2,012.9 | | | | |
| | | | | | |
| Residual Growth | | $105.2 | $209.7 | $308.8 | $396.6 |
| Inflow @10% [2] | | $11.7 | $23.3 | $34.3 | $44.1 |
| Total Residual Growth | | $116.9 | $233.0 | $343.1 | $440.7 |
| | | | | | |
| Warranted Square Feet @ $525 per sq.ft.[3] | | 223,000 | 444,000 | 654,000 | 839,000 |
| Warranted Square Feet @ $550 per sq.ft. | | 213,000 | 424,000 | 624,000 | 801,000 |
| Warranted Square Feet @ $575 per sq.ft. | | 203,000 | 405,000 | 597,000 | 766,000 |
| Warranted Square Feet @ $600 per sq.ft. | | 194,800 | 388,000 | 572,000 | 735,000 |

Source: TATE ECONOMIC RESEARCH INC.

1) Replicated from Figure E-4.

2) Based on TER's professional judgement, a review of the inventory of commercial space, market conditions, and discussions with key stakeholders.

3) Based on industry standards and TER professional judgement.

## Figure F-6

**SERVICE SPACE WARRANTED SPACE**

| | 2016 Per Capita Sq. Ft. [1] | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|
| Cumulative Population Growth | | 44,000 | 88,200 | 130,100 | 168,000 |
| | | | | | |
| Services: Eating & Drinking | 4.5 | 198,000 | | | |
| Services: Personal | 1.5 | 66,000 | | | |
| Services: Financial, Real Estate, Legal | 3.0 | 132,000 | | | |
| Services: Medical, Dental, Health | 4.0 | 176,000 | | | |
| Services: Other and Other Retail | 7.0 | 308,000 | | | |
| TOTAL SERVICES | 20.0 | 880,000 | | | |
| | | | | | |
| TOTAL SERVICE SPACE PER CAPITA | | 19.0 | 18.0 | 17.0 | 16.0 |
| | | | | | |
| FORECAST TOTAL SERVICE SPACE REQUIRED | | 836,000 | 1,587,600 | 2,211,700 | 2,688,000 |

Source: TATE ECONOMIC RESEARCH INC.

1) Estimated based on 2016 population and inventory levels in the City of Winnipeg and TER professional experience.

## Figure F-7

**CITY OF WINNIPEG WARRANTED RETAIL / COMMERCIAL SPACE 2016 - 2036**

| | 2016 | 2021 | 2026 | 2031 | 2036 |
|---|---|---|---|---|---|
| | | Square Feet | | | |
| Non Food Oriented Retail [1] | | 1,118,700 | 2,130,000 | 3,007,000 | 3,741,000 |
| Food Oriented Retail [2] | | 223,000 | 424,000 | 597,000 | 735,000 |
| **Total Retail** | | **1,341,700** | **2,554,000** | **3,604,000** | **4,476,000** |
| Total Service Space [3] | | 836,000 | 1,587,600 | 2,211,700 | 2,688,000 |
| **Total Retail & Service (sq. ft.)** | | **2,177,700** | **4,141,600** | **5,815,700** | **7,164,000** |
| Net Land Required - Acres (@ 25% coverage) [4] | | 200 | 380 | 534 | 658 |
| Net Land Required - Acres (@ 30% coverage) | | 167 | 317 | 445 | 548 |
| Net Land Required - Acres (@ 35% coverage) | | 143 | 272 | 381 | 470 |
| Less: Existing Vacant Commercial Land (Acres) | | 718 | 718 | 718 | 718 |
| Surplus/Shortfall (Acres) | | **518** | **338** | **273** | **248** |

Source: TATE ECONOMIC RESEARCH INC.

1) Refer to Figure E-3 for greater detail.

2) Refer to Figure E-5 for greater detail.

3) Refer to Figure E-6 for greater detail.

4) Estimated based on a review of current market conditions in the City of Winnipeg and TER professional experience.

**FIGURE F-8**
**SHOPPING CENTRE SPACE PER CAPITA (SQ. FT.) [1]**

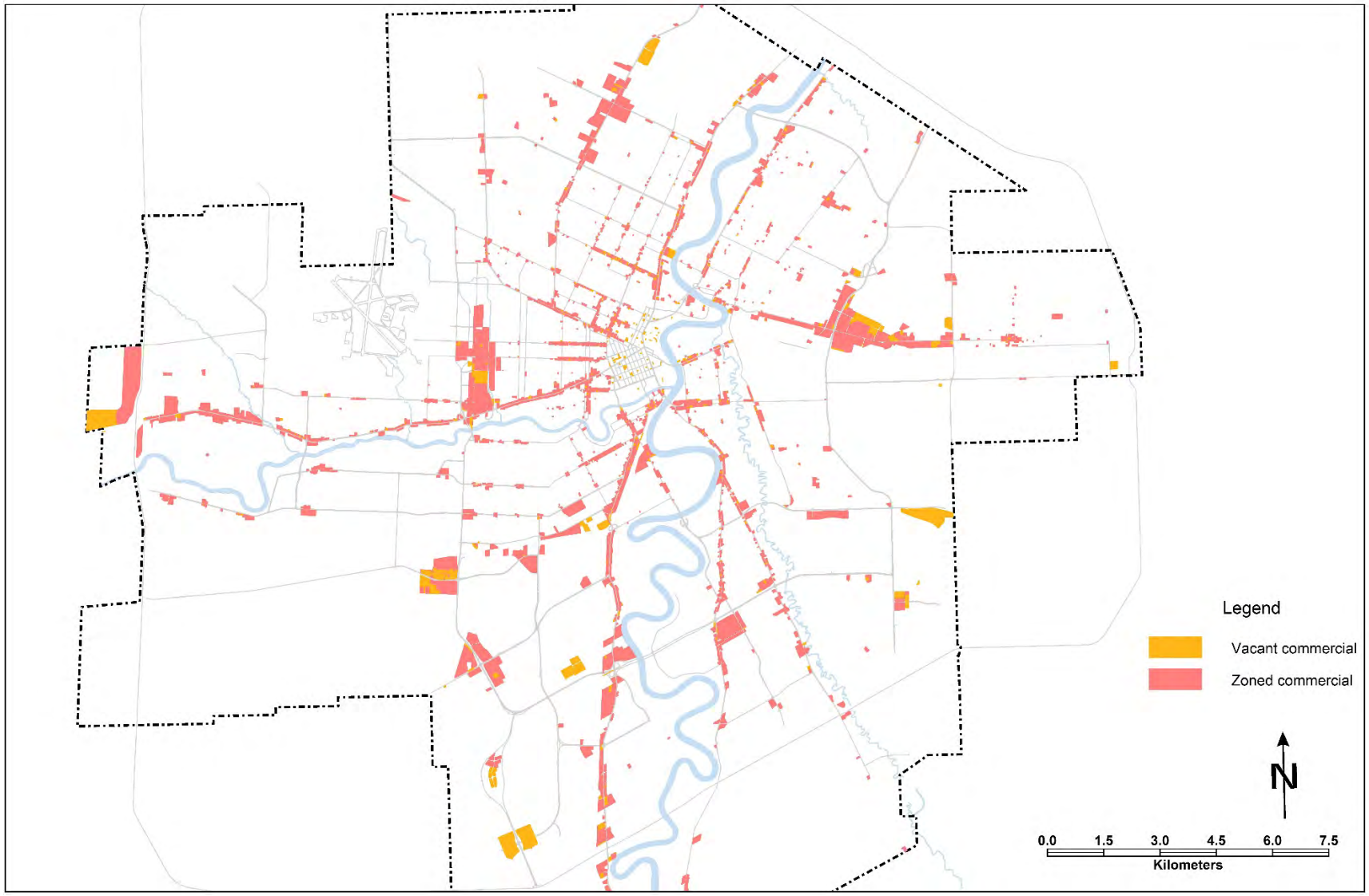
| City | 2016 Census Population [2] | Shopping Centre Type | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Community | Convenience | Factory Outlet | Hybrid | Lifestyle Centre | Mixed-Use | Neighbourhood | Power Centre | Regional | Super Regional | Grand Total |
| Toronto | 2,731,571 | 3.8 | 1.3 | 0.0 | 0.0 | 0.2 | 1.5 | 3.3 | 2.5 | 2.2 | 2.4 | 17.2 |
| Montréal | 1,704,694 | 3.0 | 0.4 | 0.0 | 0.0 | 0.0 | 0.8 | 1.7 | 2.1 | 1.1 | 1.7 | 10.7 |
| Calgary | 1,239,220 | 5.4 | 0.9 | 0.0 | 0.0 | 0.0 | 0.2 | 3.9 | 8.3 | 3.2 | 3.4 | 25.3 |
| Ottawa | 934,243 | 4.0 | 1.0 | 0.3 | 0.0 | 0.0 | 1.0 | 3.5 | 8.7 | 2.1 | 3.5 | 24.2 |
| Edmonton | 932,546 | 3.6 | 1.3 | 0.0 | 0.0 | 0.1 | 0.4 | 5.0 | 10.7 | 3.3 | 7.0 | 31.4 |
| Mississauga | 721,599 | 6.2 | 2.6 | 0.8 | 0.0 | 0.0 | 0.1 | 8.2 | 7.0 | 2.0 | 3.7 | 30.6 |
| **Winnipeg** | **705,244** | **3.5** | **0.9** | **0.0** | **0.0** | **0.0** | **0.2** | **4.1** | **6.7** | **2.4** | **3.0** | **20.8** |
| Vancouver | 631,486 | 1.2 | 0.2 | 0.0 | 0.0 | 0.0 | 1.8 | 1.0 | 0.0 | 2.5 | 0.0 | 6.7 |
| Brampton | 593,638 | 4.7 | 2.4 | 0.0 | 0.0 | 0.0 | 0.1 | 4.2 | 6.4 | 1.1 | 2.5 | 21.3 |
| Hamilton | 536,917 | 2.4 | 1.2 | 0.0 | 0.4 | 0.0 | 0.8 | 4.8 | 7.8 | 1.7 | 1.5 | 20.5 |

Source: TATE ECONOMIC RESEARCH INC.

1) Data from the CSCA 2017 Shopping Centre Database which reports data collected in 2016. Shopping centres are categorized by ICSC's Canadian Industry Standard Shopping Centre Classification, 2010.

2) 2016 Census population from Statistics Canada 2016 Census of Canada, unadjusted for undercount.

**City of Winnipeg**
**Commercially Zoned Lands and Vacant Commercial Lands**
**Available for Development**



# Appendix G – Commercial Land Use Policy Approaches and Best Practices

# Appendix G – Commercial Land Use Policy Approaches and Best Practices

Commercial land use policy has been evolving for a number of years.

It used to be that there were two basic commercial categories in many land use planning documents. The first category dealt with downtown area and the second category essentially dealt with everything else. In the second category, there were often other subcategories that established maximum sizes for commercial shopping centres that were based on the planned function of a particular site in relation to the overall commercial hierarchy. A number of municipalities also tried to differentiate the planning permissions in downtown areas from suburban shopping areas by not permitting certain types of uses in suburban areas (such as banks for example) and/or specifying the minimum floor area required for commercial uses in suburban areas.

To a very large extent, the more restrictive planning requirements in Canada has meant that the Country is generally not as over-retailed as the United States where the physical supply of land and floor space for commercial uses very significantly outstrips what is actually required. While many of the historic planning policy approaches were well meaning, most downtown do not fulfill the retail commercial role they once did and virtually any product or service that used to be available downtown is now available in more suburban areas.

As a consequence of the above, there are now three general categories of commercial development that are very much based on when they were developed.

The first category of course is the downtown area where many of the uses and the built form were established before planning controls were put in place.

The second category applies to those suburban shopping areas that were developed in the 1950s, 1960s and 1970s. These developments are generally single storey and with buildings located on the rear of the property with generous parking areas located between the buildings and the street.

The third category applies to commercial areas that have developed in the 1990s until today. Many of these latter sites, while still being oriented to the automobile are much more attractive with many of these sites being used much more efficiently with a number of smaller pad uses that are located adjacent to roadways. While these more recent developments are attractive and use land much more efficiently, very few of them incorporate other uses most notably residential.

So where do we go from here. In Winnipeg, as in most cities, there is an over-supply of lands in the second category, as more attractive shopping areas have been developed in suburban areas. And as these suburban areas grow, the older shopping areas become dated and are the site of lower order commercial uses.

Given the above, these sites are now generally ripe for redevelopment, provided of course if the general area is also a successful area.

With the above in mind, there have been a number of successful experiments involving the redevelopment of older commercial areas into mixed-use developments. These areas are typically within the inner ring of larger cities (the areas developed between 1950 and 1970) where older commercial sites have been repurposed or lands within commercial areas have been assembled.

One significant example that can be relied upon is **Santana Row** in the City of San Jose, California (photo on right), which is very successful and includes a number of elements that support the development of a complete community. Santana Row was initially constructed in 2001-2002 and continues to expand and evolve. It currently has about 1.7 million square feet of retail, office, hotel and residential floor space and includes about 1,000 units.



Another example is **Uptown** in the City of Victoria, British Columbia that was redeveloped into a mixed-use area with large format retail, as shown below.



Other examples include **The Domain** in the City of Austin, Texas as shown below.



The new **Cupertino Main Street,** also in California, has also recently been developed as well. There is also the Green Hills development just outside of Nashville and Don Mills in Toronto.

A number of municipalities are aspiring to have these kinds of developments within their boundaries, however they remain few are far between.

However, and notwithstanding the above, many of these are excellent models for the future and the models on which planning policies are now being established in many municipalities. For example, in the recent City of Markham Official Plan, the commercial designation applied to their community shopping centres has been

replaced with a number of different mixed-use categories. Below is an excerpt from their Official Plan (section 8.3):

> Lands designated 'Mixed Use' are located primarily within the areas identified as Centres and Corridors on Map 2 – Centres and Corridors and Transit Network include commercial, entertainment and personal service uses for nearby, and sometimes, regional populations. These include existing retail areas ranging from small strip malls to mid-sized shopping areas with supermarkets and other retail services to some of the large "destination" shopping centres and big box centres. Most are located along arterial roads providing good access by automobile. They are currently largely single-use, car-oriented and characterized by large surface parking areas. Existing uses include professional offices, medical clinics, larger office buildings, institutions and/or high-rise residential buildings. Most of the lands designated 'Mixed Use' are located within intensification areas (i.e., those areas prioritized for intensification) shown on Map 1 – Markham Structure and Map 3 – Land Use, and are intended to become the main focus for intensification in Markham, while retaining their current function as retail and service centres serving nearby populations.

Most of the lands designated for mixed-use development are located along Markham's best-served transit routes. It is the intent of this Plan that these areas be transformed into mixed-use neighbourhoods where existing commercial functions required by residents are combined with housing and office employment, as integrated elements of new, attractive, street-related, complete communities where people have the option and are encouraged to use non-automobile modes of transportation to move around and access services.

Height and density will be directed away from low-rise designations to frontages along arterial and major collector roads. Where development or redevelopment is proposed on a mid-rise or high-rise site larger than one hectare, it is intended that a mix of uses be provided for by not allowing the site to be exclusively developed with residential or non-residential development. For developed commercial sites, the minimum height and mixed-use requirements will not apply for minor additions and/ or renovations.

Given the age of some of many of the newer commercial areas in Winnipeg, it is not expected that many of these will transform into mixed use developments in the next 20 years given that many commercial developments are anchored by uses with long term leases and because many of these areas are not supported by the mass of population required to support higher intensity uses.

As a consequence, the focus should really be on those areas within the inner ring of large cities including Winnipeg's inner ring, and on those sites where the potential exists to achieve a mix of land uses. However, the commercial nature of these sites should not be lost through the redevelopment process because having both commercial and non-commercial uses in the same area is positive for the economy and the neighbourhood.

# Appendix H – City of Winnipeg Existing Government Programs and Financial Incentives

## Financial Incentives Must Continue To Be Provided and Promoted To New and Existing Users

Winnipeg is already using many tools to stimulate new investment. Economic Development Winnipeg is supporting businesses by offering an array of local, provincial and national programs that provide financial assistance like tax credits, tax incentives, training assistance, R&D assistance, loan guarantees and wage subsidies. Some of the most compelling government-administered programs now available to assist local businesses include:

- **Manitoba Manufacturing Investment Tax Credit (MITC):** Provides a 10 per cent tax credit applicable against Manitoba corporate income tax payable for new and used buildings, machinery and equipment used directly in the manufacturing process.
- **Workforce Development Program (WDP):** Assists companies by contributing to their investment in skills training for employees.
- **Commercialization Support for Business (CSB):** Supports product and process commercialization and business development in all sectors by providing funding in three streams.
- **Manitoba Industrial Opportunities Program (MIOP):** Provides secured loan or loan guarantee assistance to recipient companies in return for fixed asset investment and long-term job creation.
- **Scientific Research & Experimental Development (SR+ED):** A federal tax incentive program that encourages Canadian businesses to conduct R&D in Canada.
- **Manitoba Research & Development Tax Credit: Top-up to Federal SR+ED Program:** To encourage R&D in Manitoba, a 20 per cent tax credit is applied against Manitoba corporate income tax payable.
- **Industrial Research Assistance Program (NRC – IRAP):** Provides support to qualified small and medium-sized enterprises in Canada in the development and commercialization of technologies.
- **Natural Sciences and Engineering Research Council of Canada (NSERC):** Supports university students in their advanced studies, promotes and supports discovery research, and fosters innovation by encouraging Canadian companies to participate and invest in post-secondary research projects.

- **University of Manitoba Technology Transfer Program:** Makes research available to partners with no financial commitment until the company itself starts making money from the technology.
- **Red River College (RRC) Industry Partnership Programs:** Provides industry workforce training and financial benefits to both industry and RRC, examples: the Centre for Aerospace Technology and Training (CATT), and the Centre for Non-Destructive Inspection (CNDI).
- **Manitoba Energy Jobs Fund:** Provides flexible loans to assist Manitoba companies with expansion and to encourage international companies to establish operations in the province in anticipation of new energy projects

The City of Winnipeg also offers competitive tax credits. These include:

- **The Manitoba Manufacturing Investment Tax Credit** which provides a 10 per cent tax credit (for eligible property acquired on or before April 11, 2017) or 9 per cent tax credit (for eligible property acquired on or after April 12, 2017) applicable against payable Manitoba corporate income tax. This credit is for new and used manufacturing buildings, machinery and equipment used directly in the manufacturing process on qualified investments by December 31, 2017.
- **The Manitoba Film and Video Production Tax Credit** which is scheduled to expire at the end of 2018. Production companies commencing principal photography may elect to claim either the maximum 65 per cent film tax credit based on eligible labour costs or they can opt for a 30 per cent tax credit based on production costs incurred and paid, for labour, goods and services provided in Manitoba directly attributable to the production.
- **The Interactive Digital Media Tax Credit** which is intended to help develop and produce interactive digital media projects in Manitoba. Eligible companies may receive a refundable corporate income tax credit equal to 40 per cent of labour costs on qualifying projects. This tax credit has been extended to December 31, 2022.
- **The Book Publishing Tax Credit** which provides a refundable income tax credit equal to 40 per cent of eligible Manitoba labour costs. To promote environmental sustainability in the industry, an additional 15 per cent bonus is available for all books printed on paper with a minimum of 30 per cent recycled content. It has been extended to December 31, 2018.