PUBLIC MARKETS SECONDARY PLAN

May 20, 2020

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1.0 INTRODUCTION

1.1 BACKGROUND

The City of Winnipeg (City) is expected to grow by more than 200,000 people over the next 25 years. To accommodate this growth in an orderly and sustainable manner, new communities must be planned in a way that anticipates long-term needs.

In 2011, Winnipeg City Council (Council) adopted *OurWinnipeg* as the City's new development plan, as well as the accompanying *Complete Communities Direction Strategy* (*Complete Communities*), which was adopted as a secondary plan. *Complete Communities* envisions the creation of communities that offer and enable a variety of lifestyle choices, while providing opportunities for people of all ages and abilities to live, work, shop, learn, and play in close proximity to one another.

Complete Communities identifies areas of land that once thrived under particular land uses but which may not be needed for those purposes today - these areas of land are designated as *Major Redevelopment Sites* (MRS). MRS are located either within or adjacent to existing communities and commonly present large-scale opportunities to enhance Winnipeg's urban fabric by repurposing obsolete land uses as new developments. Development of MRS also commonly includes challenges such as requirements for infrastructure upgrades, fractured land ownership and possible contamination from prior uses.

Prior to development proceeding in a MRS, a Secondary Plan must be developed and adopted by Council. A Secondary Plan ensures that infrastructure and community services optimize existing facilities and infrastructure connections, while identifying any necessary upgrades from the outset. *Complete Communities* identified the MRS to which this plan applies as MRS D, Public Markets (**Figure 1**).

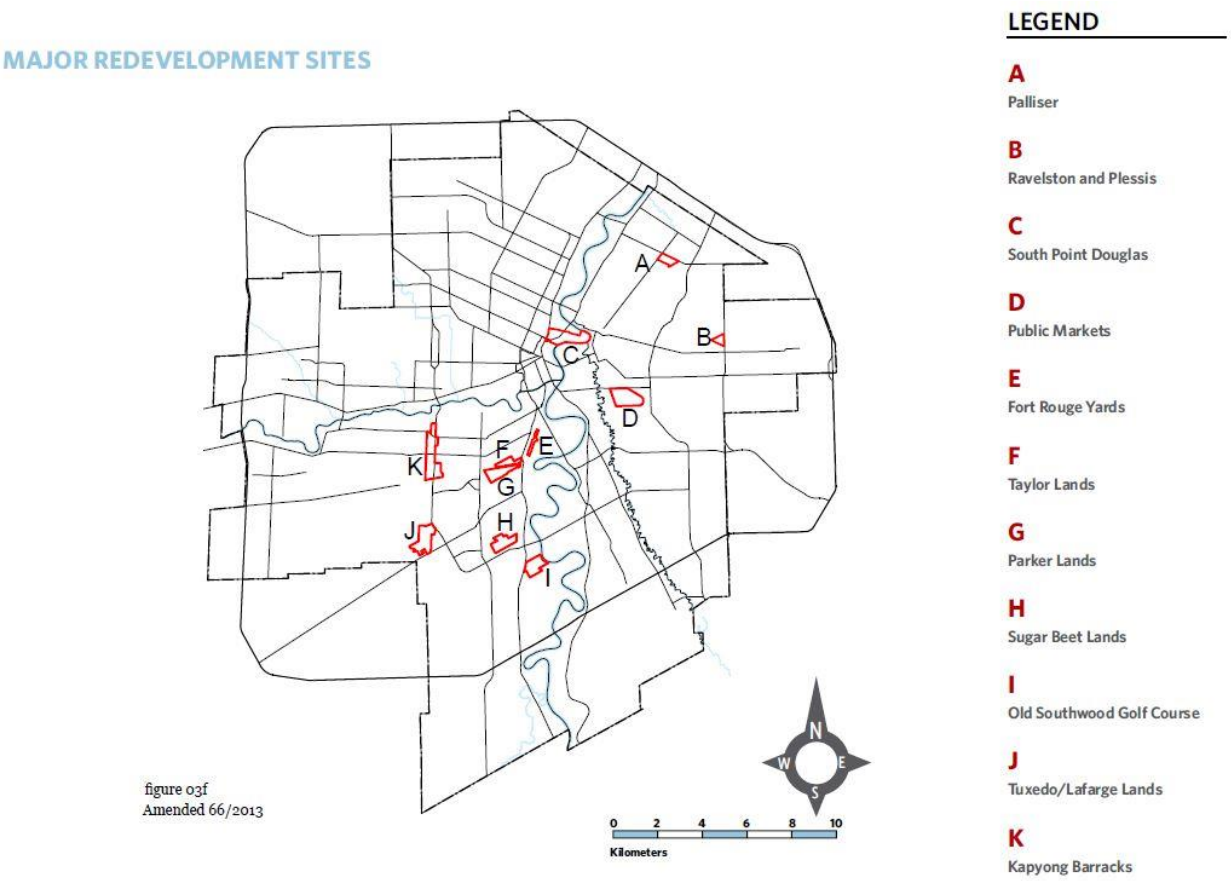

Figure 1 – Major Redevelopment Sites Identified in Complete Communities

1.2 PURPOSE OF THE PLAN

A Secondary Plan is a document created to guide the development of major redevelopment sites. It includes policies and maps that illustrate and define how the major redevelopment site will develop in terms of major infrastructure, land-use, and recreation spaces.

The purpose of the Public Markets Secondary Plan (the Plan) is to ensure that development occurs in a logical, integrated manner, which will result in a neighbourhood of high quality. The Plan is consistent with *OurWinnipeg*, the City's development plan, and *Complete Communities*, the City's Direction Strategy for land use and development.

1.3 AUTHORITY OF THE PLAN

The Plan is legislated through *The City of Winnipeg Charter.* Section 234 of *The City of Winnipeg Charter* provides the authority for the preparation and adoption of Secondary Plans for neighbourhoods, districts, or areas of the City on any matter within the sphere of authority of the City, as Council considers necessary or advisable to address.

As per *The City of Winnipeg Charter*, all development applications submitted with respect to any lands within the planning area are to be reviewed for compliance with the policies of the Plan. In addition, as per *The City of Winnipeg Charter*, development applications must not be accepted unless they conform to the policies of the Plan.

1.4 IMPLEMENTATION AND TIMEFRAME

1.4.1 IMPLEMENTATION

This Plan is future-oriented and depicts how MRS D is to be developed over time through a series of private and public-sector initiatives. This will be accomplished through the development application process which will include more detailed and site-specific studies dealing with matters such as servicing, park dedication, zoning, subdivision, and development timing.

1.4.2 TIMEFRAME

Development depends on a variety of factors, including market supply and demand, infrastructure investment, local and national economics, and landowner interest. It is difficult to predict how long a large area like MRS D might take to develop. However, the Plan is future-oriented, and is written to guide development over a 25-year time horizon. Thus, it is reasonable to assume that the majority of MRS D will develop within that timeframe.

1.5 INTERPRETATION

1.5.1 MAPPING

The boundaries and locations of any symbols or areas shown on the maps attached to, and forming part of the Plan, are approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol coincides with a known physical feature or a fixed boundary such as existing property lines or existing rights-of-way.

1.5.2 POLICY

Where a statement of intent accompanies a policy or policies, it is provided for information purposes only to enhance the understanding of the policy or policies that follow.

Where a policy requires compliance at the Development Application stage, that requirement may be deferred to the Subdivision Approval (Plan Registration) or Building Permit stage, without requiring an amendment to the Plan.

Where a policy requires submission of studies, analysis or information, the exact requirements and timing of the studies, analyses or information, shall be determined at the Development Application stage.

Where the term "shall" is used in a policy, the policy is mandatory.

Where the term "should" is used in a policy, it is intended that the policy will be followed in the majority of instances. However, the policy may be deviated from in a specific situation where it is necessary to address unique circumstances or to allow an alternate means of satisfying the original intent of the policy.

Where the term "may" is used in a policy it is intended that the policy be used as a guideline or suggestion toward implementing the original intent of the policy.

In this Plan, the following words or phrases have the following meanings, unless the context requires otherwise:

> Reference to "abut" or "abutting" means immediately contiguous to or touching and, when used with respect to a lot or site, means that lot or touches upon another lot, site, right-of-way, or piece of land and shares a property line or boundary with it.
>
> Reference to "adjacent" means properties or uses that would otherwise abut but are separated by a street or other publicly-dedicated right-of-way or pathway, canal or railroad right-of-way.

1.5.3 FIGURES

Where figures are provided within the Plan, they are for illustrative purposes only and meant to assist in interpretation of the objective and policies of the Plan.

1.6 MONITORING, REVIEW AND EVALUATION

The vision, objectives, and policies of the Plan will be subject to periodic review and update to ensure they remain current and relevant over time.

1.7 AMENDING THE PLAN

As a (secondary plan) by-law, applications to amend the Plan must be submitted to the Planning, Property and Development Department for review and approval by Council. Where appropriate, the applicant shall submit supporting information necessary to justify and evaluate the proposed amendment. Figures are conceptual and for illustrative purposes only; their modification does not require an amendment.

1.8 PLANNING AREA

The Public Markets MRS (planning area) is located in the St. Boniface neighbourhood and comprises approximately ±222 acres of land. The site was formerly used for industrial purposes associated with the Union Stockyards and Canada Packers plant that occupied the site until it was closed in 1988. Existing land uses within the planning area include a 24-hour inter-modal rail-to-truck transfer facility (CN/CP Autoyards) located in the south-west corner of the planning area,

Paddington Yards located along the southern boundary of the planning area, commercial businesses along Marion Street, and a metal fabrication facility on the southeast corner of the planning area.

The planning area is bounded by Marion Street to the north, CN Sprague Rail Line to the east, the Stock Yards single family residential neighbourhood to the south and CP Emerson Rail Line to the west (**Figure 2**). Adjacent to the site along Marion Street and Archibald Street are commercial and industrial businesses and just beyond the planning area are industrial uses (many are heavy industries) to the north and east and residential neighbourhoods (Windsor Park and Archwood) to the south and west.

As discussed, and illustrated in the Winnipeg Transportation Master Plan (2011), the southeast rapid transit corridor may be considered within the Canadian Pacific Railway Emerson Subdivision right-of-way beyond 2031. The Transportation Master Plan and Transit Master Plan are currently under review. Through such reviews, the timing or use of this corridor may change in the future.



Figure 2 – Public Markets MRS D Secondary Plan Planning Area

1.9 BACKGROUND AND SUPPORTING STUDIES

Several background studies were undertaken to support the development of the Plan, including a market analysis, preliminary infrastructure review, traffic impact study, environmental remediation plan, an emergency access evaluation, a review of separation distance between proposed multi-family residential and existing industrial, and a public consultation report.

2.0 PLANNING VISION AND GUIDING PRINCIPLES

2.1 VISION

The Public Markets will be developed as an employment hub, including industrial and commercial uses, complemented by medium to high density residential and recreational uses. A wide range of employment opportunities will be provided in a business park setting and the Public Markets will offer retail, institutional, active and passive recreation for employees, residents, and visitors.

2.2 GUIDING PRINCIPLES

As an extension of the key directions outlined in *OurWinnipeg* and *Complete Communities*, the following guiding principles provide a framework for the policies specified in the Plan.

AN EMPLOYMENT HUB WITH COMPLEMENTARY LAND USES

Promote a complete community by providing an employment hub, including light and general industrial and commercial uses with complementary residential, and recreational uses.

MINIMIZE LAND USE CONFLICT AND ENSURE PUBLIC HEALTH AND SAFETY BY MITIGATING ADVERSE IMPACTS

Protect existing industrial development from land use conflict and ensure public health and safety of future residential or recreational uses through adequate setback distances, buffers, screening and/or other mitigation measures. Ensure that future industrial uses are appropriate for adjacent land use designations and do not create land use impacts on existing or future residential or recreational uses.

HOUSING OPTIONS

Provide higher density housing options with the goal of providing a range of building types, tenure and affordability.

PASSIVE AND ACTIVE RECREATION

Provide a variety of areas for active and passive recreational and leisure activities which are within a comfortable walking distance for employees, residents, and visitors.

CONNECTED

Provide a transportation network that accommodates all modes of transportation and minimizes conflict between transportation modes by balancing the needs of pedestrians, cyclists, transit users, and motorists. Enhance vehicle, transit, and active transportation connections to the surrounding communities.

HUMAN SCALE DEVELOPMENT

Provide a mixed-use pedestrian-oriented community that encourages employees, residents, and visitors to travel to destination sites, as well as to public transit by sidewalks and pathways.

COMMUNITY IDENTITY

Provide complete streets and active street edges, where practical, in the commercial and residential areas to establish a sense of place. Encourage high quality urban design to promote a livable and attractive community.

SUSTAINABLE DESIGN ELEMENTS

Encourage development which promotes the use of green infrastructure, energy efficiency, water conservation, stormwater runoff reduction and decreased greenhouse gas emissions. Incorporate, where practical, the use of sustainable materials and methods and LEED design principles.

3.0 LAND USE

The Land Use and Transportation Concept Plan for the planning area is shown in **Appendix A**. This concept consists of a series of Land Use Policy Areas that define the future land use pattern of the planning area. The following sections outline the objectives and policies that apply to each Land Use Policy Area illustrated in **Appendix A**. These Land Use Policy Areas are categorized as follows:

- **Employment**;
- **Commercial**; and
- **Higher Density Residential**.

There is also policy direction for Parks and Open Space, Sustainable Design, Transportation, and Municipal Services and Utilities.

3.1 EMPLOYMENT

Employment areas will comprise generally half of developable land in the planning area and will accommodate the development of lands for a range of local job creation uses, such as office and supportive commercial and industrial uses, as well as permit existing industrial uses to continue, as required. Industrial development within the planning area will be safe and adhere to site and building design standards to mitigate any negative impacts on adjacent residential uses. **Employment** areas will also consider the development of recreation spaces, such as public parks or private indoor and outdoor sports facilities.

Heavy industrial uses exist immediately adjacent to the planning area and are anticipated to remain. Proposed employment and commercial development within the planning area will play an important role as a buffer between existing heavy industrial uses and proposed residential.

3.1.1 OBJECTIVES

The objective of the **Employment** designation is:

A. To provide areas to accommodate business park type development and safe industrial uses which are compatible with adjacent residential areas;

B. To accommodate existing industrial development, as required;

C. To create opportunities for local employment within walking and cycling distance for residents;

D. To establish site and building design standards to apply to industrial development, including appropriate setbacks and buffering between industrial and residential uses, in order to mitigate any negative land use impacts; and

E. To provide areas for active and passive recreational opportunities for employees, residents, and visitors through the establishment of recreation facilities, including parks, open spaces, and an integrated pathway and sidewalk network.

3.1.2 POLICIES

1. Employment uses, such as office or business park type development and light to general industrial uses shall be the predominant land use within the **Employment** area.

2. Other land uses that may be considered in this policy area include public and institutional, industrial service, recreational facilities, parks and other public or private open spaces, where determined by the City to be compatible and appropriate.

3. New heavy manufacturing uses, as defined in the Winnipeg Zoning By-law, or any other industrial uses that create smoke, fumes, odours or health or safety hazards shall not be permitted.

4. Residential, residential-related or accommodation uses shall not be permitted.

5. Retail sales uses shall not be permitted as a principal use.
6. Office, business park-type development or light industrial uses may be considered adjacent to or abutting a residential use, where determined by the City to be compatible and appropriate.
7. Proposed industrial uses that are permitted in the General Manufacturing Zoning District, but not permitted in the Manufacturing Mixed Use or Manufacturing Light Zoning Districts, shall not abut or be adjacent to the **Higher Density Residential** policy area.
8. The design and siting of new **Employment** uses should include architectural details, glazing and façade treatments to provide visual interest and clear common entrances to buildings, with landscaping, lighting, and connections to the public street.
9. Existing industrial uses within the planning area are permitted to continue. If the use is discontinued, new development must comply with the policies set forth in the Plan.
10. Where an office, business park or light industrial use is located abutting the **Higher Density Residential** area, the design and siting of the industrial development shall mitigate any potential negative impacts on the **Higher Density Residential** area. Mitigative solutions that may be applied include, but are not limited to:
    a. Reflecting a transition in building massing;
    b. Increasing setbacks to help decrease any potential negative impacts;
    c. Siting of off-street parking areas to increase the distance between office, business park or light industrial uses and the **Higher Density Residential** area; and
    d. Creating landscape buffers (berms and/or fencing and/or planting) to help reduce any potential negative impacts between the business park or light industrial use and the **Higher Density Residential** area.
11. Where an Employment use is abutting a Park or Open Space use, the design and siting of the development shall provide adequate buffering (such as berms and/or screening and/or planting) to reduce any potential negative impacts (ex. noise, emissions, views) that may detract from a park user's comfort and enjoyment.
12. In the **Employment** area, buildings may be required to include sprinkler systems as part of ensuring that added safety measures are provided within the planning area. This determination will be made in consultation with the City, and industry experts and be based on use, building size, occupancy and applicable building code.
13. For new development in the Employment area that may be deemed a sensitive use, such as places of public assembly and recreation facilities, mitigation measures such as berming, setbacks, and fencing may be considered to help reduce the potential impacts of rail operations that abut the new development. These mitigations measures shall be determined at the Development Application stage in consultation with the applicable rail provider.

3.2 COMMERCIAL

Commercial areas will accommodate a commercial activity node within the neighbourhood by providing areas for day-to-day retail services for employees, residents, and visitors.

3.2.1 OBJECTIVES

The objectives of the **Commercial** designation are:

A. To develop a commercial activity node to serve employees, residents, and visitors by providing areas to accommodate retail services, offices, and community amenities such as restaurants, commercial services, and office space;

B. To ensure the commercial activity node is developed in a way that results in a visually appealing and pedestrian-friendly environment;

C. To connect the commercial activity node to other areas of the neighbourhood through the establishment of an integrated pathway and sidewalk network; and

D. To protect abutting residential uses from any potential land use conflict resulting from new commercial development.

3.2.2 POLICIES

1. Local and community-scale commercial development shall be the predominant land use within the **Commercial** area.
2. Other land uses that may be considered in the **Commercial** area include: multi-family residential, public and institutional, recreational uses, parks and other public or private open space, where determined by the City to be compatible and appropriate.
3. Regional-scale commercial development shall not be permitted.
4. New residential development shall not be located east of the easterly collector road that connects to Marion Street.
5. The combined maximum number of dwelling units in the **Commercial** area and the **Higher Density Residential** area should be 1,200.
6. West of the westerly collector road bisecting the **Commercial** area, multi-storey residential buildings shall not exceed 10 storeys and 100 feet (30.48 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.
7. East of the westerly collector road bisecting the **Commercial** area, multi-storey residential buildings shall not exceed 6 storeys and 70 feet (21.34 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.

8. New residential development, or new development of other sensitive uses, such as places of public assembly and recreation facilities, shall include the following mitigation measures to help reduce the potential impacts of rail operations that are in proximity to the new development:
    a. A 30 metre setback from the mutual property line to any habitable room or space within a dwelling in conjunction with constructing a 2.0 metre in height berm adjacent to a secondary main line or a 2.5 metre in height berm adjacent to a principal main line together with noise attenuation fencing and security fencing.
        i. Alternative mitigation measures that meet or exceed the above, such as the development of a crash wall or reduction of a setback with an increased berm height, may be considered through consultation with the applicable rail provider.
9. New residential development shall be setback 300 metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the planning area, except for lands located directly across Marion Street to the north, where new residential development shall be setback 150 metres (492.13 feet) from any other Manufacturing-zoned industrial lands. Setback distances shall be measured from the nearest property line to nearest property line.
10. The following design and siting considerations should be made for any development in the Commercial area:
    a. Large expanses of blank walls are discouraged;
    b. Architectural details, windows and façade treatments should be used to provide visual interest;
    c. A clear, common entrance to the building with landscaping, lighting and connections to the public street, where applicable, and off-street parking areas should be provided; and
    d. Where appropriate and feasible, features and amenities such as outdoor seating areas and plaza spaces should be included to enhance the role of the **Commercial** areas as a community meeting place.
11. The design and siting of **Commercial** areas on either side of the westerly collector road off Marion Street should acknowledge or relate to the street, contributing to a comfortable pedestrian environment and village feel. Additional design and siting considerations for this area may include entry monumentation, directional signage, buildings oriented to the street, landscaping and/or open spaces that contribute to a sense of place and arrival.
12. The layout of **Commercial** areas should facilitate access by a variety of transportation modes, including walking, cycling, public transit, private motor vehicles, and delivery vehicles. Pedestrian connections to adjacent residential areas should be provided via walkways or pathways.
13. Where a new commercial use is located abutting a residential use or the **Higher Density Residential** area, the design and siting of the commercial development should mitigate any negative impacts on the abutting residential use or policy area. Mitigative solutions that may be applied include, but are not limited to:
    a. Placement of off-street parking areas and internal roadways to buffer and reduce visual impacts of the commercial use on the abutting residential use; and
    b. Placement of landscaping, berming and fencing to reduce visual impacts of the commercial use on the residential use.

14. Commercial buildings may be required to include sprinkler systems as part of ensuring that added safety measures are provided within the planning area. This determination will be made in consultation with the City, and industry experts and be based on use, building size, occupancy and applicable building code.
15. Residential buildings shall include sprinkler systems as part of ensuring that added safety measures are provided within the planning area.
16. With the intent to further minimize any potential concerns related to odour or noise emanating from existing industrial land uses outside the planning area, residential dwelling units shall be climate controlled with noise attenuation features. Such requirements shall be dealt with at the Development Application stage, detailed in a Zoning or Development Agreement and registered on title.
17. Notification signage shall be considered in areas where new residential development may be impacted by existing industrial uses outside of the planning area. Specific signage requirements shall be identified at the Development Application stage.

3.3 HIGHER DENSITY RESIDENTIAL

Higher Density Residential areas will accommodate the development of medium to high density residential uses. A range of housing options in terms of size, form, and tenure are encouraged within the designation to meet the needs of diverse household sizes and compositions. Sidewalks and pathways will facilitate connections to public transit locations, commercial areas, and parks and recreation areas. The identification of the residential designation has considered land use compatibility carefully, with respect to existing off-site industrial uses and rail lines.

The target for residential dwelling units within the planning area is approximately 1,200.

3.3.1 OBJECTIVES

The objectives of the **Higher Density Residential** designation are:

To provide safe areas to accommodate multi-family dwellings, including multi-storey residential buildings within the planning area;

To provide an overall density which is supportive of public transit; and

To provide areas for active and passive recreational opportunities for employees, residents, and visitors through the establishment of outdoor public plazas, parks, open space, and an integrated pathway and sidewalk network.

3.3.2 POLICIES

1. Multi-family uses such as row dwellings, townhomes and multi-storey residential buildings, shall be the predominant land use allowed within the **Higher Density Residential** areas.
2. West of the collector road bisecting the **Higher Density Residential** area, multi-storey residential buildings shall not exceed 10 storeys and 100 feet (30.48 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.
3. East of the collector road bisecting the **Higher Density Residential** area, multi-storey residential buildings shall not exceed 6 storeys and 70 feet (21.34 metres) in height, excluding permitted projections in the Winnipeg Zoning By-law.
4. Single-family and two-family dwellings shall not be permitted.
5. Other land uses that may be considered in these policy areas include neighbourhood commercial, institutional, parks, and recreational uses, where determined by the City to be compatible and appropriate. Neighbourhood commercial, institutional and recreational uses should be located adjacent to collector streets and shall mitigate any negative impacts of the use on any adjacent residential uses. Park uses shall be located in conformance with the Parks and Open Space policies (section 4.0).
6. The combined maximum number of dwelling units in the **Commercial** area and the **Higher Density Residential** area should be 1,200.
7. A minimum of 10% accessible and affordable housing should be provided.

8. The design and layout of **Higher Density Residential** areas should facilitate access by a variety of transportation modes, including walking, cycling, public transit, and private motor vehicles. Sidewalks and pathways should facilitate connections to public transit locations, **Commercial** areas and parks and recreation areas.
9. New residential development should be attractive in design and use various methods to ensure neighbourhood character, including appropriate articulation, glazing, and the use of a variety of building materials and colours.
10. The following design and siting considerations should be applied to apartment style multi-family residential development:
    a. Large expanses of blank walls are discouraged;
    b. Balconies, windows, architectural details, and façade treatments should be used to provide visual interest;
    c. The site plan should illustrate a clear common entrance to the building(s), including landscaping, lighting, and connections to the public street, where applicable, and off-street parking areas; and
    d. Off-street parking areas should include landscaping and trees around the perimeter of the lot and between rows of parking stalls to provide visual interest.
11. Row house or townhome style residential development shall not have individual dwelling unit access to a collector road.
12. Where residential uses abut a collector road, fencing and landscaping should be designed so as to provide an appealing aesthetic, including visual and physical connections.
13. New residential development shall include the following mitigation measures to help reduce the potential impacts of rail operations that are in proximity to the new development:
    a. A 30 metre setback from the mutual property line to any habitable room or space within a dwelling in conjunction with constructing a 2.0 metre in height berm adjacent to a secondary main line or a 2.5 metre in height berm adjacent to a principal main line together with noise attenuation fencing and security fencing.
        i. Alternative mitigation measures that meet or exceed the above, such as the development of a crash wall or reduction of a setback with an increased berm height, may be considered through consultation with the applicable rail provider.
    b. A 300 metre setback from the Paddington Yard. The setback distance shall be measured from the nearest Paddington Yard property line to the closest location of a habitable room or space within a dwelling.

14. New Residential zoning districts shall be setback 300 metres (984.25 feet) from any "M3" Manufacturing Heavy zoning district outside the planning area, except for lands located directly across Marion Street to the north, where new Residential zoning districts shall be setback 150 metres (492.13 feet) from any other Manufacturing-zoned industrial lands. Setback distances shall be measured from the nearest property line to nearest property line.

15. Where a new residential use is permitted to establish abutting or adjacent to an existing industrial use or **Employment** area, the design and siting of the residential development shall mitigate any negative impacts on the existing industrial use or **Employment** area. Mitigative solutions that may be applied include, but are not limited to:
    a. Incorporating increased setbacks or siting of off-street parking areas to increase the distance between industrial uses or **Employment** area and the residential use; and
    b. Creating landscape buffers (berms and/or fencing and/or planting) to reduce any negative impacts between the residential use and the industrial use or **Employment** area.

16. All buildings in the **Higher Density Residential** area shall include sprinkler systems as part of ensuring that added safety measures are provided within the planning area.

17. With the intent to further minimize any potential concerns related to odour or noise emanating from existing industrial land uses outside the planning area, residential dwelling units shall be climate controlled with noise attenuation features. Such requirements shall be dealt with at the Development Application stage, detailed in a Zoning or Development Agreement and registered on title.

18. Notification signage shall be considered in areas where new residential development may be impacted by existing industrial uses outside of the planning area. Specific signage requirements shall be identified at the Development Application stage.

4.0 PARKS AND OPEN SPACE

This section provides general policy direction for the dedication of public parks and development of other open spaces within the planning area. Parks will accommodate active and passive recreational and leisure activities for residents, employees, and visitors. Other open space areas or recreation facilities may complement and support the dedicated park space by providing additional neighbourhood amenities. A well-integrated parks and open space network will become an important bridge between **Higher Density Residential**, **Commercial** and **Employment** areas that is interconnected by the sidewalk and pathway system.

4.1 OBJECTIVES

The objectives of parks and open space within the planning area are:

A. To provide parks for a variety of recreational opportunities, including active recreation, passive recreation, and leisure opportunities;

B. To provide parks within walking distance of residential areas; and

C. To provide safe and accessible parks, that in conjunction with sidewalks and pathways, can enhance connectivity between **Higher Density Residential, Commercial,** and **Employment** areas.

4.2 GENERAL POLICIES

1. Parks and open space areas should provide residents, employees, and visitors with a balance of:
   a. Active recreation opportunities, such as sports fields;
   b. Passive recreation and leisure opportunities, such as small parks providing spaces for playgrounds, sitting, picnicking areas and spaces to enjoy nature; and
   c. Spaces to accommodate pathways to enhance pedestrian and cycling activity and community connectivity.
2. Parks should be available within approximately 400 metres of any residential building.
3. Parks and open spaces should provide a variety of experiences and year-round activities for people of all ages and abilities and must meet City Accessibility Design Standards.
4. Parks are generally identified on the Land Use and Transportation Concept Plan (Appendix A) as Public Reserve. The size, configuration and exact locations of parks shall be determined at the Development Application stage. Other open spaces are not identified.
5. The details and layout of parks and open space should facilitate access by a variety of transportation modes, including walking, cycling, public transit, and private motor vehicles.

6. Principles of sustainable landscapes, which may include but not be limited to naturalized plantings and low maintenance vegetation should be incorporated into parks and open spaces.
7. The size, location, orientation and configuration of each park should be appropriate for the intended use, and determined in consideration of establishing an appropriate distribution of active and passive recreation opportunities throughout the planning area.
8. Parks established in association with a stormwater retention basin shall:
    a. flank generally only half of the pond; and
    b. be consistent with the Development Agreement Parameters.

5.0 SUSTAINABLE DESIGN

This section provides general policy direction for sustainable design elements. Sustainable design elements are encouraged throughout the planning area to reduce energy consumption and water consumption, as well as to promote sustainable development.

5.1 OBJECTIVES

The objective of sustainable design policies in the planning area is:

A. Encourage sustainable building design and construction practices; and

B. Encourage sustainable landscaping practices.

5.2 GENERAL POLICIES

1. The introduction of individual and district geothermal heating and cooling systems may be considered within the planning area.
2. The design and construction of buildings is encouraged to reduce energy consumption. Solutions that may be incorporated may include, but are not limited to:
    a. Orienting taller buildings on the north side of the street and major windowed facades to the south to increase day-lighting and natural heating;
    b. Reusing and recycling building materials, where possible;
    c. Installing Energy Star appliances, and energy efficient windows, insulation, toilets, furnaces, and lighting; and
    d. Using solar panels to power on-site lighting and signage.
3. Landscaping is encouraged to reduce water consumption and energy use by:
    a. Planting native plant species;
    b. Maximizing natural shading in the summer through plant landscaping and tree canopies;
    c. Incorporating rain gardens, bioswales, or other similar approaches on privately-owned lands; and
    d. Using permeable pavement along privately-owned pathways and alleys as an alternative to traditional concrete or asphalt.

6.0 TRANSPORTATION

This section provides general policy direction for transportation and policy direction specific to:

- The **External Transportation Network**;
- **Internal Transportation Network**;
- **Sidewalks and Pathways**; and
- **Transit**.

The Transportation Master Plan, approved by Council in November 2011, identifies the following relevant to the planning area:

- The southeast rapid transit corridor could be considered within the Canadian Pacific Railway Emerson Subdivision beyond 2031;
- Marion Street and Archibald Street to continue operating as truck routes.

It should be noted that the Transportation Master Plan and Transit Master Plan are currently under review. Through such reviews, the timing or use of the Canadian Pacific Railway Emerson Subdivision corridor may change in the future.

The Winnipeg Pedestrian and Cycling Strategies identifies the following active transportation facilities relevant to the planning area:

- Recommended off-street pathway on Lagimodière Boulevard;
- Recommended painted bicycle lane on Dawson Road North;
- Recommended painted bicycle lane on Archibald Street; and
- Recommended neighbourhood greenway on Speers Road.

6.1 OBJECTIVES

The objectives of transportation policies in the planning area are:

A. To provide an efficient transportation system that enables a variety of transportation modes to effectively move pedestrians, cyclists, and automobiles to destinations within and outside the planning area;
B. To identify a hierarchy of roads, including arterial roads and collector roads, that connect to and are within the planning area;
C. To ensure safe and reliable emergency access;
D. To provide direction for the design of internal roads, including collector roads and any local roads, to ensure connectivity within the planning area, while ensuring safety by recognizing potential land use conflicts between industrial and residential uses;

E. To create an environment that facilitates and encourages pedestrian and cycling activity throughout and beyond the neighbourhood;
F. To ensure the planning area is designed to accommodate the efficient provision of transit services; and
G. To provide universally accessible transportation options for employees, residents, and visitors.

6.2 EXTERNAL TRANSPORTATION NETWORK POLICIES

1. Primary public access to the planning area will be from Marion Street.
2. Widenings or realignments associated with improvements to Marion Street may limit the planning area and policy areas and will be determined at the Development Application stage, which will require the developer to consult with the Public Works Department in advance of making a Development Application.
3. There shall be two collector road connections into the planning area off of Marion Street, including:
    a. A new right-of-way generally located across from Dupuy Avenue; and
    b. A new right-of-way generally located across from 765 Marion Street, which will be the responsibility of the developer to acquire and open.
4. A new right-of-way, generally located at the northern terminus of and connected to Speers Road, shall provide access to the planning area and Speers Road will be upgraded to a collector, in consultation with Public Works.
5. The existing private road connection generally located on the west side of 750 Marion Street should be closed after public road access is provided in place of the existing private access as part of Phase 1.
6. Access to the planning area, including emergency access, shall be defined in consultation with the City and is subject to City approval and **Policy 8.2.2**.

6.3 INTERNAL TRANSPORTATION NETWORK POLICIES

1. The general locations of collector roads within the planning area are shown on the Land Use and Transportation Concept Plan (**Appendix A**). The exact locations of the collector road network and any local roads shall be refined at the Development Application stage.
2. The internal road network shall be designed with the following considerations:
    a. To provide for convenient and efficient access for local trips and public transit, while discouraging regional cut through traffic and excessive speed;
    b. To ensure an interconnected road pattern;
    c. To direct automobile traffic from any local roads and/or private accesses to collector roads when moving through and in and out of the planning area; and
    d. To direct truck traffic to arterial roads while limiting truck traffic as much as possible through residential areas.

3. Development shall incorporate road connection opportunities for future phases of development as necessary to ensure a seamless and efficient transportation network.
4. Traffic calming strategies on collector roads may be considered, particularly where they intersect with pedestrian and/or cycling pathways.
5. Applications for new development may be required to complete a transportation impact study.. Any recommendations resulting from the transportation impact study may be implemented through a Development Agreement.

6.4 SIDEWALKS AND PATHWAYS POLICIES

1. Sidewalks and/or multi-use pathway requirements along collector roads shall be determined by the City at the Development Application stage.
2. Sidewalks and pathways should be identified with the goal to reduce pedestrian trip length and in accordance with transit coverage requirements.
3. Multiple convenient and safe pedestrian and cycling routes should be included in the planning area to provide connections to and from origin/destination points within the neighbourhood.
4. Sidewalks and pathways shall form part of and connect to the regional active transportation network.
5. All sidewalks, pathways, and cycling facilities shall be designed in accordance with City standards.
6. The following policies should be applied in the **Higher Density Residential** and **Commercial** areas:
   a. Higher Density Residential and Commercial development should be directly connected to a sidewalk or pathway; and
   b. Pathways should be provided as necessary to reduce pedestrian trip lengths to commercial uses, transit, and other community focal points.
7. Sidewalks and pathways shall be designed cohesively to integrate parks into the overall pedestrian and cycling network.
8. The inclusion of requirements for sidewalks on local streets shall be guided by the standards or specifications of the City applicable at the Development Application stage and/or shall be considered in strategic locations, including but not limited to those that provide direct connections to:
   a. Multi-use Pathways;
   b. Parks and Public Reserve;
   c. Community nodes;
   d. **Commercial** and **Employment** policy areas;
   e. **Higher Density Residential** areas.
9. A pedestrian connection from the planning area to Archibald Street should be explored by the developer in consultation with the City and the applicable rail provider.

6.5 TRANSIT POLICIES

1. Public transit routes and stops shall be identified in cooperation with the City. The following features should be taken into consideration:
   a. Transit stops should be located in close proximity to **Higher Density Residential** areas, **Commercial** areas, and other community focal points; and
   b. Most dwelling units should be within approximately 400 metres (1,312 feet) of a public transit stop.

7.0 MUNICIPAL SERVICES AND UTILITIES

This section provides general policy direction for municipal services and utilities. The City is planning to construct large diameter land drainage infrastructure and a stormwater retention pond within or adjacent to the planning area as part of the Mission Combined Sewer District (MCSD) relief works. This infrastructure will require sufficiently wide easements through private lands or along road rights-of-way to facilitate the construction process. Easements may also need to be provided for MCSD relief related land drainage sewers to connect to the MCSD stormwater retention pond. It is anticipated that the land drainage outfall from the planning area to St. Catherine Right-of-Way requires the provision of an easement.

7.1 OBJECTIVE

The objective of the municipal services and utilities policies in the planning area is:

A. To ensure that adequate municipal service and utility infrastructure is provided to serve urban development throughout the planning area.

7.2 GENERAL POLICIES

1. Development within the planning area must be fully serviced with piped municipal services (water, wastewater and land drainage facilities), as well as utilities.
2. Design of servicing such as, the alignment and capacity of water mains, wastewater sewers, land drainage sewers and stormwater management facilities, for phased and ultimate development shall be to the satisfaction of the City, based upon engineering studies and analysis.
3. Where required by the City to allow orderly and sequential urban development, easements and road rights-of-way may be pre-dedicated or registered across undeveloped land to facilitate the extension of services.
4. A developer may be required to provide, or enter into an agreement to provide when required, rights-of-way or easements necessary to accommodate the extension of municipal services through or abutting a site in advance of development, in order to allow for orderly servicing.
5. Municipal services and utilities will need to be constructed prior to or in conjunction with the first phase of development, and rights-of-way and easements will need to be provided to accommodate the extension of these works throughout the development and external to the planning area. Municipal service and utility alignments will be identified at the Development Application stage and confirmed prior to or during construction drawing approval.
6. Land drainage detention and retention shall consist primarily of naturalized retention ponds.

7. The general location of retention ponds is shown conceptually on the Land Use and Transportation Concept Plan (**Appendix A**). The precise location and number of retention ponds shall depend on the location and types of development proposed and shall be determined at the development application stage.
8. As part of the Development Application process, the developer(s) shall submit a Stormwater Management Plan consistent with the Master Drainage Plan as accepted by the City to demonstrate that the future development can be serviced in accordance with the overall design of the stormwater management system for the area.
9. As part of the Development Application process, a developer(s) may be required to submit a site, or development-specific water distribution and wastewater servicing analysis along with development phasing plans in order to demonstrate that any future development can be serviced in accordance with the overall design of the water distribution system or wastewater system for the area.

8.0 PHASING, CONCEPT PLANS AND COST SHARING

This section provides general policy direction related to the implementation of this plan, including phasing, concept plans, and cost sharing. The timing of development will largely be driven by market conditions and by the extension of municipal services.

8.1 OBJECTIVES

The objectives of phasing policies in the planning area are:

A. To provide guidance on development phasing and timing;
B. To identify the requirement for concept plans; and
C. To provide guidance on cost sharing.

8.2 PHASING POLICIES

1. Development phasing is conceptually shown within the Phasing Map (Figure 3); however, phasing of development should occur in a sequential fashion that is logical and continuous.
2. Up to 600 dwelling units may be permitted within Phase 1 with collector road access to Marion Street, generally located across from Dupuy Avenue, and access at the northern terminus of and connected to Speers Road. Additional dwelling units may be permitted once emergency access can be established to the satisfaction of the Director of Planning, Property & Development in consultation with the Chief of the Winnipeg Fire Paramedic Service and Director of Public Works. A proposal to develop the emergency access should be supported by a study that demonstrates how target emergency response times to the planning area will be met.
3. The third collector road located generally across from 765 Marion Street shall be established as part of Phase 1 or Phase 2.
4. Existing uses may be redeveloped over time as development within the planning area, in accordance with the Plan.

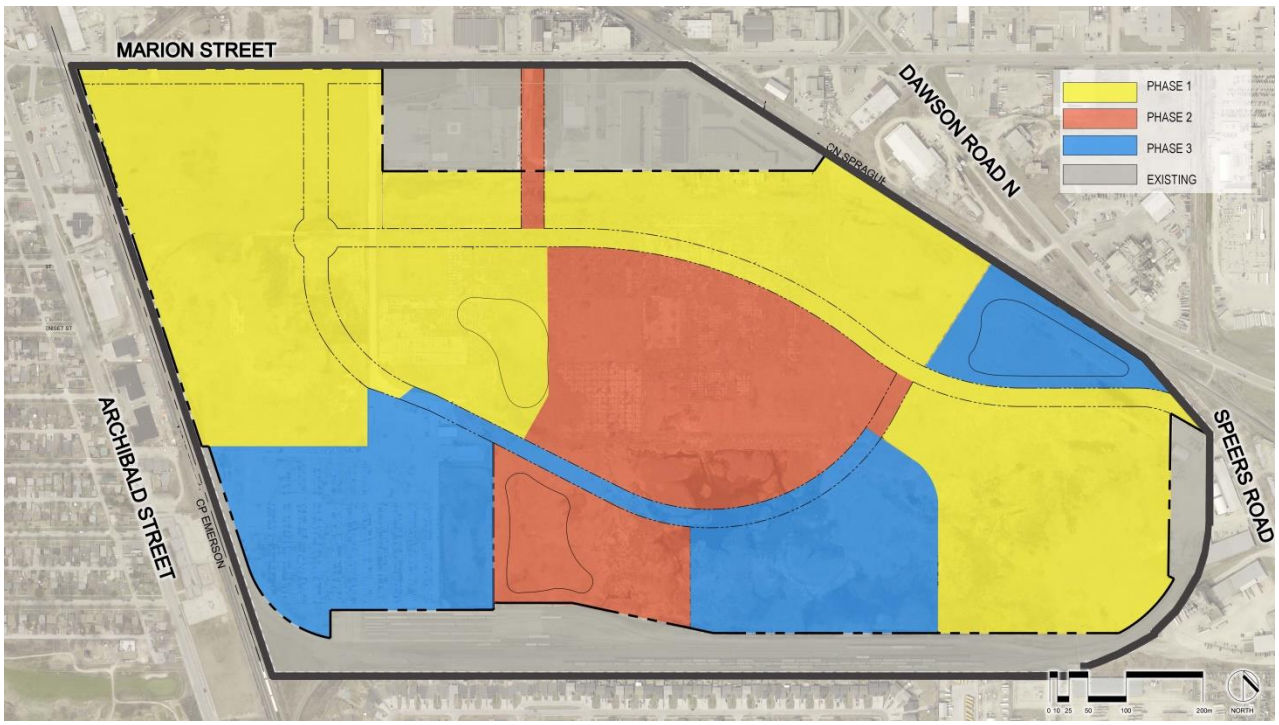

Figure 3 – Phasing Map

8.3 CONCEPT PLAN POLICIES

1. Development applications shall include an overall concept plan that demonstrates how the proposed use(s) will be integrated within the overall Plan layout. The concept plan should illustrate the following:
   a. Compatibility with the land use designations and policies of this Plan;
   b. Alignment and compatibility with any existing development;
   c. Alignment of the collector road network, as generally shown in the Land Use and Transportation Concept Plan (**Appendix A**);
   d. The location of any public facilities, neighbourhood scale parks and pathways, as required; and
   e. The general location and size of any stormwater retention ponds.
2. Proponents may be required to undertake and submit engineering studies and/or reports, to the satisfaction of the City of Winnipeg, in support of a Development Application.

8.4 COST SHARING POLICIES

1. The developer/landowner shall enter into a development agreement with the City of Winnipeg that will specify the servicing costs and obligations for each subdivision area.
2. Where the land of a third party directly benefits from services installed by a developer/landowner, the City may covenant in the development agreement to endeavor to collect a cost recovery for the developer/landowner.
3. The developer/landowner share of the regional land drainage system servicing the planned area shall be determined through the area Trunk Service Charge (TSR) to be provided for in the development agreement.

9.0 APPENDIX

9.1 APPENDIX A – LAND USE AND TRANSPORTATION CONCEPT PLAN

