Agenda – Council – April 29, 2021

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 19, 2021

Item No. 3 Airport Area West Residential Area Secondary Plan By-law – First Reading
File SP 2/2016

STANDING COMMITTEE RECOMMENDATION:

On April 21, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That first reading be given to the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law", a draft of which is attached as Attachment "E").

2. That the Assiniboia Community Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 19, 2021

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 21, 2021, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On April 19, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

On March 15, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development laid the matter over for 30 days.

ADMINISTRATIVE REPORT

Title: SP 2/2016 – Airport Area West Residential Area Secondary Plan By-law – First Reading

Critical Path: Standing Policy Committee on Property and Development, Heritage and Downtown Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
V. Lawson	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

The purpose of the proposed Airport Area West Residential Area Secondary Plan ("The Proposed Plan") is to ensure that the area south of CentrePort Canada Way and west of Sturgeon Road, will be developed in a logical, integrated manner consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy.* If adopted by Council, the Proposed Plan (see Attachment 'A') will provide land use policy direction for the orderly and efficient development of a new residential neighbourhood covering approximately 263 hectares (650 acres) of land west of the Airport.

The Complete Communities Direction Strategy allows for *limited residential development where appropriate* in the Airport Area. In 2014, an amendment to *Complete Communities* removed the 'Employment Lands' designation from approximately 105 hectares (260 acres) of land south of CentrePort Canada Way (see Attachment C), allowing for non-employment uses to be considered for the entire area south of CentrePort Canada Way and west of Sturgeon Road subject to a comprehensive planning process.

A significant amount of land within the Proposed Plan overlaps with the *Airport Area West Secondary Plan* (see Attachment 'B' - Map of Existing and Proposed Plans). The enacting by-law for SPA 3-2020 (proposal for an Airport Area West Industrial Secondary Plan) will repeal the *Airport Area West Secondary Plan* prior to the Proposed Plan being adopted by Council.

RECOMMENDATIONS

1. That Council give first reading to the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law", a draft of which is attached as Attachment "E").

2. That the Assiniboia Community Committee be directed to hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

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

REASON FOR THE REPORT

An application has been received from WSP (formerly "MMM Group") for the adoption of a new secondary plan entitled the "Airport Area West Residential Area Secondary Plan" (see Attachment "A"). If Council adopts the new secondary plan, any development application within the plan area will need to conform with this secondary plan.

A secondary plan by-law requires first reading at Council followed by a public hearing prior to second and third reading at Council in accordance with subsection 234(3) of *The City of Winnipeg Charter Act* and *The Development Procedures By-law* No. 104/2020.

Council adoption of the Proposed Plan will allow for applications for development in the plan area to be accepted.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations are concurred in, the Assiniboia Community Committee will conduct a public hearing on the proposed by-law.

A full analysis of the Proposed Plan, including a recommendation from the Public Service, will be provided in a supplementary report submitted as part of the agenda for the public hearing.

The Proposed Plan would apply to the area south of CentrePort Canada Way and west of Sturgeon Road (see Attachment B – Map of Existing and Proposed Plans).

Council adoption of the Proposed Plan will allow for applications for development in the plan area to be accepted.

HISTORY/DISCUSSION

The Applicant, WSP submitted application on behalf of Genstar Developments, to have the Proposed Plan adopted by Council as a secondary plan by-law. The Proposed Plan designates ~650 acres of land in the Airport Area of *Complete Communities* for residential neighbourhood uses.

Airport Area West Secondary Plan (AAWSP)

- In 2002, the City of Winnipeg adopted the *Airport Area West Secondary Plan By-law* No. 8097/2002 ("AAWSP") initiated by the Winnipeg Airport Lands Corporation ("WALC") for the purpose of providing an expedited and more predictable subdivision approval process for the subject area. Among others, WALC members include Winnipeg Airports Authority ("WAA"), Genstar and Qualico.
- The general intent of the AAWSP was to provide a framework to accommodate industrial and commercial development on lands west of the airport that is compatible with airport operations and complementary to airport-related industries. This framework defines the

internal and external road network, stormwater management, wastewater sewer and water supply systems, and general land use patterns.

- The AAWSP has become obsolete and is in need of revision or replacement. The policies of the AAWSP provide direction for development that would not be possible given how the regional transportation network has been developed to accommodate CentrePort (see Attachment D - Airport Area West Secondary Plan Transportation Overlaid onto Image of CentrePort Canada Way).
- In 2013, the Urban Planning and Design Division provided support for the development of residential uses in the Airport Area of *Complete Communities* by recommending that Council remove the "Employment Lands" designation and the "General Manufacturing" sub-designation of *Complete Communities* from a portion of land south of CentrePort Canada Way. Council accepted this recommendation by passing By-law No. 121/2013 on February 26, 2014 (see Attachment C - *Complete Communities Amendment: By-law No. 121/2013)*.

Airport Area West Industrial Secondary Plan (AAWI)

- In 2013, the WALC engaged a planning consultant to begin preparing a new secondary plan, the Airport Area West Industrial Secondary Plan ("AAWI"), for the Airport Area of *Complete Communities* north of CentrePort Canada Way and west of the airport (see Attachment B - Map of Existing and Proposed Plans). The planning area of the proposed AAWI (SPA 3-2020) covers a majority of land covered by AAWSP plus land west of that.
- A portion of the Proposed Plan overlaps with the existing AAWSP. The enacting By-law for the proposed AAWI will repeal the AAWSP prior to the Proposed Plan being adopted by Council.

Airport Area West Residential Area Secondary Plan (Proposed Plan)

- Genstar and other landowners within the proposed plan area engaged MMM Group (now WSP) to prepare the Proposed Plan which would accommodate residential neighbourhood development in the area south of CentrePort Canada Way and north of Saskatchewan Avenue.
- In December of 2015, an application was submitted to adopt the Proposed Plan as a secondary plan by-law. Supporting studies, including the Servicing Study and Traffic Study, were submitted in March and May of 2016 (see Attachment F)
- In June 2016, a revised version of the Proposed Plan was submitted by the applicant to address issues raised by various City Departments.
- In August 2016, inconsistencies/issues between the Traffic Studies for both the AAWI and the Proposed Plan were identified. Advancement of the Proposed Plan and completion of the AAWI were put on hold until June 2020 when these issues were resolved.
- Development within the plan areas of both the AAWI and Proposed Plan will depend on the establishment of regional water and wastewater infrastructure for the area at large. In July 2019, work began on the preparation of the *Airport Area West Regional Water and Wastewater Servicing Preliminary Engineering* study to estimate the effort required to provide regional servicing infrastructure to support the eventual build out of the area west of the Airport, which includes the plan areas of the AAWI and the Proposed Plan.

- In December 2020, the applicant provided an updated version of the Proposed Plan to address issues identified by both the Applicant and the Public Service.
- The Proposed Plan provides a land use concept that ensures the orderly development of compatible residential neighbourhood uses in the plan area along with the general alignment of collector roads and connections to the regional transportation system.
- At full build out, the Proposed Plan would allow for approximately 4,000 dwelling units.
- The Plan designates land within the Plan Area into the following policy areas:

  Lower-Density Residential – allows for lower-density residential neighbourhood uses, including: single-family homes, duplexes, townhomes and row houses.

  Mixed-Use Higher-Density Residential – allows for a blend of commercial and higher-density residential uses at strategic locations within the plan area. Residential uses include townhomes, row houses, duplexes, and multi-storey apartment buildings.

  Commercial Mixed-Use – allows for a blend of commercial and higher-density residential uses at strategic locations within the plan area, with commercial uses being the predominant use.

  Greenway – provides a 70m corridor of greenspace along both sides of the Sturgeon Creek.
- The Proposed Plan includes polices related to ensuring that development within the plan area is compatible with the ongoing 24-hour operation of the Airport.
- Timing of development within the plan area will depend on the provision of regional sewer and water infrastructure for the wider area as provided in the on-going *Airport Area West Regional Water and Wastewater Servicing Preliminary Engineering* study currently underway.
- A full analysis of the Proposed Plan, including recommendations from the Public Service, will be provided in a supplementary report submitted as part of the agenda for the public hearing.

FINANCIAL IMPACT

Financial Impact Statement

Date: February 4, 2021

Project Name:

SP 2/2016 – Airport Area West Residential Area Secondary Plan By-law – First Reading

COMMENTS:

There are no immediate, direct financial implications associated with the recommendations contained in this report. Should Council concur with the recommendations, future development of the area encompassed by the Proposed Plan is likely and would result in financial implications to the City. Given the many variables involved, a reasonable estimate of such financial implications is not possible at this time.

Mike McGinn Feb. 4, 2021

Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

Legal Services (as to Legal Issues)
Office of Sustainability
Water and Waste Department

OURWINNIPEG POLICY ALIGNMENT

The plan area is designated as "Airport Area" in the *OurWinnipeg* and the *Complete Communities Direction Strategy* (By-law 67/2010). Airport Area policies require the City of Winnipeg to support the James Armstrong Richardson International Airport as a major transportation hub for passengers and cargo through airport-related industrial/commercial development, while mitigating the impacts of airport-related noise on potentially-affected neighbourhoods.

Supporting Direction and Enabling Strategies of the Airport Area allow for *limited residential development where appropriate* and make reference to the Employment Lands section of *Complete Communities* for additional direction. The enabling strategies of the Employment Lands section include direction for the development of new areas to be supported by a comprehensive planning process. Policies are as follows:

Airport Area

Direction 2

Collaborate with the Winnipeg Airports Authority on initiatives that capitalize on the Airport's capacity to generate strategic economic development

- *Work with the WAA (Winnipeg Airports Authority) and partners in the realization of the Airport Area as a major centre for goods distribution and manufacturing and airport-related commercial/employment activity, as well as the possible introduction of limited residential development, where appropriate (See Section 05, "Employment Lands").*

Employment Lands – All Employment Lands

Direction 4

Ensure that employment areas are well-planned, sustainable over the long term and fit the community context.

- *Plans for the development of new employment areas will be established through a comprehensive planning process.*

The adoption of a secondary plan which provides for the establishment of residential neighbourhood uses in the Airport Area is supported by the policies of *OurWinnipeg* and *Complete Communities*.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Not Applicable

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: James Platt, RPP, MCIP
Date: February 18, 2021
File No: SP 2-2016

Attachments:

Attachment A – *Airport Area West Residential Secondary Plan*

Attachment B – Map of Existing and Proposed Secondary Plans

Attachment C – *Complete Communities* Amendment By-law 121-2013 (adopted 2014)

Attachment D – Airport Area West Secondary Plan Transportation Overlaid with Image of CentrePort Canada Way

Attachment E – Draft By-law No. 85-2016

Attachment F – Background Materials

- Transportation Review
- Servicing Infrastructure

Attachment D - Airport Area West Secondary Plan Transportation Pattern with Image of CentrePort Canada Way.

