Minute No. 388
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 19, 2021

Item No. 2 **By-law No. 100/2020 – Adoption of the Airport Area West Industrial Secondary Plan By-law and repeal of the Airport Area West Secondary Plan By-law No. 8097/2002**
File SPA 3/2020

COUNCIL DECISION:

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

1. That first reading be given to the new Airport Area West Industrial Secondary Plan By-law No. 100/2020 (the "By-law", a draft of which is attached as Attachment D to this report).

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:

Moved by Councillor Gilroy,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be adopted.

Carried

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: By-law No. 100/2020 (SPA 3/2020) – Adoption of the Airport Area West Industrial Secondary Plan By-law and repeal of the Airport Area West Secondary Plan By-law No. 8097/2002

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

AUTHORIZATION

Author	Department Head	CFO	CAO
D. Jopling	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

On November 16, 2020, the Urban Planning and Design Division received an application to replace the Airport Area West Secondary Plan By-law No. 8097/2002 with the proposed Airport Area West Industrial Secondary Plan ("the Proposed Plan") under file SPA 3/2020. The Proposed Plan applies to approximately 1,026 hectares (2,535 acres) of land in northwest Winnipeg, and if adopted by Council, will:

- Replace the existing Airport Area West Secondary Plan – which has become functionally obsolete due in part to the development of CentrePort Canada Way.
- Expand upon the planning area currently under the jurisdiction of the existing Airport Area West Secondary Plan, to the City of Winnipeg boundary; and
- Update the development strategy for the area west of the Airport.

The Proposed Plan provides policy direction for the orderly and efficient development of the Plan Area, which is in close proximity to the Winnipeg James Armstrong International Airport ("the Airport"). The Public Service has been working with the applicant, Landmark Planning & Design Inc., and proponent group, the Winnipeg Airport Lands Corporation ("WALC"), to ensure that the Proposed Plan establishes opportunities for industrial development in strategic locations, and supports the long-term economic needs of the City of Winnipeg.

RECOMMENDATIONS

1. That Council give first reading to the new Airport Area West Industrial Secondary Plan By-law No. 100/2020 (the "By-law", a draft of which is attached as Attachment D to this report).

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 for the adoption of a new secondary plan entitled the "Airport Area West Industrial Secondary Plan" (see Attachment A). If Council adopts the Proposed Plan, all future development applications 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.

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 recommendations from the Public Service, will be provided in a subsequent report submitted as part of the agenda for the public hearing.

The Proposed Plan would apply to the majority of the land currently within the plan area of the existing *Airport Area West Secondary Plan By-law* No. 8097/2002 as well as additional land west of that plan area (see Attachment B – Map of Existing and Proposed Secondary Plans). If Council passes the by-law to adopt the Proposed Plan, that same By-law will also repeal the *Airport Area West Secondary Plan By-law.*

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

HISTORY/DISCUSSION

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 defined 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 existing AAWSP provide direction for development that would not be possible given how the regional transportation network has been developed to accommodate CentrePort (see Attachment C - Airport Area West Secondary Plan Transportation Overlaid onto Image of CentrePort Canada Way).
- The enacting By-law for the Proposed Plan repeals and replaces the AAWSP with the Proposed Plan (see Attachment "D" - Proposed By-law No. 100/2020)
- In 2013, the WALC engaged a planning consultant to begin preparing a new secondary plan for the area north of CentrePort Canada Way and west of the airport (see Attachment "B" - Map of Existing and Proposed Secondary Plans).

Airport Area West Residential Area Structure Plan (AAWR)

- At approximately the same time, Genstar and other landowners engaged another planning consultant to prepare a secondary plan (*Airport Area West Residential Area Structure Plan*) for the area south of CentrePort Canada Way and north of Saskatchewan Avenue (immediately to the south and west of the Proposed Plan area) to accommodate residential neighbourhood development.
- In December of 2015, an application was submitted to adopt the *Airport Area West Residential Area Structure Plan* ("AAWR"). Supporting studies, including the Servicing Study and Traffic Study, were submitted in March and May of 2016.

Airport Area West Industrial Secondary Plan (Proposed Plan)

- In April 2016, the Applicant hosted a public Open House event which presented details of the Proposed Plan including: the overall land use plan, infrastructure concepts and related background information.
- In August 2016, inconsistencies between the Traffic Study supporting the AAWR and the Traffic Study supporting the Proposed Plan were identified. As a result, the advancement of the AAWR and completion of the Proposed Plan were put on hold until the inconsistencies could be addressed.
- In December 2018, the City of Winnipeg completed and released the *Employment and Commercial Lands Study*, which identified the need to protect and manage existing employment lands from non-compatible and encroaching uses.
- Between August 2016 and June 2020, the Public Service and the Applicant worked together to resolve issues identified with both the Traffic Study and the Proposed Plan.
- 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 AAWR and the Proposed Plan.
- By July 2020, issues with the Traffic Study and the Proposed Plan had been addressed.

- On November 16, 2020, the Applicant finalized an application to adopt the Proposed Plan.
- The Proposed Plan provides a land use concept that ensures the orderly development of the Plan Area that reflects the recommendations of the *Employment and Commercial Lands* Study. The Plan designates land within the Plan Area into the following policy areas:

  Service-Oriented Policy Area – allows for a mix of manufacturing, logistics, distribution, assembly, storage, and associated offices on small to moderate sized sites.

  Manufacturing and Logistics Industrial Policy Area – accommodates and protects opportunities for large-scale general and heavy industrial uses and manufacturing and production uses, as well as logistics, distribution, transportation, warehousing, rail-associated, agri-businesses, specialized agriculture and other related uses.

  Un-Serviced Development Overlay – allows for limited development of lower intensity uses on larger parcels without a full range of municipal services within the Manufacturing and Logistics Policy Area.

  Air Serviced Industrial Policy Area – facilitates the development of air-related and air-compatible development in proximity to the Airport, while protecting the safety of adjacent airport operations.

  Business Park Industrial Policy Area – facilitates the development of well-designed and attractive buildings that cater to businesses seeking a high-profile location within the Planning Area.

  Municipal Works Policy Area – protects the Summit Road landfill site from encroaching incompatible land uses and facilitates development of compatible uses within a defined Summit Road Landfill Vicinity Control Area.

  Commercial Nodes – allows for opportunity for service-oriented commercial and retail uses serving the businesses and employees in the area to establish in proximity to major intersections.
- 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:

By-law No. 100/2020 (SPA 3/2020) – Adoption of the Airport Area West Industrial Secondary Plan By-law and repeal of the Airport Area West Secondary Plan By-law No. 8097/2002

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 refer 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

- *Collaborate with strategic partners, transportation planning and capital investments to promote multi-modal transportation linkages to and from the airport.*
- *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 1
Facilitate the timely delivery of new employment lands to the market.

Direction 2
Accommodate new employment land development.

Direction 3
Maximize the economic development potential of existing and future employment lands

- *Consider the quality of lands required to support employment growth and encourage a suitable range and mix of features and uses that will best match the emerging needs of Winnipeg's current and future employers.*

- *Ensure existing industrial operations in the vicinity are protected when evaluating new residential development proposals.*
- *Allow for the development and retention of a broad range of employment lands and a variety of employment parcels sizes.*

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 employment uses, and facilitates investment in multi-modal operations in the Airport Area is supported by the policies of *OurWinnipeg* and *Complete Communities*.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The Proposed Plan contains objectives and policies which facilitate the following strategic opportunities and key directions of Winnipeg's Climate Action Plan:

Strategic Opportunity #3 – Advancing Sustainable Transportation – Increasing Mobility Options and Shift to Zero Emission Vehicles.
Key Directions:
3.2 *Increase the Density of Urban Development Along Key Transit Corridors*
3.4 *Increase Active Transportation Rates*

Strategic Opportunity #5 Low Carbon and Energy Efficient Buildings
Key Directions:
5.2 *Improve Energy Performance of New Buildings*

Strategic Opportunity #6 Waste Reduction and Diversion
Key Directions:
6.3 *Utilize Biosolids in Agriculture and Landscaping Industries*

Strategic Opportunity #7 Community Climate Resiliency
Key Directions:
7.2 *Increase and Preserve the Tree Canopy*
7.3 *Preserve and Manage Parks and Natural Areas to Support Climate Change Mitigation*

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: James Platt, RPP, MCIP
Date: February 18, 2021
File No: SPA 3/2020

Attachments:

Attachment A – *Airport Area West Industrial Secondary Plan*

Attachment B – Map of Existing and Proposed Secondary Plans

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

Attachment D – Draft By-law No. 100/2020

Attachment E – Background Materials

- Letter of Intent
- Transportation Study
- Servicing Analysis
- Economic Analysis
- Economic Overview

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

