Minute No. 526
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

Item No. 20 **Secondary Plan – Airport Area West Residential Area (St. James Ward) File SP 2/2016**

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 the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law") be amended in accordance with Appendix D, with the following amendments:

    A. In Recommendation 11, add the word "document" after the words "Stormwater Management"

    B. In Recommendation 14:

        i. add the word "benefitting" after the words "internal services of each subdivision"

        ii. delete the word "shall" and replace with the word "may"

    C. In Recommendation 15:

        i. add the words ", including all modes of transportation," after the words "Transportation Impact Study"

        ii. delete the words "at each stage" and replace with "for each new phase"

2. That second and third reading be given to the By-law, as amended.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 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

Councillors Nason and Santos asked to be recorded as having voted against the item in accordance with Rule 47(7) of the Procedure Bylaw.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 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 June 9, 2021, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 28, 2021, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendments:

- In Recommendation 1, delete "Attachment "D" to this report.", and replace with the following:

  "Appendix D, with the following amendments:

  A. In Recommendation 11, add the word "document" after the words "Stormwater Management"

  B. In Recommendation 14:

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – June 8, 2021

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

i. add the word “benefitting” after the words “internal services of each subdivision”

ii. delete the word “shall” and replace with the word “may”

C. In Recommendation 15:

i. add the words “, including all modes of transportation,” after the words “Transportation Impact Study”

ii. delete the words “at each stage” and replace with “for each new phase”

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

PUBLIC HEARING SUMMARY

File: **SP 2/2016**

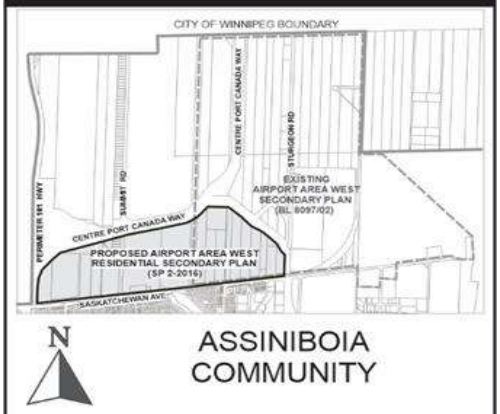
Before: Assiniboia Community Committee
Councillor Klein, Chairperson
Councillor Gillingham
Councillor Lukes

Public Hearing: May 28, 2021
Council Building, 510 Main Street

Applicant: Bryan Ward (MMM Group Limited)

Subject:

Airport Area West Residential Area Secondary Plan SP 2/2016



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ASSINIBOIA COMMUNITY

Council has given first reading to the Airport Area West Residential Area Secondary Plan By-Law No. 85/2016, and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) be held before the Assiniboia Community Committee.

The proposed Secondary Plan provides direction for the orderly development of residential neighbourhood uses in the area west of the Winnipeg James A. Richardson International Airport and south of CentrePort Canada Way. It incorporates land use concepts, transportation networks, and municipal service delivery.

For information, phone Mr. James Platt, Planner, at 204-986-6918.

Premises Affected:	Airport Area West Secondary Plan
For submission to:	The Standing Policy Committee on Property and Development, Heritage and Downtown Development
Prepared by:	L. Cowan, Senior Committee Clerk Assiniboia Community Committee
Report date:	May 28, 2021

Community Committee Recommendation:

On May 28, 2021, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

1. That the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law") be amended in accordance with ~~***Attachment "D" to this report***~~ ***Appendix D, with the following amendments:***

    A. In Recommendation 11, add the word "document" after the words "Stormwater Management"

    B. In Recommendation 14:

        i. add the word "benefitting" after the words "internal services of each subdivision"

        ii. delete the word "shall" and replace with the word "may"

    C. In Recommendation 15:

        i. add the words ", including all modes of transportation," after the words "Transportation Impact Study"

        ii. delete the words "at each stage" and replace with "for each new phase"

2. That second and third reading be given to the By-law, as amended.

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

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

The Assiniboia Community Committee provided the following supporting reasons for its recommendation:

1. The applicants have worked with City staff over the last several years to update, to develop this Secondary Plan.

2. Matters related to City policy on transportation, protection of creeks, greenspace, active transportation pathways, and all other policies have been contemplated.

3. This area is identified as tier one in the next greenfield area of Winnipeg to be developed in Complete Communities 2.0.

4. There is a need for a variety of new residential housing options in St James because there's been no new development in St James for decades, outside of infill development.

5. The developers have spoken of achieving densities beyond the approximate seven units per acre sited in the plan, which is a reference to a City transit-related document.

6. This plan will align with Winnipeg's master planning documents.

7. It's proximity to industrial, employment lands.

Exhibits Filed:

1. Application dated June 10, 2016
2. Notification of Public Hearing dated May 13, 2021
3. Council Decision of April 29, 2021; contains report from the Director of Planning, Property and Development dated February 18, 2021
4. First Reading of By-law No. 85/2016 by Council on April 29, 2021
5. Letter of Intent from MMM Group Limited. dated December 18, 2015
6. CentrePort Winnipeg AAWSP Residential Amendment Servicing Infrastructure dated March 4, 2016
7. Airport Area West ASP Transportation Review submitted by MMM Group Limited, dated May 2016
8. Airport Area West Residential Area Structure Plan Submitted by WSP Canada Group Limited dated December 2020
9. Report from the Urban Planning Division dated May 17, 2021
10. Communication dated May 26, 2021 from Nicole Chabot and Chris Lorenc, Manitoba Heavy Construction Association (MHCA), in support of the application
11. Presentation for information to the application submitted by Mark Cohoe on behalf of Bike Winnipeg
12. Presentation in support of the application dated May 28, 2021, submitted by the Applicant, Kari Schultz, at the public hearing

REPRESENTATIONS:

In Support:

Dave Boles
Michael Carruthers
Nicole Chabot
Diane Gray
Chris Lorenc
Jeff Pratte
Kari Schulz
Bryan Ward

In Opposition:

Vivian Santos

For Information:

Mark Cohoe

For the City:

D. Beaton, Senior Urban Designer, Planning, Property and Development Department
D. Patman, Manager Transportation Plan, Public Works Department
R. Galston, Urban Planner, Planning, Property and Development Department
J. Platt, Senior Planner, Planning, Property and Development Department
C. Wiebe, Manager Engineering, Public Works Department

Exhibit "9" referred to in File SP 2/2016

ADMINISTRATIVE REPORT

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

Critical Path: Assiniboia Community Committee → Standing Policy Committee on Property and Development, Heritage and Downtown Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	J. Kiernan		

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 will provide land use policy direction for the orderly and efficient development of a new residential neighbourhood covering approximately 590 acres of land west of the Winnipeg James Armstrong Richardson Airport ("**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 230 acres of land south of CentrePort Canada Way (see Attachment 'G'), 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 existing *Airport Area West Secondary Plan* (see Attachment 'F'). 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.

The Proposed Plan provides for the development of a new residential neighbourhood with features and residential densities consistent with other developments in the City of Winnipeg.

The policies of the Proposed Plan ensure that development is sensitive to the features and context of the plan area. Development of the Planning Area may only begin once regional services are available.

On April 29, 2021, Council gave First Reading to the Proposed Plan and directed the Assiniboia Community to conduct a public hearing. The Proposed Plan is consistent with *OurWinnipeg* and the *Complete Communities Direction Strategy*. The Public Service is recommending approval in accordance with the 15 alterations described in Attachment "D".

RECOMMENDATIONS

1. That the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law") be amended in accordance with Attachment "D" to this report.
2. That Council give second and third reading to the By-law, as amended.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

REASON FOR THE REPORT

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

On April 29, 2021, Council gave First Reading to Secondary Plan By-law 85/2016 and directed the Assiniboia Community Committee to conduct a public hearing and provide its recommendations to Council.

Only Council can enact a by-law. A public hearing is required to be held between first and second reading of a secondary plan by-law.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 will be altered in accordance with Attachment "D" of this report and, given second and third reading.

The reasons for the recommended alterations to the Plan are provided in Attachment "A" (Planning Discussion) attached to this report.

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 ~590 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 "H" - 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 "G" - *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"). 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 "C" – Background Materials)
- 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 could 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 policies 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 *Airport Area West Regional Water and Wastewater Servicing Preliminary Engineering* study.

- The Public Service's analysis of the Proposed Plan is attached to this report (see Attachment 'A' – Planning Discussion)

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues
- Public Works
- Water and Waste
- Transit
- Office of Sustainability

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*

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: May 17, 2021
File No: SP 2-2016

Attachments:

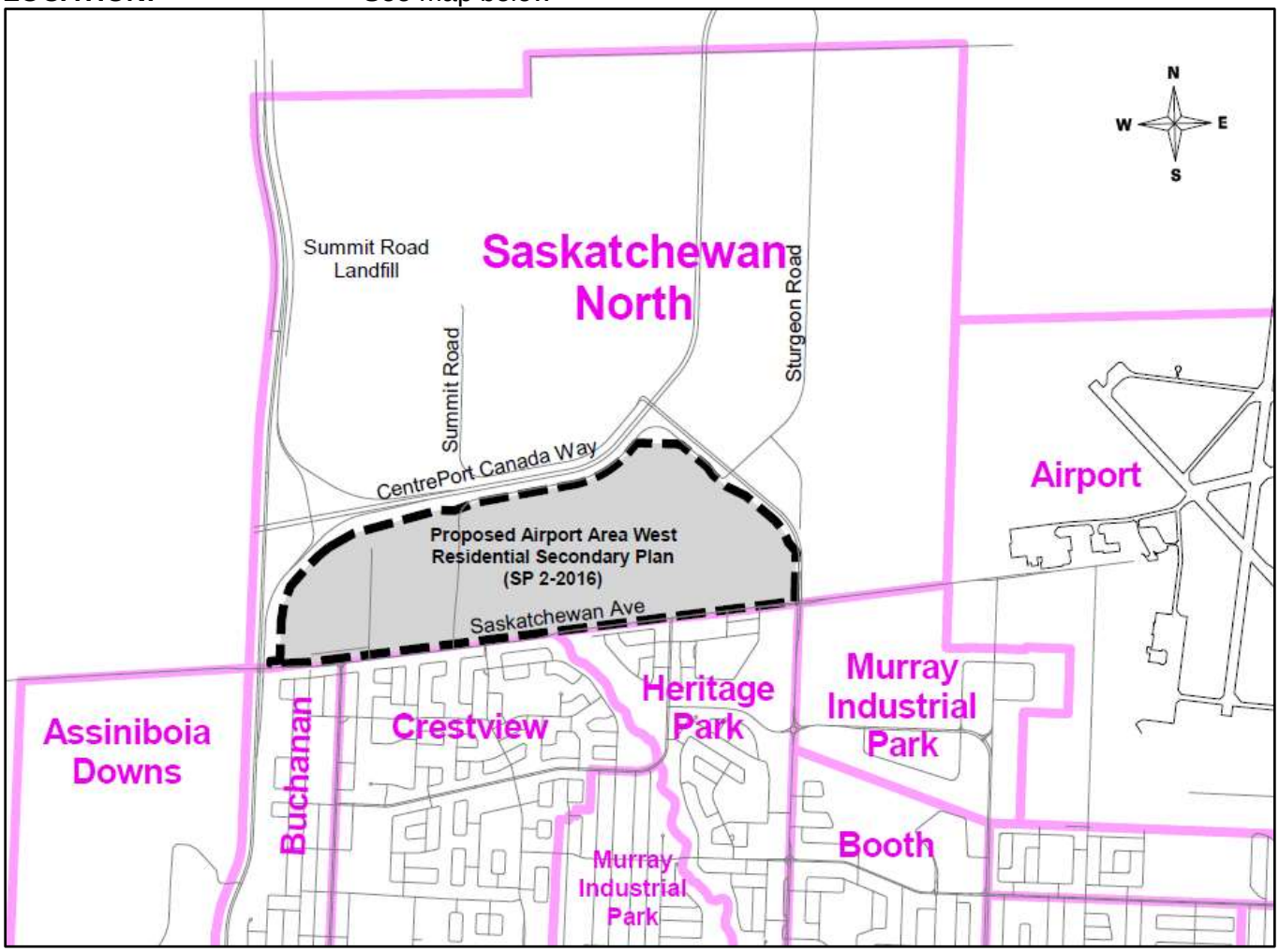
Attachment ‘A’ – Planning Discussion
Attachment ‘B’ - *Airport Area West Residential Secondary Plan*
Attachment ‘C’ – Background Materials

- Transportation Review
- Servicing Infrastructure

Attachment ‘D’ – Alterations to the Proposed Plan Recommended by the Public Service
Attachment ‘E’ – Draft By-law No. 85-2016
Attachment ‘F’ – Map of Existing and Proposed Secondary Plans
Attachment ‘G’ – *Complete Communities* Amendment By-law 121-2013 (adopted 2014)
Attachment ‘H’ – Airport Area West Secondary Plan Transportation Overlaid with Image of CentrePort Canada Way

Attachment 'A' – Planning Discussion

DATE: May 17, 2021
FILE: SP 2/2016 (By-law 85/2016)
COMMUNITY: Saskatchewan North
NEIGHBOURHOOD #: 2.222
SUBJECT: Proposed Airport Area West Residential Area Secondary Plan (By-law No. 85/2016)
LOCATION: See map below



APPLICANT: WSP (formerly MMM Group)
111-93 Lombard Avenue
Winnipeg, MB R3B 3B1

OWNER(S): Genstar Development Company
Qualico Developments
Several Private Landowners

RECOMMENDATION: **Approval with amendments**

PURPOSE OF THE PROPOSED PLAN

- The purpose of the proposed plan is to provide direction for the development of a residential neighbourhood in the area south of CentrePort Canada Way and west of Sturgeon Road.

PLANNING AREA

- The Planning Area, as represented in Figure 1 - Planning Area, is approximately 590 acres in size and is generally bound by CentrePort Canada Way to the north, Saskatchewan Avenue to the south, Sturgeon Road/Sturgeon Access to the east and PTH 101 (Perimeter Highway) to the west.



Figure 1 – Planning Area

- Land north of CentrePort Canada Way is mostly undeveloped, with industrial uses expected to be established in the future. Optimist Park is located relatively close to the Planning Area, with access possible via Sturgeon Access and the Summit Road service road extension. The Summit Road Landfill is located north of Optimist Park with access from Summit Road.

- Residential neighbourhoods of Buchanan, Crestview and Heritage Park are located immediately south of Saskatchewan Avenue. Murray Industrial Park and Assiniboia Downs can also be found south of Saskatchewan Avenue east of Sturgeon Road and west of PTH 101 respectively.
- The Sturgeon Creek runs generally north-south through the Planning Area.
- Highwood Street and Summit Road provide access from the Planning Area to Saskatchewan Avenue. An extension of Summit road provides access at the Sturgeon Road/Sturgeon Access intersection to the east.
- The Planning Area is undeveloped with a few exceptions. One occupied dwelling exists on the property along the western boundary of the Planning Area, with access from Foot Place (see item 'A' on Figure 1). Another house and yard site exists at location 'C' with access to Saskatchewan Avenue. A storage compound and soil business, offering a variety of services exists at location 'D', with access onto Sturgeon Road. And finally, a Manitoba Hydro facility exists at location 'B', with property extending west past Cavalier Drive. All of the properties in the Planning Area are unserviced by piped sewer or water.
- A rail line, known as the 'CP Glenboro Subdivision' extends along the entire length of the southern boundary, adjacent to Saskatchewan Avenue. Existing rail crossings are located at Highwood Street, Summit Road as well as access roads to locations 'B' and 'C'.
- Hydro lines run along both sides of the railway tracks. The Hydro lines on the north side of the railway tracks are on private land not owned by Manitoba Hydro.

ZONING

- All of the land within the Planning Area is zoned "A" (Agriculture) in the Winnipeg Zoning By-law (see Figure 2 – Zoning).



Figure 2 – Zoning

- The Zoning By-law provides that the 'A'- Agriculture zoning district is intended for general agricultural activities. The purpose of the Agriculture zoning district is to *provide rural an open land for agricultural purposes until such time as it is required for future urban development.*

- The established neighbourhood areas south of the Planning Area contain zoning districts typical of suburban residential neighbourhoods. This includes a zoning districts which collectively provide a mix of residential building types and densities, along with park space. These zoning districts include:
  - R1-S: Residential – Single Family (Small)
  - R1-M Residential - Single Family (Medium)
  - R1-L: Residential - Single Family (Large)
  - R2: Residential Two-Family

RMF-S: Residential Multifamily (Small)
PR1: Parks and Recreation 1 (Neighbourhood)
PR2: Parks and Recreation 2 (Community)

DISCUSSION

- The Proposed Plan provides a land use concept that ensures the orderly development of compatible residential neighbourhood uses in the Planning Area along with the general alignment of collector roads and connections to the regional transportation system.

- The Plan designates land within the Planning Area into the following policy areas (See Figure 3 – Land Use Plan):

  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 Planning 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 Planning Area, with commercial uses being the predominant use.

  Greenway – provides a 70m corridor of greenspace along both sides of the Sturgeon Creek.

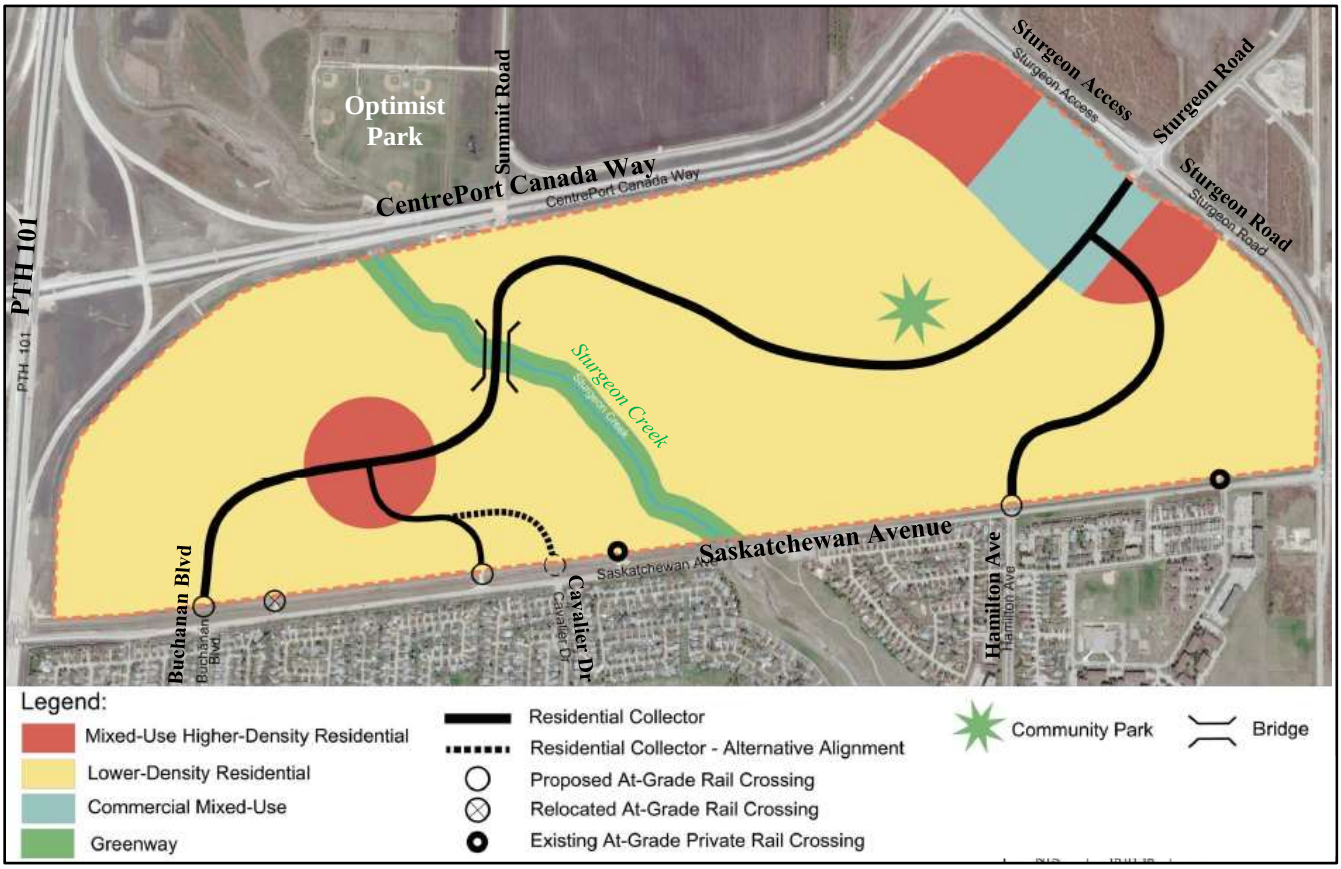


Figure 3: Land Use Plan

- The Proposed Plan includes policies related to ensuring that development within the Planning Area is compatible with the ongoing 24-hour operation of the Airport (Section 4.4 – Air).

- The Proposed Plan includes policies specific to a future school site (section 3.7) and a potential community centre (section 3.8). Policies of section 3.7 direct the school site to be located along a collector street adjacent to a larger active recreation area and accessible via a variety of transportation modes. While the need for a new community centre has not been identified, the Proposed Plan provides policies that would direct such a facility to be located along a collector street and accessible via a variety of transportation modes.

- A proposed 'Community Park' location is identified in the Land Use Plan along the collector street and in proximity to an existing tree stand.

- Timing of development within the Planning 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.

Residential Density

- It is reasonable to expect development of the Planning Area to be of similar density, and contain a blend of residential building types similar to, other residential neighbourhoods under development in the City of Winnipeg.

- Policies in section 3.3.2 (Residential Density) provide that *the overall density of the plan area should be supportive of public transit (approximately seven dwelling units per acre)* (policy 3.3.2(a)), with higher density areas focused around larger and more active streets or nodes that are part of the public transit network (policy 3.3.2(b)). Seven dwelling units per acre is understood be a general overall minimum density for the Planning Area, with density expected to be somewhat higher.

- Based on policies in the Proposed Plan and supporting materials submitted by the Proponent, it is estimated that the area may eventually contain between 3,300 to 3,700 dwelling units at full build out. However, it should be noted that approximately 4,300 dwelling units would be possible if the eventual mix of dwelling types favoured more compact forms of development (ie. greater proportion of multi-family dwellings to single-family dwellings; smaller lots; etc). The Proposed Plan provides the flexibility necessary to accommodate a variety of future market demand scenarios.

Policy Designations

Lower-Density Residential Area

- The Lower-Density Residential Area covers a majority of the Planning Area.

- The predominant land use in the Lower-Density Residential Area is single-family detached homes. However, lower density multi-family uses (ie. duplexes, townhomes and rowhomes) are also permitted and are most likely to be developed along collector roads or adjacent to higher density residential areas to provide a transition to areas of lower density (ie. single family dwellings).

- Institutional and recreational uses are permitted within the Lower-Density Residential Area subject to policies specific to a school site (section 3.7) and community centre (section 3.8).

- Policy 3.1.3.2(d) requires that residential uses be properly buffered from when located adjacent to the CP Glenboro rail line through the use of setbacks, berms and/or fencing.

Mixed-Use Higher-Density Residential Area

- The Mixed-Use Higher Density Residential area provides the opportunity for higher density residential development to occur at strategic locations identified in the Planning Area. These include in proximity to the access to Sturgeon Access/Sturgeon Road, and the connection between collector streets in the west.

- Permitted land uses include townhomes, rowhomes, duplexes and apartment buildings (Policy 3.1.4.2(b)), along with neighbourhood commercial and institutional uses (ie schools and community centres).

- As provided in the City of Winnipeg Zoning Bylaw, neighbourhood commercial uses are typical of commercial uses located in neighbourhood mixed-use centres:

  The Commercial Neighbourhood (C1) district is intended to accommodate small, compact commercial uses within or surrounded by residential areas that are attractive and compatible in scale and character with surrounding residential uses, to serve the convenience needs of the surrounding neighbourhood. This district is not intended to accommodate businesses sized or designed to serve a trade area more than one-half mile from the business. C1 districts are generally located in Neighbourhood or Community mixed use centres or along Neighbourhood or Community mixed use corridors.

- Policy 3.1.4.2(c) allows for single-family dwellings to be considered in the Mixed-Use Higher-Density Residential Area *where determined to be compatible and appropriate.* It is understood that the intention is to allow for appropriate transitions to occur along the boundary with the Lower-Density Residential Area, and not to allow for the area to be developed at a lower density throughout.

- Transitions from the higher densities of the Mixed-Use Higher-Density Residential Area and the surrounding lower density areas are addressed by policy 3.1.4(d) which requires that the design and siting of development reflect massing and setbacks of the neighbouring lower-density development. Other policies provide design direction meant to encourage a comfortable pedestrian environment.

- A portion of the Planning Area, including the Mixed-Use Higher-Density Residential Area, falls within the *Airport Vicinity Protection Area Overlay 1 (AVPA).* The purpose of the AVPA is to minimize exposure of residential and other sensitive land uses to aircraft and their potential impacts, including noise. The AVPA is intended to protect the 24-hour operation of the Airport.

- The AVPA contains two overlay districts - Area 1 and Area 2 (See Figure 4 – AVPA Overlay Districts).

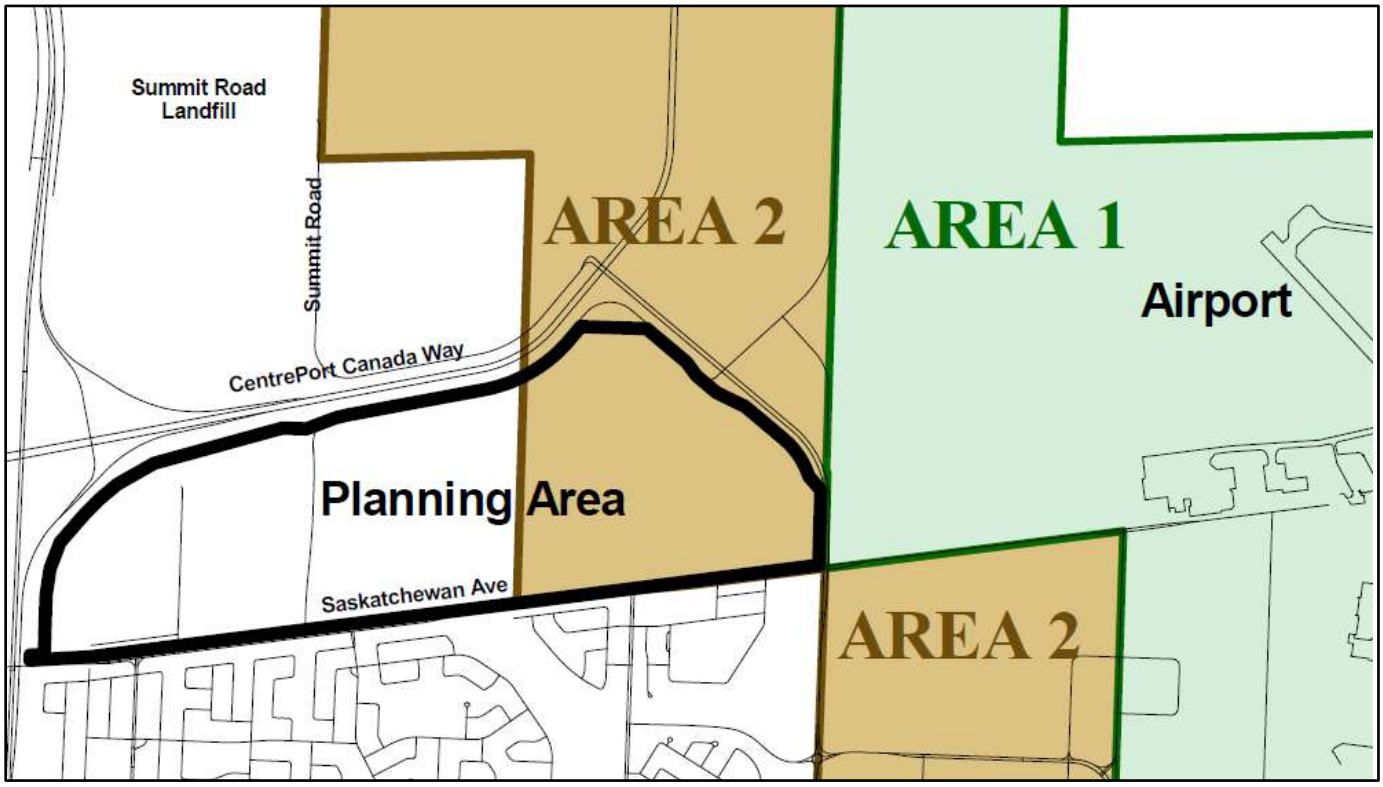


Figure 4 – AVPA Overlay Districts

- The AVPA severely restricts residential development in Area 1, in that no new residential development is permitted except replacement of existing dwellings if destroyed, and minor infilling as permitted by a conditional use.

- Residential development is permitted in Area 2 of the AVPA; however multi-family dwellings are only permitted to a density of 35 units per acre, unless approved for more dwelling units through the conditional use process.

- The density of the Mixed-Use Higher-Density Residential area located adjacent to Sturgeon Access/Sturgeon Road is limited to a maximum density of 35 dwelling units per acre, as per the *Airport Vicinity Protection Area Overlay 1.* The Proposed Plan recognizes this limitation in policy 4.4.2(b) which states:

  Development in the vicinity of the Winnipeg James Armstrong Richardson International Airport will respect the policies within the Airport Vicinity Development Plan.

- It should be noted that the *Airport Vicinity Protection Area Overlay 1* would apply within the Planning Area even in the absence of policy 4.4.2(b).

Commercial Mixed-Use

- The Commercial Mixed-Use policy area designation is located at the Planning Area access at Sturgeon Access/Sturgeon Road.

- The Commercial Mixed-Use policy area is similar to the Mixed-Use Higher-Density Residential Area; the difference being that commercial development is the predominant land use. In addition, commercial uses in the Mixed-Use Higher-Density Residential area are not limited to 'neighbourhood commercial'.

- It is understood that the boundary between the Commercial Mixed-Use area and the Mixed-Use Higher-Density Residential area adjacent to Sturgeon Access/Sturgeon Road is somewhat flexible. It is possible that this area is developed as a single development proposal, with commercial uses located closer to the Sturgeon Road access, with residential uses being more predominant farther way in the Mixed-Use Higher-Density Residential Area.

Park Space

- The Proposed Plan provides opportunities for passive and active recreation uses connected via a network of pathways. The area along either side of the Sturgeon Creek is identified on the land use map (see Figure 3) as 'Greenway' and identifies the general location of a 'Community Park' north of the collector street in the east portion of the Planning Area. The general location of the Community Park, along with the pedestrian and cycling network (see Figure 5), supports the objective of section 3.4.1 Parks (General Objective) to *establish park spaces throughout the neighbourhood with a focus on a community park space in a central and connected location*.

- Policy 3.4.2(j) provides that *approximately two thirds of park dedication should be directed to passive park spaced focusing on the greenway, existing mature tree stands, and linear park spaces. The remaining third should provide opportunities for active park facilities, such as sports fields.* It is worth noting that a mature stand of trees exists in the general location of the 'Community Park' which provides flexibility in the active/passive park space mix that may be developed at the 'Community Park' location.

- Policies in section 3.4.3 (Community Parks Policies) refer to the 'Community Park Space' as the 'central park space' and suggest that it is to provide opportunities for both active and passive recreation and leisure activities. For clarification of the scale and function of this important neighbourhood amenity, the Public Service recommends that policy 3.4.3(a) be reworded from:

  a) *A central park space should provide active recreation, passive recreation and/or leisure opportunities.*

  to

  a) *A central community scale park space should be provided as a hub for active recreation, passive recreation, community gathering and leisure opportunities.*

- The Public Service also recommends that the following policy be added under section 3.4.3 (Community Parks Policies) to provide clarity on the preferred location of the central park space:

d) The community scale park should be on at least one collector, and ideally in close proximity to transit and multi-use pedestrian and cycling networks to ensure ease of access by multiple modes of transportation.

- Section 3.1.1 (Residential Areas - General Objective) includes the following statement which is supported by the pedestrian and cycling network (See Figure 5 – Transportation Network):

  A combination of sidewalks adjacent to collector roadways, pedestrian and cycling routes, and public walkways and pathways within linear parks will be provided in the residential areas to create opportunities for recreational activity and connectivity



Figure 5: Transportation Network

- The pedestrian and cycling network provided in the Proposed Plan identifies pathway alignments which provide connections to all of the major features in the land use map. Pathways are provided along all collector roads with three connection points south of the Planning Area and one connection at Sturgeon Access/Sturgeon Road. The transportation network, and connection points at the boundary of the Planning Area, supports policy 4.2.2.6(a) (Pathways) which states:

  Pathways shall accommodate recreational uses, and form part of the pedestrian and cycling networks that facilitate linkages within and between neighbourhoods, and connect to the regional network.

- Policy 3.4.3(b) (Community Parks Policies) encourages linear parks to be established along the land drainage network. It is understood that the drainage network includes the greenway along Sturgeon Creek as well as any additional man-made drainage retention

ponds. While the Public Service is supportive of pathways along man-made retention ponds, parklands and pathways should be limited to no more than approximately one side. The Public Service recommends that the following policy be added to section 3.4.3 (Community Parks Policies):

e) Parkland and pathway provisions associated with stormwater retention/detention impoundments shall generally run along one side of the impoundment area.

- Section 3.4.3 (Community Parks Policies) includes policy related to linear park spaces adjacent to the land drainage network and the need to provide connections to the cycling and pedestrian network. The Public Service recommends that the heading of section 3.4.3 be renamed *Community, Linear and Neighbourhood Parks Policies* to more accurately reflect the content of section.

- Policy 3.4.3(c) provides direction for smaller neighbourhood parks to be established throughout the Planning Area to provide community gathering and play spaces. The Public Service is supportive of this policy but would like to ensure that such park spaces are accessible from a local street. The Public Service recommends that the following policy be added to section 3.4.3 (Community Parks Policies):

f) Neighbourhood parks shall be located on local streets.

Mature Tree Stands

- The Proposed Plan identifies mature tree stands existing within the Planning Area and includes policies aimed at preserving these stands whenever possible. However, it is understood that the existing tree stands are on private land and may have to be obtained by the City through the development application process in order to protect them (see Figure 6: Mature Tree Stands).



Figure 6: Mature Tree Stands

- Policy 3.5.2(c) encourages the preservation of treed areas to provide opportunities for cycling and pedestrian paths.

- A significantly sized tree stand (~24 acres) is adjacent to the general location of the 'community park'; however, a large portion of this tree stand is wetland, inter-dispersed with smaller patches of grassland and aspen forest. The larger treed area (~35 acres) in the western portion of the Planning Area is identified as oak forest, inter-dispersed with aspen forest.

- The quality of the existing treed areas will be assessed during the development application phase, and recommendations will be made related to the tree stands that the City will obtain through park dedication or purchase. Policy 3.5.2(a) provides the approach to be taken for assessing and protecting treed areas as follows:

  Development will endeavor to minimize negative impacts on the established tree cover, particularly on higher-quality stands, by maintaining existing trees, where possible. This may be accomplished by undertaking a quality assessment to determine whether mature stands can be incorporated into proposed developments.

Transportation

- The Proposed Plan provides a transportation system with connections to existing routes outside of the Planning Area. These connections include a major connection at Sturgeon Road/Sturgeon Access to the easts, as well as three connections across the railway tracks to Saskatchewan Avenue. The Proposed Plan identifies land requirements for future potential grade separated infrastructure at Sturgeon Access and CentrePort Canada Way, as well as Sturgeon Road and Saskatchewan Avenue (see Figure 7: Potential Interchange Property Requirements).



Figure 7: Potential Interchange Property Requirements

- The Proposed Plan includes existing and proposed railway crossings that align with north-south roads to the south. Proposed railway crossings will require the relocation of existing railway crossings. The 'alternative alignment' of the residential collector road identified in the Proposed Plan aligns with Cavalier Road to the south, and assumes that the developer is able to obtain land from Manitoba Hydro.

- It is understood that the alignment of the residential collector road is meant to be general and subject to adjustment and refinement. A detailed evaluation of the internal transportation network, including the alignment of the collector streets, will be undertaken during the development application phase. The Public Service recommends that the following policy be added to section 6.1.1 Staging and Phasing Policy for clarification:

  b) A detailed Transportation Impact Study may be required at each stage of Development including infrastructure recommendations as determined by the Director of Public Works

- Section 4.0 mentions the Rapid Transit connection from Downtown to the Airport as included in the 2011 Transportation Master Plan (TMP). This was described as a Rapid Transit "spur" connection in the 2011 TMP, and is no longer being included in the latest version of the TMP. The Public Service recommends that the the following sentence in section 4.0 Transportation be reworded from:

  The Transportation Master Plan (TMP), approved by City Council in November 2011, includes four key improvements to the regional transportation network within close proximity to the plan area:

  To

  The Transportation Master Plan (TMP), ~~approved by City Council in November 2011,~~ includes ~~four key~~ improvements to the regional transportation network within close proximity to the plan area:

And that the following bullet point be removed from section 4.0 Transportation:

- *A Rapid Transit connection from downtown to the Winnipeg James Armstrong Richardson International Airport (the Airport).*

- Transit provides bus services along collector roads. Policies in section 4.3.2 (Transit Routes and Stops Policies) provide that transit stops should be located in close proximity to higher-density and/or mixed-use areas (policy 4.3.2(b)) and that most housing should be within 400m of a public transit stop (policy 4.3.2(c)). Based on the alignment of the residential collector road presented in the Transportation Concept, it appears that these policies may be difficult to implement. For example, the higher density residential area in the north, adjacent to CentrePort Canada Way and Sturgeon Access, appears to be quite far removed from a collector road. It is therefore assumed that the collector road alignment is largely conceptual and subject to refinement at the development application stage.

Servicing

- Section 5.0 of the Proposed Plan contains polices related to municipal services and utilities. The pre-amble in section 5.2.1 (Objectives) states *the general area geology will influence the routing of services as the area features a relatively shallow depth to till and bedrock.* The implication of this is that the alignment of underground services as provided in the Proposed Plan may be altered to overcome limitations related to potential depth-to-bedrock issues. It is therefore understood that the 'Conceptual Servicing' provided in the Proposed Plan is conceptual and subject to change as various servicing designs progress.

- Policy 5.1.2(a) requires all new development in the Planning Area to be serviced by a full range of municipal services (ie. piped sewer, water and drainage with urban standard roadways). The policy includes an exception: additions and/or alterations to be made to existing buildings established prior to the adoption of the Proposed Plan, accessory buildings and some temporary uses. The Public Service understands that these 'exceptions' could only be undertaken after consideration by the City of Winnipeg. Accordingly, the Public Service recommends following alteration to policy 5.1.2 in the General Policies of the Municipal Services section:

  Reword the following policy in 5.1.2 General Policies (Municipal Services) from

  New development within the plan area shall be serviced by a full range of municipal services as defined in OurWinnipeg. Exceptions may include additions or alterations to existing buildings, the development of accessory buildings to established principal uses, and some temporary uses, as long as any of the aforementioned exceptions do not require an application identified under section 275(1) of the Charter. Existing buildings and established principal uses shall be considered established prior to the adoption of this By-Law.

  To

  New development within the plan area shall be serviced by a full range of municipal services as defined in OurWinnipeg. With permission from the City of Winnipeg, exceptions may include additions or alterations to existing buildings, the development of accessory buildings to established principal uses, and some temporary uses, as long as any of the aforementioned exceptions do not require an application identified

under section 275(1) of the Charter. Existing buildings and established principal uses shall be considered established prior to the adoption of this By-Law

- Regional sewer connections are not currently available to the Planning Area. Development with the Planning Area 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 planning areas of both the proposed Airport Area West Industrial Secondary Plan and the Proposed Plan.

- The Public Service recommends adding the following policy to section 5.1.2 General Policies (Municipal Services)
  f) Development in the plan area may not proceed without adequate regional servicing in operation, including but not limited to regional wastewater collection and treatment facilities.

- Estimated wastewater volumes generated from with the Planning Area were included in the design parameters of the *Airport Area West Regional Water and Wastewater Servicing Preliminary Engineering Study* (the 'Regional Servicing Study'). To ensure that future servicing of the Planning Area occurs in accordance with the servicing strategy envisioned in the Regional Servicing Study, the Public Service recommends adding the following policy to section 5.1.4 General Wastewater Collection System Policies
  b) Wastewater flows shall be directed to North End Sewage Treatment Plant

- Piped water connections are expected to be obtained from infrastructure south of the Planning Area and be designed in accordance with City of Winnipeg guidelines and standards (policy 5.1.3(a)).

- Land Drainage for the Planning Area will be directed to the Sturgeon Creek, with the precise locations and number of retention ponds determined at the development application stage.

- The Proposed Plan contains direction to discourage attracting large birds into the Planning Area, which is in general proximity to the airport. Policy 5.2.2(f) requires that stormwater retention ponds be naturalized as a deterrent to water fowl. In addition, the Proposed Plan also suggests that dry detention be considered. Dry detention areas have the potential to be used for active and passive recreation uses when dry. The Public Service recommends that consideration of dry detention facilities be clarified by rewording that Land Drainage Policy 5.2.2(d) from:

  Where possible, and with consideration for the safety of the public, dry detention areas should be developed to be useable for other recreation uses outside of storm events. This could include both passive and active uses.

  To

  Where possible, and conforming to the criteria set out in the City -UDI Task Group on Criteria for Stormwater Management, ~~and~~ with specific consideration for the safety of the public and functionality of proposed uses and amenities, dry detention ponds ~~should~~ may be developed to be usable for other recreational uses outside of storm events. This could include both passive and active uses.

- For reasons stated above, the Public Service also recommends that policy 5.2.2(e) be reworded from:

  e) Dry detention areas that provide opportunities for recreational use may be included in the calculation of parks dedication.

  To

  e) *Dry detention areas that ~~provide~~ are approved as providing opportunities for recreational use, per 5.2.2 d), may be ~~included for~~ eligible consideration as park dedication.*

Cost Sharing

- The Proposed Plan includes policies on cost sharing. Cost sharing arrangements may be included in development agreements at the development application stage. Policies in the Proposed Plan need to be carefully worded so as not to require agreements that are at the discretion of Council. As such, the Public Service recommends rewording the following policy in 6.2.2 (Cost Sharing Policies) from:

  b) Cost sharing arrangements will be required between developers/landowners for internal services if there are mutual benefits.

  To

  b) Development agreements with landowners may include a cost share for the provision of infrastructure within the Planning Area.

- The Public Service also recommends clarifying the following policy in 6.2.2 (Cost Sharing Policies) by rewording from:

  g) Unless there is external benefit, the installation and costs of the internal services of each subdivision area shall be the responsibility of the developer/landowner, including local streets, local wastewater sewers, watermains and land drainage sewers

  To

  g) The installation and costs of the internal services of each subdivision area shall be the responsibility of the developer/landowner including but not limited to local streets, local wastewater sewers, watermains and land drainage sewers.

ALIGNMENT WITH OURWINNIPEG AND COMPLETE COMMUNITIES

- *OurWinnipeg* identifies the Planning Area as falling within the Airport Area (see Figure 8: *OurWinnipeg* Area Structure Map).

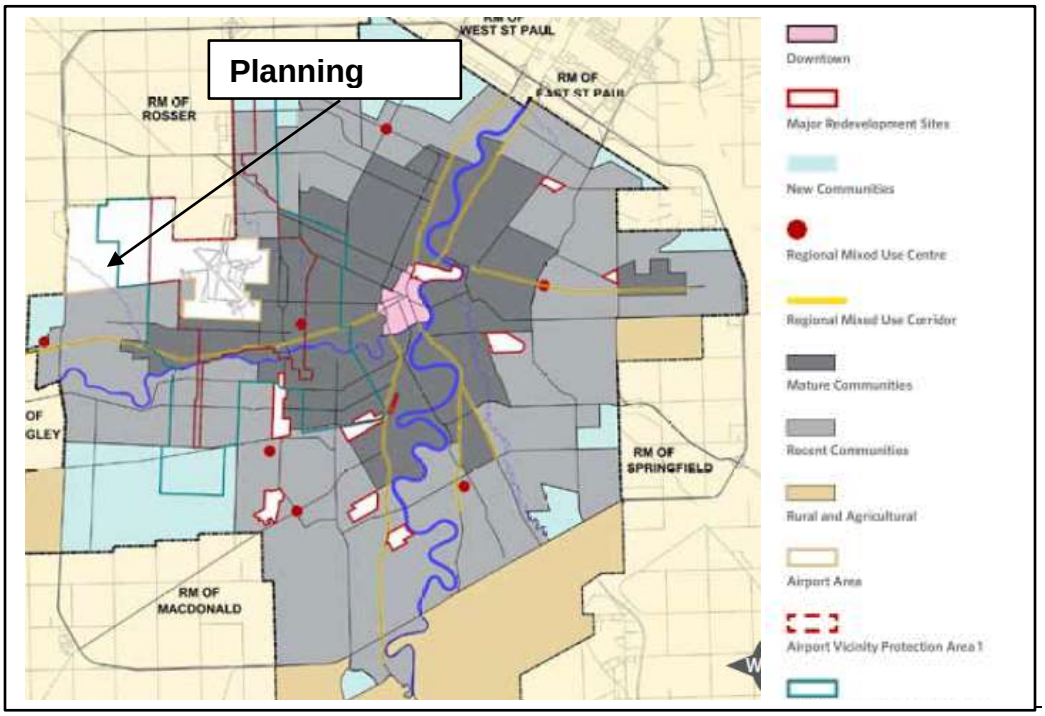


Figure 8: *OurWinnipeg* Area Structure Map

- Figure 09a of *Complete Communities* identifies the Planning Area as *Airport Area* (See Figure 9 – *Complete Communities* Airport Area)

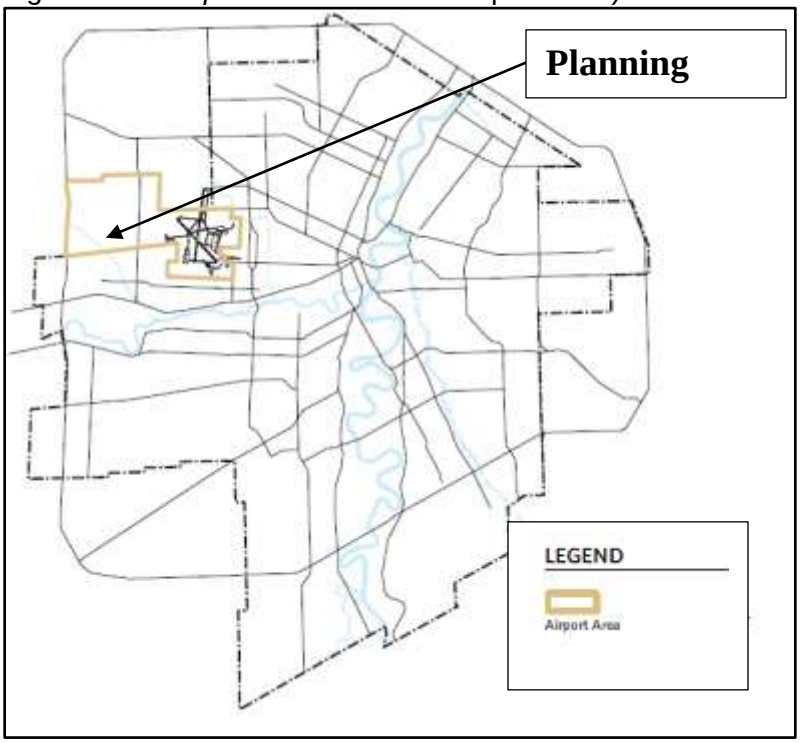


Figure 9: *Complete Communities* Airport Area

- Direction 1 – Support the 24-hour status of airport operations and airport related activities by working with the Winnipeg Airports Authority and all stakeholders
    - Key Direction: In order to maintain compatible land use relationships, regulate land use and building regulations for all those neighbourhoods or portions thereof significantly affected by airport related noise through:
        - The Airport Vicinity Development Plan By-law 6378/94
        - Airport Vicinity Protection Area Planned Development Overlay

- Direction 2 – Collaborate with the Winnipeg Airports Authority on initiatives that capitalize on the airport's capacity to generate strategic economic development.
    - Key Direction: Work with the WAA and partners in the realization of the Airport Area as a major centre for goods distribution and manufacturing and airport related commercia/employment activity, as well as the possible introduction of limited residential development, where appropriate.

- The Proposed Plan conforms with the key directions of section 09 in *Complete Communities* in the following ways:
    - The proposed land uses are supported by the Airport Vicinity Protection Area Planned Development Overlay as per Direction 1
    - The key direction under Direction 2 provides for *the possible introduction of limited residential development, where appropriate.*

- When *Complete Communities* was adopted, it was not clear where residential development would be appropriate within the Airport Area. With the establishment of CentrePort Canada Way, it is evident that the appropriate location for residential development is south of CentrePort Canada Way, which provides a natural separation from industrial development to the north.

CONCLUSION:

- The Proposed Plan conforms with *OurWinnipeg* and the *Complete Communities Direction Strategy*
- The Proposed Plan provides for development consistent with the *Airport Vicinity Protection Area Overlay 1.*
- The Proposed Plan provides for the orderly development of an appropriately located residential neighbourhood with residential and commercial uses consistent with other similar developments in the City of Winnipeg. Policies of the Proposed Plan ensure that development is sensitive to the features (ie mature tree stands, Sturgeon Creek) and context of the area (ie Airport, CP Glenboro).
- Development of the Planning Area requires a full range of municipal services and may only begin once regional services have been established for the larger area west of the airport.
- Alterations to the Proposed Plan, recommended by the Public Service, address issues related to park provision, land drainage, waste water and cost sharing.

- Adoption of the Proposed Plan would provide for the orderly development of the Planning Area.

RECOMMENDATIONS:

1. That the Airport Area West Residential Area Secondary Plan By-law No. 85/2016 (the "By-law") be amended in accordance with Attachment "D" of the Administrative Report.
2. That Council give second and third reading to the By-law, as amended.
3. That the proper officers of the City be authorized to do all things necessary to implement the intent of the foregoing.