March 15th, 2024

To: City of Winnipeg
Planning, Property and Development Department
Zoning and Permits Branch
Unit 31 - 30 Fort Street
Winnipeg, Manitoba R3C 4X7

Attention: City of Winnipeg Zoning Administrator

RE: **SPA APPLICATION**
ALL THAT PORTION OF THE SW 1/4 OF SECTION 36-11-2 EPM
WHICH LIES NORTHWEST OF THE NORTHWESTERN LIMIT OF THE RIGHT-OF WAY OF THE CANADIAN PACIFIC RAILWAY PLAN 2444 WLTO
EXC CANADIAN PACIFIC RAILWAY RIGHT OF WAY PLAN 371 WLTO
Title Number: 3136887/1

Dear Recipient,

Landmark Planning & Design Inc. is pleased to submit this SPA application on behalf of Jefferson Heights Development Inc. This application relates to a **proposed *Complete Communities Direction Strategy 2.0* amendment to change the boundaries of Precinct 'B' and Precinct 'C'**, in northwest Winnipeg. The subject site is currently vacant, it encompasses approximately 48.3 acres (19.5 ha), and it is located in the southwest portion of Precinct 'B', immediately north of Precinct 'C' (Waterford Green – see Figure 1). We are seeking to re-designate a portion of the subject lands from Precinct 'B' to Precinct 'C' policy area as the development of Precinct 'B' is not considered an imminent priority. This re-designation would allow to accommodate the potential development of 236 single family lots and one multi-family parcel within a shorter timeframe.

In order to accommodate this potential development, the project team would have to go through the following planning process:

1. A *Complete Communities 2.0* (Secondary Plan) amendment;
2. Converting the *Waterford Green Precinct Plan* to a Secondary Plan By-law and adding the subject site; and
3. A subdivision and rezoning application (DASZ).

The purpose of this application is to amend *Complete Communities 2.0* to modify a section of the northern boundary of Precinct 'C' to allow a northern extension of the Waterford Green neighbourhood.

Based on our planning analysis, we suggest the site is well-suited for the re-designation to Precinct 'C' for several reasons:

- The proposal is consistent with the policies and objectives of *OurWinnipeg 2045* and *Complete Communities 2.0*;
- There is an increasing demand for residential units in the area and not enough supply to alleviate this pressure (see **section 2**). Precinct 'B' boasts a strategic location in relation to employment lands;
- Precinct 'B' boundaries do not respond to any specific conditions anymore. The Subject Lands are not impacted by the Chief Peguis Trail Extension as the proposed alignment has changed;
- The subject property is currently un-serviced, but Precinct 'C' has enough capacity to provide a full range of municipal services to the subject site (see **Section 3 – Servicing Study**);
- The proposed development is comparable in massing, building height, and appropriate open space areas to the nearby context of single-family houses in Precinct 'C' (south to Jefferson Ave, and along King Edward St); and,
- The proposed re-designation would benefit the Waterford Green Precinct by promoting economic activity, increasing servicing infrastructure efficiency, providing improvements to the public realm, and extending the green network across connecting neighbourhoods.

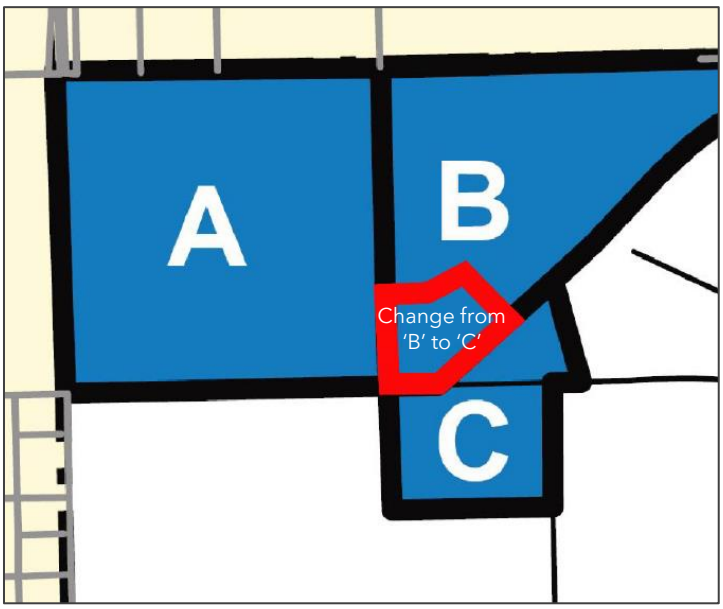

Figure 1: Precincts A, B and C in previous Complete Communities (Subject Site highlighted in red).

1. POLICY CONTEXT

OurWinnipeg 2045 and Complete Communities 2.0

OurWinnipeg 2045 (OW) is the overall Development Plan for the City of Winnipeg. Every piece of land in the City is designated for some form of land use. The subject site is located within the "New Communities Policy Area" under the *Complete Communities 2.0 Direction Strategy (CC)* (see **Figure 2**). Some of the policies that guide land use and development in this area include the following:

- New Communities are defined as large undeveloped land areas identified for future urban development that are not currently served by a full range of municipal services.
- Designated precincts within New Communities are required to have secondary plans, to ensure these areas are developed as complete and connected communities from the outset and that they are available to accommodate growth.

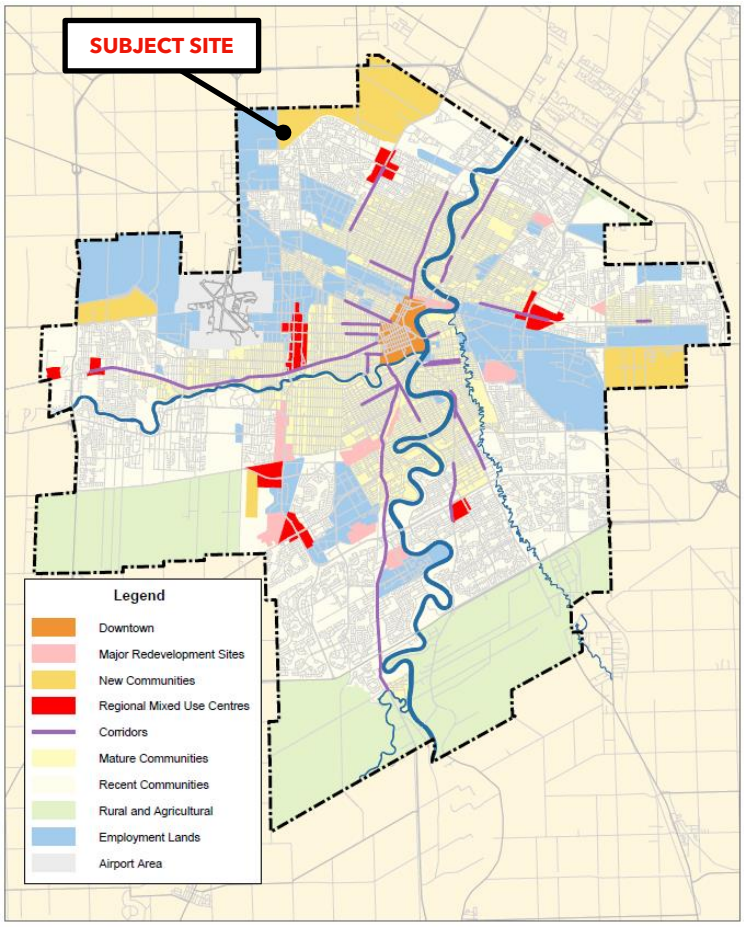

Figure 2: Complete Communities 2.0 Urban Structure Map

According to *CCDS 2.0 policies (B1-s4)*, Precinct 'B' is identified as "Short-to-medium Tier 4", meaning it would not be considered for a planning exercise until plans have been initiated on lower tier lands (Greenfield Phasing Map – see **Figure 3**).

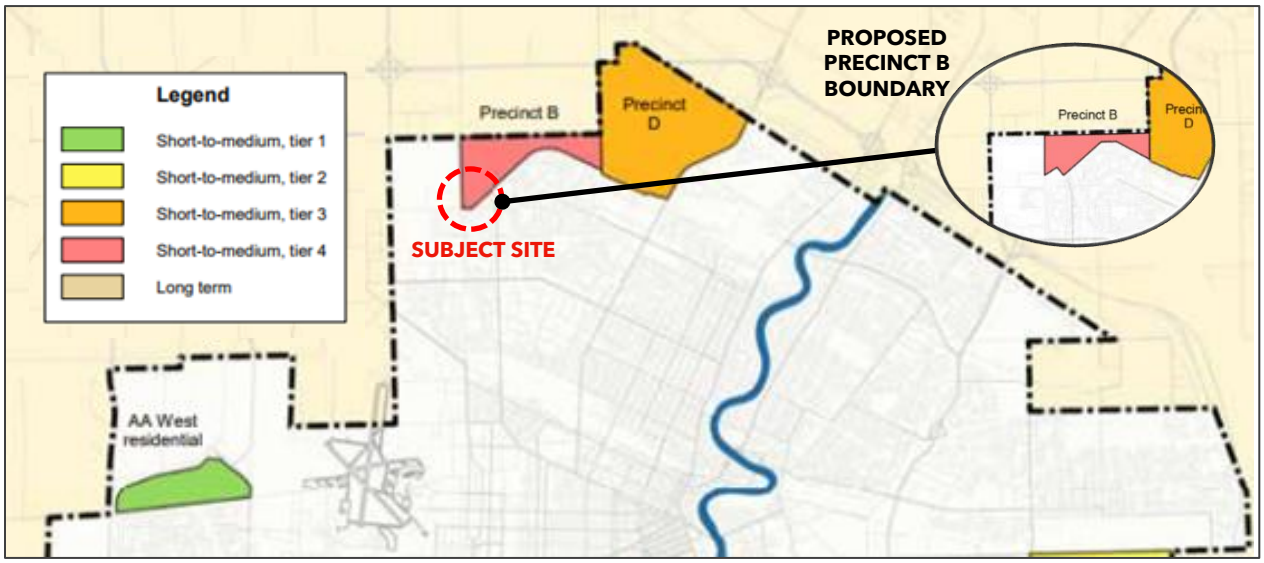

Figure 3: Complete Communities Direction Strategy 2.0 - Greenfield Phasing Map.

A proposal to change the subject site boundaries from Precinct 'B' to Precinct 'C' to accommodate development within a shorter timeframe is supported by the following *CCDS 2.0* policies – **Deviating from the greenfield phasing plan**:

4.9 Notwithstanding Policy 4.3, the City may deviate from the greenfield phasing plan with regards to the provision of capital infrastructure and local area plans where:

a. The proposal is in alignment with updated City infrastructure priorities.
b. Technical limitations prevent higher priority sites from proceeding.

4.10 In addition to Policy 4.9, the following considerations should be weighed by the City of when evaluating proposals that deviate from the greenfield phasing plan:

a. Requirements for City funded growth-enabling and growth-supportive infrastructure and its costs relative to those of alternative greenfield sites, as well as the City's ability to finance this infrastructure.
b. The site's readiness for development, including the scope of the site's remaining enabling work.
c. The sequencing of linear infrastructure extensions.
d. How the proposal will promote a reasonably equitable distribution of vacant serviced greenfield land between different City quadrants;

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e. The extend to which the site promotes Complete Communities principles, including but not limited to its proximity to employment, its ability to leverage existing capacities of nearby schools, and its ability to promote sustainable modes of transportation, relative to other alternative greenfield sites.

Due to its location at the southern boundary of Precinct 'B', the Subject Site can be serviced through existing capacity within Precinct 'C'. A Stantec Consulting report (see attached) provides details on the servicing components of water, wastewater and land drainage for the Subject Site. Therefore, no capital investment would be required from the City.

The proposed re-designation and development of the site promotes *Complete Communities* principles, including but not limited to:

- Proximity to employment and opportunities for sustainable modes of transportation. Access to general industrial lands through Dr Jose Rizal Way and Keewatin St in approximately 3km (5-min drive or 25-min bus ride), such as the Inkster Industrial Park to the east and the North Inkster Industrial Park to the west.
- Proximity to commercial uses and amenities within walking distance.
- Maximized walking connections within and between adjacent neighbourhoods.
- Direct and efficient vehicular and active transportation connections to adjacent neighbourhoods. An off-street bicycle pathway connecting Precincts 'B' and 'C' has been proposed (Proposed Bikeway Network - see **Figure 4**).
- Areas well served by parks, open spaces, and recreational facilities that contribute to sustainability, wellness, and active living.
- The sequencing of linear infrastructure extensions from Precinct 'C'.

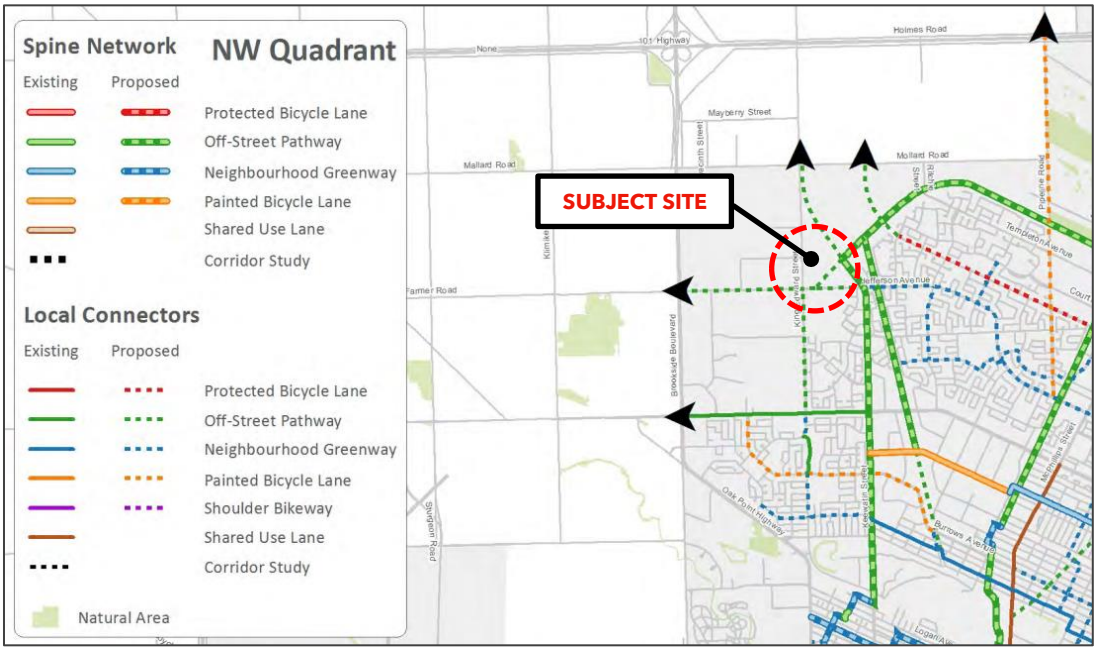

Figure 4: Proposed Bikeway Network – NW.

Furthermore, there is no physical feature defining the boundary between Precincts B and C anymore. This boundary was initially drawn based on the planned extension of Chief Peguis Trail, but this planned route has since changed (see **Figure 5**). As such, this boundary is no longer relevant. We therefore suggest that determining the boundaries of Precinct 'B'/Precinct 'C' based on servicing capacity is the most relevant, as there is not a firm geographic feature to serve as a boundary. The current boundary constricts the supply of serviceable lands south of the new planned route.



Figure 5: Subject Site in context of the planned Chief Peguis Trail Extension.

Overall, the proposed re-designation of the subject lands to Precinct 'C' would contribute to build a complete community that is walkable, bikeable, and transit-oriented by providing strong connections to transit, recreational facilities, commercial amenities, and between adjacent neighbourhoods. Figure 6 conceptually illustrates the proposed amendment to Precinct 'C' Policy Map. The proposed plan deviation would allow for additional housing supply in this fast-growing area of the city of Winnipeg. The following section will demonstrate that a demand for additional single-family housing exists in this area, which could be satisfied in part by this amendment while maintaining the intent of the plan.

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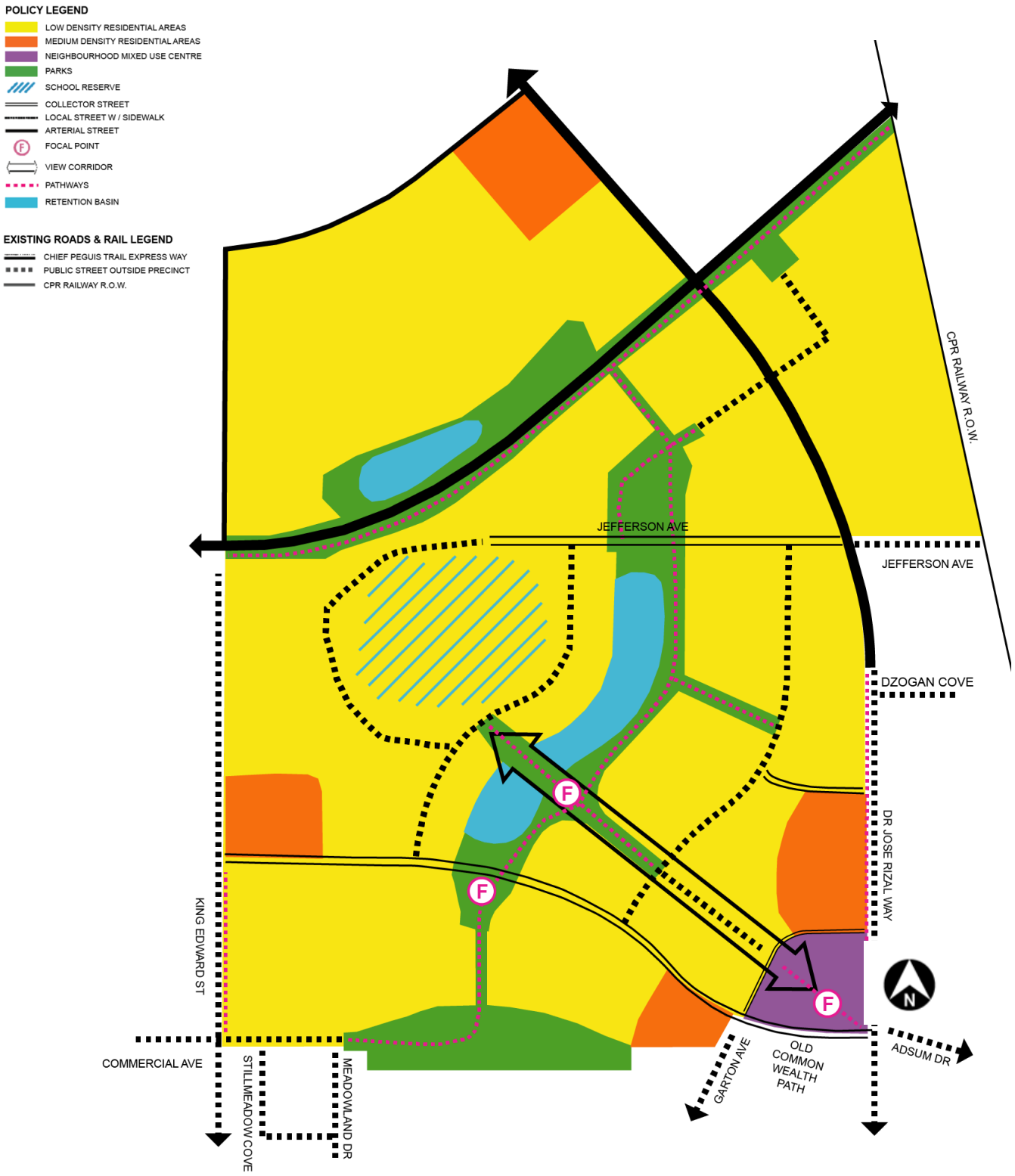

Figure 6: Conceptual Precinct 'C' Policy Map

2. SUPPLY AND DEMAND ANALYSIS

Development Permits and Population Growth

The Subject Site is within the Lord Selkirk-West Kildonan (LSWK) neighbourhood. In this area, residential permit approvals and single-family units constructed have both declined over the past decade. While individual years have fluctuated between growth and decline, annual permit approvals for this area since 2009 have declined 23.4%.

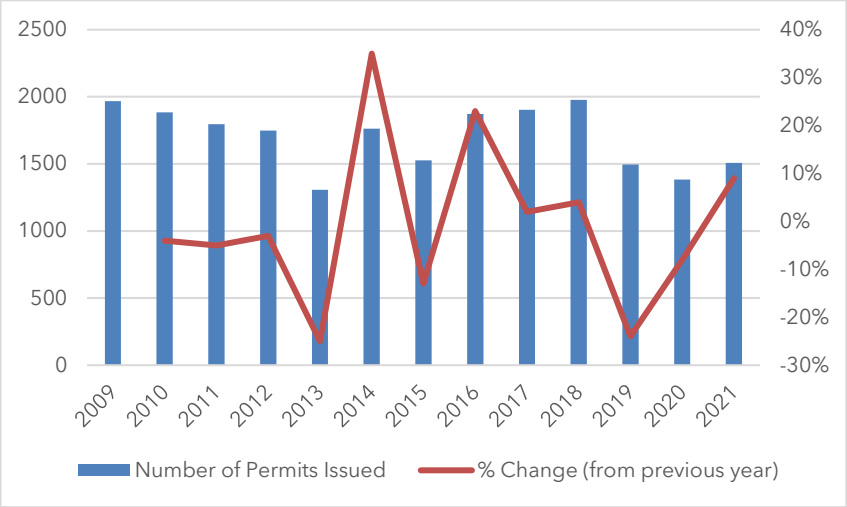

Figure 7: LSWK Residential Permits Issued, 2009-2021.

Similarly, the number of single-family units constructed annually in this area has declined 27.3% from 2009 to 2021. This number steadily grew from 2009 to 2017, but since 2017 has declined by nearly half (44.8%).

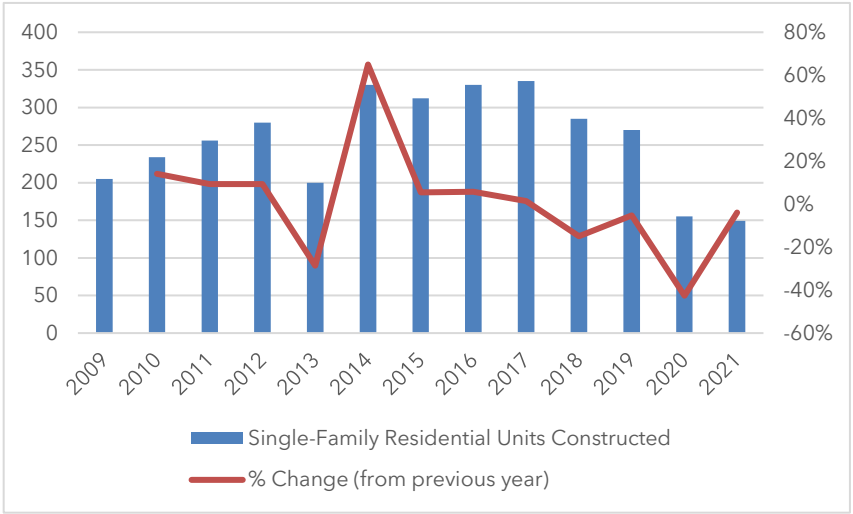

Figure 8: LSWK Single-Family Residential Units Constructed, 2009-2021

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The northwest area of the city has been rapidly growing in recent years. The area surrounding the Subjects Site is growing particularly fast. As of 2021, this census tract has a population of 9,776 people. During the most recent census period (2016 to 2021), the population of this census tract increased by 4,301 people, or 78.6%. This rate has gone up dramatically over the past 15 years. The census tract grew 7.4% (292 people) from 2006 to 2011 and 29.8% (1,257 people) from 2011 to 2016. Altogether, the population in this area has increased 149% since 2006. This growth is producing demand for housing that will likely exceed currently planned development. The proposed amendment would help alleviate this concern.

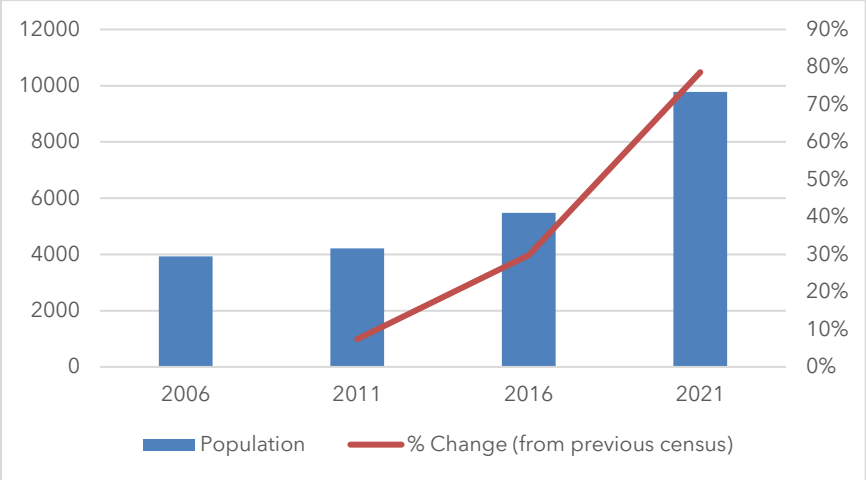

Figure 9: Population of Subject Site Census Tract 6020051.01 (2006-2021)

Planning Considerations

The goal of the proposed *Complete Communities* amendment is to make use of already serviceable land to support housing supply in a rapidly growing area of the City of Winnipeg. The existing precinct boundaries in this area were designed based on the planned extension of Chief Peguis Trail. However, this extension is now planned along a new route further north.

Growth enabling infrastructure, including the Chief Peguis Trail, is anticipated to be developed from east to west, beginning with Precinct D. However, the Subject Site in question can be serviced within the existing capacity of Precinct C. In the absence of any physical barrier between Precinct C and the Subject Site, the boundaries for short-term versus long-term development should instead be guided by the serviceability of available lands.

The owner of the Subject Site submitted a Pre-Application (No. 20-189643 PA) regarding a larger portion of lands in this area. Feedback from the City of Winnipeg at that time raised concerns around water and waste servicing, City capital investment, and precinct planning. Water and waste servicing is not a concern for the Subject Site, as development here can be tied into Precinct C as an extension of the Waterford Green neighbourhood. This system

currently has additional capacity that can accommodate this new development (see **section 3**). As such, the servicing of the Subject Site would require no additional capital investment from the City of Winnipeg. Likewise, the development of the Subject Site would tie into planned road extensions, with interior roads constructed by the developer at no cost to the City of Winnipeg.

The planning concerns for this amendment during the pre-application stage largely revolved around maintaining the intent of the precinct planning process. Transferring the Subject Site from Precinct B to Precinct C affects a very small land area, and this area is a natural extension of the existing Waterford Green neighbourhood. This amendment does not undermine the intention to reserve Precinct B land for later development, but rather capitalizes on an opportunity to use existing servicing capacity to its fullest extent. Population and permit data show that there will continue to be demand for housing in this neighbourhood. This amendment offers a cost-effective means to meet that demand through the efficient use of existing resources.

3. DUE DILIGENCE

City of Winnipeg

The project team worked closely with City of Winnipeg departments to gain insight and understand any potential concerns with the proposed *Complete Communities* amendment.

A pre-application was submitted in September 2020, proposing to amend Precinct 'B' boundaries such that a portion of the Owner's land would be re-designated to Precinct 'C' policy area. The Planning, Property and Development Department provided comments related to orderly development and servicing to the project team in their preliminary feedback, which we were then able to analyse and address:

- Precinct 'B' identified to accommodate for the future Chief Peguis Trail Extension (CPTE) project. This extension proposal has now been re-aligned to the north of the subject site (see **Figure 5**).
- Water and Waste Department noted the proposal would impact the existing land drainage systems and additional info would be required. Revisions to the Waterford Heights Municipal Servicing Brief have now been completed demonstrating that the proposed storm drainage system will not negatively impact the downstream storm drainage system (see **Servicing Brief attached**).

- Public Service will not support the proposed amendment if City capital investment is required. The attached Servicing Brief concludes no capital investment would be required from the City.
- Development occurring in only a portion of the Precinct 'B' area may compromise the orderly development of a complete community for the remainder of the Precinct 'B' area. This proposal does not attempt to plan for a section of Precinct 'B', but to rationalize the boundary of Precinct 'C'.
- The City's supply of vacant serviced greenfield land was already between 9-10 years in January 2020. OW looks to ensure supply of developable land is well distributed in terms of geography and scale to ensure a competitive market. Section 2 shows there is demand in the area, the market requires more supply.
- Public Works Department requires a Transportation Impact Study. A TIS has been completed and submitted to Public Works for review. The TIS did not identify any major concerns that could not be addressed by the project team.
- The Parks Planner noted that the previous proposed park configuration would not meet dedication obligation nor park space requirements. This concern has been addressed by proposing 8% (3.55ac) of land dedication as park space (see **Figure 13**) combined with a 2% (0.9ac) of land in-lieu.

Terms of Reference

The City of Winnipeg entered into a Terms of Reference with the landowner in December 2023 to facilitate the conversion of the existing *Waterford Green Precinct Plan* into a Secondary Plan By-law. The overall intent, goals and policies of the existing *Waterford Green Precinct Plan* will not be changed as a result of this process. Please see **Terms of Reference attached** for further details.

Servicing Study

Stantec was retained to conduct a Site Servicing Study for the proposal. They consulted with the City of Winnipeg's Water and Waste Department to address water, wastewater, and land drainage for the proposed subdivision. The following were determined by the Study (full report attached to this application):

Precinct 'C' has enough capacity to provide a full range of municipal services to the proposed development.

Water Servicing: The water system will have external feed points located at: Dr. Jose Rizal Way & Water Ridge Path off a 300m watermain stub; and on Jefferson Avenue, approximately 145m

east of King Edward Street off a 250mm watermain. The subdivision will be responsible for installing all internal watermains.

Wastewater Servicing: Waterford Heights is located in the Northwest System "1" of the North End Interceptor Sewer District. Its wastewater sewer system is designed to flow through proposed internal wastewater sewers and tie into the existing wastewater sewers on either Dr. Jose Rizal Way or King Edward Street. The sewage will then flow south through those existing pipes and into the existing Interceptor Sewers that flow easterly and are eventually directed to the existing North End Pollution Control Centre.

Land Drainage: The development will contain a naturalized retention pond with a normal water level area of 0.8 ha. The retention pond will store and attenuate runoff from the development, the lands between existing Waterford Green Subdivision & proposed Waterford Heights and approximately 15m of land fronting the east side of the proposed Dr. Jose Rizal Way extension. Approximately 19.5 ha from within the development and 2.0 ha from the lands between existing Waterford Green Subdivision & proposed Waterford Heights and approximately 15m of land fronting the east side of the proposed Dr. Jose Rizal Way extension will drain to the proposed Waterford Heights retention pond. The proposed retention pond will drain through a series of proposed interconnecting pipes and existing land drainage sewer pipes to the existing Waterford Green Pond System.

Traffic Impact Study

Stantec was retained to conduct a Traffic Impact Study for the proposal, in order to assess the traffic volumes that could be generated by this potential development, and the road improvements required to accommodate these volumes. The following were determined by the Study (full report attached to this application):

- Traffic signal warrant analyses found that traffic signals were not warranted at Jefferson Avenue and Dr. Jose Rizal Way due to side street traffic volumes.
- Dr. Jose Rizal Way requires an extension consisting of two lanes of a future four lane cross section with multi use path between the current road terminal to the new development access.
- King Edward Street requires improvements from Jefferson Avenue to new development access. Full urban section with sidewalks and utilities is suggested.
- A new access from Jefferson Avenue needs to be created to provide access to the development. A pedestrian crossing of Jefferson Avenue to facilitate development of a safe route to school is recommended at or near this intersection.
- The extension of the collector to the proposed future Stefanik Avenue extension can be deferred until completion of the extension.

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4. PUBLIC CONSULTATION AND STAKEHOLDER ENGAGEMENT

The project team is undertaking a thorough public engagement process as part of the Secondary Plan (*CCDS 2.0*) Amendment application process for the subject site and prior to the public hearing. As shown in **Figure 10**, the project team is conducting two rounds of engagement with residents in the neighbourhood, businesses, and other stakeholders impacted by this proposal.

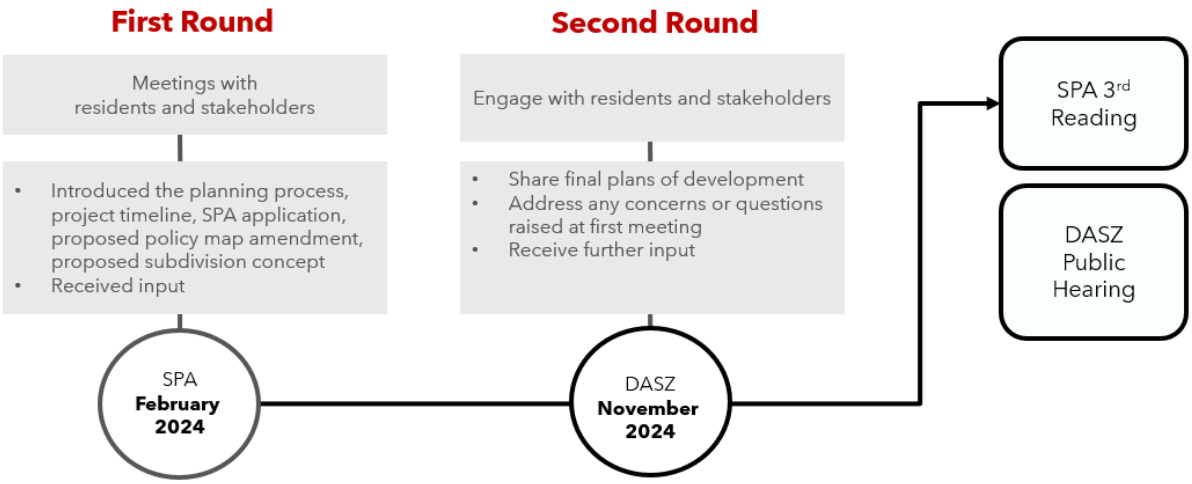

Figure 10: Public Engagement Timeline

Figure 11 illustrates the notification area. Stakeholders in the immediate vicinity of the project received direct notification via mailed notices. In Round 2, email notifications will be also sent to residents who attended the previous meeting and provided their contact information.



Figure 11: Notification Area Map

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An advertisement (see **Figure 12**) was placed in the *Winnipeg Free Press Community Review – East* and *West* newspapers for Round 1.

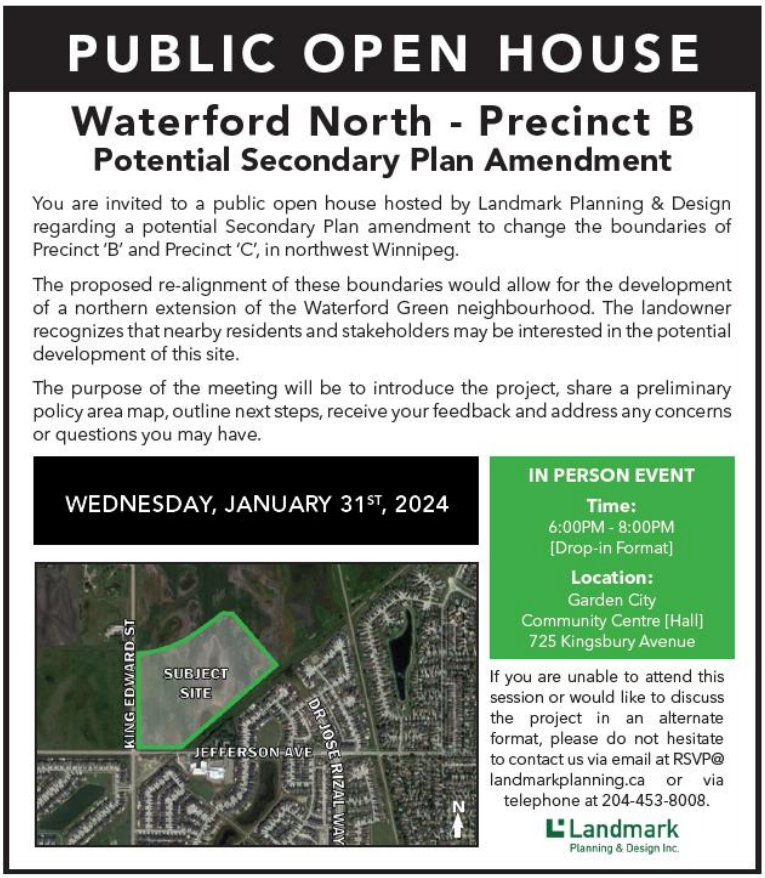

Figure 12: Newspaper Ad

The first round of engagement consisted of an in-person open house (January 31st, 2024 – 6:00 to 8:00PM). At this meeting, the project team introduced the project and the planning process to stakeholders, shared preliminary subdivision concepts, and outlined anticipated next steps. We also sought residents' input and provided responses to any concerns or questions from attendees.

A few key concerns were raised by participants related to:

- Lot size and housing type;
- Traffic impacts in relation to the adjacent school property; and
- Green areas and landscaping.

Addressing Feedback

A few key concerns were raised by nearby residents and stakeholders during the engagement process. The table below outlines what we heard and how the project team considered and addressed feedback:

Concern / Topic	Response
Lot size and Housing type	• Some stakeholders expressed concerns about proposed lot sizes and potential house size. • Some stakeholders also expressed support regarding the proposed housing mix being predominantly single-family houses. • The presented subdivision concept is preliminary at this stage, lot sizing may change throughout the planning process.
Traffic	• Some stakeholders expressed concerns about increased traffic in relation to neighbourhood access and school traffic dynamics. • A traffic study has been completed and included as part of this application. The study provides recommendations to mitigate traffic impacts in relation to access, intersections, and pedestrian accommodations. See **Traffic Study** section for details.
Green Areas and landscaping	• Some stakeholders expressed desire to see new green areas in the neighbourhood. • Some stakeholders expressed concerns regarding intense use of tall grasses as a landscaping approach around pond areas. • Some stakeholders expressed concerns regarding fencing types and façade styles. • The proposed subdivision concept incorporates a greenspace within the proposed development. However, this concept is preliminary at this stage and subject to change. Landscaping elements have not been defined at this early stage of the planning process.

5. POLICY MAP AND SUBDIVISION CONCEPT

Based on the results of our preliminary due diligence, City of Winnipeg consultation, and best practice, the project team prepared a preferred subdivision concept (see **Figure 13**). The proposed subdivision concept includes:

- A total area of 48.3 acres;
- 236 single-family lots;
- 1 multi-family parcel; and
- Public Reserve land dedication for active and passive recreation.



Figure 13: Proposed Subdivision Concept

6. OBSERVATIONS

The Project Team has identified the following *CCDS 2.0* elements that could be impacted by the proposed precinct boundary amendment (to be determined by the City of Winnipeg):

- Map of Greenfield Phasing
- Map of Precincts
- Map of Secondary Plan Areas

7. CRITICAL PATH

The Project Team has identified the following sequence and critical path that is anticipated to be followed for this application to proceed:

1. File *Complete Communities Direction Strategy 2.0* (Secondary Plan) Amendment – EPC Hearing (Summer 2024);
2. Convert *Waterford Green Precinct Plan* (Secondary Plan) to a Secondary Plan By-law and add Subject Site into its boundaries - Community Committee Meeting (Autumn 2024); and
3. File Development Application for Subdivision and Rezoning (DASZ) of the Subject Site – Community Committee (Autumn 2024).

In conclusion, based on the extensive due diligence completed by the project team, we believe we have been able to minimize any potential negative impacts while maximizing the benefits. The project team has addressed input and feedback from City of Winnipeg departments, resulting in changes to the design throughout the planning and design process. Our proposal will help to meet the housing demand in the neighbourhood through the efficient use of existing resources.

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8. APPLICATION DOCUMENTATION

We have enclosed seven (7) copies of each of the following application materials:

- Current Status of Title
  - 3136887/1
- Letter of Intent
- Letter of Authorization (Jefferson Heights Development Inc.)
- Terms of Reference
- Title Plot
- Proposed Policy Map amendment
- Subdivision Plan
- Servicing report prepared by Stantec
- Traffic Impact Study prepared by Stantec

If you have any questions or require additional information, please contact the undersigned at 204-453-8008. We thank you for your consideration and we look forward to meeting with City of Winnipeg representatives on this file.

Sincerely,



Jeff Pratte, RPP, MCIP
Landmark Planning & Design Inc.

CC: Simi Jerez - City of Winnipeg – Lord Selkirk West Kildonan District Planner
Evan Allan **–** City of Winnipeg – Long Range Planning
Jaskern Kalar – President, Exemplar Developments Inc.
Jasmail Singh Sran – Director, Jefferson Heights Development Inc.
Carolina Herrera – Jr. Planner, Landmark Planning & Design Inc.

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