

# West St. Paul Employment Lands Secondary Plan



*Lombard North Group*

April 2011

**SELKIRK AND DISTRICT PLANNING AREA  
WEST ST PAUL EMPLOYMENT LANDS SECONDARY PLAN  
BY-LAW NO. -2011**

**BEING** a By-Law of the Selkirk and District Planning Area to adopt a Secondary Plan

**WHEREAS** Part 4, Division 2, Section 63(1) of The Planning Act, Chapter P80, of the Continuing Consolidation of the Statutes of Manitoba, provides for the preparation and adoption of a Secondary Plan;

**AND WHEREAS** pursuant to the provisions of Section 51 of the Act the Minister of Intergovernmental Affairs and Trade approved the District Development Plan By-law No. 122-97;

**AND WHEREAS** it is deemed necessary and expedient to adopt the West St Paul Employment Lands Secondary Plan for the Selkirk and District Planning Area;

**NOW THEREFORE** the Board of the Selkirk and District Planning Area, in meeting duly assembled, enacts as follows:

1. **THAT** the Secondary Plan attached hereto this by-law is hereby adopted and shall be known as the West St. Paul Employment Lands Secondary Plan.
2. **THAT** the Secondary Plan shall take force and effect on the date of third reading of this By-Law.

**DONE, PASSED AND ENACTED** by the Board of the Selkirk and District Planning Area duly assembled this \_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_.

The Selkirk and District Planning Area Board

\_\_\_\_\_  
Chairman

\_\_\_\_\_  
Secretary-Treasurer

Read a first time this \_\_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_.  
Read a second time this \_\_\_\_\_ day of \_\_\_\_\_, 20 \_\_\_\_.

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# West St. Paul Employment Lands Secondary Plan

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## 1.0 INTRODUCTION

Over the past five years the Capital Region has experienced the strongest population growth than in the past 25 years. The Conference Board of Canada expects to see continued robust growth within the Capital Region and projects an increase of 180,000 people over the next 20 years. Providing a sufficient supply and range in the type and location of employment lands will be essential to meet the current and future needs of new employers. The West St. Paul Employment Lands Secondary Plan is intended to ensure an adequate supply of employment land to support local and regional economic development potential and to ensure that it is developed and maintained in a cost effective and sustainable manner, while being able to meet the changing economic conditions of the future.

The Plan recognizes the real competitive advantage lies in integrating the urban and rural economies and building policy initiatives that support and inter-connect local and senior government plans, that promote growth in economic clusters, that are competitive with other development clusters in Canada, and that bring investment and wealth to the Winnipeg Capital Region, including:

- Well educated and skilled work force;
- Innovation;
- Access to financial capital;
- Adequate infrastructure (including communication networks);
- A dynamic and supportive business climate; and
- Quality of life advantages equally accessible to individuals and families.

## 1.1 Area Location

The West St. Paul Employment Lands are located on the southern boundary of the Rural Municipality of West St. Paul at Emes Road and McPhillips Street (PTH #8), and is bordered on the west and north by the Perimeter Highway (PTH #1). The West St. Paul Employment Lands plan area is illustrated in the Policy Area Context Map and consists of approximately 309.7 acres. The subject lands reflect the historical river lot land holding pattern and are currently owned by multiple land owners, including the Municipality of West St. Paul (see Reference Map #3 - Current Property Ownership).

## 1.2 Planning Framework

The West St. Paul Employment Lands Secondary Plan will guide the future development of the existing business park. The Secondary Plan is prepared in accordance with Section 63 of The Planning Act and the objectives and policies of the Selkirk and District Development Plan. A Secondary Plan is a tool municipalities have to supplement the policy guidelines set out in the Development Plan. Secondary Plans provide more detailed implementation policies to guide sustainable development initiatives within specifically selected areas of the Planning District as outlined in the Development Plan. While The Selkirk and District Development Plan is a high level policy document, the West St. Paul Employment Lands Secondary Plan is intended to provide more site specific policies to guide the development of the West St. Paul Employment Lands (including land use, roadways, servicing, and land drainage) and provide detailed zoning strategies to manage site, building and land use development within the employment lands.

Policies under the District Development Plan provide guidance in the formulation of the Secondary Plan as follows:

- to serve as a framework to guide the formulation of development policies and decisions;
- to identify the factors relevant to the use and development of land;
- to identify the critical problems and opportunities for the development of land and their social, environmental and economic considerations;
- to set forth the desired timing, patterns and characteristics of future development of land;
- to establish and specify the programs and actions necessary for the implementation of the Secondary Plan;
- to outline the methods whereby the best use and development of land and other resources may be co-coordinated; and
- to identify those matters of concern which affect the use and development of land and other resources within the planning area.

## 1.3 Economic Development Objectives

The Secondary Plan will provide a long term framework to guide economic development initiatives in the West St. Paul Employment Lands planning area. The policies guiding these initiatives are grounded in the following objectives:

- 1. COMPLETE COMMUNITY – To ensure the community of West St. Paul has convenient access to employment opportunities as part of an overall strategy to provide a closer relationship to where people live, work, shop, and play;**

2. ***CAPITAL REGION ECONOMIC DEVELOPMENT – To strengthen and diversify the economy of West St. Paul and serve industrial development and employment needs within the northern portion of the Capital Region by expanding employment opportunities and the range of business and industrial opportunities within West St Paul;***
3. ***COLLABORATIVE PLANNING – To explore opportunities for a collaborative planning approach and infrastructure sharing with the City of Winnipeg, municipalities within the Capital Region and with other levels of government;***
4. ***SUSTAINABLE DEVELOPMENT – To ensure the long term sustainability of West St. Paul’s industrial base by providing access to key infrastructure services and ensuring adequate land is available for future employment and industrial expansion; and***
5. ***COMMUNITY FIT AND INTEGRATION – To provide development guidelines to manage the expansion of industrial land uses within the strategically located West St Paul Employment Lands. The development guidelines will direct the staged and coordinated development of industrial uses with the installation of supporting infrastructure and ensure compatibility with adjoining land uses.***

## **2.0 HOW TO READ THE SECONDARY PLAN**

This Plan contains Objectives, Policy statements supported by both Policy and Reference Maps. Together these elements of the Plan describe the planning direction for the West St. Paul Employment Lands Secondary Plan. The legal framework for the use of land and planning decisions are defined in the Policy Map and by objectives and policies highlighted in bold and italic print. The Plan also contains non-policy related text and reference maps, which provide background and contextual information to assist the reader. The following policies provide guidance for the understanding and interpretation of the text, maps, schedules, figures and images of this Plan.

### **2.1 Interpretation Policies:**

1. ***The Secondary Plan should be read as a whole to understand it’s comprehensive and integrative intent as a policy framework for priority setting and decision-making;***
2. ***In this document the goals, vision and policies of the Secondary Plan are printed in italic and bold fonts. Non-policy text is neither bold nor italic, it is provided to give context and background and to assist in understanding the intent of the policies;***

- 3. Boundaries illustrating the extent of the employment lands planning area are general. Where the general intent of the Plan is maintained, adjustments to the boundaries of the employment lands will not require amendment to the Secondary Plan;**
- 4. The indication of any proposed roads or infrastructure in policy text or on the Concept Plan map will not be interpreted as final. Adjustments to the location of these features may result from the development approval process as more detailed development information is available. Adjustments do not require an amendment to the Secondary Plan, provided in the opinion of the District Board they meet the general intent of the Plan;**
- 5. The indication of any proposed roads, open spaces, trails, or infrastructure in policy text or on the Concept Map will not be interpreted as necessarily being specifically or solely the responsibility of the Municipality of West St. Paul to provide finance or otherwise implement.**

### **3.0 ECONOMIC DEVELOPMENT AND EMPLOYMENT POLICIES**

To guide future employment and economic development decisions, the Municipality of West St Paul and the Selkirk and Area Planning District will work cooperatively with the City of Winnipeg and other Capital Region Municipalities in areas of mutual interest, including infrastructure service sharing. The West St. Paul Employment Lands economic and development policies and implementation framework are intended to help create a broad base for Capital Region economic growth, social welfare of the community and support complimentary improvements in the Municipality's and the Planning District's quality of life.

#### ***Employment Lands Policies:***

- 1. Encourage the application of compatible industrial zoning and development standards with the City of Winnipeg to promote the complimentary development of strategically located employment lands on the boundaries of West St. Paul and the City of Winnipeg, adjoining the west side of McPhillips St (PTH #8) to serve the region's economic development opportunities.**
- 2. Encourage a collaborative approach with the City of Winnipeg by inviting input on servicing and developing the West St. Paul Employment Lands as one of the Capital Region's principal northwest business and employment areas.**
- 3. Cooperate with the City of Winnipeg and the Department of Manitoba Infrastructure and Transportation in the planning of the employment lands to ensure its fit with neighbouring land uses and to coordinate transportation access and inter-connections in an integrated and planned context.**

- 4. *Work collaboratively with the Department of Manitoba Infrastructure and Transportation to reach an agreement to establish on-site land drainage storage on lands located in the southwest corner of PTH #8 and the Perimeter Highway right of way.***
- 5. *Encourage the growth of economic opportunities through successful business leadership and facilitation of investment, directed to developing and maintaining the competitive position of the Planning District and the Capital Region's economy.***

## **4.0 BUSINESS DEVELOPMENT POLICIES**

The business development strategy is intended to be flexible and adaptive to meet the current and future employment needs of the community and the region. Successful business parks and employment lands require access to: a highly skilled workforce, key transportation corridors, and essential infrastructure services. The long term viability of these employment areas will be determined, in part, by how responsive they are to market trends and fluctuations, their overall attractiveness for future employers and employees, and the diversity of employment they provide.

The following Business Development policies recognize that economic development requires leadership which supports and promotes business growth, investment in high quality design and infrastructure, and flexibility in addressing future needs.

### ***Sustainable Development Policies:***

- 1. *Direct business investment to the West St. Paul Employment Lands as a means of improving the competitive position of West St. Paul and the Planning District in the regional economy.***
- 2. *Coordinate discussions and work with land owners and other stakeholders to make investments in key infrastructure and roadway investments that will benefit the long-term economic viability of the employment lands.***
- 3. *Share the burden of infrastructure investment and servicing costs by working with land owners and key stakeholders to plan the phasing of infrastructure and the orderly development of the employment lands.***
- 4. *Support the establishment of associated retail/commercial development at locations which provide high visibility and access. Retail and commercial establishments will be permitted if they are shown to be secondary and complementary to the primary industries within the designated employment Lands.***



5. *Where possible, encourage the development of flexible building formats which may incorporate offices with other types of light manufacturing and warehouse uses.*
6. *Encourage flexibility in the type of businesses and the size of parcel lots that are permitted within the designated Employment Lands to be responsive to future market trends and needs of employers.*
7. *Ensure the efficient provision of infrastructure services.*
8. *Identify cost sharing arrangements for shared services including but not limited to installation of traffic controlled intersections, collector roadways, and the provision of stormwater retention.*
9. *Demonstrate how site development will be organized for logical and orderly development, compatibility with adjoining land uses and connectivity with provincial and municipal transportation systems.*

## **Aesthetic Policies**

10. *Incorporate in the zoning by-law urban design guidelines for aesthetically pleasing and compatible land use development.*
11. *Ensure the long-term sustainability of the West St. Paul designated Employment Lands by encouraging a well-planned environment based upon strong design principles, and overall fit and integration with surrounding land uses.*
12. *Minimize the impact of vehicle access and parking, services, utilities and storage areas on surrounding properties and improve the attractiveness of the designated Employment Lands by providing street trees, landscaping features, and other green site elements.*
13. *The West St. Paul designated Employment Lands will contribute to the creation of competitive, attractive and highly functional employment areas by:*
  - a. *Mitigating the effects of noise, vibration, dust, odours or particulate matter that will be detrimental to other businesses or the amenity of neighbouring areas;*
  - b. *Providing landscaping on yards adjacent to any public street or adjoining property to the designated Employment Lands including screening of loading, parking, storage or service areas;*
  - c. *Improving the image of parking lots through the use of perimeter landscaping and canopy trees;*

- d. Treating the boundary between the designated Employment Lands and present or future residential lands with landscaping, fencing or other measures to minimize nuisance impacts;*
- e. Ensuring that outside storage is limited in extent and placed where possible in the rear of a building; and*
- f. Where the zoning by-law permits outside storage as a use associated with a business on a property in the designated Employment Lands, the outside storage will:
  - i. be confined to lots with the internal area of the employment lands and generally located within the rear yard; and*
  - ii. be well screened by fencing or landscaping where viewed from adjacent streets, highways and neighbouring land uses.**

**14. Encourage the application of high quality urban design standards to buildings and site development.**

**15. Encourage the provision of outdoor landscaped environments including good internal site walking environments, for passive or active recreation opportunities for employees.**

## **Environmental Policies**

**16. Sustainable and environmentally sensitive industrial development practices shall be promoted, such as:**

- a. Promoting the use of green infrastructure systems and techniques (e.g., bio-swales, naturalized retention ponds, native vegetation) to effectively manage the quantity and quality of storm water run-off and to ensure the rate of post development storm water run-off does not exceed pre-development flows;*
- b. Incorporating the use of shade trees, landscaped islands and bio-swales in parking lots to improve the aesthetics of site development;*
- c. Encouraging the use of 'green' building standards, such as LEED.*

## **Transportation policies**

**17. Recognize the importance of the regional transportation network to employment development by maintaining, developing and integrating the development of the**

*designated Employment Lands with regional and intercommunity municipal transportation connections.*

**18. Plan the designated Employment Lands to connect with the development of a new municipal collector road connecting Emes Road from its intersection with PTH #8 to Riverglen Drive at its intersection with PTH #9 as provided within the Middlechurch Secondary Plan.**

**19. Initiate discussions with Manitoba Infrastructure and Transportation to assess timing of planned intersection improvements at Emes Road and Riverglen Drive and coordinate land use development with the integration, efficiency and safety of the Provincial highway system connections and routes through the community for the transport of goods, services and people.**

**20. Internal Employment Lands street networks will be designed to facilitate good circulation and meet access needs of businesses and employees.**

**21. Roadway design should include all users of the roadway where possible (e.g., cars, trucks, pedestrians and cyclists).**

## **5.0 PLAN IMPLEMENTATION**

### **5.1 The Plan Guides Action**

The West St. Paul Employment Lands Secondary Plan provides a guide for growth and change in the Planning Area and provides directions for the District Board and the Municipal Council to consider in their day-to-day decision making. Reference maps provide a geographic reference for the planning strategies and are intended to inform the development approval process, municipal budget processes, strategic planning and public/private investment and implementation programs.

### **5.2 Infrastructure Improvements and Phasing of Development**

#### **Servicing**

Infrastructure services are a key factor in attracting business investment. Ensuring the adequate availability of serviced lots may require leadership by Council and key stakeholders to provide essential services to attract businesses. Provision of wastewater or water services to the employment lands will be considered by the Municipality in consultation with employment land developers, including the possibility of a collaborative partnership with the City of Winnipeg.

### **Land Drainage**

Lands within the West St. Paul Employment Lands Secondary Plan area are poorly drained. Reference Map #4 – Drainage Levels provides a drainage analysis for the planning area. In light of the area’s limited capacity for off-site drainage, future development considerations for the expansion of the employment lands will require on-site water retention ponds to manage stormwater run-off.

### **Utilities**

Public, hydro and gas utility services are available to service the planning area.

### **Road Network**

It is important that while the general development pattern and street right-of-ways have been conceptually provided in Reference Map #5 - Concept Plan, infrastructure services and roadway improvements are contemplated to be developed on a phased basis, based upon market demand.

### **Development agreements**

Development agreements within the West St. Paul Employment Lands Secondary Plan area will incorporate capital levies and cost sharing arrangements for the provision of infrastructure services, which may include but not be necessarily limited to: roads, controlled intersections, wastewater sewers, water mains, land drainage and open space dedication.

### **Development Phasing**

The stages of development within the West St. Paul Employment Lands may vary in order to more efficiently accommodate infrastructure servicing needs or in order to accommodate changing development and market trends.

## **5.3 Implementation Policies**

- 1. Municipal by-laws and public works will be guided by this Plan.***
- 2. Decisions and actions of the Municipality of West St. Paul and staff, including public investment in services, service delivery and infrastructure, will be guided by this Plan.***
- 3. Implementation plans and guidelines, consistent with this Plan may be adopted, identifying priorities, guidelines and actions to advance the vision and strategies of this Plan.***
- 4. Municipal resources, especially infrastructure, lands and buildings, will be guided by the Plan for their best strategic advantage in promoting the goals of this Plan and leveraging other public and private investment.***

### **5.3 Monitoring the Plan**

Over the life of the Secondary Plan it may be probable that course correction will be needed and policy changes may be warranted from time to time. Similarly new implementation initiatives may be needed and priorities may require adjustment in response to the varied and changing conditions. Monitoring facilitates our ability to respond to these changes and can improve the quality of our decision-making. Responsiveness, adaptability and continuous improvement will be enhanced through a commitment to tracking key indicators of social, economic, environmental and fiscal conditions.

Progress and success can be determined from periodic assessments of the Secondary Plan's key elements and agenda. These periodic assessments should occur every five (5) years and may reveal new emerging priority areas that may be addressed through changes to the Secondary Plan or Municipal budgeting processes.

# WEST ST. PAUL EMPLOYMENT LANDS

## POLICY MAP POLICY AREA CONTEXT MAP

### Map Legend

West St. Paul Employment Lands Policy Area



Red River



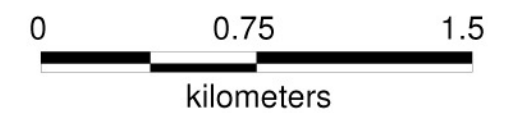
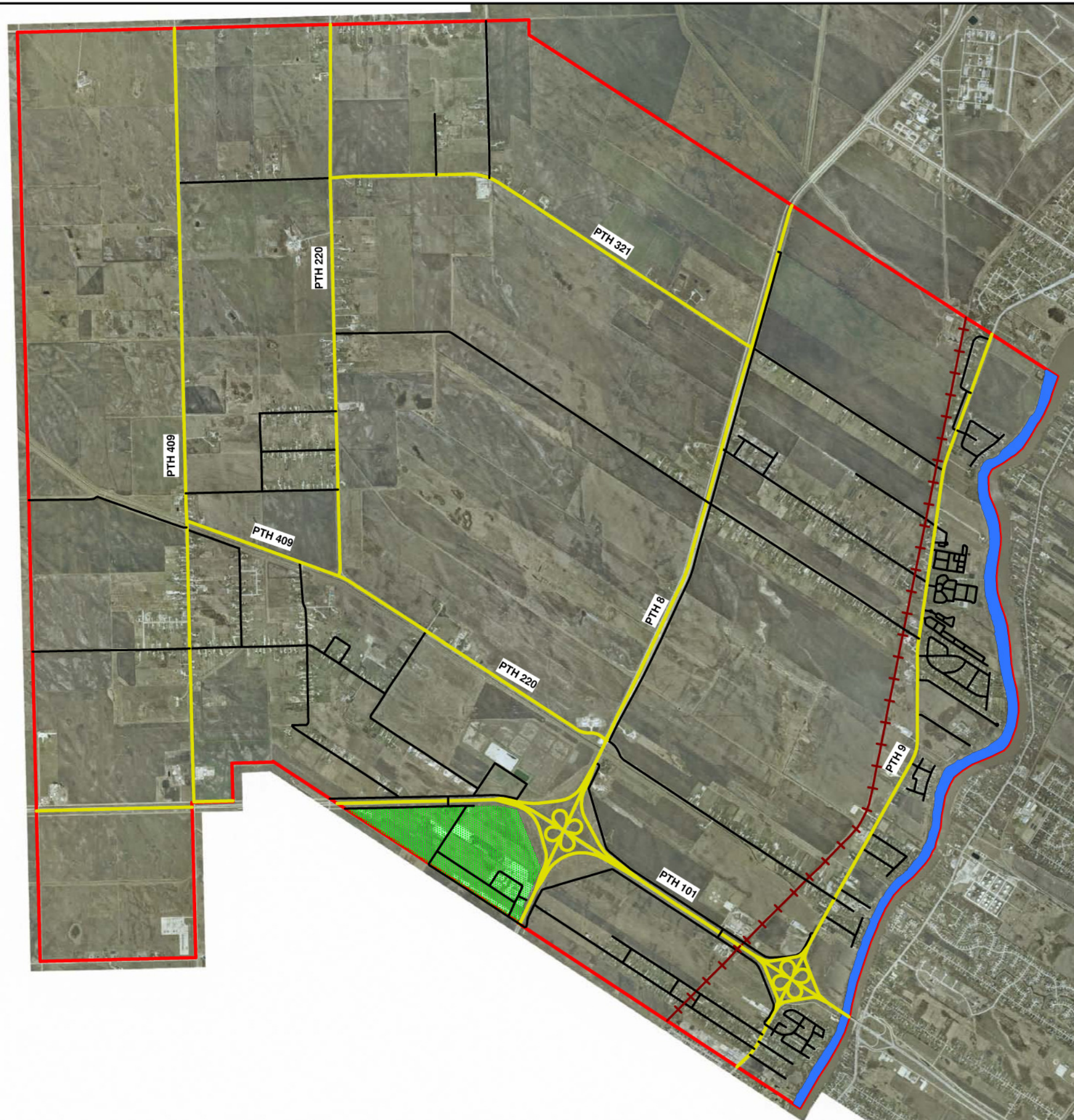
RM of West St. Paul Roads

— Municipal Road

— Provincial Highway

— Railway

RM of West St. Paul Boundary



**Lombard North Group (1984) Ltd.**  
Planners & Landscape Architects

Data Source:  
Manitoba Land Initiative;  
Selkirk and District Planning Area Board

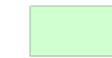
# WEST ST. PAUL EMPLOYMENT LANDS

## REFERENCE MAP 1

Regional Context

### Map Legend

City of Winnipeg



RM of West St. Paul



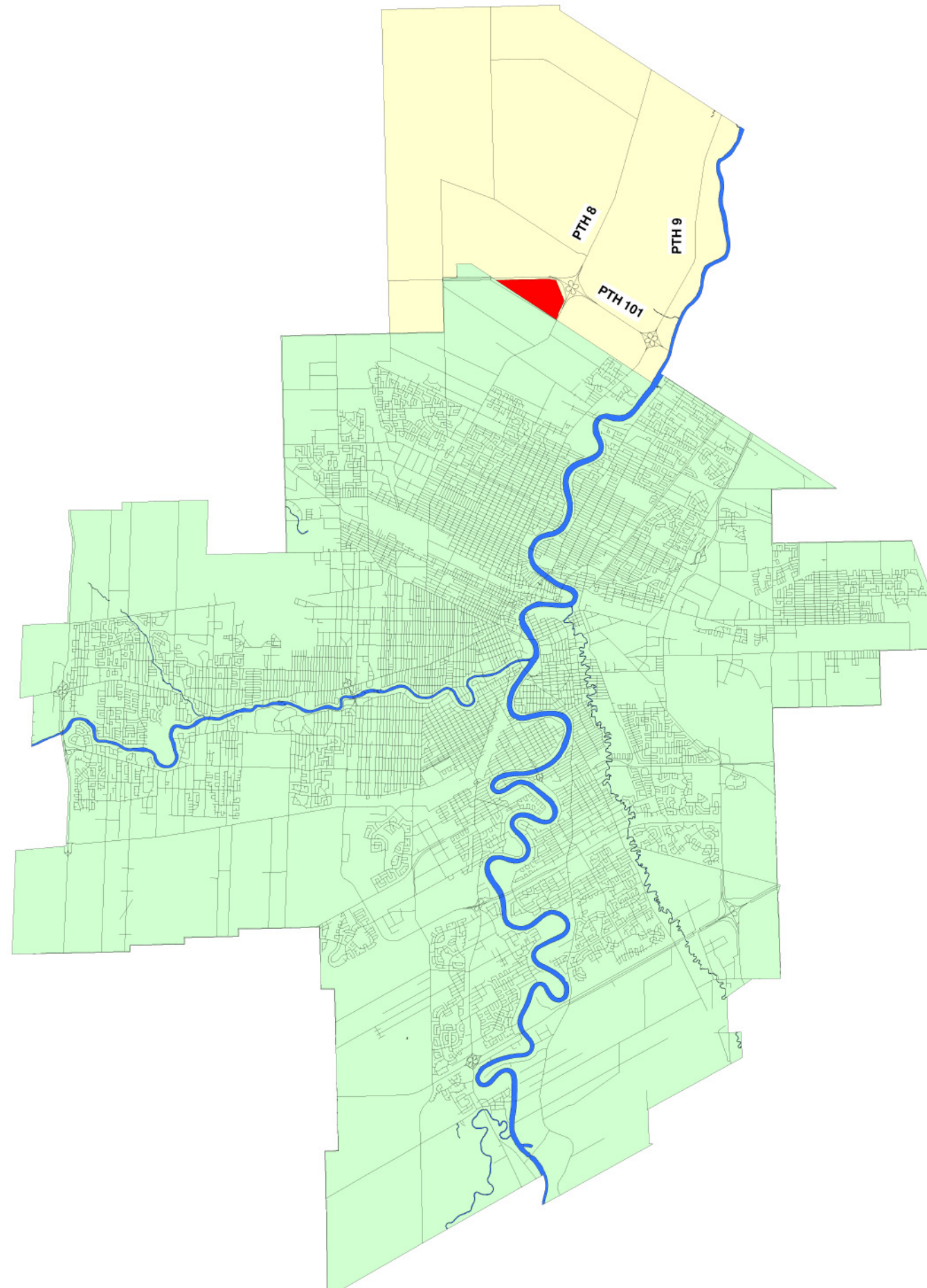
Capital Region Roads



Capital Region Rivers



Assiniboine River  
Red River



N



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2.5

5



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Data Source:  
Manitoba Land Initiative

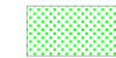
# WEST ST. PAUL EMPLOYMENT LANDS

## REFERENCE MAP 2

Plan Area Boundaries

### Map Legend

West St. Paul Business Park Existing Property Lines



Buildings



West St. Paul Employment Land Boundary



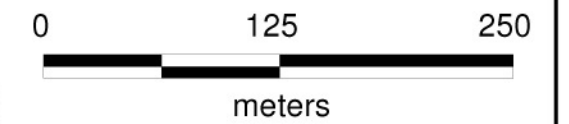
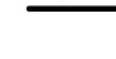
RM of West St. Paul & City of Winnipeg Boundary



West St. Paul Employment Land Roads



Capital Region Roads



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Data Source:  
Manitoba Land Initiative;  
Selkirk and District Planning Area Board





# WEST ST. PAUL EMPLOYMENT LANDS

## REFERENCE MAP 4

Drainage Levels

### Map Legend

Drainage Levels

- Imperfect
- Poor

West St. Paul Employment Lands Boundary



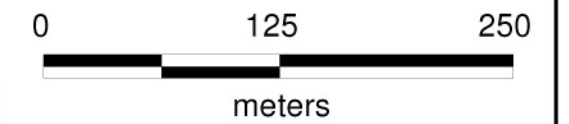
RM of West St. Paul & City of Winnipeg Boundary



West St. Paul Employment Land Roads



Capital Region Roads



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