Minute No. 562
Report – Executive Policy Committee – July 20, 2005

Item No. 6 Plan Winnipeg Amendment – 50 Dunkirk Drive (former Canoe Club)
File PW 02/2005

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That an amendment to Plan Winnipeg 2020 Vision By-law No. 7630/2000 be initiated to redesignate lands identified on Attachment 1 from Major Open Space to Neighbourhood Policy Area by giving First Reading to By-law No. 131/2005.

2. That the Executive Policy Committee schedule a public hearing in accordance with Sections 227 and 278 of The City of Winnipeg Charter to consider the proposed amendment to Plan Winnipeg 2020 Vision By-law No. 7630/2000 and related development applications under The Winnipeg Zoning By-law No. 6400/94.

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

Report – Executive Policy Committee – July 20, 2005

DECISION MAKING HISTORY:

Moved by His Worship Mayor Katz,
That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 20, 2005, the Executive Policy Committee concurred in the administrative recommendation and submitted the matter to Council.

Re: Plan Winnipeg Amendment – 50 Dunkirk Drive (former Canoe Club)

For submission to: **Executive Policy Committee**

Original report signed by: **Director of Planning, Property and Development**

Report date: July 6, 2005

Recommendation(s):

1.) That Council initiate an amendment to Plan Winnipeg 2020 Vision By-law No. 7630/2000 to redesignate lands identified on Attachment 1 from Major Open Space to Neighbourhood Policy Area by giving First Reading to By-law No. xxxx/2005.

2.) That Executive Policy Committee schedule a public hearing in accordance with Sections 227 and 278 of The City of Winnipeg Charter to consider the proposed amendment to Plan Winnipeg 2020 Vision By-law No. 7630/2000 and related development applications under The Winnipeg Zoning By-law No. 6400/94.

REPORT SUMMARY

Key Issues:

- In order to redevelop the former Canoe Club, the project proponent requires a Plan Winnipeg amendment to re-designate a portion of the site (3 acres) from "Major Open Space" to "Neighbourhood Policy Area" (see Attachment 1). They propose to develop a 120 unit four storey 'assisted living' seniors rental complex on the former Canoe Club site. The 6.6 acre site was declared surplus to city requirements.

- Only a portion of the site is the subject of a Plan Winnipeg amendment (3 of 6.6 acres). The balance of the site will be retained by the City as: (a) Major Open Space fronting onto the Red River and (b) parking for the adjacent City owned Canoe Club Golf Course.

- Re-designation would offset a tight rental vacancy market for full service "assisted living" seniors rental facilities (3.9% - CMHC - 2002). Winnipeg's overall rental vacancy rate continues to be among the lowest in the country (1% - CMHC - 2004).

- Redevelopment of the former Canoe Club site presents an opportunity for infill development. The proposed development will maximize use of land that is presently underutilized and surplus to the City's requirements. Plan Winnipeg 2020 supports new development that promotes compact urban form by infilling vacant or underutilized land.

- Generally speaking, the proposed development can be serviced by the surrounding infrastructure. However, water system upgrades are required to achieve a full level of fire protection. The City will do the upgrading in the future, on a planned priority basis as part of its fire protection-upgrading program. The developer is aware that the area will need upgrading and has been advised that remedial measures may be required which would form part of a servicing agreement between the City and developer.

- Re-designation to Neighbourhood Policy Area will not result in a net loss of usable Major Open Space. The former Canoe Club building and adjacent structures no longer serve a community or recreation function as would be expected with a Major Open Space designation.

- As part of the proposed development, the developer will remove the Canoe Club building and all other outdoor structures. The City will use some of the proceeds from the sale of the property to redevelop the former building site as Major Open Space that will actually enhance public access to the Red River that will be owned and maintained by the City (see Attachment 2).

- Since it is anticipated that the proposed Plan Winnipeg amendment process will run concurrently with other required development applications (subdivision and re-zoning, variances and conditional use), Executive Policy Committee, upon forwarding to Council for First Reading, will schedule a hearing to consider the Plan Winnipeg amendment and other development applications.

- The subdivision and re-zoning application is to consider the consolidation of several parcels into one land title and to re-zone the various consolidated parcels into one zoning district (RM3 – 'Multiple-Family District') with a development agreement.

Implications of the Recommendation(s):

General implications:

	None
X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

- The amendment will allow for consideration of seniors 'assisted living' rental development, which is growing in demand.

Policy implications:

	No
X	**Yes**

Comment(s):

- Change from Major Open Space to Neighbourhood Policy Area permit development on the subject land. However, the re-designation will not impact the supply of useable public riverbank access.

Environmental implications:

X	**No**
	Yes

Comment(s):

-

Human resources implications:

X	**No**
	Yes

Comment(s):

-

Financial implications:

X	**Within approved current and/or capital budget**
	Current and/or capital budget adjustment required

Comment(s):

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REASON FOR THE REPORT:

Pursuant to the City of Winnipeg Charter, Executive Policy Committee is the designated hearing body responsible for Plan Winnipeg.

HISTORY:

The former Winnipeg Canoe Club building and adjacent recreation facilities at 50 Dunkirk Drive have been the subject of several unsuccessful revitalization initiatives over the years. Failed attempts to revitalize the facility led to the eventual Council decision to declare the site surplus to the City's requirements on December 12, 2001 (see Attachment 3). Subsequently, the Director of Planning, Property and Development issued a Request for Proposals for the purchase and redevelopment of the property.

In February 2004, following an unsuccessful Request for Proposals for the purchase and redevelopment, Council instructed that the Director of Planning, Property and Development be authorized to proceed with a Public Invitation for Offer to Purchase for the site.

In April 2004, the property was marketed for sale and offers were received until June 25, 2004. The successful proponent understands that the following conditions must be met:

1. amending Plan Winnipeg to permit multi-family residential development.
2. re-zoning of the lands to RM3 – 'Multiple-Family District' to permit development of a 120 unit "Assisted Living" seniors residence.
3. obtaining a demolition permit which will enable the purchaser to demolish the existing buildings.
4. obtaining a building permit to enable the proponent to construct the proposed development.

DISCUSSION:

Former Winnipeg Canoe Club Building and Adjacent Lands:

The 6.6 acre site is situated on the Red River, south of the St. Vital Bridge and is occupied by the former Winnipeg Canoe Club. The primary structure is a multi-purpose recreation building, which is approximately 50,000 sq. feet in size. Outdoor structures include tennis courts, an outdoor swimming pool and an outside storage shed. The multi-purpose recreation building and outdoor swimming pool have deteriorated to the point that rehabilitation is not feasible. Early this year, the outdoor storage shed on the site was deemed an unsafe structure and demolished on an emergency basis. The subject property is currently designated Major Open Space under Plan Winnipeg. It is currently zoned PR-2 – 'Parks and Recreation District'.

The site is adjacent to a nine-hole public golf course and a condominium development and the residential neighbourhood known as Kingston Crescent (see Attachment 2). The land on which the condominiums are now situated was re-designated from "Golf Course" to "Suburban Residential Neighbourhood" Policy Area through a Plan Winnipeg amendment in 1991. The property was then re-zoned from PR2 – 'Parks and Recreation District' to RM3 – 'Multiple-Family District'.

Until 2004, two seasonal recreation users, the Prairie Fire Rowing Club and the Dunkirk Tennis Club, occupied the site. In October 2004, the Prairie Fire Rowing Club voluntarily removed its contents from the boathouse located immediately to the north of the Canoe Club building. Although the Prairie Fire Rowing Club has been working with Planning, Property and Development's Park Planner since June 2003 to locate another site, they have not yet been successful.

During the spring of 2005, the City proceeded with a demolition of the boathouse building, which had collapsed during the winter. Subsequently, the Prairie Fire Rowing Club contacted the Planning and Land Use Division to use the site upon which the boathouse was located for the 2005 season. If a formal request comes forward and should the Standing Policy Committee on Property and Development concur with the request, the Real Estate Division is prepared to execute a Facility Use Agreement with the Prairie Fire and Rowing Club for the 2005 season with the proviso for a Release in favour of the City for potential loss or damage to the rowing equipment which will be stored on the bank of the Red River at the location of the former boathouse.

The Dunkirk Tennis Club continues to use the site tennis courts through a temporary facility lease arrangement. The lease contains provisions for early termination and rights of access for the developer.

Planning, Property and Development's Park Planner continues to work with the Prairie Fire Rowing Club and the Dunkirk Tennis Club to find appropriate long-term locations that meets their needs.

Plan Winnipeg Amendment – Subject Area:

The entire site is not subject to a Plan Winnipeg amendment. The subject area of the Plan Winnipeg amendment is contained to approximately 3 acres of the 6.6 acre site and is presently used for parking. The balance of the site will be retained by the City as: (a) Major Open Space fronting on the Red River and (b) as parking for the adjacent City owned Canoe Club Golf Course (see Attachment 2).

In order to proceed with the proposed re-development of the site to an 'assisted living' seniors rental complex, Plan Winnipeg must be amended to "Neighbourhood Policy Area". Background research and analysis (City of Winnipeg – Residential Land Supply Study, October 2004) suggests that there is merit in considering amendment to Plan Winnipeg that would re-designate the subject area from "Major Open Space" to "Neighbourhood Policy Area":

Presents an opportunity for infill development:

- The proposal to develop a 120 unit four story 'assisted living' seniors residence will maximize use of the land. Plan Winnipeg supports new development that promotes compact urban form by infilling vacant or underutilized land.
- The proposed development will be adjacent to and compatible with the surrounding neighbourhood. The proposed development will be designed with appropriate set backs and landscaping to ensure that the development is not obtrusive on the surrounding residences (Oakcrest Place and Dunkirk Drive).
- The current pedestrian connection linking Dunkirk Drive with the public access to the river will be retained.

Assist in meeting projected seniors housing demand:

- The proposed development will be a rental facility, with a variety of studios, one bedroom and two bedroom residences ranging in size from approximately 360 sq. ft to 1,300 sq. ft. According to the developer's letter of intent, services will include meals, 24-hour emergency response, housekeeping, local transportation and utilities.
- Plan Winnipeg supports new development where there is a reasonable relationship between the supply of land and the projected demand. The proposed development can be described as a full service "assisted living" development that will offset a tight rental vacancy market for this type of facility (3.9% - CMHC - 2002). Winnipeg's overall rental vacancy rate continues to be among the lowest in the country (1% - CMHC - 2004).
- It is anticipated that demand for this type of facility will grow over the next several years. A significant demographic factor influencing housing demand over the next 10 years is the aging of the baby boomers generation. In 2041, nearly one in every four Canadians will be a senior. This population will demand a variety of housing options, including 'assisted living'.

Enhance pedestrian riverbank access for the community:

- The loss of 3 acres of Major Open Space will not adversely impact the overall supply of designated Major Open Space. The former Canoe Club building and amenities no longer serve a community or recreation function as would be expected with a Major Open Space designation. Improvements presently located on the site such as the 50,000 sq. ft. multi-purpose building and outdoor swimming pool have deteriorated to the point that rehabilitation is not feasible.
- As part of the proposed development, the developer will remove the Canoe Club building and outdoor structures. The City will use some of the proceeds from the sale of the property to convert the former building site to public access to the Red River that will be owned and maintained by the City (see Attachment 2).

Can be serviced in an environmentally sound, economical, and timely manner:

– Generally speaking, the proposed development can be serviced by the surrounding infrastructure. However, water system upgrades are required to achieve a full level of fire protection. The City will do the upgrading in the future, on a planned priority basis as part of its fire protection upgrading program. The developer is aware that the area will need upgrading and have been advised that remedial measures may be required which could form part of servicing agreement between the City and developer.

Plan Winnipeg Amendment Process:

– Since it is anticipated that the proposed Plan Winnipeg amendment process will run concurrently with other required development applications (subdivision and re-zoning, variances and conditional use), Executive Policy Committee, upon forwarding to Council for First Reading, will schedule a hearing to consider the Plan Winnipeg amendment and other development applications.

– Sections 227 and 278 of The City of Winnipeg Charter provide that hearings required in respect of an amendment to Plan Winnipeg may be combined with another hearing.

Financial Impact Statement **Date:** March 22, 2005

COMMENTS:

The recommendations in this report are that By-law No. xxxx/2005, a proposal to amend Plan Winnipeg 2020 Vision By-law No. 7630/2000 by re-designating lands identified on Attachment 1 from Major Open Space to Neighbourhood Policy Area, be forwarded to Council for First Reading to allow for a public hearing on this issue and that Executive Policy Committee schedule a public hearing in accordance with Sections 227 and 278 of The City of Winnipeg Charter to consider the proposed amendment to Plan Winnipeg 2020 Vision By-law No. 7630/2000 and related development applications under The Winnipeg Zoning By-law No. 6400/94. There are no financial implications associated with these recommendations.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

IN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY:

Transportation Division – Public Works

Engineering Division – Water and Waste

Planning and Schedules Division – Transit

Park Services – Public Works

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Michelle Richard
PPD File #: PW02/05

Attachments:
1: By-law
2: Subject Area
3: Chronology

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ATTACHMENT 1: By-law

REFERENCE: FILE NO: PW 02/05

THE CITY OF WINNIPEG

BY-LAW NO. XXXX/2005

A By-law of **THE CITY OF WINNIPEG** to amend By-law No. 7630/2000, a By-law establishing **PLAN WINNIPEG**, being a statement of the City's policy and general proposals in respect of development or use of land in the City.

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1. The map titled "POLICY PLATE A, LAND USE, PLAN WINNIPEG 2020 VISION", attached to and forming part of By-law No. 7630/2000 is hereby amended as follows:

"Lands located in the Reil Community of The City of Winnipeg, shown outlined on the map below and generally described as being bound by the Kingston Crescent residential neighbourhood to the north and west and the Red River to the south are hereby designated as "NEIGHBOURHOOD" Policy Area and the said Plan Winnipeg Policy Area Map shall hereafter be read and construed as though the said lands were indicated thereon as "NEIGHBOURHOOD" Policy Area."

RECEIVED FIRST READING on this _____ day of _____ A.D., 2005.

RECEIVED SECOND READING on this _____day of _____ A.D., 2005.

RECEIVED THIRD READING on this _____day of _____ A.D., 2005.

DONE AND PASSED in Council assembled this _____ day of _____ A.D., 2005.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

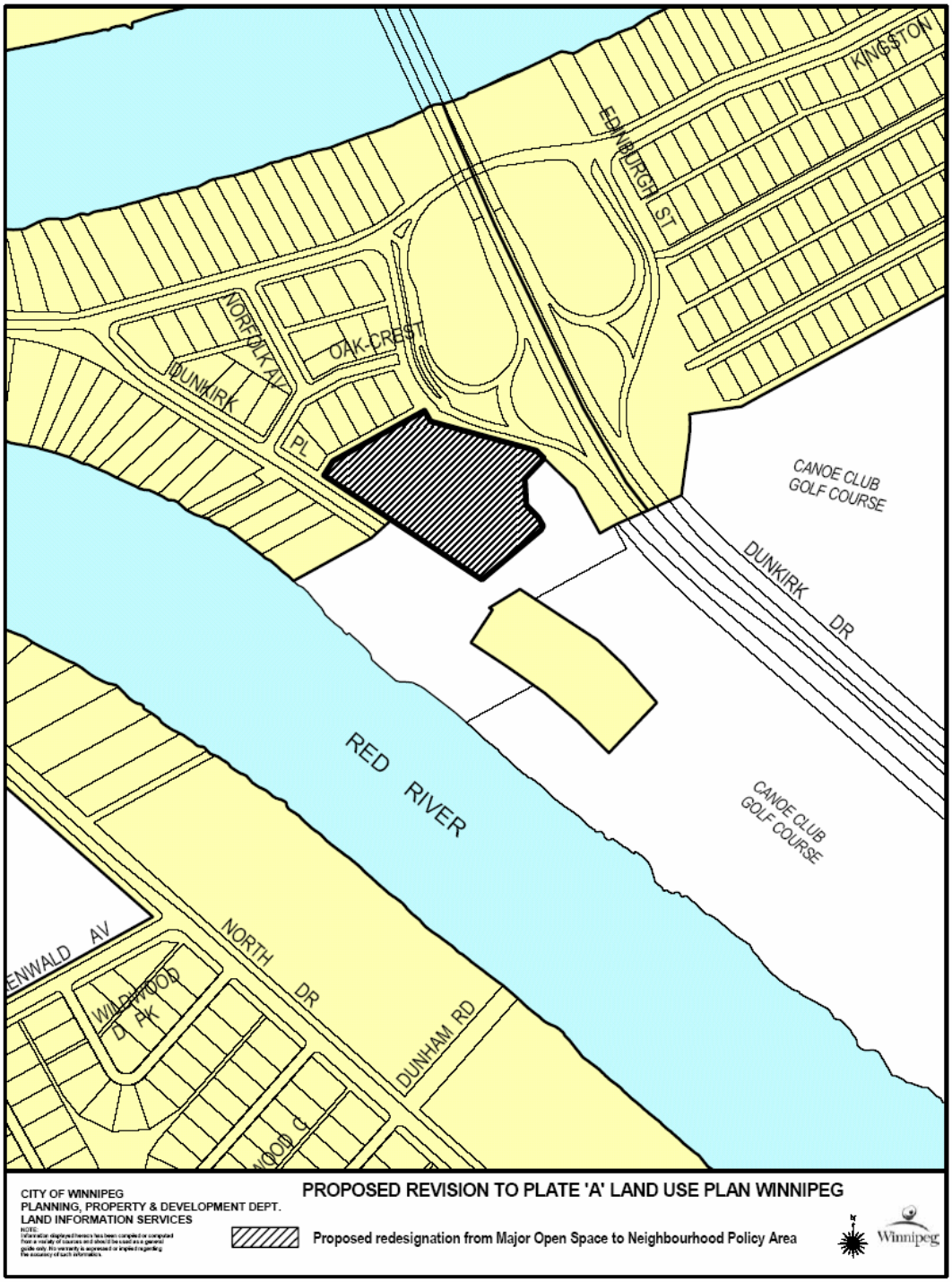
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for Planning, Property & Development

Certified as to Form:

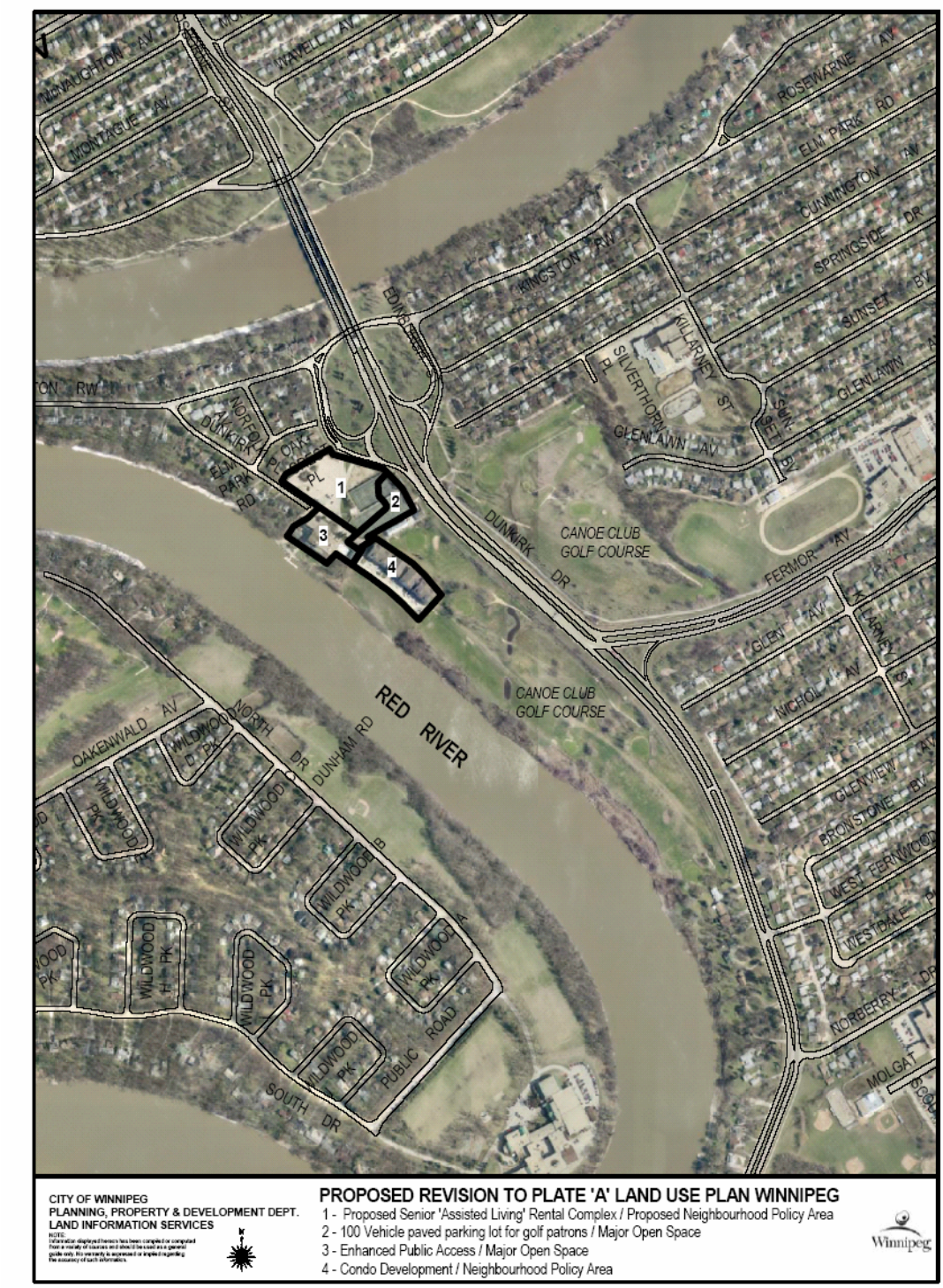
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for City Solicitor/Manager of
Legal Services

File No.

ATTACHMENT 1: Map



ATTACHMENT 2: Subject Area



ATTACHMENT 3: Chronology

A brief chronology of recent efforts to support continued use of the Canoe Club building and lands is provided:

- 1991 - the Winnipeg Canoe Club approached the City for assistance regarding property tax arrears and financial operating concerns at the Club. Subsequently, that same year, the City amended Plan Winnipeg to re-designate a portion of the Canoe Club lands from "Golf Course" to "Suburban Residential Neighbourhood" Policy Area.

  The City approved a subdivision application for multi-family residential development (condominium) to provide an opportunity for the Club to generate revenue to address its financial difficulties.

- 1994 - the former Winnipeg Canoe Club lands and buildings were acquired by the City as a result of tax sale proceedings.

- 1995 - the City entered into a Management Agreement with the Germanic Cultural Centre of Manitoba Inc. for the operation of the facility and also entered into a separate lease agreement for the operation of the adjacent golf course lands. In the mid 1990s, a Winnipeg Sports Facility grant in the amount of $194,000 was made to the Germanic Cultural Centre of Manitoba Inc.

- 2000 - the Germanic Cultural Centre of Manitoba Inc. and a private hospitality consortium approached the City for assistance regarding the Cultural Centre's default of the Management Agreement and on-going financial and operating problems at the former Winnipeg Canoe Club facility. The proposal involved a potential capital investment of another $2.5million, inclusive of a $220,000 funding request to the City. The City entered into an Agreement dated June 30, 2000 with the proponents to facilitate redevelopment but the proponents did not implement the proposal.

- 2001 - the Germanic Cultural Centre of Manitoba Inc. voluntarily surrendered possession of the facility to the City.