Re: Rezoning & Subdivision – 50 & 56 Dunkirk Drive (former Canoe Club property) DASZ 16/05

For submission to: Executive Policy Committee

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

Report date: October 5, 2005

Recommendation(s):

I. That the plan of subdivision proposed under File No. DASZ 16/05 be approved for preparation as a plan of subdivision by a Manitoba Land Surveyor in accordance with Schedule "A" for File No. DASZ 16/05, attached hereto and dated September 22, 2005, for registration in the Winnipeg Land Titles Office.

II. That the Developer enter into a Servicing Agreement containing the following:

i) The Developer shall, at no expense to the City, relocate the existing watermain which traverses the property as determined by and to the satisfaction of the Director of Water & Waste, and shall grant to the City a 6m wide maintenance easement for this relocated watermain;
ii) The Developer shall pay the full cost of engineering services provided by or on behalf of the City in connection with the relocation of the watermain and associated works;
iii) The Developer shall pay $1,650.00 plus 7% GST to defray the City's administration and related costs associated with the preparation and implementation of the Servicing Agreement.

III. That the Director of Planning, Property & Development be authorized to certify any documents in connection thereof.

IV. That the Winnipeg Zoning By-law be amended by (1) rezoning the subject land as shown on Schedule "A" for File NO. DASZ 16/05, attached hereto and dated September 22, 2005, to an "RM-3" Multiple Family District; and (2) that the existing Zoning Agreement affecting the subject lands be withdrawn, and that the applicant enter into a new Zoning Agreement with the City pursuant to Section 240(1) of The City of Winnipeg Charter to include the following conditions:

A. That detailed plans shall be submitted showing the location, design, and materials of the proposed building, the location and design of accessory parking areas, private approaches, garbage enclosures, fencing, landscaping, and signage to the Riel Community Committee for plan approval prior to the issuance of any building or development permit, and thereafter all to be maintained to the satisfaction of the Director of Planning, Property & Development.
B. That no vehicular access be permitted to the subject property from Dunkirk Place.

V. That a partial discharge of Caveat No. 1500905 be provided to the developer.

VI. That in the event the application is not proceed with expeditiously and the by-law is not enacted within twenty-four (24) months after adoption of the report by Council, the matter shall be deemed to be concluded and shall not be proceeded with unless an extension of time is applied for prior to the expiry of this twenty-four (24) month period and the extension is subsequently approved by Council.

VII. That the City Solicitor/Manager of Legal Services be requested to prepare the necessary by-law in accordance with the above.

VIII. That the subdivision section of the by-law shall come into force and effect upon execution by the City of Winnipeg of the Servicing Agreement.

IX. That the zoning section of the by-law shall come into force and effect when the Plan of Subdivision has been registered in the Winnipeg Land Titles Office, and the Zoning Agreement has been filed by caveat in the Winnipeg Land Titles Office against those lands provided that the said effective date occurs within twenty-four (24) months from the date that the said rezoning by-law is adopted by Council.

X. That the Plan of Subdivision shall be approved and signed by the Director of Planning, Property & Development within two (2) years of the date of passage of the aforementioned by-law.

XI. In the event the necessary City of Winnipeg mylar approval signatures have not been secured within twenty-four (2) months after adoption of the by-law, the matter shall be deemed to be concluded and shall not be proceeded with unless Council extends the time.

REPORT SUMMARY

Key Issues:

- The subdivision and rezoning 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.
- In order to redevelop this portion of the former Canoe Club with the proposed 120 unit 'assisted living' seniors complex, 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".
- Rezoning and subdivision of the former Canoe Club site presents an opportunity for infill development. The proposed development will maximize use of land that is presently under-utilized and surplus to the City's requirements. Plan Winnipeg 2020 supports new development that promotes compact urban form by infilling vacant or under-utilized land.

- Generally, 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.

Implications of the Recommendation(s):

General implications:

	None
	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):

- If the subject proposal is approved for a 120-unit senior's residence, much of the land which is currently underutilized will be developed to its maximum acceptable potential for infill housing. At the same time, a link between the riverbank areas (what is now the actual Canoe Club building site) and the adjoining residential neighbourhoods will be maintained as usable and accessible open space.

Policy implications:

X	**No**
	Yes

Comment(s):

-

Environmental implications:

X	**No**
	Yes

Comment(s):

-

Human resources implications:

X	**No**
	Yes

Comment(s):

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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.

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. Since the proposed amendment (By-law 131/2005) is running concurrently with an application for rezoning and subdivision (DASZ 16/05), Executive Policy Committee will consider the Plan Winnipeg amendment and subdivision and rezoning application and accompanying variance, at the October 12, 2005, hearing.

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 of December 12, 2001. Subsequently, the Director of Planning, Property & 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 of the property, Council instructed that the Director of Planning, Property & 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. Rezoning 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:

<u>Proposed Development</u>

The applicant Caleb Group, has proposed to rezone and subdivide a three (3) acre portion of the subject Canoe Club property from its current 'PR-2' Parks and Recreational designation to an 'RM-3' Multiple Family designation. At the center of the site (subject parcels A, B, C, and D) the applicant proposes to construct a four (4) story senior's complex with a total of 120 units. Adjoining parcels E, F and G will be retained by the City for golf club parking and as partial

access to the existing condominiums already in place along the river. Parcel H (see attachment) will similarly be retained as public open space under ownership of the City and the Canoe Club structure, which currently occupies Parcel H, will be demolished by the applicant. The subject site is currently in an area designated under Plan Winnipeg 2020 as an ' Open Space 'Area and thus a Plan Winnipeg Amendment to and 'Neighbourhood Policy Area' designation is required prior to the lands being rezoned to a multiple family category. The City has submitted a Plan Winnipeg application concurrently with the subject rezoning and subdivision (PW By-Law 131/05).

Neighbourhood Context

Existing Land Use and Zoning

The site is currently zoned "PR-2" Parks and Recreation District and is occupied with tennis courts, a parking lot, swimming pool, and the old Canoe Club facility which lies adjacent to the river. The site overall is approximately 6.6 acres, 3 .6 acres of which will be retained by the City and remain zoned "PR-2". The adjoining golf course is owned by the City but is currently under lease to a private individual.

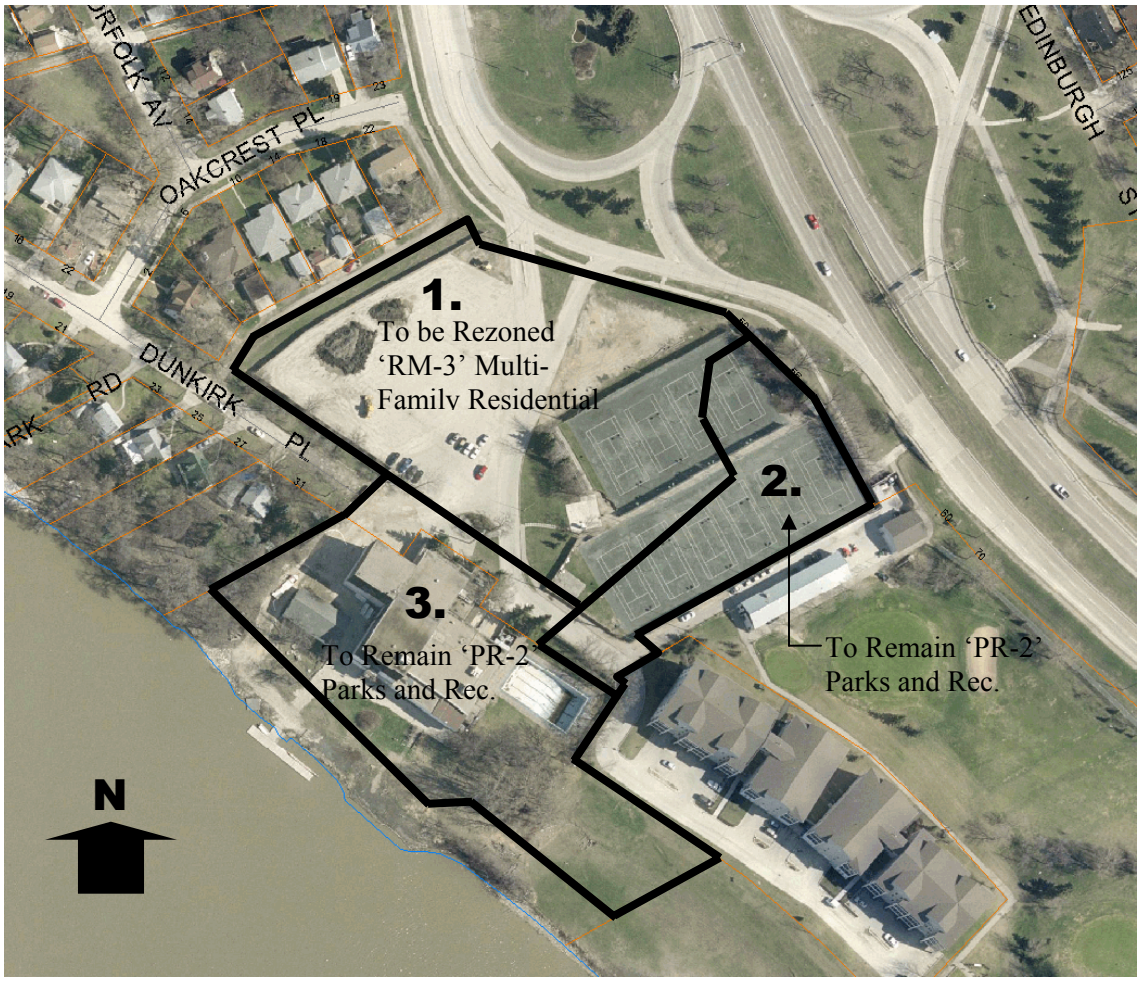


Figure 1: Canoe Club Parcels (Aerial Photography Flown 2002)

Surrounding Land Use and Zoning
North: To the immediate north is a well-established single-family neighbourhood zoned R1-5 Residential.

East: To the east is Dunkirk Drive, a major thoroughfare connecting the St. Vital area with Osborne Street and the downtown. Further to the east is a portion of the golf course and older well-established neighbourhoods similarly zoned R1-5 Residential.

South: To the immediate south is an existing multiple family condo complex constructed fifteen years ago and zoned RM-2 Multiple Family. Also immediately adjacent to the south are the golf course buildings and the old tennis courts which are scheduled to be removed and possibly relocated should the proposed development be endorsed.

West: To the west is the Red River.

Development Analysis and Issues

The Department has no objections to the proposed rezoning and subdivision of the subject property provided that a Plan Winnipeg amendment to "Neighbourhood Policy Area" is approved (see related file PW Amendment By-Law No. 131/2005). The proposed use is deemed to be compatible with the surrounding residential uses to the north and south. As outlined in the text of the Plan Winnipeg amendment report, the Canoe Club has had a long and heralded history in the community and for years efforts were made to save the old building. However, it became apparent several years ago that the existing structure had to be replaced and the site offered up for sale and redevelopment.

The successful applicant, Caleb Group, is proposing to build a 120 unit four story "independent living" community at the center of the three acre parcel it is purchasing from the City. As outlined in their submission, the intent is to offer seniors a choice of residing in a facility where they may maintain their independence. The development is clearly not a nursing or personal care home. Residents will range in age from 70 years and up and will generally be responsible for their own health care.



Figure 2: Conceptual Elevation of Proposed Seniors Complex

The facility will have a wide variety of studios, one bedroom and two bedroom residences ranging in size from 360 sq. ft. to 1200 sq. ft. There will be access to a common dining room, library, fitness area, swimming pool and beauty salon and barbershop. The entrance / northbound exit approach off Dunkirk drive will remain at its current location. An easement will be created through the proposed parking lot to ensure unrestricted vehicular access to the golf course and adjacent condominiums. Caleb, it should be noted, also proposes to construct at their cost, a 100 vehicle paved parking lot for golf course patrons on the south side of the site. This surface parking area will be located immediately adjacent to the City owned golf course and owned and maintained by the City of Winnipeg. It will also remain zoned "PR-2" Parks and Recreation.

The lands lying adjacent to the river will remain as public reserve to be owned and maintained by the City of Winnipeg. The City will also endeavour to ensure that there is adequate public pedestrian access to the riverbank areas via Dunkirk Place. However vehicle traffic will not be allowed to access the proposed new development from the neighbouring internal street system. It should be noted that if the proposed seniors development is approved, Caleb Group has agreed to remove the empty Canoe Club building, at their cost. The proposed development is, in many respects, the most appropriate use of the subject land. Commercial development, of any scale, was never really a viable option because of inadequate access and it would clearly never have had the support of the adjoining community. Similarly, medium to high density multiple family (condo or rental) development would be out of scale and out of character with the adjacent residential neighbourhood and more importantly would generate higher volumes of traffic through the neighbourhood. A reasonably low-density 'assisted living' facility, properly accessed, sited and designed, should however not have any significant impact on the adjoining community. Finally, the applicants have concurred with the City's recommendations that the proposed building not only meet a high standard of design but that significant setbacks on the north side of the structure be established and maintained. In addition, the applicants have agreed to provide extensive berming and landscaping between the new building and adjoining rear property lines. Site development details specifically regarding building location, height and landscaping and fencing details etc. will be governed by a plan approval clause in the accompanying zoning agreement.



Figure 3: Conceptual Site Development of Proposed Senior's Complex

As a final note, it is important to note that the demand for this type of facility will grow over the next several years. A significant demographic factor influencing housing demand over the next ten years is an aging population whose numbers are steadily on the rise. In 2041, nearly one in every four Canadians will be a senior. This population will demand a variety of housing options, including more assisted 'living' facilities, similar to that which is being proposed by the applicant.

Reason for Recommendation

The Planning and Land Use Division recommends approval for the following reasons:

- The proposed development is contiguous to existing residential development and thus can be considered orderly development.

- The proposed development can be readily serviced by adjacent municipal infrastructure and in an environmentally sound, economical and timely manner.

Financial Impact Statement Date: September 28, 2005

COMMENTS:

There are no financial implications directly associated with the recommendations in this report.

"Original signed by"
Mike McGinn, CA
Manager of Finance

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Kevin Lalor
PPD File #: DASZ 16/2005

O:/Reports Directive/Planning and Land Use/Urban Planning Reports/2005 Reports/DASZ 16 50 & 56 Dunkirk Dr

By-Law No. _____

File No. **DASZ 16/05**

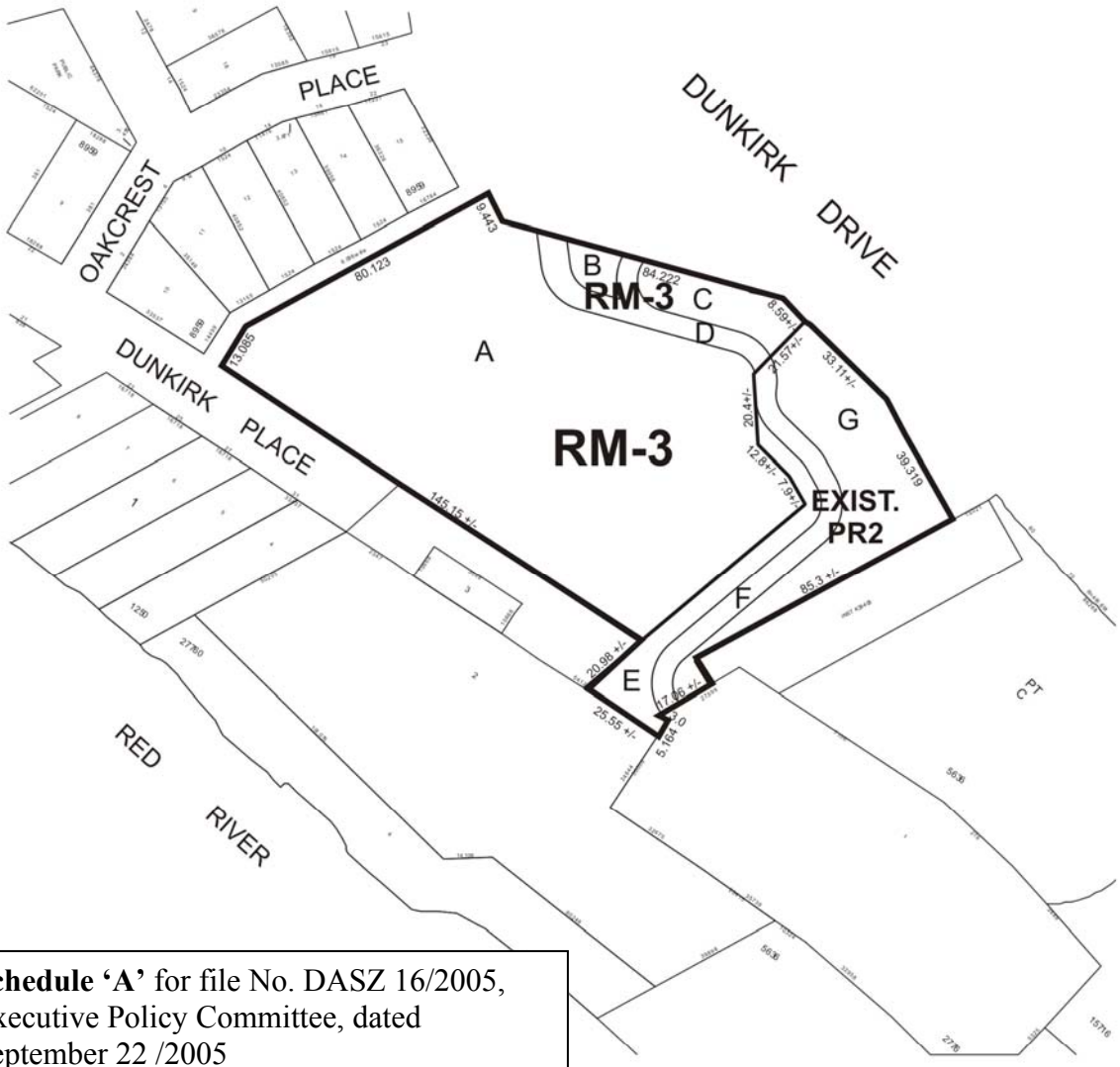
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Explanation

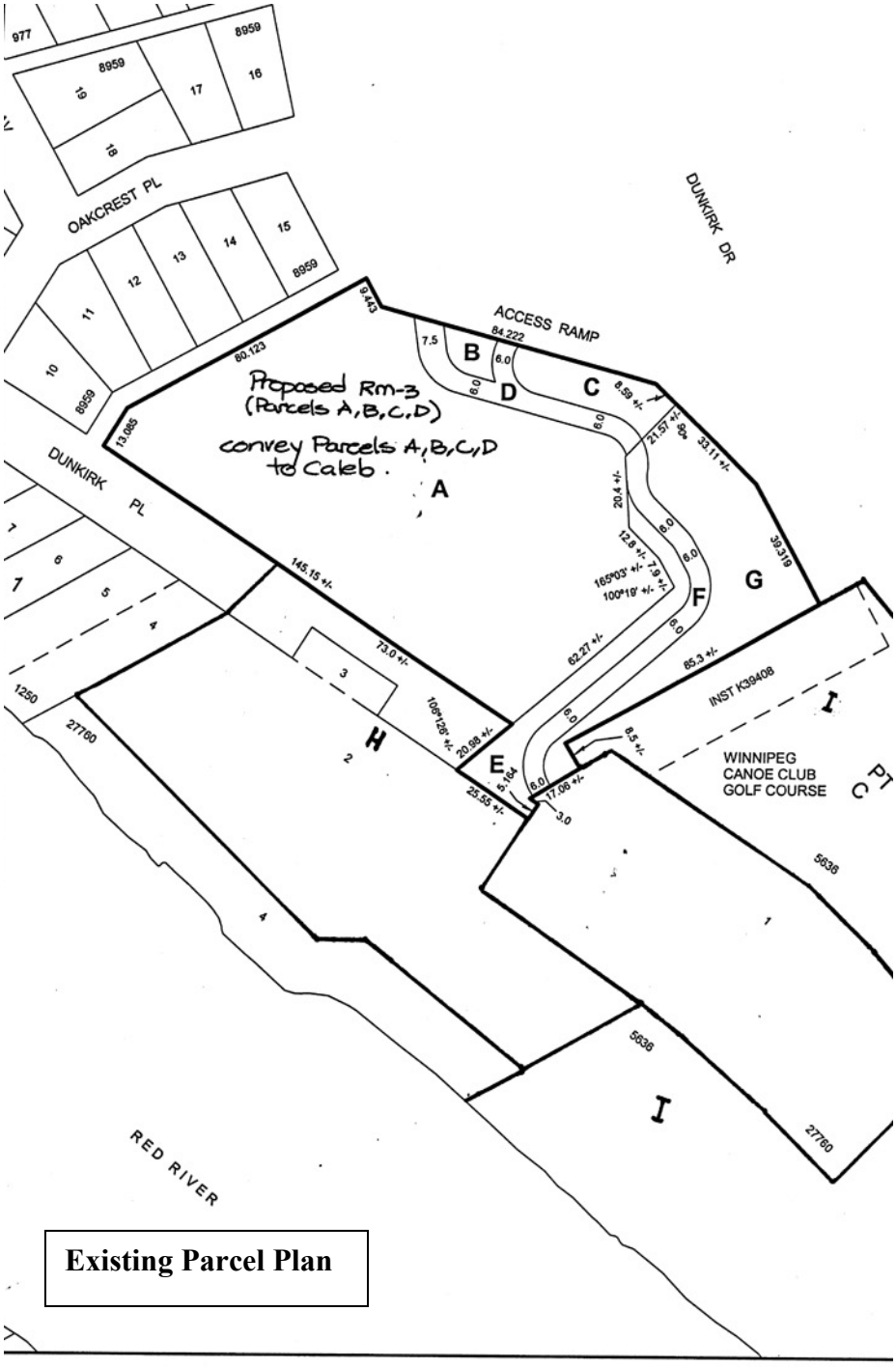
An application for the approval of the plan of subdivision shown outlined below and for a proposed zoning change to By-law No. 6400/94 by rezoning the land located at 50 & 56 Dunkirk Drive from an "PR2" PARKS AND RECREATION DISTRICT to an "RM-3" MULTIPLE-FAMILY DISTRICT as shown outlined below.



Schedule 'A' for file No. DASZ 16/2005, Executive Policy Committee, dated September 22 /2005

THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____



Existing Parcel Plan

Subject City Property
Parcel A, B, C and D = 12,137 sq.m. +/- sold to Caleb
Parcel E, F and G = 3849 sq.m. +/- City owned land.

Date: 2004-APR-13
District: RIEL
File: 7611 / H (Vol 2)
Scale: 1:1500
NOTE:
ormation displayed hereon has been compiled or computed from a variety of sources
d should be used as a general guide only.
warranty is expressed or implied regarding the accuracy of such information.

METRIC

CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPT.
LAND INFORMATION & MAPPING SERVICES

MISC. PLAN NO. 4750 / 26