**Agenda – Council – February 22, 2006**

**Report - Standing Policy Committee on Property and Development - February 14, 2006**

**Item No. 1 Public Markets Land Use Plan Update**
**File EP-1**

STANDING COMMITTEE RECOMMENDATION:

On February 15, 2006, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submits the following to Council:

1. That Option 4 Conceptual Land Use Plan dated November 8, 2005, as outlined on Attachment 1 to the Report from the Director of Planning, Property and Development dated December 16, 2005, be approved as the preferred land use and development plan for the Public Markets lands.

2. That Parcel "C" of the Option 4 Conceptual Land Use Plan be designated for Recreational, Institutional and Light Industrial land uses for sale at full market value.

3. That the Director of Planning, Property and Development be authorized to initiate any development applications necessary to implement the approved Conceptual Land Use Plan as outlined in the Report of the Director of Planning, Property and Development dated December 16, 2005.

4. That the City-owned property, with the exception of lands identified for the proposed Public Works Yard and those lands required for street widening contained within the Conceptual Land Use Plan, as outlined on Attachment 1 to the Report from the Director of Planning, Property and Development dated December 16, 2005, be declared surplus to the City's requirements.

5. That the Director of Planning, Property and Development be authorized to negotiate the acquisition of the privately-owned property shown in broken outline on Misc. Plan 12676/1 (Attachment 2 to the Report from the Director of Planning, Property and Development dated December 16, 2005) from Canadian Pacific Railway and report back, with the understanding that the property would be declared surplus by Council and form part of the overall conceptual plan.

6. That the City Solicitor/Manager of Legal Services be authorized to initiate the expropriation to acquire the property shown on Misc. Plan No. 12676/1 (Attachment 2 to the Report from the Director of Planning, Property and Development dated December 16, 2005) from Public Markets Limited and report back, with the understanding that the property would be declared surplus by Council and form part of the overall conceptual plan.

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7. That, in conjunction with the co-ordination and phasing of development on the Public Markets site, the Public Works Department review the proposed road and infrastructure improvements (including a 20 metre widening of Marion Street as outlined on Attachment 1 to the Report from the Director of Planning, Property and Development dated December 16, 2005), develop cost estimates, and provide for the necessary funding in future Five-Year Capital Budget processes.

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

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DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 15, 2006, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

Further on February 15, 2006, the Executive Policy Committee received from Normand Gousseau, Enterprises Riel, an architect's rendering of the Manitoba Sports and Recreation Campus proposed for location on the Public Markets site.

STANDING COMMITTEE RECOMMENDATION:

On February 14, 2006, the Standing Policy Committee on Property and Development concurred in the administrative recommendation with the following amendment, namely:

- That a new Recommendation be added as No. 7 as follows:

  "7. That, in conjunction with the co-ordination and phasing of development on the Public Markets site, the Public Works Department review the proposed road and infrastructure improvements (including a 20 metre widening of Marion Street as outlined on Attachment 1 to the Report from the Director of Planning, Property and Development dated December 16, 2005), develop cost estimates, and provide for the necessary funding in future Five-Year Capital Budget processes."

- That original Recommendation No. 7 be renumbered as Recommendation No. 8,

and submitted the matter to the Executive Policy Committee and Council.

**Re: Public Markets Land Use Plan Update**

**For submission to: Standing Policy Committee on Property and Development**

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

**Report date:** December 16, 2005

**Recommendation(s):**

1. That Option 4 Conceptual Land Use Plan dated November 8, 2005 and appended as Attachment 1 be approved as the preferred land use and development plan for the Public Markets lands.
2. That subject to the approval of Recommendation No. 1, Parcel "C" of the Option 4 Conceptual Land Use Plan be designated for Recreational, Institutional, and Light Industrial land uses for sale at full market value.
3. That, subject to the approval of Recommendation No. 1, the Director of Planning, Property and Development be authorized to initiate any development applications necessary to implement the approved Conceptual Land Use Plan, according to the terms of this report.
4. That subject to the approval of Recommendation No. 1, Council declare the City-owned property, with the exception of lands identified for the proposed Public Works Yard and those lands required for street widening, contained within the Conceptual Land Use Plan shown as Attachment 1, as surplus to the City's requirements.
5. That the Director of Planning, Property and Development be authorized to negotiate the acquisition of the privately owned property shown in broken outline on Misc. Plan 12676/1 (as shown in Attachment 2) from Canadian Pacific Railway and report back, with the understanding that the property would be declared surplus by Council and form part of the overall conceptual plan.
6. That the City Solicitor/Manager of Legal Services be authorized to initiate the expropriation to acquire the property shown hatched on Misc. Plan No. 12676/1 (as shown in Attachment 2) from the Public Markets Limited and report back, with the understanding that the property would be declared surplus by Council and form part of the overall conceptual plan.
7. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

## REPORT SUMMARY

**Key Issues:**

- At its November 2, 2004 meeting, the Standing Policy Committee on Property and Development concurred with administrative recommendation that a fourth option for the development of the Public Markets lands be prepared.

- A number of important issues influencing the redevelopment of this property have been identified and incorporated into the preferred land use option (Option 4), including:
  - Land drainage requirements;
  - Identification of the preferred location for a new public works yard;
  - Identification and mitigation of land use conflicts;
  - Site ingress and egress;
  - Impacts on surrounding land uses (as well as internal users);
  - Infrastructure costs; and
  - Financing and cost-sharing agreements.
- A revised financial pro forma analysis has been prepared for this preferred development option.
- Policy direction on the preferred development option is required in order for the Administration to implement the plan.

**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):**

- City Departments including Water and Waste, Public Works and Planning, Property and Development will participate in the implementation of any development that proceeds from these recommendations.
- Any new development of the Public Markets site will have some impact on surrounding properties.

**Policy implications:**

| | |
|---|---|
| X | **No** |
| | **Yes** |

**Comment(s):**

- Development of the site in accordance with the proposed land use plan is consistent with the Industrial Policy Area designation for the area under Plan Winnipeg

**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):**

- An updated Cost/Benefit Analysis recently prepared by the City's Consultants for the Conceptual Land Use Plan indicates that a positive benefit would accrue to the City in sales revenue. Any new development on the site would also produce new tax revenue for the City.

**REASON FOR THE REPORT:**

The acquisition, development and disposition of City lands and the approval of plans for these lands falls within the mandate of the Standing Policy Committee on Property and Development to make recommendations to Council.

**HISTORY:**

For eighty years prior to the 1980s, much of the Public Markets site had been used for livestock related industries. The City of Winnipeg acquired property in this vicinity through direct acquisition and tax sale. All buildings on the site have been removed with the exception of the Public Markets administrative building, powerhouse and water tower (all three structures are listed on the City of Winnipeg's historic buildings inventory). Concrete remnants of the former holding pens also remain.

In 2002, the Planning, Property and Development Department contracted ND Lea Engineers and Planners (along with Royal LePage Stevenson Advisors) to undertake a land use concept plan for the lands commonly referred to as the Public Markets – *The Public Markets Land Use Plan*. The plan examined three different land use options, their potential development costs, and potential impacts: 1) a primarily Residential option (Option 1); 2) a Recreational / Institutional option (Option 2); and 3) an Industrial option (Option 3). Based upon the findings of the study and additional analysis, the Administration recommended that a hybrid of the Industrial (Option 3) and Recreational / Institutional (Option 2) land use concepts be pursued. An important factor in this recommendation was the lack of availability of large M3 Industrial lands for redevelopment, and the unique characteristics of the site. The site is one of the few remaining large M3 Industrial

lands available for redevelopment, and the only one with immediate access to both CN & CP rail lines, the only joint CN / CP yard in the city, an existing intermodal facility on-site, ease of access to major road networks, and existing infrastructure located immediately adjacent to the site.

On November 2, 2004, the Standing Policy Committee on Property and Development concurred with administrative recommendation, and directed the Administration to form a working group to further develop the land use concept, and pursue possible funding and cost-sharing opportunities. The Administrative Working Group has met several times since November 2004, and its recommendations are presented below.

**DISCUSSION:**

**Site Information:**

Location: Former Canada Packers, Swifts and Public Markets (Union Stock Yard) lands in St. Boniface – referred to herein as the Public Markets.

Study Area: Bound by Marion Street to the North; CN Sprague to the East; Paddington Yards to the South; and CP Emerson/rue Archibald to the West (See Map 1).

Size: City of Winnipeg owned land totals 171 acres.

Zoning: Existing zoning – M3 industrial. Plan Winnipeg designation – Industrial.

Land Uses: Immediately adjacent to the site along Marion and Archibald are commercial and industrial businesses. A 24-hour inter-modal rail-to-truck transfer facility (Allied Systems) is located within the site boundaries. Industrial uses (many are heavy industries) are found to the north and east, and the residential neighbourhoods of Windsor Park and Archwood are found to the south and west respectively.

Status: Primarily vacant land except for Public Markets administration building, powerhouse, water tower and concrete slabs/remnants.

**Conceptual Land Use Option No. 4:**

In accordance with the direction from the Committee, the Administration formed a working group and has refined a conceptual land use map for Option No. 4, a 'hybrid' land use plan of the Industrial (Option 3) and Recreational / Institutional (Option 2) options discussed in the *Public Markets Land Use Plan*. A copy of this option is appended as Attachment 1.

Rationale for Conceptual Land Use Plan:

The proposed conceptual land use plan contains three elements consistent with the other land use options considered under the *Public Markets Land Use Plan*.

- First, two parcels (8.8 and 2.4 acres respectively) are designated for commercial / light industrial uses along Marion Road, and will have access off of Marion Road and the Dupuy Avenue extension into the site.

- Second, the site will house the preferred site for an approximately twenty-four (24) acre Public Works Yard, which will consolidate several smaller yards in the eastern portion of the city.

- Third, approximately sixteen (16) to eighteen (18) acres of retention areas will be provided to meet on-site and regional stormwater retention needs.

The overall conceptual land use plan conforms with the direction of the Committee in terms of allowing heavier industrial uses on the eastern portion of the site, while tapering down in intensity towards the west and southwestern portions of the site. Parcels in the eastern and central portions of the site have been proposed with a Medium Industrial designation, while parcels further to the west are proposed to have a Light Industrial designation. Per the direction of the Committee, zoning mechanisms such as performance standards or impact-based zoning may be utilized to mitigate and/or prohibit noxious or undesirable uses. In order to implement the recommendations of the Public Market Land Use Plan, the subject site will need to be rezoned from its current 'M3' Industrial zoning to a more appropriate zoning district(s).

Approximately eighteen (18) acres of land in Parcel "C" on the western perimeter of the site is set aside for recreational/institutional/light industrial uses. At its November 2nd, 2004 meeting, the Standing Policy Committee on Property & Development recommended that these lands be utilized for institutional and / or recreational uses on a cost-recovery basis, with an alternate designation of light industrial if no viable institutional and / or recreational development could be found. The Administration recommends the designation of these lands to Recreational / Institutional / Light Industrial on a full market value basis, which will allow for development under any of these three land use categories, thus increasing flexibility and facilitating redevelopment of the site.

Infrastructure Improvements:

A single primary access road services the site, entering from a signalized intersection at Marion & Dupuy, running south to provide access to the Allied Systems property, then east to connect the site to Speers Road and/or Dawson Road. The use of a single access road will reduce costs, while also allowing for more flexibility through larger parcels for development by third-parties. Moreover, the City has a legal obligation to provide access and service connections to the Allied Systems site. All roads will be improved to industrial street standards, per the City's requirements. In addition, approximately five hundred (500) metres of street rehabilitation work will be required on Speers Road in order to provide access to a signalized intersection at Maginot Street and Lagimodiere Boulevard.

Services such as water, wastewater, and stormwater lines, will be provided throughout the site within the street right-of-way. Additional capacity for stormwater lines may be required to service the proposed retention basin area(s), which will serve to meet the on-site and regional drainage requirements of the surrounding area.

Development Phasing:

Phasing of development on the Public Markets site will be tied to the location and timing of road improvements and service extensions.

- The initial phase will involve lands immediately adjacent to Marion Street and the Dupuy Avenue extension, concurrent with Phase 1a and Phase 1b road and infrastructure improvements (see Attachment 1). Lands to the east or west of the Dupuy Avenue extension may be developed in this phase subject to providing services to the Allied Systems property and the removal of the access easement and private service lines currently serving that property.
- Phase 2 road and infrastructure improvements will also allow for the development of the medium industrial lands on the southern portion of the site, as well as access to the Public Works Yard preferred location from the south.
- The development of the remaining lands on the eastern portion of the site will be facilitated by road and infrastructure improvements in Phase 3, with improved access from the site to Lagimodiere Boulevard via Speers Road and Maginot Street being provided with Phase 3b.

Stormwater retention basin improvements will occur in a phased manner, and in accordance with their function. The northern basin will function for on-site retention, and will be constructed concurrent with the first development on-site. As additional development occurs, the northern basin will be expanded to meet requirements. The southern retention basin area is to address regional retention issues and will be constructed in the later phases of the project.

Sales and Marketing

Should Council approve the recommendations of this report the Department would proceed with the acquisition of the associated CPR property, subdivision and rezoning applications and the phased servicing and marketing of the subject lands. In addition, the Department would also initiate expropriation proceedings to acquire the property currently registered in the name of the now dissolved Public Markets Limited. Funds required for the enhancement of the site would be financed through the Land Operating Reserve. An updated Cost/Benefit Analysis of the proposed Conceptual Land Use Plan recently prepared by the City's Consultants indicates that a positive benefit would accrue to the City in sales revenues. Any new development on the site would also produce new tax revenue for the City.

## Financial Impact Statement Date: December 14, 2005

**COMMENTS:**

There are no direct financial implications associated with the recommendations in this report. Should Committee approve the recommendations, it will lead to actions that will have financial implications. However, these actions will be the subject(s) of a future report(s).

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

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

- Public Works Department
- Water and Waste Department

**THIS REPORT SUBMITTED BY:**

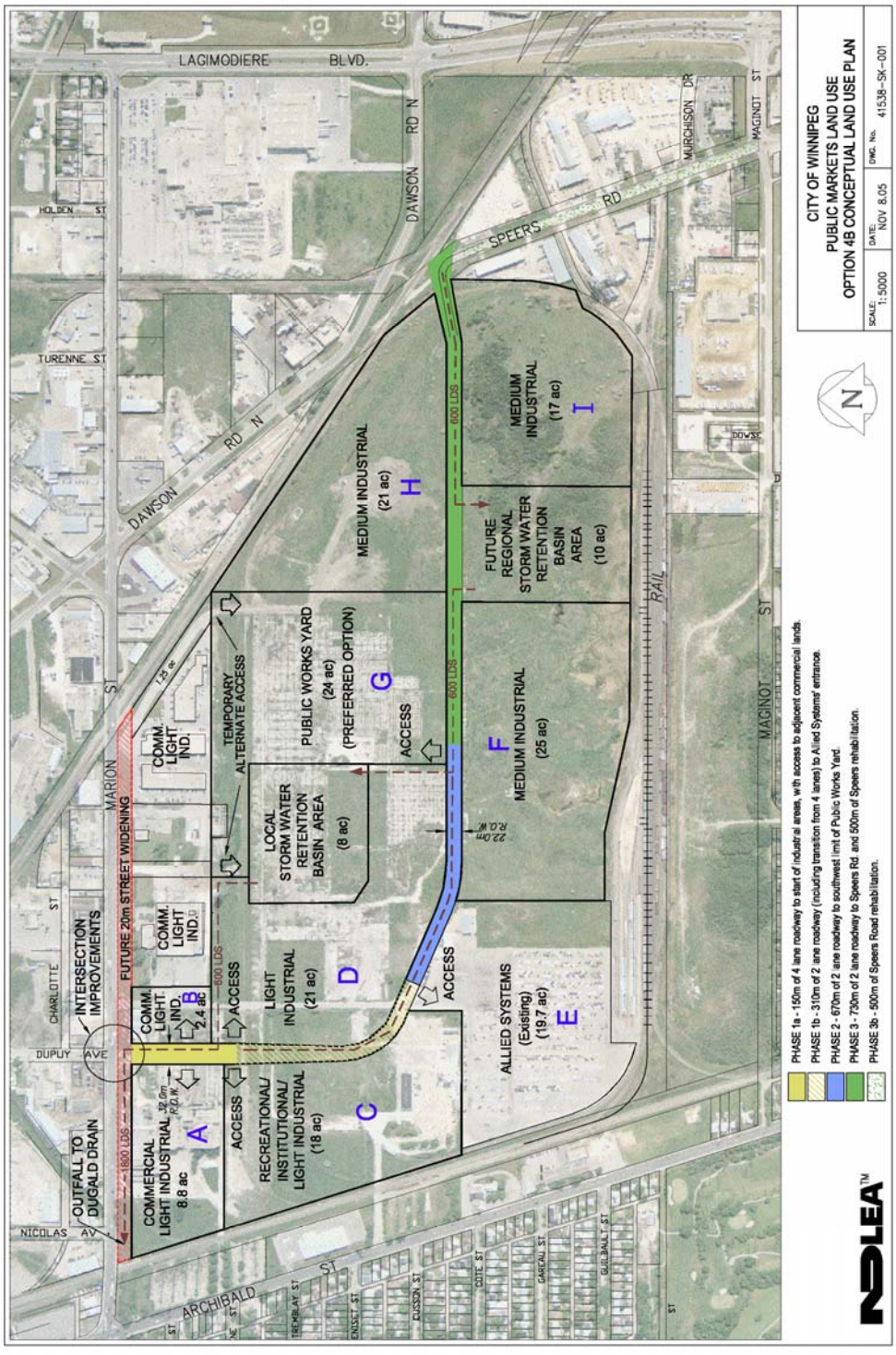
Planning, Property and Development Department
Division: Planning and Land Use; Real Estate
Prepared by: David Marsh AICP; Ray Klassen
PPD File #:

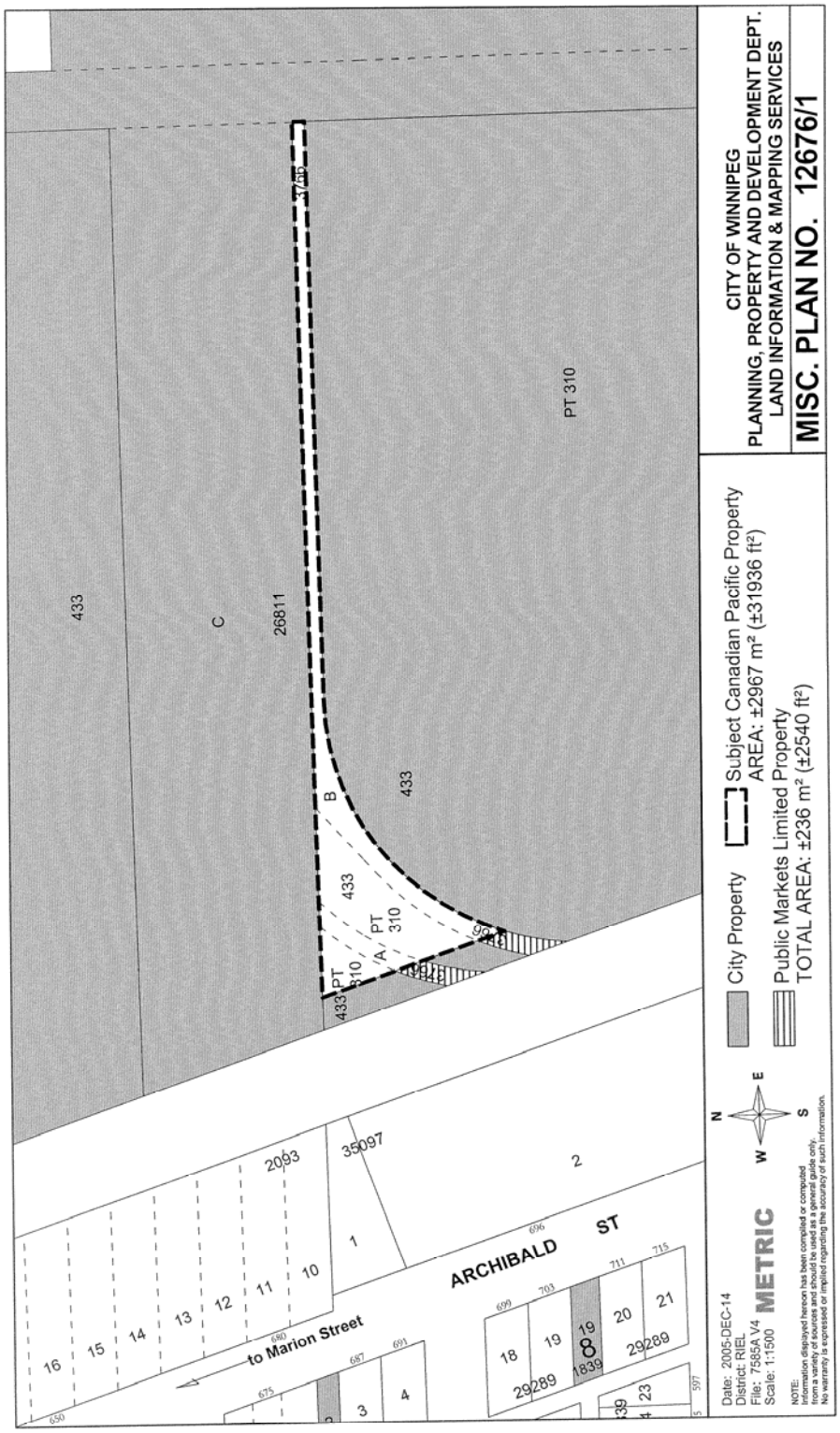
Document name: o:\reports directive\planning and land use\urban planning reports\2005 reports\public market land use plan update - hybrid option no 4 - nov 05(revised)1.doc

**ATTACHMENTS:**

Attachment 1: Public Markets Land Use Plan – Option No. 4 'Hybrid' – Conceptual Land Use Map
Attachment 2: Miscellaneous Plan 12676/1

**Attachment 1 – Public Markets Land Use Plan – Option No. 4 'Hybrid' – Conceptual Land Use Map**




CITY OF WINNIPEG
PLANNING, PROPERTY AND DEVELOPMENT DEPT.
LAND INFORMATION & MAPPING SERVICES
MISC. PLAN NO. 12676/1
City Property
Subject Canadian Pacific Property
AREA: ±2967 m² (±31936 ft²)
Public Markets Limited Property
TOTAL AREA: ±236 m² (±2540 ft²)
Date: 2005-DEC-14
District: RIEL
File: 7585A V4
Scale: 1:1500
METRIC
ARCHIBALD ST
to Marion Street
PT 310
433
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