Minutes – Executive Policy Committee – May 16, 2012

Minute No. 256
Report – Standing Policy Committee on Property and Development – May 8, 2012

Item No. 4 **Rezoning – 184 Sherbrook Street**
(Fort Rouge-East Fort Garry Ward)
File DAZ 204/2012 [c/r DAV 107391/2012D]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee and submits the following to Council:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land as shown on Schedule "A" for File DAZ 204/2012 dated April 1, 2012 to an "RMF-L" (Neighbourhood Main Streets PDO-1) Residential Multi-Family District, subject to the following:

    A. That the applicant enter into a Zoning Agreement with the City of Winnipeg pursuant to Subsection 240(1) of The City of Winnipeg Charter to provide for the following:

        i. That the height of any building shall be limited to 60 feet

        ii. That for the development of any building or structure, plans shall be submitted showing the location and design of proposed buildings, the location and design of accessory parking areas, garbage enclosures, fencing, lighting, and landscaping to the Director of Planning, Property and Development for plan approval prior to the issuance of any building or development permit, and thereafter all to be constructed and maintained to the satisfaction of the Director of Planning, Property and Development.

2. That a ten percent (10%) dedication be made by a payment of a sum of money to the City in lieu of the requirement for land dedication based on the increase in market value of the land.

3. That in the event the application is not proceeded 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.

Minutes – Executive Policy Committee – May 16, 2012

Report – Standing Policy Committee on Property and Development – May 8, 2012

4. That the Director of Legal Services and City Solicitor be requested to prepare the necessary rezoning by-law and forward the same to Council for all three (3) readings.

5. That the zoning section of the by-law comes into force when the Zoning Agreement is registered in the Winnipeg Land Titles Office by caveat against the subject lands, provided that the said effective date occurs within one year from the date by-law is passed.

6. That the Proper Officers of the City are hereby authorized to execute said Zoning Agreement

7. That the Director of Legal Services and City Solicitor be requested to do all things necessary for implementation in accordance with the terms of The City of Winnipeg Charter.

Minutes – Executive Policy Committee – May 16, 2012

Report – Standing Policy Committee on Property and Development – May 8, 2012

DECISION MAKING HISTORY:

Moved by Councillor Browaty,

That the recommendations of the Standing Policy Committee on Property and Development and the City Centre Community Committee be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On May 8, 2012, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On April 10, 2012, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

RE: **Rezoning – 184 Sherbrook Street**
File DAZ 204/2012

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

Prepared by: **Josie Marques, Senior Committee Clerk**
City Centre Community Committee

Report date: **April 10, 2012**

COMMUNITY COMMITTEE RECOMMENDATION:

On April 10, 2012, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and recommends to the Standing Policy Committee on Property and Development:

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land as shown on Schedule "A" for File DAZ 204/2012 dated April 1, 2012 to an "RMF-L" (Neighbourhood Main Streets PDO-1) Residential Multi-Family District, subject to the following:

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6. That the Proper Officers of the City are hereby authorized to execute said Zoning Agreement

7. That the Director of Legal Services and City Solicitor be requested to do all things necessary for implementation in accordance with the terms of The City of Winnipeg Charter.

The City Centre Community Committee provided the following supporting reason(s) for its recommendation:

1. There is a need for affordable housing.
2. The intent of the project is something that is supported.
3. Overall this development will have a positive impact on the neighbourhood.
4. The density of the development is something Sherbrook Street can handle.
5. The development is beneficial to the city as a whole and provides a positive atmosphere.
6. There is not a large amount of opposition to the development.

PUBLIC HEARING SUMMARY

File: DAZ 204/2012

Before: City Centre Community Committee
Councillor Orlikow, Chairperson
Councillor Gerbasi
Councillor Smith

Public Hearing: April 10, 2012
West Committee Room
Council Building, 510 Main Street

Applicant: DPA/HAS (David Penner Architect)
H5 Architecture (Helio Rodrigues)

Subject:



Premises Affected: 184 Sherbrook Street

Exhibits Filed:
1. Application dated February 12, 2012
2. Notification of Public Hearing dated February 13, 2012
3. Manitoba Status of Title 1957402/1

4. Letter of authorization dated January 19, 2012 from Michael J. Mercury Q.C., Acting Chairman and Director, Clubhouse of Winnipeg Inc. to David Penner Architect and H5 Architecture (Helio Rodrigues)
5. Surveyor's Building Location Certificate and sketch dated October 28, 2011
6. Plans (12 pages)
7. Report from the Planning and Land Use Division dated March 30, 2012
8. Inspection Report
9. Audio Recording of representations

REPRESENTATIONS:

In Support:

Maryvonne Alaric
Vic Carroll
Phil Dlot
Marty Dolin
Mark Elie
Rachelle Fortier
Bill and Carolyn Gadsby
Gisele and Ernie Koncz
Carlyn Mackey
Maria and Michael Mercury
David Penner
Dorothy and Warren Weldon

In Opposition:

Theresa Danyluk
Greg Evans
Chris Krawchenko
Renn and Lori Vondyck

For Information:

Nil

For the City:

Mr. M. Robinson, Senior Planner, Planning, Property and Development Department

Exhibit "7" referred to in File DAZ 204/2012

ADMINISTRATIVE REPORT

Title: DAZ 204/2012 – 184 Sherbrook Street

Issue: For consideration at the public hearing for a Rezoning for DAZ 204/2012 – 184 Sherbrook Street

Critical Path: City Centre Community Committee as per the Development Procedures By-law and *The City of Winnipeg Charter.*

AUTHORIZATION

Author	Department Head	CFO	CAO
P. Regan	n/a	n/a	

RECOMMENDATIONS

1. That the Winnipeg Zoning By-law No. 200/2006 be amended by rezoning the subject land as shown on Schedule "A" for File DAZ 204/2012 dated April 1, 2012 to an "RMF-L" (Neighbourhood Main Streets PDO-1) Residential Multi-Family District, subject to the following:

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6. That the Proper Officers of the City are hereby authorized to execute said Zoning Agreement

7. That the Director of Legal Services and City Solicitor be requested to do all things necessary for implementation in accordance with the terms of The City of Winnipeg Charter.

REASON FOR THE REPORT

The Report is being submitted for the Committee's consideration of the development application at the
Public Hearing.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Planning and Land Use Division are concurred in, the property will be rezoned.

CONSULTATION

In preparing this Report there was consultation with:
N/A

SUBMITTED BY

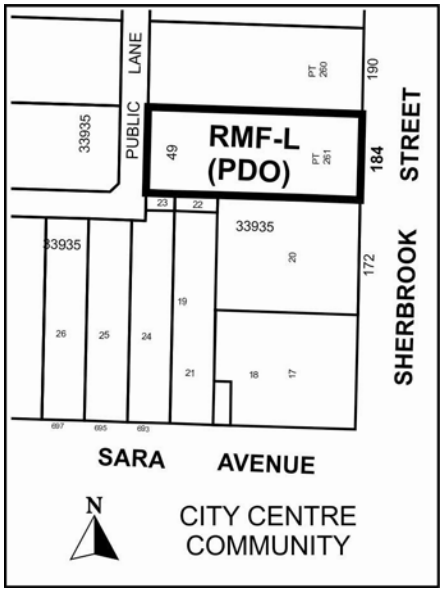
Department	*Planning, Property and Development*
Division	*Planning and Land Use*
Prepared by	Michael Robinson, AICP, MCIP
Date:	March 30, 2012

APPENDIX 'A'

DATE: March 30, 2012
FILE: DAZ 204/2012
RELATED FILES: DAV 12-107391/D
COMMUNITY: City Centre Community
NEIGHBOURHOOD #: 1.103

SUBJECT: To rezone the subject land from a "C2" (Neighbourhood Main Streets PDO-1) Commercial District to a "RMF-L" (Neighbourhood Main Streets PDO-1 Residential Multi-Family District

LOCATION: 184 Sherbrook Street
LEGAL DESCRIPTION: EXC W 8F LOT 261 PLAN 49 79 ST. JA



APPLICANT: Helio Rodrigues (H 5 Architecture)

OWNER: Clubhouse of Winnipeg

RECOMMENDATION: Approval

SITE DESCRIPTION

The subject property, which is zoned "C2" (Neighbourhood Main Streets PDO-1), is located on Sherbrook Street, between Sara and Broadway Avenues, in the West Broadway neighbourhood of the Fort Rouge – East Fort Garry ward

North: Commercial office use, zoned "C2" (Neighbourhood Main Streets PDO-1)
South: Sara Avenue, then a residential use zoned "C2" (Neighbourhood Main Streets PDO-1)
East: Commercial use zoned "C2" (Neighbourhood Main Streets PDO-1)
West: Back lane and vacant lot zoned "C2" Commercial District

DESCRIPTION OF THE PROPOSED DEVELOPMENT
The applicant is proposing to construct a 6 storey, 29 unit multiple-family building on the subject property. The breakdown of unit types is as follows:

- 10 two bedroom (685sf) units
- 18 one bedroom (520 sf) units
- 1 two bedroom with play space (1,020sf) unit

More detailed information from the applicant about the project is provided in Appendix 'C'

Reason for application
The proposed density exceeds the allowable density in the "C2" Commercial District. Consequently, a rezoning to "RMF-L" Residential Multiple-Family, which allows for a higher density, is required.

ANALYSIS AND ISSUES
A. Policies
*O*urWinnipeg and Complete Communities Direction Strategy
Community Mixed Use Corridor
The subject property is situated within a community mixed use corridor. Community Mixed Use Corridors are city routes which connect neighbourhoods, are well served by public transit, and accommodate a mix of uses, functioning as vibrant urban places for Winnipeggers to live, work and play.

Complete Communities Direction Strategy says the following about community mixed use corridors:

Community Mixed Use Corridors provide the opportunity to complete communities; areas of mixed use will largely be concentrated here. In order to accommodate the city's anticipated increases in residential, commercial and employment densities, Community Mixed Use Corridors will experience a fairly significant amount of change: existing corridors will be enhanced and new corridors will be built in New Communities as community hubs.

It should also be noted that there is a demonstrated need for a mix of residential housing types in the City and a growing recognition that infill lands, with existing services in place, are the best place to accommodate it.

To that point, the Conference Board of Canada has projected a substantial shift in the share of new units, away from single-family, and towards apartment/condo multiple-family units, over the next 20+ years. As per the Conference Board forecast from 2009 to 2031

- Single-family is projected to decrease from a 71% share to a 35% share of housing starts
- Multiple-family is projected to rise from a 29% share to a 65% share of housing starts.

The proposed development helps to meet this growing trend in the City.

B. Public Consultation
The applicant held an open house at Crossways United Church on November 22, 2011. There were 24 people in attendance. In addition, the applicant held several individual consultation meetings with local stakeholders (see applicant's consultation report in Appendix 'D')

C. Urban Design
The building will be oriented close to the front property line on Sherbrook Street. The lot line development provides a pedestrian friendly edge to the sidewalk and is consistent with the lot line development of properties on either side (172 & 109 Sherbrook)

In addition, the proposed building offers significant transparency at street level, in order to maintain a ***physical*** and visual connection between the building, the sidewalk, and the neighbourhood. To this point, they are locating a community programmed multi-purpose room on the first floor, at the front of the building.

A landscape walkway will create a short cut through the property and a sitting wall with landscaping will create a plaza effect, opening the space up to outdoor use.

D. *Summary*
The proposed development will provide much needed infill housing in a neighbourhood that is walkable, has frequent transit service, and a range of services and amenities close by. It makes use of a vacant parcel of land and fits the scale that is permitted along mixed use corridors. The applicant has attempted to integrate the building into the existing street fabric by bringing the building up to the street, creating a small outdoor amenity space, and providing an active use at the front of the building (community multi-purpose room), which will provide transparency at street level. It is recommended that the rezoning be approved.

E. Conditions
The Winnipeg Public Service is recommending conditions in a Zoning Agreement

1) It is recommended that the height be limited to 60 feet, which is the maximum height permitted for residential buildings in the "C2" Commercial District.
2) That final plan approval by the Director of Planning, Property and Development be required prior to the issuance of any development permits

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

This Report Submitted by:
Planning, Property and Development Department
Planning and Land Use Division

Report Prepared by: Michael Robinson, AICP, MCIP
PPD File # DAZ 204/2012

APPENDIX 'B'
Schedule "A" for File No. DAZ 204/2012, City Centre Community Committee, dated March 30, 2012

By-Law No. _____

File No. **DAZ 204/12**

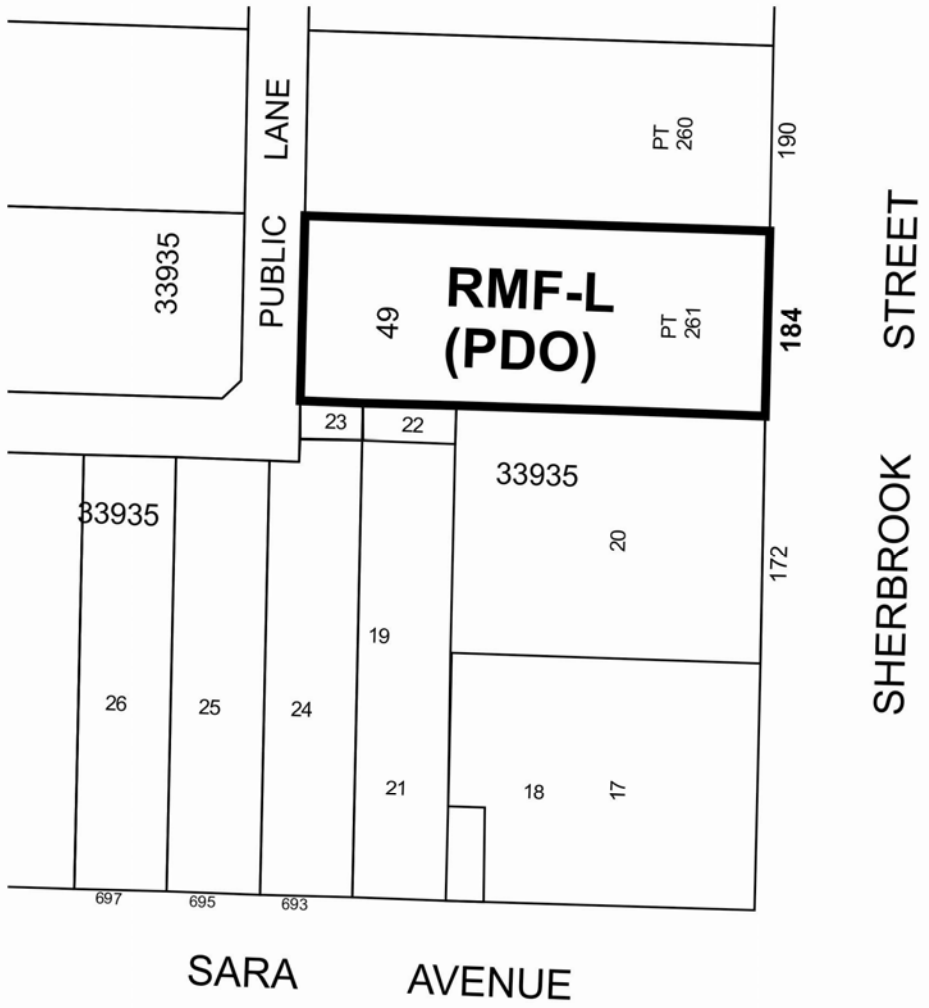
Atlas Sheet No.

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AA23
CITY CENTRE
COMMUNITY

Explanation

A proposed zoning change to By-law No. 200/2006 by rezoning the land located at 184 Sherbrook Street from a "C2" (PDO Neighbourhood Main Streets) COMMERCIAL COMMUNITY DISTRICT to an "RMF-L" (PDO Neighbourhood Main Streets) RESIDENTIAL MULTI-FAMILY DISTRICT to allow for construction of a multiple family dwelling with a supportive living component as shown outlined below.



THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____



Figure 1: Aerial Photo (Flown in 2009)

APPENDIX 'C'
PROJECT DETAILS

FOUNTAIN SPRINGS HOUSING

'184 Sherbrook Street, Winnipeg (January 23, 2012)
Project Description prepared by Hold Zone Inc. (Phil Dlot), David Penner Architect (David Penner), House 5 Architecture (Helio Rodrigues)

Project Description

- 29 unit integrated, affordable housing development in partnership with Clubhouse of Winnipeg (CH) at 172 Sherbrook Street:
    - ±50% of suites are affordable market housing units;
    - ±50% of suites are affordable supportive housing units;
    - 40% of suites will accommodate children;
    - 10 two-bedroom (685sf), 18 one-bedroom (520sf), & 1 two-bedroom with play space (1020sf);
    - all units will meet provincial modesty criteria;
    - 36 units is the optimum for a staffed supportive housing operation;
- All rents will be medium market rates according to MHRC guidelines. Some units will be eligible for rent subsidies as determined by Manitoba Housing.
- Tenants will be selected by FSH committee review of applications in a fair and open-minded manner.
    - FSH will attempt to ensure a diverse mix in population.
    - A waiting list will be created for those who are not initial residents.
    - All community social services agencies will be invited to provide their clients and members to submit application (CH, Resource Assistants for Youth (Ray), West Broadway Community Ministry, Wolesley Family Housing etc).
- Target market:
    - people with mental health issues.
    - people with physical disabilities in the accessible units
    - seniors, adults
    - General public, open to all
- Ownership of the building rest with the Province for 25 years, then automatically turned over to FSH.
- Fountain Springs Housing (FSH) is a non-profit corporation (6338209 Manitoba Association Inc.) aimed at providing affordable housing, including those with mental health issues and multifamily housing.
- FSH will outsource the property management services (i.e. SAM Management or similar).
- FSH will outsource to a community agency that delivers housing support services for people and families including support services for people with mental health challenges.
- The project develops Clubhouse-owned, surplus, under-developed land and maximizes the number of units based on zoning restrictions as well as maximum utility in general (amenity space, safety)
- Within close walking distance to bus routes, a grocery store, a bike repair shop, and many other residential amenities.
- Within close walking distance to social services agencies including Clubhouse of Winnipeg, Resource Assistants for Youth, and West Broadway Community Ministry.
- Adds to the tax base of the community and adds consumers for local businesses (during and post-construction), and establishes safe, affordable housing. Resident's activity and cameras inside and outside the facility add to the safety of the entire area.

On-Site Amenities

- Laundry facilities on each residential level;
- Elevator;
- Bicycle storage rooms for the tenants on the ground floor;
- 450SF common area meeting/gathering space adjacent to the main entrance:
    - available to tenants and the neighbourhood alike
    - includes kitchenette, barrier-free washroom and coat space.
- Housing office adjacent to the main entrance; Full time caretaker for tenant coordination and related support issues. Additionally support partners, i.e., New Directions, Sara Riel and others will be sought.
- Caretaker with dedicated residential unit on the ground floor;
- Security cameras around the perimeter of the property enhance neighbourhood safety;
- Parking for 16 will be provided on the adjacent Clubhouse property.

Architecture

- 6 storey concrete and masonry structure speaks to the optimism for the future demand and quality of Sherbrook developments, and is consistent with existing development (Massage Therapy College, Misercordia, Westminster Co-op, Lions Manor, Sherbrook Inn, etc.).
- Fully-glazed south elevation provides maximum day lighting to residential units and presents an open, friendly and artistic face along Sherbrook Street, heading north. All units will be provided with window coverings.
- Fully visit-able development. All units will be capable of achieving Universal Access requirements; the exact number of UA units shall be determined by MHRC. Universal Access units will provide:
    - grab bars and pull-up space at vanities and kitchen sinks;
    - 36" door widths, 36" hallways and 60" turning radii;
    - special height peep-holes, switches and devices, medicine cabinets, and closet rods;
    - pull-down seat in showers and lateral transfer area by toilet and tub.
- Fully sprinklered, non-combustible construction;
- ±$5,500,000 construction value. The stand-alone concept avoids tie-in costs of an addition to Clubhouse.
- Green building features include
    - Energy Star rated appliances;
    - High efficiency double-glazed windows with Low-E and argon;
    - High thermal mass construction (concrete block and hollow-core slabs),
    - Water-saving fixtures and systems, and rainwater retention for landscape irrigation,
    - Heat recovery ventilator(s) and 40% MNEC energy efficiency target (LEED Silver standard)
    - Emphasis on day lighting and winter heat gain.
    - Emphasis on active lifestyles, like walking, cycling, and stair-climbing.
    - Emphasis on recycling, and low-maintenance materials and products.
    - Minimizes interior floor areas and volumes to minimize resource and energy consumption.
    - Maximizes the use of Manitoba, low-VOC materials and products,
- Emphasis on safe, socially engaging environments,

Urban Design

- A community landscaped walkway will create a short-cut through the property, integrate the development into the neighbourhood, and promote active lifestyles;
- A community meeting space will offer neighbourhood engagement and amenity;
- Windows at grade along Sherbrook provide visual connectivity to contribute to the apparent activity of the street and to provide eyes to the activities of the neighbourhood;
- A landscaped edge to the existing and expanded parking lot on Sara Avenue will provide a buffer.
- The development of medium-density housing increases the activity level and vitality of the neighbourhood and supports businesses in the area
- Develops on otherwise under-developed, empty, surface parking lot on Sherbrook
- Lot-line development provides a pedestrian-friendly edge to the sidewalk, protected from the wind. Lot-line development is also consistent with adjoining properties on each side (172 & 109 Sherbrook).
- Sherbrook orientation was chosen over Sara in response to the scale and character of the 2 streets.

APPENDIX 'D'
PUBLIC CONSULTATION OVERVIEW

F S H

FOUNTAIN SPRINGS HOUSING 184 Sherbrook Street

OPEN HOUSE

Tuesday, November 22, 2011
5 pm – 7 pm
222 Furby St. (Crossways United Church)

Attendance

24 People
- 12 – in full support
- 8 – undecided
- 4 – involved with the project

Comment Box (1)

-"Excellent for the neighborhood reduce parking demand to 3/4 or 1/2. 1 to 1 is too high for "good density & and "good" support for transit."

Minutes:

-Owners of the property at Sara Ave. and Maryland St. were very excited by the development plans, in full support.

-Concerns expressed by the adjacent property owner to the north;

They had not been notified of the open house (although we are confident a flyer had been dropped off / also ran advertisement in the Metro local paper, emails to WBDC, and West Broadway BIZ for distribution to organizations and members.)

They had no forewarning of the imminent development plans (they were not occupying the building when the original door to door canvassing had been done 1 1/2 years ago.)

Although they recognized the development to be a significant enhancement to the area, they didn't like that it was happening "on top" of them.

They didn't like that we're going to the lot line on the north side and asked if the building could be moved further south.

They would prefer if the development were happening on Sara Ave.

-Generally, no concerns expressed about the use or the building height or the number of units or parking.

-Comment was made to provide no additional parking.

-General support for the detail and functions at grade on the Sherbrook Street side. The Community portal and Walkway received high praise from several people.

-A suggestion was made to turn the units on the east end to provide living room windows on Sherbrook Street, increase the amount of window area on Sherbrook Street.

david penner + h5a +

-Development was compared with excitement to Greenheart Housing Co-op and the positive impact that development had on the neighborhood.

INDIVIDUAL CONSULTATION MEETINGS

Wednesday, January 11, 2012
West Broadway Biz
Board members
-Points of concern;
Consult with lawyer's office (Evans Fraser Law Office) next door to project.

Friday, January 27, 2012
Balmoral Spence Neighborhood Association
Joan Clasen (Chair)
-Points of concern;
User group of facility (mental health recipients).

Ownership model (rental units instead of ownership).

Tuesday, March 28, 2012
Evans Fraser Law Office
Gregory Evans
-Points of concern;
Building proximity to the property line, blocking window views and exterior accessibility to wall maintenance.

Blocking day light to roof sky lights.

Number of off street parking provided.

LETTERS OF SUPPORT

West Broadway Biz
West Broadway Development Corporation
Resource Assistance for Youth (RAY)
Manitoba League of Persons with Disabilities Inc.
Peter Sampson Architecture Studio Inc.
Marcel's Drapery and Blinds
Rob Alterneyer
Jenny Gerbasi