Agenda – Council – February 27, 2013

Report – Executive Policy Committee – February 6, 2013

Item No. 1 Complete Communities Amendment – 1270 Notre Dame Avenue (Daniel McIntyre Ward)
File SPA 2/2012 [c/r DAZ 227/2012, DCU 174651/2012D and DAV 170517/2012D]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 6, 2013, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submits the following to Council:

1. That By-law No. 147/2012, a proposal to amend Complete Communities By-law No. 68/2010 by removing the General Manufacturing designation for the lands identified on Appendix A, be forwarded to Council for second and third reading.

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

Agenda – Council – February 27, 2013

Report – Executive Policy Committee – February 6, 2013

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 6, 2013, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Further on February 6, 2013, the Executive Policy Committee provided the following supporting reason:

1. The Executive Policy Committee agreed with the administrative comments contained in the report of the Urban Planning Division dated January 31, 2013.

PUBLIC HEARING SUMMARY

File: SPA 2/2012

Before: Executive Policy Committee
His Worship Mayor Katz, Chairperson
Deputy Mayor Wyatt
Councillor Mayes
Councillor Pagtakhan

Public Hearing: February 6, 2013
West Committee Room
Council Building, 510 Main Street

Applicant: Wintec Building Services Inc.
(Peter Yuill)

Subject:



APPLICANT : WINTEC BUILDING SERVICES INC.

FILE : SPA 2/12

PROPOSAL : Council has given first reading to By-law No. 147/2012, which proposes to amend the Complete Communities Direction Strategy By-law No. 68/2010 to remove the land shown outlined above from lands having the "Employment Lands" designation, in order to facilitate the conversion of the existing building into a multiple-family dwelling use. **For information, phone Mr. B. Shenback, Planner, at 204-986-5549.**

Premises Affected: 1270 Notre Dame Avenue

Exhibits Filed:

1. Application dated October 23, 2012
2. Notification of Public Hearing dated December 17, 2012
3. Council Decision of December 12, 2012; containing report from the Director of Planning, Property and Development dated November 16, 2012
4. First Reading of By-law No. 147/2012 by Council on December 12, 2012
5. Manitoba Status of Title 2599277/1
6. Letter of authorization dated July 10, 2012 from Clearwater Investments Inc. to Wintec Building Services
7. Surveyor's Building Location Certificate and sketch dated September 4, 1998
8. Aerial Photograph of the subject property
9. Plans (3 pages)
10. Report from the Urban Planning Division dated January 31, 2013
11. Inspection Report
12. Audio Recording of representations

In Support:

Michael Romani, Wintec Building Services Inc.

In Opposition:

Nil

For Information:

Nil

For the City:

Mr. B. Thorgrimson, Director of Planning, Property and Development
Mr. M. Robinson, Senior Planner, Planning, Property and Development Department
Mr. B. Shenback, Acting Principal Planner, Planning, Property and Development Department

ADMINISTRATIVE REPORT

Title: **Complete Communities Amendment - 1270 Notre Dame**

Critical Path: **Executive Policy Committee - Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
P. Regan	B. Thorgrimson	N/A	D. Joshi

RECOMMENDATIONS

1.) That By-law No. 147/2012, a proposal to amend Complete Communities Bylaw No. 68/2010 by removing the General Manufacturing designation for the lands identified on Appendix A, be forwarded to Council for second and third reading.

REASON FOR THE REPORT

On December 12, 2012 Council gave First Reading to Bylaw No 147/2012 directing the Executive Policy Committee to schedule a public hearing (February 6, 2013) to consider amending Complete Communities Direction Strategy By-law No. 68/2010.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Urban Planning Division are concurred in, the General Manufacturing designation will be removed and the subject area will be classified as a Mature Community. This will allow the applicant to proceed with repurposing an obsolete warehouse / commercial building for residential use.

DISCUSSION

The subject site is located at the intersection of Notre Dame and Erin Street and includes an existing four storey building. The lands are designated General Manufacturing and Mature Community in Complete Communities and zoned M2 – Manufacturing General.

A rezoning application (DAZ 227/12) has been submitted concurrently with this application to permit the establishment of 72 multi-family residential units. The application seeks to rezone the site to RMF-L – Residential Multi-family.

Analysis suggests that there is merit in considering an amendment to Complete Communities that would result in the removal of the General Manufacturing designation. In support of this application, the applicant submitted a comprehensive report outlining the merit in transitioning the subject site from industrial to residential (Appendix B).

Policy

The proposed amendment is generally consistent with the vision, goals and directions of the Complete Communities Direction Strategy By-law No. 68/2010, particularly the Transformative Areas – Centres and Corridors Section.

The proposed amendment is consistent with the concept of complete communities. The Complete Communities Direction Strategy defines complete communities as "places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another (Page 4)." The addition of 72 rental units will add to the rich mix of employment, commercial, service and residential uses within the area.

The proposed amendment supports the Mixed Use Corridor policies. The subject property is located on a Community Mixed Use Corridor – Notre Dame Avenue – which is intended to support a mix of uses and accommodate moderate levels of intensification of both population and employment over time (Page 55). The conversion of the warehouse building to residential would result in the intensification of this obsolete and underutilized property.

The proposed amendment will facilitate development that is considered residential infill and will provide new rental housing to the area. This supports the Complete Communities Enabling Strategy which supports a range of housing opportunities in terms of type, tenure and size (Page 36).

Industrial Land Supply

The removal of the General Manufacturing designation for the subject lands does not have a material impact on the city's inventory of industrial lands. The proposed amendment would result in the removal of less than one acre from the existing industrial land inventory.

The site contains a multi-storey warehouse/commercial building that is considered obsolete in its current configuration. The building is currently 75% vacant and as noted in the comprehensive report submitted by the applicant (Appendix B) the existing warehouse building is obsolete:

a) the rail lines behind the subject property are no longer in use and most commercial tenants prefer one floor / main floor access for shipping and receiving
b) current access points for shipping would interfere with traffic flow as the building is located on a generally triangular lot with Erin Street to the west and Notre Dame Avenue to the north
c) the main floor is several feet above grade and provides an additional barrier to convenient access by the general public

Other Considerations

The site is located in an area between the industrial cluster known as St. James Industrial and the residential neighbourhood of Sargent Park. The site can be viewed as a transition between the two areas and suitable for multiple-family residential uses. In addition, the area has been transitioning from light manufacturing uses to commercial, office and service based uses over the last number of years. For example, the City recently gave first and second readings to a rezoning of the adjoining parcel to the west for an office/commercial development (DASZ 44/2011). It should also be noted that the Province is converting the former Mr. Christie building to the northeast into the new home of the Rehabilitation Centre for Children and several other services for children and youth

The proposed amendment should not result in any future land use conflicts. With the recent explosion in St. Boniface, there is heightened concern about the proximity of residential uses to "M3" Manufacturing uses. With that said, the Fire Department has been circulated on this application and they do not have any objections to the change in land use. Based upon the existing separation distances and current uses of land, the proposed rezoning should not pose a hazard to people nor will it negatively impact the operation of existing manufacturing uses in the area. Future manufacturing uses that may locate on nearby "M3" zoned lands would have to meet separation distances required under the building code, based upon occupancy class.

The proposed development can be serviced by surrounding infrastructure in an environmentally sound, economical and timely manner.

FINANCIAL IMPACT

Financial Impact Statement **Date:** January 17, 2013

Project Name:

Complete Communities Amendment - 1270 Notre Dame

COMMENTS:

There are no financial implications associated with this report.

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

CONSULTATION

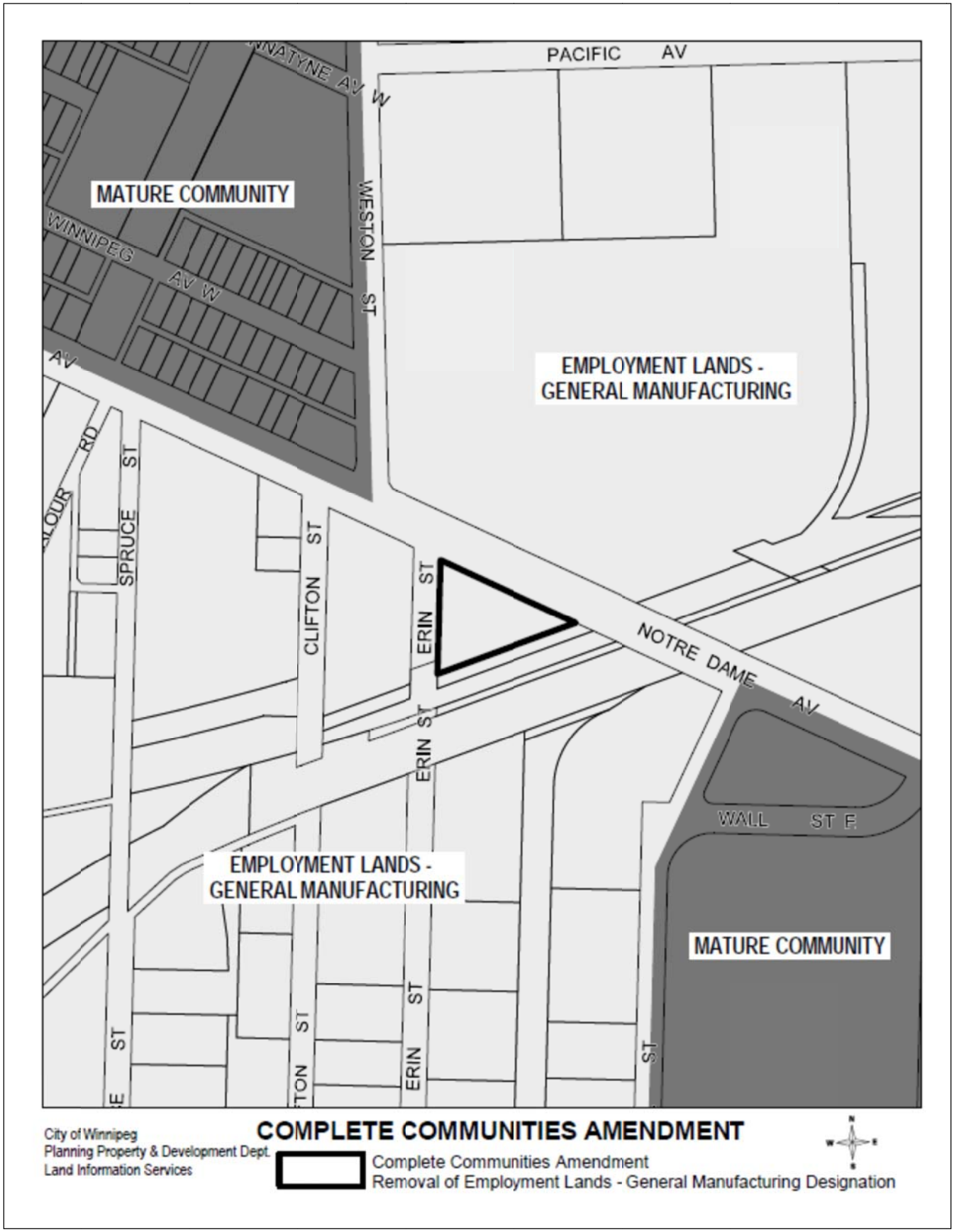
In preparing this report there was consultation with:
N/A

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	Brett Shenback
Date:	January 31, 2012
File No.	O:\Reports Directive\Planning and Land Use\Long Range Planning\Second Reading Report - 1270 Notre Dame.doc

UD2013-005

Appendix A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NOTRE DAME AV
WALL ST E
EMPLOYMENT LANDS - GENERAL MANUFACTURING
MATURE COMMUNITY
City of Winnipeg
Planning Property & Development Dept.
Land Information Services
COMPLETE COMMUNITIES AMENDMENT
Complete Communities Amendment
Removal of Employment Lands - General Manufacturing Designation

Appendix B

1270 Notre Dame
Plan Amendment & Rezoning Proposal

DATE: July 10, 2012

SUBJECT: To carry out a Plan Amendment and Rezoning of the subject property from its current use as a commercial warehouse (M2 – Manufacturing General), for conversion of the existing 4 storey structure to accommodate 72 multi-family residential units.

LOCATION: 1270 Notre Dame

LEGAL DESCRIPTION:

APPLICANT: Wintec Building Services Inc.
56 Myrtle Street
Winnipeg, MB, R3E 2R1

OWNER: Clearwater Investments Inc.
56 Myrtle Street
Winnipeg, MB, R3E 2R1

PROJECT OVERVIEW

1270 Notre Dame is a 4 storey building located at the intersection of Notre Dame and Erin Street. It is currently in use for commercial warehouse and retail. The building is underperforming as it is obsolete for its current intended use, and sits 75% vacant at this time.

The building is best suited for conversion from commercial warehouse to multi-family residential that would make better use of a multi-storey structure with no grade access for retail business, or convenient access for shipping and receiving as a warehouse.

The conversion will include demolition of one derelict outbuilding of approximately 6,000 square feet and the demising of 4 floors of the principal structure to create 18 self-contained rental units per floor. In keeping with the City of Winnipeg's stated vision to promote sustainability and transit oriented development, we propose to add 38 parking stalls as the site borders several major bus routes of high frequency.

The proposed project follows the spirit of many goals set out in the recent OUR WINNIPEG – Report to the Community, and the Complete Communities document. Conversion of this building will bring much needed housing to a century old neighborhood. Many residential rental units have been lost in the Daniel McIntyre ward due to demolition, sale to owner occupiers, and condo conversion. This area has also experienced declines in population due to urban sprawl, and nearby employers, and institutions are impacted by a lack of good quality rental accommodation in the area to service their respective employees. The creation of 72 new units would represent almost 10% of Winnipeg's net gain in rental units as reported by CMHC last year.

The completed project will address needs of nearby employees, professionals, young families, and students. The project is uniquely situated at a confluence of several mixed use areas and affords quick access to downtown, nearby Red River College, the rapidly expanding Health Sciences Centre, Polo Park, and area shopping districts.

To summarize, the primary benefits of the conversion at this site would include:

a) *The site would better complement the surrounding businesses and land uses as a multi-family residential building as opposed to obsolete multi-storey warehouse;*
b) *The building and property would create a buffer between commercial uses to the west and more residential uses to the east;*
c) *Increased density providing more activity in the area, more use of existing transportation, leisure and recreational facilities and additional support to area businesses;*
d) *Increased tax revenue from existing site with little or no increased operating cost to the city or additional infrastructure investment as a result;*
e) *It will counter the effect of urban sprawl and condo conversion by adding quality rental housing where there is the greatest demonstrable need;*
f) *Bring new life to a century old Fur Trading Warehouse.*

BUILDING, HISTORY & SITE

The building at 1270 started life catering to the robust fur business. Original drawings show areas for the processing, stitching, and fabrication of fur garments. Drawings also show a 20,000 square foot "fur vault" housed in the centre of the structure for safe keeping of fur goods, and can still be seen today.

The floor plan is mostly open with few demising walls and shows rich history with roughhewn wood beams, large windows, and wood plank flooring. New plans are such that the character and history of the building and the site will be preserved and enhanced where needed, to buffer neighboring uses, and improve life health and safety of tenants and neighbours alike.

The overall site will remain substantially the same with exception of demolishing the one outbuilding which detracts from the general appeal of the property. Use of trees and other landscaping will be

employed to promote use of transit, buffer parking areas, define points of egress, and provide natural buffers for neighboring land uses.

Boundaries of the Neighbourhood

The subject property is in the Sargent Park neighborhood (1.118) which borders Notre Dame to the north, Portage Avenue to the south, Ingersoll Street to the east and Empress / CP Rail lines to the west.

Existing Zoning & Land Use

Existing zoning is M2 – Manufacturing General. The site is currently occupied by a plumbing company and a food equipment / wholesale liquidator for retail and warehouse purposes.

Overview of Infrastructure Services

Don Lindal, a consulting engineer with Lindal Consulting Ltd., completed an assessment of the subject property to evaluate capacity of existing infrastructure. They determined existing City of Winnipeg land drainage, water mains, and waste water sewers would not be impacted by the proposed development of 72 residential units.

Opportunities & Constraints of the Land

The site is a multi-storey warehouse and commercial space which in this configuration is considered obsolete.

a) The rail lines behind the subject property are no longer in use and most commercial tenants prefer one floor / main floor access for shipping receiving.

b) Current access points for shipping would interfere with traffic flow as the building is located on a generally triangular lot with Erin Street to the West and Notre Dame to the North.

c) The main floor is several feet above grade and provides an additional barrier to convenient access by the general public.

The site is located on the border of what would be considered generally the definition between residential and commercial uses. Tec Voc School is south-east of the site along with several parks, schools and other institutions. With the loss of rental accommodation, and the critical need for more rental units, the configuration of this site would give many opportunities to demonstrate the value of the Our Winnipeg and Complete Communities document and the direction it provides for future planning and development including:

a) Identifies a desire to support quality, in-fill residential development over urban sprawl. Most new rental housing over the last two years has been added outside of core areas moving people away and creating higher demand on overtaxed transportation infrastructure;

b) The redevelopment will promote pedestrian and transit friendly environment by integrating public infrastructure, land uses and built form to encourage higher residential densities and building-type variation. While the single site itself does not meet all of the criteria for transit oriented development alone, the greater neighborhood has a diverse mix of institutional, recreational, employment, retail, and residential uses. The location of the site makes use of several major bus routes for quick access to downtown, area employers such as HSC, and shopping and amenities nearby. People are located closer to where they can walk or ride to everything they need; and

c) The project demonstrates how intensification can occur at centres and along corridors; and

d) Focuses housing growth to areas that have municipal service capacity to support intensification, in addition to commercial and recreational amenities; and

e) Supports complete communities by ensuring diverse and high quality housing stock; and

f) Supports a mix of commercial services and employment uses that serve the local community; and

g) Builds upon the local heritage of a mature neighbourhood, including the sustainable reuse of existing building stock and other historic elements; and

h) This is a perfect demonstration project that can test the addition of limited residential to existing Employment Areas; and lastly

i) The site will act as a buffer to provide visual screening and separation of different land uses.