Minute No. 243
Report – Executive Policy Committee – February 5, 2014

Item No. 1 **Complete Communities Amendment – Saskatchewan Avenue, Airport Area (St. Charles Ward) File SPA 4/2013**

COUNCIL DECISION:

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

1. That By-law No. 121/2013 (SPA 4/2013), a proposal to amend Complete Communities Direction Strategy (Complete Communities) By-law No. 68/2010 by removing the land identified on Attachment 1 from the "Employment Lands" designation and the "General Manufacturing" sub-designation, 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.

Report – Executive Policy Committee – February 5, 2014

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 February 5, 2014, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Further on February 5, 2014, the Executive Policy Committee provided the following supporting reason:

1. The proposal is beneficial for the St. Charles Ward, and the opportunity to have residential development closer to the CentrePort project as it evolves over the next dozen years will be a positive outcome.

PUBLIC HEARING SUMMARY

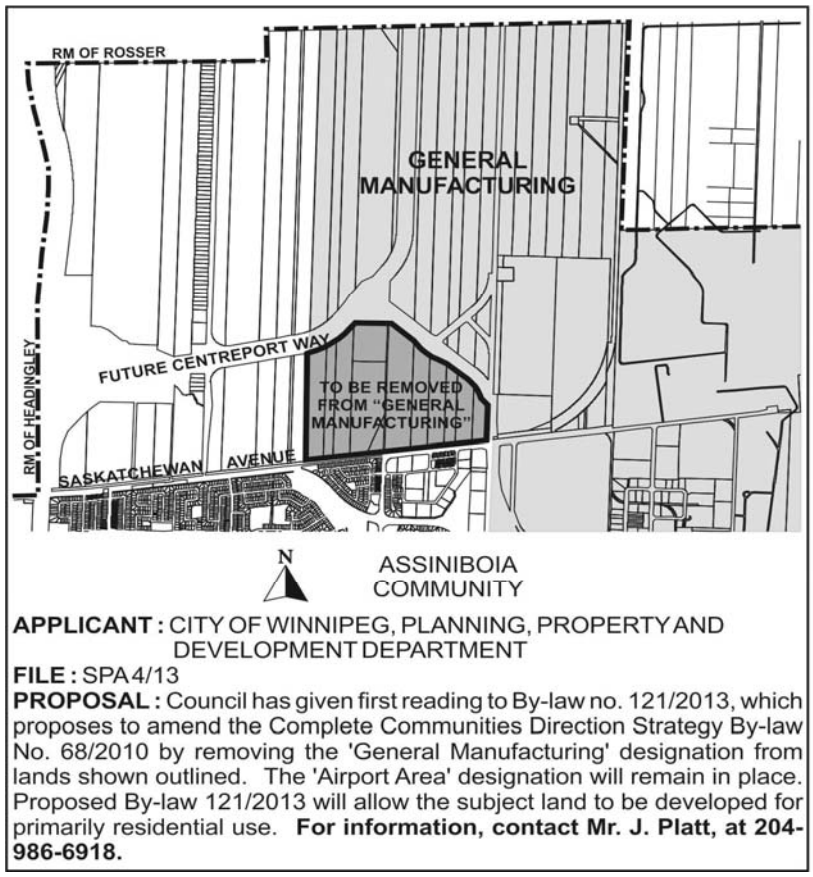
File: SPA 4/2013

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

Public Hearing: February 5, 2014
Council Building, 510 Main Street

Applicant: The City of Winnipeg
(Director of Planning, Property and Development)

Subject:



APPLICANT : CITY OF WINNIPEG, PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
FILE : SPA 4/13
PROPOSAL : Council has given first reading to By-law no. 121/2013, which proposes to amend the Complete Communities Direction Strategy By-law No. 68/2010 by removing the 'General Manufacturing' designation from lands shown outlined. The 'Airport Area' designation will remain in place. Proposed By-law 121/2013 will allow the subject land to be developed for primarily residential use. **For information, contact Mr. J. Platt, at 204-986-6918.**

Premises Affected: Saskatchewan Avenue, Airport Area

Exhibits Filed:

1. Application dated August 28, 2013
2. Notification of Public Hearing
3. Council Decision of December 11, 2013; contains report from the Director of Planning, Property and Development dated November 13, 2013
4. First Reading of By-law No. 121/2013 by Council on December 11, 2013
5. Report from the Urban Planning Division dated January 13, 2014
6. Audio Recording of representations

REPRESENTATIONS:

In Support:

Bruce MacLeod, President, Winnipeg Airport Lands Corporation
Barry Thorgrimson, Director, Planning, Property and Development Department

In Opposition:

Nil

For Information:

Nil

For the City:

Mr. B. Smith, Chief Planner, Urban Planning, Division, Planning, Property and Development Department

Exhibit "5" referred to in File SPA 4/2013

ADMINISTRATIVE REPORT

Title: **Amendment to Complete Communities Direction Strategy By-law – Saskatchewan Ave, Airport Area**

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

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	B. Thorgrimson	N/A	D. Joshi, A-CAO

RECOMMENDATIONS

1.) That By-law 121/2013 (SPA 4/2013), a proposal to amend Complete Communities Direction Strategy (*Complete Communities*) By-law No. 68/2010 by removing the land identified on Attachment 1 from the "Employment Lands" designation and the "General Manufacturing" sub-designation, be forwarded to Council for second and third reading.

REASON FOR THE REPORT

On December 11, 2013 Council gave First Reading to Bylaw No 121/2013 directing the Executive Policy Committee to schedule a public hearing (February 5, 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 "Employment Lands" designation and "General Manufacturing" sub-designation will be removed from the subject area. The subject area will remain designated "Airport Area", which allows for the subject land to be planned for residential neighbourhood uses.

DISCUSSION

The subject land is ~260 acres in size and is located north of Saskatchewan Avenue and south of the future CentrePort Way, bounded by Sturgeon Road to the east and extending 1,305 metres west. A Canadian Pacific Rail Line runs along the north side of Sturgeon Road, which separates the subject land from the Heritage Park residential neighbourhood to the south. A majority of the land is under cultivation. A contractor's yard and a landscaping business occupy parcels near Sturgeon Road at the eastern boundary of the subject land.

The subject land has remained undeveloped in anticipation of a clear understanding of how these lands would relate to the CentrePort development. Now that the CentrePort transportation network has been determined and it is clear that the subject land will be separated from future industrial uses by CentrePort Way, there is private sector interest in developing the subject land, along with ~330 acres to the west, for primarily residential use.

Figure 05b of *Complete Communities* designates the subject land as "Employment Lands" with a "General Manufacturing" sub-designation. A list of uses permitted within the "General Manufacturing" sub-designation is found in Figure 05a of *Complete Communities* and includes the following: *Light to General Industrial, Manufacturing, Office, Associated & Supportive Retail, Supportive Personal Service, Warehouse, Limited Outdoor Storage*. Developing the subject land for primarily residential use is not permitted in the "General Manufacturing" sub-designation.

The subject land is also within the "Airport Area" designation as presented in figure 09a of *Complete Communities*. Section 09 "Airport Area", Direction 2 permits the *possible introduction of limited residential development, where appropriate.* Specific uses within the 'Airport Area' designation are deferred to the *Winnipeg Airport Vicinity Development Plan by-law 6378/94* and the *Airport Area West Secondary Plan by-law 8097/2002.*

Most of the subject land is also located within Area II of the *Winnipeg Airport Vicinity Development Plan*. Development restrictions imposed by the *Airport Vicinity Development Plan* are implemented through the *Airport Vicinity Protection Area Planned Development Overlay 1* (Schedule D of the Winnipeg Zoning By-law). Both the *Airport Vicinity Development Plan* and the Winnipeg Zoning By-law limit the residential density of the subject land to 35 units per acre. The subject land is Zoned 'A - Agricultural' in the Winnipeg Zoning By-law No. 200/2006.

The subject land is designated "Industrial Policy Area" in the *Airport Area West Secondary Plan By-law No. 8097/2002.* Residential development of the subject land will require an amendment to the *Airport Area West Secondary Plan,* which may be pursued by an interested developer in the future.

Analysis suggests there is merit in considering an amendment to *Complete Communities* that would result in the removal of the "General Manufacturing" designation from the subject land:

- **The removal of the 'General Manufacturing' designation from the subject lands (~260 acres) does not have a material impact on the city's inventory of industrial lands.** According to the Employment Lands Strategy, there is a significant amount of land available for comprehensively planned greenfield and brownfield development in the area. Removal of the subject lands from the quadrant's inventory would not impede the demand for additional industrial development as there would continue to be an ongoing surplus of industrial land available within this area.

- **The removal of the 'General Manufacturing' designation from the subject lands does not preclude general manufacturing uses from establishing.** The "Airport Area" designation of *Complete Communities,* which allows *manufacturing and airport related commercial/employment activity,* would remain in place. Specific land uses will remain governed by the *Airport Area West Secondary Plan* which currently designates the subject land as "Industrial Policy Area". Development of general manufacturing uses will only be precluded if the *Airport Area West Secondary Plan* is amended to do so.

- **Re-designating the subject land for primarily residential development will provide additional housing options for Winnipeg's growing housing needs.** *Our Winnipeg* identifies a need to accommodate 180,000 additional residents by 2031.

- **The proposed amendment will allow for a diversity of affordable housing options in close proximity to employment lands.** Direction 2 of the 'Employment lands – Business Park and Institutional Campus Specific' section of *Complete Communities* seeks to *encourage the establishment of more employment lands close to and/or within residential areas.* Regionally, the subject property is located in close proximity to 20,000 acres of future industrial land as part of the CentrePort Canada project.

- **Provides a reasonable transition between residential and industrial uses.** Re-designating the subject land for mostly residential development will provide a controlled and predictable transition from the neighbouring employment lands at CentrePort to the surrounding residential communities (Heritage Park and Crestview).

- **Existing uses will be protected.** The subject land is Zoned 'A - Agricultural' in the Winnipeg Zoning By-law No. 200/2006. Removing the "General Manufacturing"

designation from the subject land will not affect existing uses as permitted by the Winnipeg Zoning By-law.

Compliance with *Our Winnipeg*

The proposed amendment is supported by the following objectives and policies of *Our Winnipeg:*

01-1 City Building:

- *…complete communities should provide a range of housing options to accommodate various incomes, household types, abilities and stages of life.*

01-1c Key Directions for Specific City Areas:

- *A key to making our city attractive and competitive will be to create 'complete communities' and to complete existing communities by enhancing existing infrastructure and assets to ensure that most amenities for daily living are universally accessible within walking distance.*
- *Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population.*

03-1 Opportunity (Direction 4):

- *Encourage new and infill development, as well as the redevelopment of existing properties to incorporate affordable housing that is integrated with market housing, that provides opportunities to reduce transportation costs and that allows people to live, work and play in the same neighbourhood.*

04-1 Housing (Direction 1):

- *To support diverse housing options in each neighbourhood or neighbourhood clusters throughout the City*

FINANCIAL IMPACT

Financial Impact Statement Date: January 9, 2014

Project Name:

Amendment to Complete Communities Direction Strategy By-law – Saskatchewan Ave, Airport Area

COMMENTS:

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

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

CONSULTATION

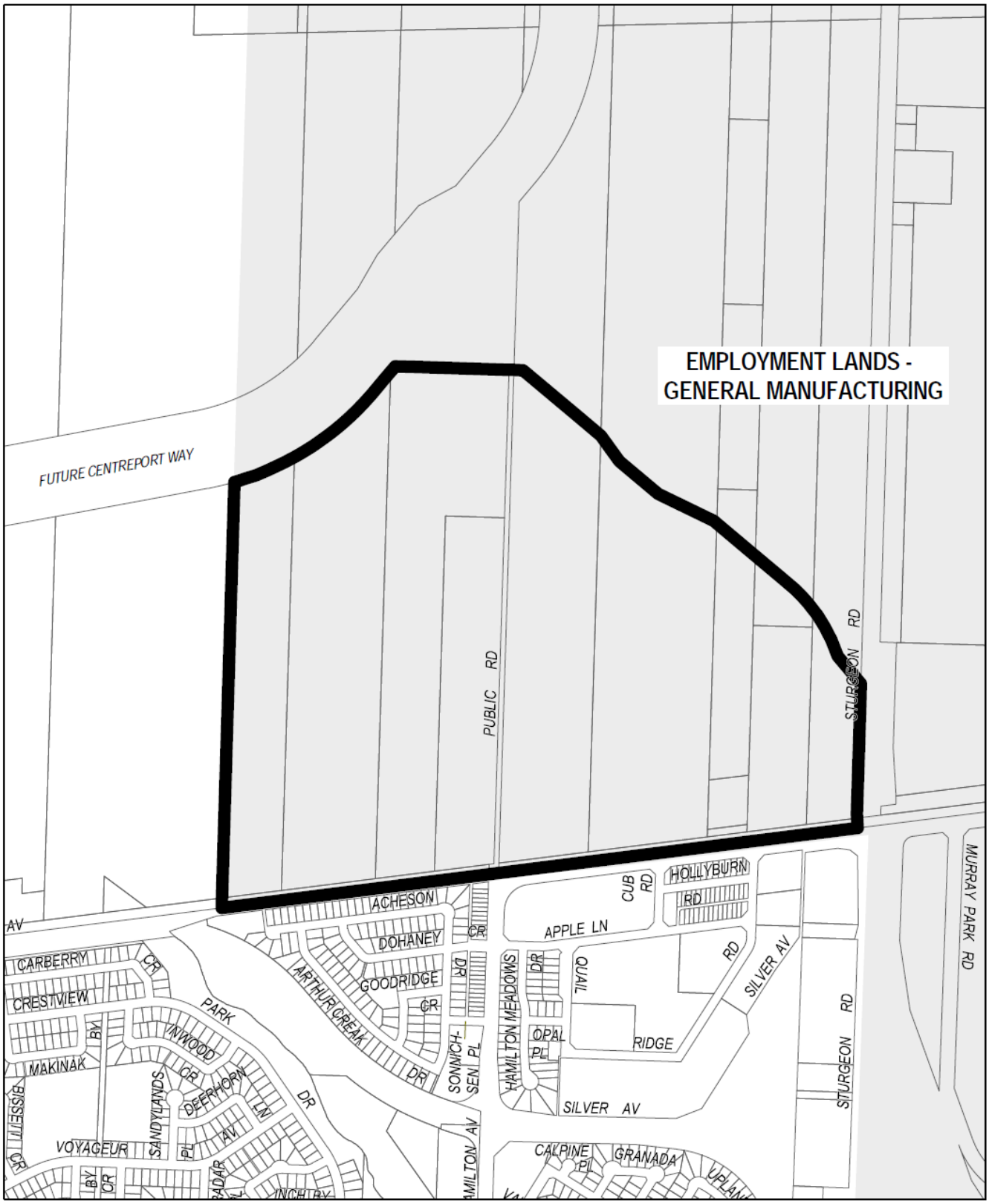
In preparing this report there was consultation with:

Internal Consultation:

External Consultation:

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	Brett Shenback
Date:	January 13, 2014
File No.	SPA 4/2013
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City of Winnipeg
Planning Property & Development Dept.
Land Information Services

COMPLETE COMMUNITIES AMENDMENT

Complete Communities Amendment
Removal of Employment Lands - General Manufacturing Designation