Minute No. 190
Report – Standing Policy Committee on Property and Development – January 14, 2014

Item No. 2 **Secondary Plan Amendment – 1500 Plessis Road (Transcona Ward) File SPA 3/2013 [c/r DAC 13/2013 and DASZ 39/2013]**

On January 22, 2014, the Executive Policy Committee referred the matter back to the Standing Policy Committee on Property and Development.

Report – Standing Policy Committee on Property and Development – January 14, 2014

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 22, 2014, the Executive Policy Committee referred the matter back to the Standing Policy Committee on Property and Development.

STANDING COMMITTEE RECOMMENDATION:

On January 14, 2014, the Standing Policy Committee on Property and Development forwarded the matter without recommendation to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On December 10, 2013, the East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded to the following to the Standing Policy Committee on Property and Development:

1. That By-law No. 94/2013, a by-law to amend the Transcona West Area Structure Plan (By-law No. 215/2006) as per Attachment 'B', 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.

On November 19, 2013, the East Kildonan-Transcona Community Committee did not hear any representation on the application and further adjourned the public hearing to its meeting on December 10, 2013 at 6:00 p.m. in the Council Building, 510 Main Street.

On October 15, 2013, the East Kildonan-Transcona Community Committee did not hear any representation on the application and adjourned the public hearing to its meeting on November 19, 2013 at 6:00 p.m. in the Council Building, 510 Main Street.

RE: **Secondary Plan Amendment – 1500 Plessis Road**
File SPA 3/2013

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

Prepared by: **Josie Marques, Senior Committee Clerk**
East Kildonan-Transcona Community Committee

Report date: **December 12, 2013**

COMMUNITY COMMITTEE RECOMMENDATION:

On November 19, 2013, the East Kildonan-Transcona Community Committee concurred in the recommendation of the Winnipeg Public Service, and recommended to the Standing Policy Committee on Property and Development:

1. That By-law No. 94/2013, a by-law to amend the Transcona West Area Structure Plan (By-law No. 215/2006) as per Attachment 'B', be forwarded to Council for second and third reading.

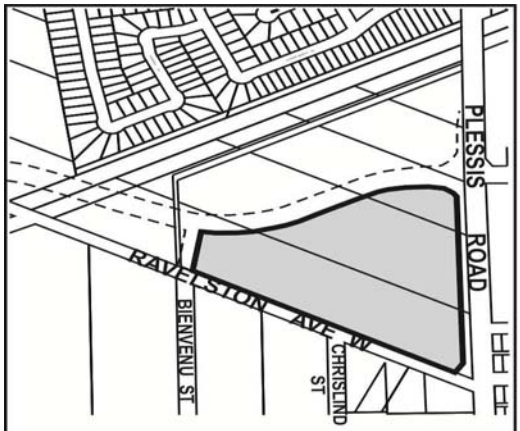
2. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

The East Kildonan-Transcona Community Committee provided the following supporting reason(s) for its recommendation:

1. This application is consistent with the vision for the site in terms of changing from a commercial use to a residential use.
2. There is no shortage of commercial lands in the area.
3. There is a greater need on this land for residential use.
4. This is a positive development for community.
5. There is a need for this area to be developed as the city is vacating it.
6. This application will result in a clean site that will generate taxes

PUBLIC HEARING SUMMARY

File:	SPA 3/2013
Before:	East Kildonan-Transcona Community Committee Councillor Steen, Chairperson Councillor Browaty Councillor Wyatt
Public Hearing:	November 19, 2013 Council Building, 510 Main Street
Applicant:	City of Winnipeg (Director of Planning, Property and Development Department)
Subject:	



APPLICANT : CITY OF WINNIPEG, DIRECTOR OF PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT
FILE : SPA 3/13
PROPOSAL : Council has given First reading to By-law No. 94/2013, which proposes to amend the Transcona West Area Structure Plan By-law No. 215/2006 by redesignating the lands shown shaded grey above from the 'PROPOSED COMMERCIAL' designation to the 'PROPOSED RESIDENTIAL MIXED USE' designation. **For information, phone Mr. B. Shenback, Planner, at 204-986-5549.**

Premises Affected: 1500 Plessis Road

Exhibits Filed:

1. Application dated August 27, 2013
2. Notification of Public Hearing dated September 10, 2013
3. Council Decision of September 25, 2013; contains report from the Director of Planning, Property and Development dated August 20, 2013
4. First Reading of By-law No. 94/2013 by Council on September 25, 2013
5. Manitoba Status of Title 1877138/1
6. Letter of authorization dated July 25, 2013 from the City of Winnipeg to the Real Estate Division
7. Caveat 182465

8. Plans (2 pages)
9. Report from the Urban Planning Division dated October 8, 2013
10. Inspection Report
11. Communication dated October 15, 2013, from Sheri Grift in opposition to the application
12. Notice of Adjournment dated October 18, 2013
13. Notice of Adjournment dated November 22, 2013

REPRESENTATIONS:

In Support:

Mr. M. Pyl, Planner, Planning, Property and Development Department
Mr. B. Lucyk, Supervisor of Sales and Acquisition, Planning, Property and Development Department

In Opposition:

Sheri Grift
Robert Nelson

For Information:

Susan Richardson

For the City:

Mr. B. Buyachok, Real Property Officer, Planning, Property and Development Department
Mr. G. Jasper, Land Development Engineer, Planning, Property and Development Department
Mr. K. Raban, Land Development Administrator, Planning, Property and Development Department

Exhibit "9" referred to in File SPA 3/2013

ADMINISTRATIVE REPORT

Title: SPA 3/2013 Secondary Plan Amendment to the Transcona West Area Structure Plan (By-law 215/2006) – Second Reading Report

Critical Path: East Kildonan-Transcona Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	B. Thorgrimson	N/A	

RECOMMENDATIONS

1. That By-law No. 94/2013, a by-law to amend the Transcona West Area Structure Plan (By-law 215/2006) as per Attachment 'B', 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.

REASON FOR THE REPORT

A development concept (known as *Park City Plaza*) has been prepared for the larger ~40 acre development site which includes the subject area. A concurrent subdivision and rezoning application (DASZ 39/13) has been proposed for the larger ~40 acre development site. DASZ 39/13 proposes to rezone the ~20 acre subject area to 'RMU' Residential Mixed use to allow mixed use, multi-family residential development. An amendment to the *Transcona West Area Structure Plan* is required in order to accommodate the proposed rezoning of the ~20 acre subject area.

An amendment to a secondary plan by-law requires first reading at Council and then a public hearing at the East Kildonan-Transcona Community Committee prior to second and third reading at Council in accordance with the Development Procedures By-Law (160/11) and Section 234(3) of the City of Winnipeg Charter.

The East Kildonan-Transcona Community Committee has been instructed to hold a public hearing on the matter and report their recommendation to Council.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendation is concurred in, the *Transcona West Area Structure Plan* can be amended as proposed.

HISTORY

On September 25, 2013, Council gave first reading to By-law 94/2013 (SPA 3-2013) which proposes to amend the *Transcona West Area Structure Plan* by re-designating approximately 20 acres of land from 'Proposed Commercial' to 'Proposed Residential Mixed Use'.

The City of Winnipeg, Planning, Property and Development Department has prepared and submitted an application to rezone and subdivide approximately 40 acres of land (DASZ 39/13) for mixed use, multi-family residential development. This application includes the ~20 acre subject land of SPA 3-2013. DASZ 39/13 is being heard concurrently with By-law 94/2013 (SPA 3-2013).

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:	October 8, 2013
File No.:	SPA 3/2013

Schedules and Attachments

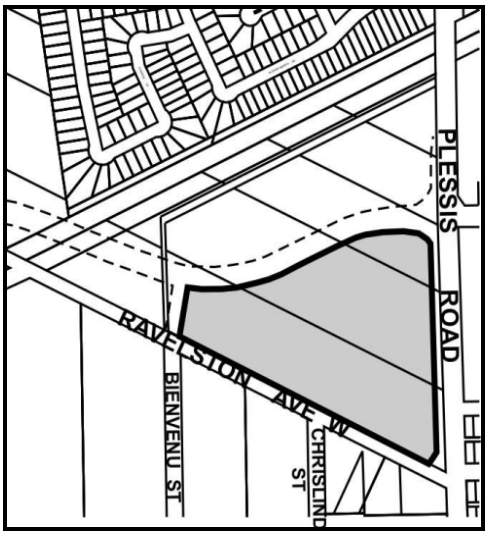
1. Attachment 'A' – *Planning Discussion*
2. Attachment 'B' – *Proposed By-law 94/2013*
3. Attachment 'C' – *Transcona West Area Structure Plan – Map 3: Land Use Concept Map*

Attachment 'A' - *Planning Discussion*

DATE: October 8, 2013
FILE: SPA 3/2013 (By-law 94/2013)
RELATED FILES: DASZ 39/2013
COMMUNITY: East Kildonan-Transcona (EKT)

SUBJECT: To re-designate a ~20 acres of land from 'Proposed Commercial' to 'Proposed Residential Mixed Use' to allow for predominantly multi-family residential uses to be established.

LOCATION: 1500 Plessis Road



APPLICANT: City of Winnipeg
Planning, Property, and Development Department

OWNER: City of Winnipeg

RECOMMENDATION: Approval

REPORT SUMMARY

- A development concept entitled *Park City Plaza*, proposing a mix of higher density residential, as well as supporting commercial and institutional uses, has been prepared for the entire ~40 acre development site. A rezoning / subdivision application (DASZ 39/13) and associated street opening and closing applications have been submitted by the City of Winnipeg, Planning, Property and Development Department to rezone the entire ~40 acre development site to 'RMU' – Residential Mixed Use in support of the *Park City Plaza* concept.

- Development of the entire ~40 acre site is subject to the policies of the *Transcona West Area Structure Plan* (see Attachment 'C'). A portion of the development site is designated 'Proposed Residential Mixed Use' which permits higher-density residential uses, as well as, potentially, institutional, recreational and local commercial uses. The remainder, the ~20 acre subject area, is designated 'Proposed Commercial' which permits a variety of retail, commercial, office and institutional uses. The ~20 acre subject area must be re-designated to "Proposed Residential

Mixed Use" (see Attachment 'B') in order to permit the adoption of DASZ 39/13 and enable the development of the *Park City Plaza* concept.

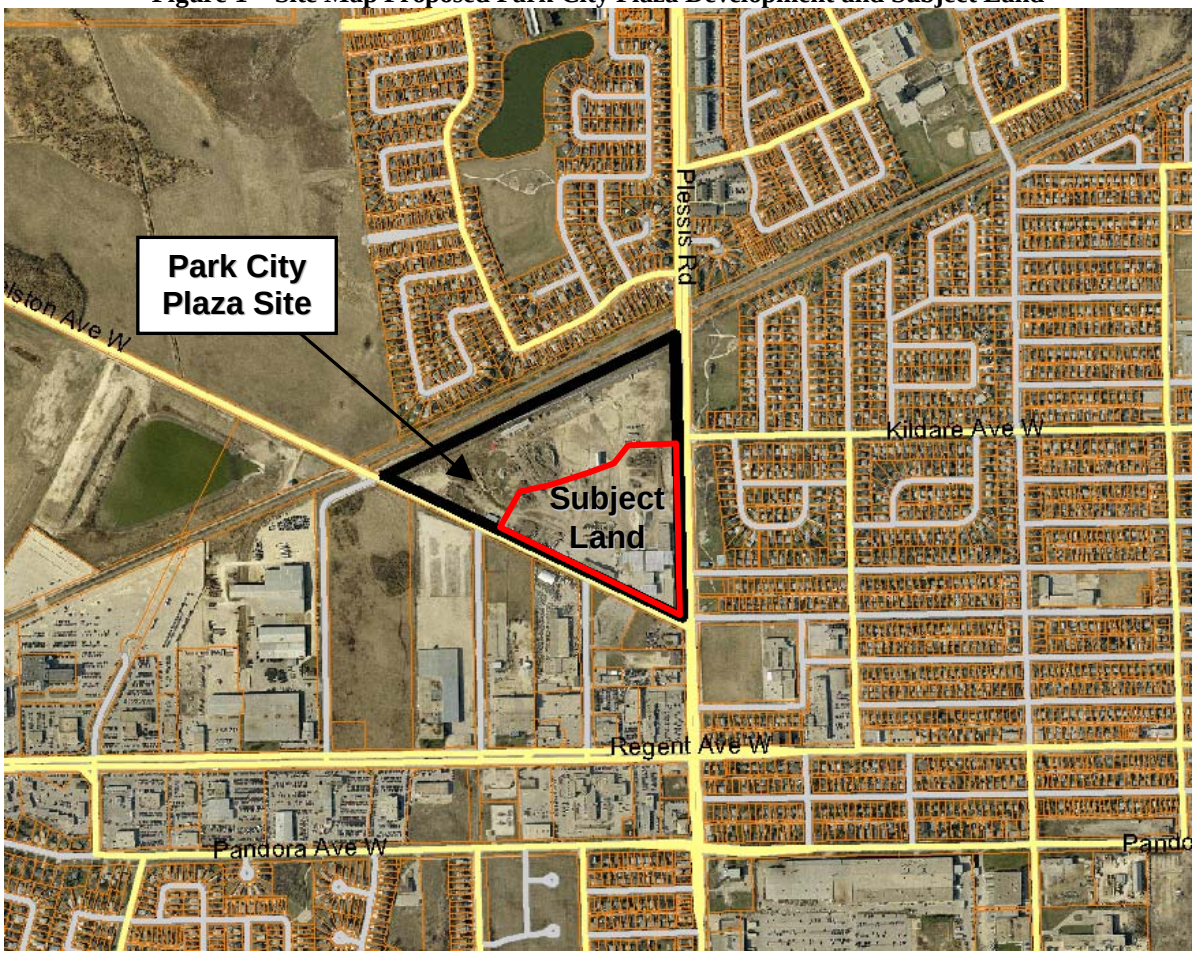
SITE DESCRIPTION

- The proposed Park City Plaza development site is located on the west side of Plessis Road north of Ravelstone Avenue West in the Regent neighbourhood (see Figure 1). The Park City Plaza development site is approximately 40 acres in size. The ~20 acre subject land is completely contained within the Park City Plaza development site.

- The development site is bounded by Ravelston Ave West, Plessis Road and CEMR Pine Falls rail line. The Transcona Trail active transportation corridor runs adjacent to the rail line along the northern boundary of the development site. The future 'Edward Schreyer Parkway' alignment is immediately west of the development site.

- The properties to the east across Plessis Road and north across the rail line and Transcona Trail are characterized as predominantly single family residential and are zoned 'R1-L' and 'R1-M'. The properties to the south are predominantly industrial and zoned 'M1'.

Figure 1 – Site Map Proposed Park City Plaza Development and Subject Land



- Kildare Ave West currently terminates at Plessis Road to the east with plans to be extended west through the development site.

- The Park City Plaza development site is occupied by a City of Winnipeg Public Works yard which was declared by Council on May 24, 2006 as 'surplus' when vacated.

OUR WINNIPEG AND COMPLETE COMMUNITIES

OurWinnipeg is Winnipeg's new long-range development plan, which replaced *Plan Winnipeg 2020 Vision* on August 17, 2011. *Complete Communities* is one of four direction strategies supporting *OurWinnipeg* and it serves a city-wide secondary plan guiding land use and development. Amendments to existing secondary plan by-laws, such as the *Transcona West Area Structure Plan*, must comply with the policies of *OurWinnipeg* and *Complete Communities*.

The subject land is identified in *OurWinnipeg* as a 'Major Redevelopment Site'. Section 01-1C of OurWinnipeg states:

> *Major Redevelopment Sites will provide transformative opportunities for the development of complete communities with significant residential and employment densities and attractive urban design, capitalizing on vacant or underutilized sites within the existing urban fabric.*

The subject land is designated 'Major Redevelopment Site' in *Complete Communities*. The following *Complete Community* policies apply to the proposed amendment:

Section 03-3 Major Redevelopment Sites

Direction 1 – Promote development of major redevelopment sites with proactive and collaborative planning process.

- *Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops*
- *Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to the Downtown…*
- *Work with landowners and other stakeholders to establish local goals and objectives for each Major Redevelopment Site while taking into account its relationship to OurWinnipeg… This could include minimum and maximum density and employment targets.*

Direction 2 – Capitalize on the proximity of major redevelopment sites to rapid transit and high frequency transit.

- *Promote development in accordance with Transit Oriented Development principles.*

Direction 4 – Major redevelopment sites will provide for complete communities with significant levels of mixed use, high density development, with strong urban design and attractive parks, places and open spaces.

- *Provide a mix of employment, high-density housing, retain and service uses within Major Redevelopment Sites in a way that compliments the needs of adjacent communities.*
- *Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments.*
- *Promote the use of minimum density standards for new development.*

- *Encourage the transition of development towards the outer edges of major redevelopment sites that is sensitive to the scale, massing, height, form and character of the surrounding area.*
- *Support a range of different types, tenures and unit sizes in housing opportunities.*
- *Encourage the development of recreation and community service facilities in these areas in a manner that respects the desired from and character of major redevelopment sites.*

TRANSCONA WEST AREA STRUCTURE PLAN

The *Transcona West Area Structure Plan* is a secondary plan as legislated through the City of Winnipeg Charter. The Plan provides a 'blueprint' for the future development of the Transcona West community and depicts how Transcona West is to be developed through a series of public and private sector initiatives.

The following policies of the *Transcona West Area Structure Plan* are relevant to the proposal to re-designate the subject area from 'Proposed Commercial' to 'Proposed Residential Mixed Use':

5.4.1 Residential Mixed Use Areas

The purpose of these areas is to create community focal points with mixed-use development that is strategically located within the plan area adjacent to major roadways and transit services. They should contain a grouping of retail and/or service commercial uses integrated with complementary uses such as public open space, single and multi-unit residential development. In addition the design should include convenient vehicle and pedestrian connections within the site and to the surrounding area.

5.4.2(1)(a) subject to the policies of this plan

(i) a significant use of land within Residential Mixed Use Areas will incorporate low, medium and higher density residential uses.

(ii) in order to create a cohesive shopping, living and leisure environment

(A) Institutional, office, recreational or public uses that complement and support the area may be allowed.

(B) Local, retail or community-scale commercial uses and services that are compatible with higher residential densities may also be allowed, and

(C) Regional scale commercial or office services are not considered complementary to Residential Mixed Use Area neighbourhoods outside the area identified in Plan Winnipeg as Areas of Regional Commercial and Mixed-Use Concentration.

5.4.2(2) Transit Service to Regional Mixed Use Areas

(a) Residential Mixed Use Areas shall be served by public transit.

(b) Residential Mixed Use Areas shall be served by a network of streets, sidewalks and paths that provide pedestrian access to transit stops that may be within 200 metres of all development in the area.

(c) A transit terminal that provides comfortable waiting amenities for passengers, that provides efficient transit vehicular access/egress to adjacent arterial roads shall be centrally located within each Residential Mixed Use Area.

(d) Residential Mixed use Areas located in the vicinity of Rapid Transit Stations planned for the Eastern Transit Corridor shall provide convenient and direct pedestrian access to the stations, shall provide efficient roadway access to the Transit Corridor by transit vehicles and shall provide convenient access to Park and Ride lots by vehicles.

ANALYSIS AND RECOMMENDATION

The Urban Planning Division supports the re-designation of the subject land to 'Proposed Residential Mixed Use' for the following reasons:

- The proposed amendment, and subsequent proposed development of the subject area, is supported by the policies of the *Transcona West Area Structure Plan* and *Complete Communities.*

- The subject land is located within an area designated as a 'Major Redevelopment Site' in *Complete Communities*. These areas provide transformative opportunities for the development of complete communities with significant residential and employment densities, capitalizing on vacant or underutilized sites within the existing urban fabric.

- The subject land represents the only 'Proposed Commercial' land in the *Transcona West Area Structure Plan* planning area. Re-designating the subject land to 'Proposed Residential Mixed Use' will still allow for the establishment of *local, retail or community-scale commercial uses and services that are compatible with higher residential densities (Policy 5.4.2(1)(a)(ii)(B)).*

- The *Transcona West Area Structure Plan* projects the Transcona West community to have a population of 10,000 residents. Re-designating the subject land for higher-density residential mixed with commercial uses serves to provide additional dwelling units without sacrificing future commercial development servicing the local community. This is also supported by *Complete Communities* (Section 03-3, Direction 4).

- The location of the subject land and larger Park City Plaza development site allows for provision of a rapid transit connection in the future (as per policies under 5.4.2(2) of the *Transcona West Area Structure Plan*). This is also supported by *Complete Communities* (Section 03-3, Directions 1 and 2).

- Kildare Ave West currently terminates at Plessis Road to the east. The proposed Park City Plaza concept plan would see Kildare Ave West extended west through the development site. The subject area is immediately south of this proposed extension. The development of the subject area for residential mixed use is supported by Policy 5.4.2(2)(b) of the *Transcona West Area Structure Plan* which requires the area be *served by a network of streets, sidewalks and paths that provide pedestrian access to transit stops that may be within 200 metres of all development in the area.*

This Report Submitted by: Brett Shenback
Planning, Property and Development Department
Urban Planning Division
Report Prepared By: PPD File # SPA 3/2013

Attachment 'B' – *Proposed By-law 94/2013*

THE CITY OF WINNIPEG

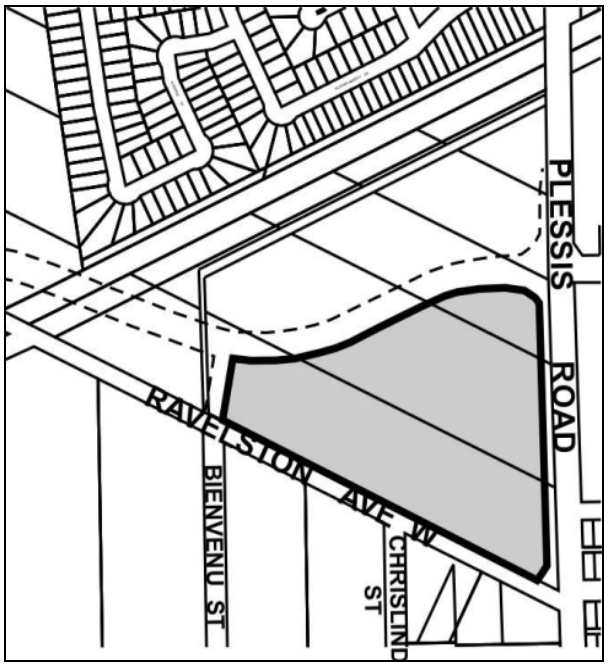
BY-LAW NO. 94/2013

A By-law of THE CITY OF WINNIPEG to amend the Transcona West Area Structure Plan By-law No. 215/2006.

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1 The Transcona West Area Structure Plan By-law No. 215/2006 *is amended by this By-law.*

*2 The Land Use Concept Map (Map 3) is amended by redesignating the land shown outlined on the map below from "*PROPOSED COMMERCIAL*" to "*PROPOSED RESIDENTIAL MIXED USE*".*



RECEIVED FIRST READING on this day of , 2013.

RECEIVED SECOND READING on this day of , 201 .

RECEIVED THIRD READING on this day of , 201 .

DONE AND PASSED this day of , 201 .

Mayor

City Clerk

Approved as to planning details:

for Director of Planning, Property and Development

Approved as to form:

James Carter
for Director of Legal Services and City Solicitor

Attachment 'C' – *Transcona West Area Structure Plan – Map 3: Land Use Concept Map*

