Agenda – Executive Policy Committee – May 21, 2014

Report – Standing Policy Committee on Property and Development – May 13, 2014

Item No. 19 Amendment to the Yards at Fort Rouge Master Plan
(Fort Rouge-East Fort Garry Ward)
File SPA 3/2014

STANDING COMMITTEE RECOMMENDATION:

On May 13, 2014, the Standing Policy Committee on Property and Development concurred in the recommendation of the City Centre Community Committee and submitted the following to Council:

1. That the Yards at Fort Rouge Area Master Plan, be amended in accordance with Attachment B, subject to the following revisions:

    A. Insert a clause j) in Section 10.7 containing the words, "Support mixed use by designing outdoor space at the south end of the low to mid rise multifamily building to support future customer seating/patios."

    B. Replace the term "secondary suites" wherever it appears in the document with the term "second principle dwellings"

    C. In Section 10.6 b), delete the words, "and live/ work units";

    D. In Section 10.1 under Part C after "Transition, Sub-section 1.5.2"., insert three new consecutive bullets containing the words, "Land Uses Regulated by Zoning, Sub-section 2.2, "Prohibited Uses, Sub-section 2.3, and "Ground Floor Uses, Sub-section 2.4" respectively; and

    E. In Section 10.1, replace the number "10.0" wherever it appears with the number "10".

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

Agenda – Executive Policy Committee – May 21, 2014

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DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On May 13, 2014, 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 May 6, 2014, the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded to Standing Policy Committee on Property and Development.

ADMINISTRATIVE REPORT

Title: Amendment to the Yards at Fort Rouge Area Master Plan – Station Area
SPA 3/2014

Issue: An Amendment to the *Yards at Fort Rouge Area Master Plan* has been prepared by Streetside Developments to expand the area covered by the Plan and is being presented for endorsement as Council policy for the station area of Fort Rouge Yards (the area being added). The station area of Fort Rouge Yards is located within a Major Redevelopment Site as designated in *Complete Communities*.

Critical Path: City Centre Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council

AUTHORIZATION

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

RECOMMENDATIONS

1. That Council amend its policy *the Yards at Fort Rouge Area Master Plan* in accordance with Attachment B, subject to the following revisions to Attachment B:

   a. Insert a clause j) in Section 10.7 containing the words, "Support mixed use by designing outdoor space at the south end of the low to mid rise multifamily building to support future customer seating/patios."

   b. Replace the term "secondary suites" wherever it appears in the document with the term "second principle dwellings"

   c. In Section 10.6 b), delete the words, "and live/ work units";

   d. In Section 10.1 under Part C after "Transition, Sub-section 1.5.2"., insert three new consecutive bullets containing the words, "Land Uses Regulated by Zoning, Sub-section 2.2, "Prohibited Uses, Sub-section 2.3, and "Ground Floor Uses, Sub-section 2.4" respectively; and

   e. In Section 10.1, replace the number "10.0" wherever it appears with the number "10".

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

Amendment to the Yards at Fort Rouge Area Master Plan
The Fort Rouge station area falls within the boundaries of the Fort Rouge Yards Major Redevelopment Site (MRS) as identified in the *Complete Communities Direction Strategy*. *Complete Communities* states that MRSs are to be guided by proactive planning (Section 03, Direction 1).

The Yards at Fort Rouge Area Master Plan (YFR AMP), which was endorsed by Council on December 15, 2010, provides a planning framework covering a large portion of the land contained within the Fort Rouge Yards Major Redevelopment Site; however it does not cover the station area lands – the geographic area immediately north of its boundaries and the subject of the current application.

Because Streetside Developments envisions significant overlap between policies and intents of the existing YFR AMP, and the station area lands, to promote congruency, Streetside has applied to amend the YFR AMP, by identifying applicable existing policies that can be maintained while creating new specific policies necessary for the station area lands.

The purpose of this amendment is to incorporate the station area lands into the existing YFR AMP.

Section 03 of *Complete Communities* states that development in Major Redevelopment Sites should be promoted through a collaborative planning process and in accordance with Transit Oriented Development (TOD) principles. This amendment to the YFR AMP was created through a collaborative process with Streetside Developments and Dillon Consulting and incorporates principles of TOD, consistent with *OurWinnipeg* and *Complete Communities*.

IMPLICATIONS OF THE RECOMMENDATIONS

General – Council endorsement of this amendment to the YFR AMP will mean that both the existing Fort Rouge Yards lands and the station area lands will be guided by policies of one Area Master Plan (the YFR AMP).

The amended YFR AMP will continue to have the effect of Council policy as it does now. Council Policy is not legislation and therefore does not have the regulatory force of secondary plans and zoning by-laws. The amended YFR AMP is intended to be a non-statutory plan that describes the intent of the developer and articulates their vision for the property. While not regulatory, all future development applications in the station area lands will be considered in the context of this amended YFR AMP.

Environmental – Endorsement of the amendment to the YFR AMP will support transit ridership by providing for Transit Oriented Development in direct and close proximity to Fort Rouge Station. It also brings a currently underused, vacant infill site into productive use.

HISTORY

On December 15, 2010, *The Yards at Fort Rouge Area Master Plan* (YFR AMP) was endorsed by Council. The proponent was GEM Equities.

The City of Winnipeg made the subject lands (the station area lands located just north of the area covered by the YFR AMP), open to offers of purchase in 2013.

Streetside Developments submitted an offer to purchase the subject lands and that offer was accepted on December 3, 2013. One of the conditions of purchase was that the Purchaser agree to initiate and file a subdivision and rezoning application within a specified timeframe. Streetside has proceeded with the amendment and other development applications within that timeframe.

Another condition of purchase was that the developer update the existing Area Master Plan to reflect the proposed development.

As per requirements of *Operationalizing the Yards at Fort Rouge Area Master Plan,* a copy of the amendment to the YFR AMP were sent to GEM Equities. GEM was provided the required 17 days to offer comment if desired. GEM Equities provided comment on the proposed amendment. These comments, and Public Service responses to them, are included in Attachment A – Planning Discussion.

CONSULTATION

In preparing this report there was consultation with:

Internal

- Public Works;
- Winnipeg Transit;
- Water and Waste;
- Winnipeg Fire-Paramedic Service;
- Winnipeg Parking Authority
- Legal Services (as to legal issues)

External

- GEM Equities

SUBMITTED BY

Department: Planning Property and Development Department
Division: Urban Planning Division
Prepared by: Andrew Ross, MCP
Date: April 15, 2014
File No. SPA 3/2014

List of Attachments:

1. Attachment A – Planning Discussion
2. Attachment B – Amendment to Yards at Fort Rouge Area Master Plan

Attachment B

ATTACHMENT A: PLANNING DISCUSSION

DATE:	April 29, 2014
FILE NUMBER:	SPA 3/2014
RELATED FILES:	DASZ 7/2014 (including PDO)
COMMUNITY:	City Center (River Heights – Fort Garry Ward)
SUBJECT:	Amendment to Yards at Fort Rouge Area Master Plan
LOCATION:	South of Arnold, West of Hugo, North of the public land between Berwick and Morley, East of Phase I Southwest Transitway.
APPLICANT/OWNER:	Streetside Developments

Introduction

Streetside Developments has submitted the amendment to the *Yards at Fort Rouge Area Master Plan* (YFR AMP) to support related applications for subdivision and rezoning of the site. The YFR AMP is a non-statutory plan that articulates the developer's vision for the lands and will be used to evaluate all future development proposals within the area. As a non-statutory plan, there is no requirement for a public hearing.

Major Redevelopment Sites

Directions in *Complete Communities* for Major Redevelopment Sites include:

- Promote development of Major Redevelopment Sites with a proactive and collaborative planning process.
- Capitalize on the proximity of Major Redevelopment Sites to Rapid Transit and high frequency transit
- Facilitate redevelopment through incentives, partnerships and the removal of barriers.
- Major Redevelopment Sites will provide for Complete Communities with significant levels of mixed use, with high density development, with strong urban design and attractive parks, places and open spaces.

The City of Winnipeg, Streetside Developments and Dillon Consulting worked together to ensure that the Amendment to the YFR AMP is supportive of the goals of *Complete Communities* and other supporting policy documents.

Area Master Plans (AMPs)

An AMP is a tool to guide the orderly, sustainable, efficient and cost effective development of land. An AMP:

- Presents the vision for the site along with a blueprint for design and future build-out
- Identifies the City's expectations for development, in turn providing predictability and transparency for the public and private investors
- Establishes zoning considerations for the area and guides Public Service recommendations and Council decisions for review of development proposals

Scope and Content

The amendment to the YFR AMP alters an existing AMP. There was the desire to complement the original vision of Fort Rouge Yards as articulated in the YFR AMP. This means that rather than presenting a 'new from the ground up' AMP, the significant work that was already done by proponents and community members toward the original YFR AMP can be leveraged and supported. This is being done by 'extending' the existing YFR AMP to include the station area lands while also identifying policies that are specific to the station area.

Early on in the planning process, the proponent and the City agreed that the scope and content of the amendment to the YFR AMP would be less extensive than what might be considered typical for AMPs. This is for two reasons:

- The amendment to the YFR AMP builds on an existing Plan with established policies, and a vision that was generally intended to be expressed within the station area
- The small size of the station land area (less than 4 acres)

The amendment builds on the community engagement that was part of the existing Plan while incorporating additional community consultation (described in Part C, Section 10.5 of the Plan).

The amendment is supportive of the *Complete Communities* strategic directions for Major Redevelopment Sites. One exception may be mixed use, which is addressed in an indirect rather than a direct way within this development. Due to close proximity to other area commercial/ retail options, it is believed that it may be difficult to make provision of commercial/retail viable at the outset of this development. Therefore this development supports future mixed use should market demand present itself, by identifying strategic locations and providing outdoor space adaptable to options such as restaurant/café patios.

The amendment outlines policies for land use and development supportive of Transit Oriented Development (TOD) principles. The TOD Handbook outlines the principles of TOD in detail; however in general, the characteristics of TOD are:

- Nodal rather than linear development
- Medium to high density development that is greater than the community average
- A mix of uses
- Compact, high quality pedestrian-oriented environment
- An active, defined centre
- Innovative parking strategies

The Winnipeg TOD Handbook was utilized by Streetside Developments and Dillon Consulting in the creation of the amendment in order to realize the benefits of TOD as much as possible.

<u>AMP Summary</u>

An AMP should be tailored to the specific characteristics and qualities of the community, but at a minimum an AMP should generally contain:

- Definition and purpose of an AMP, policy context, how to use the plan
- Background information – site description, boundaries, opportunities and constraints, history, socio-economic, environmental and economic conditions
- Development Concept – land use, transportation and servicing policies
- Implementation strategy

The amendment to the YFR AMP, in conjunction with the existing YFR AMP, addresses these characteristics as follows:

- Definition and purpose of an AMP, policy context, how to use the plan.

  Part A, Section 4.0 describes the purpose of an AMP, Part C, Sections 10.2 and 10.3 provide the policy context, and Part C, Section 10.1 describes how to use the Plan.

- Background information – site description, boundaries, opportunities and constraints, history, socio-economic, environmental and economic conditions.

  Part B, Sections 1.0, 2.0, and 10.0 describe the site including the boundaries, opportunities and constraints, history, and relevant socio-economic, environmental and economic conditions.

- Development Concept – land use, transportation and servicing policies.

  Part C, Sections 10.4, 10.6, 10.7, 10.8, 10.10 detail the land use concept. The following is a summary of key points relating to the land use concept:

  - The overall density target is a minimum of 40 dwelling units per net acre to ensure consistency with TOD principles and to support rapid transit.

  - The overall height range of the development will be two to six stories.

  - Housing will be multiple family and will support non-residential land uses on the ground floor of units located close to the transit station.

  - The development will promote pedestrian friendly design by locating buildings close to the street, locating parking to the side or rear of buildings away from the street, screening parking with landscaping and buffering, and stepping down densities as development moves closer to existing residential. Where heights exceed four stories, buildings will contain upper level step backs and other architectural features to minimize impact at the street level.

  - The development will include district parking – some parking areas may serve more than one building, providing flexibility in site design. Parking will be addressed through minimums and maximums. This will provide sufficient supply while also recognizing that apartments in TODs have lower trip generation rates compared to non-TOD apartments.

  - The development will include exterior and interior bicycle parking facilities.

  Part C, Section 10.9 provides transportation policies, placing pedestrians as top priority, in support of TOD travel mode priorities. The following is a summary of key points relating to mobility and transportation:

  - The development will provide direct connections to the Fort Rouge Rapid Transit Station and the associated pedestrian and bicycle pathways adjacent to the Southwest Transitway.

  - The development will minimize driveways, garage entrances, and turning lanes on main pedestrian routes.

  - The development will support universal accessibility by providing sidewalks that are well lit, of sufficient width for wheelchairs and strollers, safe for the visually impaired, and by extending sidewalk materials and levels across the driveways where they meet.

  - The development will reduce conflicts between motorized and non-motorized modes through site design and measures to clarify road sharing responsibilities.

  - Promote the retention of the Morley Avenue extension as primarily a transit access route to the station.

  - A traffic study was prepared by Dillon Consulting as an update to the traffic study that was prepared in 2011 by the same consultant for the Yards at Fort Rouge development. That traffic study discussed the impacts of 900 apartments/townhouses on the Yards at Fort Rouge site and 243 apartments/townhouses on the subject property. According to the updated report, the major findings of the 2011 traffic study remain applicable. More detail on findings of the traffic study is included within the associated DASZ Administrative Report (DASZ 7/2014).

Part C, Section 10.12 provides servicing policies. The following is a summary of key points relating to servicing:

- All drainage from the development lands are to be directed to the land drainage sewer within the Southwest Transitway, which has the capacity and was designed to accommodate this outflow;
- Wastewater flows can be accommodated in the existing sewer system.
- A new water main will be extended and installed to service the development of the Fort Rouge Station Lands.

In addition, Part C of the Plan contains sustainability policies. The following is a summary of key points relating to sustainability:

- The site, which is identified as a brownfield by Manitoba Conservation, will be investigated and remediated according to Manitoba Conservation regulations.
- Compact, pedestrian friendly built form which supports healthier lifestyles, reduces GHGs, and promotes efficient use of infrastructure.
- Access to alternative modes of transportation including rapid transit (proximity to Fort Rouge Station), walking and cycling (through linkages to active transportation and pedestrian pathways on and off site).
- The use of low flow water fixtures, environmentally sustainable materials, and enhanced building envelope techniques that reduce energy consumption.

- Implementation strategy.

  Part C, Section 10.13 provides phasing and timeline.

<u>Consultation with area landowner</u>

The following are summarized comments received from GEM Equities on this amendment and a description of how these comments are addressed. GEM Equities was consulted about this amendment as per requirements of *Operationalizing the Yards at Fort Rouge Area Master Plan.*

Policy Issues

- *Please move Section 8.0 to the end of the document and rename it to Section 10.0. This way, the previous information from sections 1.0 thru 7.0 will flow with their proposed phasing, etc. and the Fort Rouge Station Lands will be understood as having its own phasing.*

  This has been addressed by Streetside.

- *How will the townhouses improve the pedestrian experience from the street?*

  The townhouse buildings will have windows, will be built close to the street, will have sidewalks along Morley as well as landscaping, and the City will work with the developer to ensure that facades are visually appealing.

Site Design and Infrastructure Issues

- *The station access pathway on GEM lands is wide in order to reflect its function as the main pedestrian corridor to access the transit station throughout the Fort Rouge Yards development as a whole. The proposal shows the path narrowing significantly on the station area lands. This is not sufficient to maintain the function and intent of this pathway.*

  This has been addressed by Streetside, which is providing a 3.5 metre hard surface pathway within a 6 metre area free of encumbrances.

- *The northern portion of the path noted above should be realigned to the east to align itself better with the existing AT pathway. Experiencing clear visibility of the station has been one of the main design intentions and has influenced site design on GEM lands.*

  With the new increased width and buffering of this pathway (noted above), it is believed that this issue may be addressed.

- *The area at the south end of the apartment building may be suitable for a public plaza area with some redesign, and pockets of greenspace are important offerings in a walkable neighbourhood. What is the requirement for land dedication?*

  Land dedication is not required and instead the Public Service requests that the proponent design the outdoor space at south end of the apartment building to be amenable/ adaptable by future commercial tenants as customer dining/seating/patio space – in alignment with TOD best practices.

- *GEM's intent was to have a plaza in close proximity to the Station for people to mingle or gather. A suitable location might be the area between townhouse block 2 and 3 should be moved to the area between blocks 1 and 2 to emphasize this potential urban space at the statin area pathway.*

  See comment above- The Public Service believes this to be the best location and method to address gathering space.

- *It should be important to have plantings or berms along Morley to screen the view of the parking lot from the station, as well as the parking from the 5 townhouse blocks that will be directly adjacent to our Lot 6 development.*

  Landscaping and fencing to screen the parking is included as a recommendation of the Public Service in the related DASZ report.

- *There should be a connection at the north of the apartment to access the station.*

  Because the front entrance at the north end of the apartment building connects to the sidewalk on Hugo, and the sidewalk on Hugo connects to the AT pathway to the station, the public service is satisfied that a direct connection to the Station at the north of this development is provided.

- *Currently, GEM's development agreement states that GEM pay the cost of supply and installation of one traffic light at Lilac should daily traffic counts warrant. Since the Streetside development will be contributing to the potential increased traffic counts, should Streetside pay a portion of the cost for this street light?*

  This is an ACG issue and ACG has been made aware of this request.

Recommendations:

1. That Council amend its policy *the Yards at Fort Rouge Area Master Plan* in accordance with Attachment B (subject to the revisions to Attachment B set out below), for the following reasons:
    - The amendment to the *Yards at Fort Rouge Area Master Plan* (revised per below) will be consistent with *OurWinnipeg* and *Complete Communities*; and
    - The amendment to the *Yards at Fort Rouge Area Master Plan* (revised per below) will provide sound direction on the future use and development of the station area lands and will clearly articulate Council's expectations of how the station area will be developed.

    The Winnipeg Public Service recommends the following revisions to Attachment B, because of the reasons specified after each recommended revision:

    a. Insert a clause j) in Section 10.7 containing the words, "Support mixed use by designing outdoor space at the south end of the low to mid rise multifamily building to support future customer seating/patios."

        because:

        The Public Service recommends that this location (close to the station and close to possible future commercial units) should contain outdoor patio space. Designing the space to support this aligns with TOD principles and aligns with the subdivision and rezoning for this development.

    b. Replace the term "secondary suites" wherever it appears in the document with the term "second principle dwellings"

        because:

        The term "secondary suite" in the Winnipeg Zoning By-Law only applies to single family housing. The Public Service recommends that the term "second principle dwelling" will support the intent of the developer while providing alignment with the Zoning By-Law.

    c. In Section 10.6 b), delete the words, "and live/ work units";

        because:

        live/work units typically offer goods and services to the public and therefore should be accessible to the public on the ground floor of the unit.

    d. In Section 10.1 under Part C after "Transition, Sub-section 1.5.2"., insert three new consecutive bullets containing the words, "Land Uses Regulated by Zoning, Sub-section 2.2, "Prohibited Uses, Sub-section 2.3, and "Ground Floor Uses, Sub-section 2.4" respectively;

        because:

        Sub-section 2.2 specifies that the entire site will be zoned RMU, and thus it applies only to the existing Fort Rouge Yards area; and Sub-sections 2.3 and 2.4 also apply only to the existing Fort Rouge Yards area.

    e. In Section 10.1, replace the number "10.0" wherever it appears with the number "10".

        because: clerical error.

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

O:/Reports Directive/Planning and Land Use/Long Range Planning/2014/RIS Rpt Fort Rouge Station Area Master Plan April 29 2014