Agenda - Council - October 22, 2003

Report - Executive Policy Committee - October 8, 2003

Item No. 2 Plan Winnipeg Amendment: Polo Park Area
File EP-1.1 (PW)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 8, 2003, the Executive Policy Committee concurred in the administrative recommendation and submits the following to Council:

1. That By-law No. 141/2003 (Attachment A), a proposal to amend Plan Winnipeg By-law No. 7630/2000 by:

   A. Redesignating lands as identified on Map 4 from Industrial Policy Area to Neighbourhood Policy Area, and

   B. Expanding the Area of Regional Commercial and Mixed-Use Concentration, as identified on Map 4,

   be forwarded to Council for first reading to allow for a public hearing on this issue.

2. That the Executive Policy Committee schedule a public hearing in accordance with Section 227 of The City of Winnipeg Charter to consider the proposed amendment.

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

Report - Executive Policy Committee - October 8, 2003

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 8, 2003, the Executive Policy Committee concurred in the administrative recommendation and submitted the matter to Council.

Re: **Plan Winnipeg Amendment: Polo Park Area**

For submission to: **Executive Policy Committee**

Original report signed by: **Director of Planning, Property and Development**

Report date: September 17, 2003

Recommendation(s):

1) That By-Law No. XXXX/2003 (see Attachment A), a proposal to amend *Plan Winnipeg* By-Law No. 7630/2000 by:

   a. redesignating lands as identified on Map 4 from *Industrial Policy Area* to *Neighbourhood Policy Area*, and;

   b. expanding the *Area of Regional Commercial and Mixed-Use Concentration*, as identified on Map 4,

   be forwarded to Council for first reading to allow for a public hearing on this issue.

2) That Executive Policy Committee schedule a public hearing in accordance with Section 227 of the City of Winnipeg Charter to consider the proposed amendment.

REPORT SUMMARY

Key Issues:

- Planning, Property and Development Department is currently completing a Secondary Plan for the Polo Park Area. Preliminary research suggests that the Area of Commercial Concentration should be expanded and designated Neighbourhood Policy Area in Plan Winnipeg.
- The redesignation of a portion of Polo Park from Industrial Policy Area to Neighbourhood Policy Area recognizes the current development pattern and would support further intensification of the Area of Commercial and Mixed-Use Concentration.
- The proposed amendment will facilitate the City's opportunity to manage development in the area and to address and mitigate traffic issues.
- Giving first reading to the proposed by-law will allow the proposed amendment to proceed to public hearing.

Implications of the Recommendation(s):

General implications:

	None
X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

- A re-designation from Industrial Policy Area to Neighbourhood Policy Area and an expansion of the Area of Regional Commercial and Mixed-Use Concentration reflects current development patterns and provides opportunities for affected property owners to continue this type of development.

Policy implications:

X	**No**
	Yes

Comment(s):

-

Environmental implications:

X	**No**
	Yes

Comment(s):

-

Human resources implications:

X	**No**
	Yes

Comment(s):

-

Financial implications:

X	**Within approved current and/or capital budget**
	Current and/or capital budget adjustment required

Comment(s):

-

REASON FOR THE REPORT:

Under the City of Winnipeg Charter, Executive Policy Committee is the designated hearing body responsible for Plan Winnipeg.

HISTORY:

In 2002, the City of Winnipeg contracted with Stantec Consulting Ltd. to undertake a study (*Polo Park Area Study: Transportation Improvements and Development Review*) to develop land use and development projections over the next 20 years and determine their impact on the road network.

On April 2, 2002, the results of the Stantec Polo Park Study were tabled at the Standing Committee on Public Works, where the report was referred to the Standing Policy Committee on Property and Development to address the issues pertaining to land use and development. On January 13, 2003, in response to the Stantec study, the Standing Policy Committee on Public Works recommended additional budget allocations for traffic-related improvements in the Polo Park area. While the report is primarily a traffic study and made several recommendations for traffic improvements, there were several recommendations in the report relevant to planning.

One of the recommendations was that land should be rezoned from Industrial to Commercial zoning in the Polo Park area to reflect existing uses. This would restrict any return to industrial use in the future. Any re-zonings would logically follow completion of the secondary plan. Developer initiated re-zoning applications provide the City with its only mechanism to obtain developer contributions toward necessary infrastructure improvements. More importantly, much of the subject land is designated Industrial Policy Area in Plan Winnipeg 2020 and will require a development plan amendment prior to approval of a secondary plan or re-zoning that changes the industrial land to commercial (see Map 1: Current Policy Plate A – Plan Winnipeg 2020).

DISCUSSION:

Preliminary research and analysis toward a secondary plan for the Polo Park area indicate that certain lands around Polo Park currently designated Industrial Policy in Plan Winnipeg are no longer suitable or desirable for industrial development. The City of Winnipeg has the opportunity to take a collaborative approach toward future development by initiating an amendment to Plan Winnipeg that would allow commercial re-development of a portion of the Polo Park area and would more appropriately reflect existing development. This will immediately allow a pending commercial re-zoning application to be accepted by the administration and proceed to a public hearing. This is supported by two key factors:

1. The area has already transitioned to a busy and viable commercial district, and;
2. It is reasonable to envisage further intensification of commercial development within and near the Area of Commercial and Mixed-Use Concentration at Polo Park.

While work is underway toward creating a better Polo Park neighbourhood, much redevelopment is currently complicated by the Plan Winnipeg 2020 designations for the Polo Park area. In July 2003, a development application was submitted to the Zoning and Permits Branch requesting subdivision and re-zoning of the 9.5-acre former Georgia-Pacific site at the northeast corner of St. James and Sargent to allow for the construction of a supermarket (see Map 2: Georgia-Pacific Site). The property is currently designated Industrial Policy Area in Plan Winnipeg and zoned M2 and M3 Industrial District. A re-zoning to commercial for the purposes of accommodating large format retail use is contrary to Plan Winnipeg. An application that is contrary to Plan Winnipeg, in accordance with ss. 275(2) of the City of Winnipeg Charter, must be refused without a hearing. Without a re-designation to Neighbourhood Policy Area, commercial re-development applications like this one cannot be accepted by the administration and cannot proceed to public hearing (see Attachment B: Relevant Plan Winnipeg Policies).

It is recommended that the Plan Winnipeg designation boundaries be adjusted to recognize the existing commercial areas of Polo Park plus enough land to accommodate much of the 20-year anticipated demand for commercial development. The Stantec report predicts a demand of approximately 1.8 million square feet of gross leaseable area for commercial development in Polo Park over the next 20 years. Accounting for parking, traffic aisles, and green space requirements this translates into an acreage demand of approximately 91 acres[1].

Two particular areas of commercial development adjacent to but beyond the currently defined Area of Commercial and Mixed-Use Concentration amount to about 110 acres (59 acres north of Sargent Avenue and about 51 acres west of the former CN line between Ellice and Sargent – see Map 3: Expanded Area of Regional Commercial and Mixed Use Concentration). Some of this property is already accommodating intensive commercial uses. The rest of the property is under transition. Assuming that some of the projected demand for commercial development in the area will be accommodated by infill development and intensification of commercial sites, the 110 acres is a reasonable estimate of the land that will be necessary for future commercial. Emphasis can then be placed on developing industrial areas where there is potential for growth and expansion.

Thus, it is recommended that the Area of Commercial and Mixed Use Concentration be expanded to include the additional 110 acres. It is also recommended that the expanded Area of Commercial and Mixed Use Concentration be fully designated Neighbourhood Policy Area in order to meaningfully plan and accommodate commercial and mixed use development compatible with Polo Park (see Map 4: Proposed Policy Plate A – Plan Winnipeg 2020).

[1] Stantec predicts 800,000 square feet GLA from 2002 and 2010 plus 1,000,000 square feet GLA from 2011 to 2020. At one parking stall per 250 square feet of GLA, this amount of development would require 7,200 parking stalls. The parking, access and greenspace requirements is estimated to average 300 square feet per parking stall. Using these assumptions, the total acreage demand would be 3.92 million square feet (1.8 million GLA plus 2.16 million acres associated site development requirements) or about 91 acres.

Financial Impact Statement **Date:** 12-Sep-03

COMMENTS:

The only direct Financial impact flowing from this report's recommendations would be the cost of conducting a public hearing - and this cost is difficult to determine, but would be considered immaterial. There are no known financial impacts associated with the recommended changes in Plan Winnipeg designations.

Gord Courage, Manager
Support Services Division

IN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY:

Public Works Department – Transportation Division

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Jacquie East-Ming
PPD File #: PW 01/03

Attachments:

Attachment A: Proposed By-Law No. XXXX/2003
Attachment B: Relevant Plan Winnipeg policies
Map 1: Current Policy Plate A – Plan Winnipeg 2020
Map 2: Georgia-Pacific Site
Map 3: Expanded Regional Areas of Commercial and Mixed Use Concentration
Map 4: Proposed Policy Plate A – Plan Winnipeg 2020

Document name: O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2003 Reports\Polo Park Sep 03.doc

Attachment A: Proposed By-Law No. XXXX/2003

REFERENCE: FILE NO: PW 01/03

THE CITY OF WINNIPEG

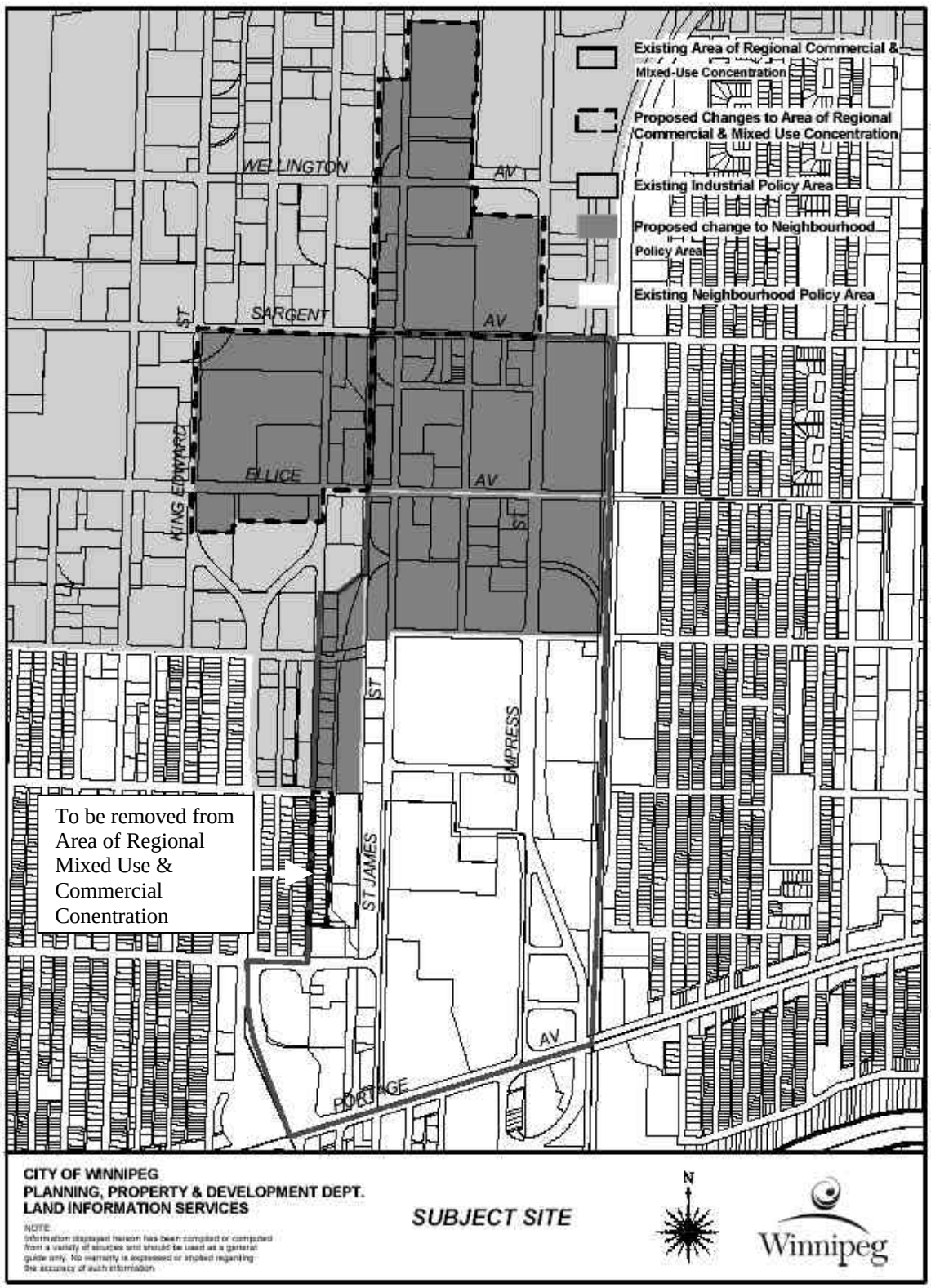
BY-LAW NO. XXXX/2003

A By-law of **THE CITY OF WINNIPEG** to amend By-law No. 7630/2000, a By-law establishing **PLAN WINNIPEG**, being a statement of the City's policy and general proposals in respect of development or use of land in the City.

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

1. The map titled "POLICY PLATE A, LAND USE, PLAN WINNIPEG 2020 VISION", attached to and forming part of By-law No. 7630/2000 is hereby amended as follows:

"Lands located in the Assiniboia Community of The City of Winnipeg, shown outlined on the map below, are hereby designated as "NEIGHBOURHOOD" Policy Area and "AREA OF REGIONAL COMMERCIAL AND MIXED USE CONCENTRATION" and the said Plan Winnipeg Policy Area Map shall hereafter be read and construed as though the said lands were indicated thereon as "NEIGHBOURHOOD" Policy Area and "AREA OF COMMERCIAL AND MIXED USE CONCENTRATION."


Existing Area of Regional Commercial & Mixed-Use Concentration
Proposed Changes to Area of Regional Commercial & Mixed Use Concentration
Existing Industrial Policy Area
Proposed change to Neighbourhood Policy Area
Existing Neighbourhood Policy Area
WELLINGTON AV
SARGENT AV
ELLICE AV
KING EDWARD ST
ST
EMPRESS ST
ST JAMES
PORTAGE AV
To be removed from Area of Regional Mixed Use & Commercial Conentration
CITY OF WINNIPEG
PLANNING, PROPERTY & DEVELOPMENT DEPT.
LAND INFORMATION SERVICES
NOTE:
Information displayed hereon has been compiled or computed from a variety of sources and should be used as a general guide only. No warranty is expressed or implied regarding the accuracy of such information.
SUBJECT SITE
N
Winnipeg

By-law No. /2003

RECEIVED FIRST READING on this _____ day of _____ A.D., 2003.

RECEIVED SECOND READING on this _____day of _____ A.D., 2003.

RECEIVED THIRD READING on this _____day of _____ A.D., 2003.

DONE AND PASSED in Council assembled this _____ day of _____ A.D., 2003.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

_____
for Chief Administrative Officer

Certified as to Form:

_____
for City Solicitor/Manager of
Legal Services

File No.

Attachment B: Relevant Plan Winnipeg Policies

Currently, a development application for a large format retail use in the Industrial Policy Areas of Polo Park does not meet the intent of the following Plan Winnipeg policies:

3A-01 Promote Orderly Development

The City shall promote orderly development through land use designations on Policy Plate A by:

iii) considering the Industrial designation to signify areas of concentrated industrial uses and supportive infrastructure with the possible inclusion of compatible commercial uses;

v) considering the identification of areas of Regional Commercial and Mixed-Use Concentration to signify the general desired locations for large scale commercial development attracting customers city-wide and beyond, with the intent to direct future development of that nature to those general locations;

3A-04 Protect Traffic Flows from Significant Increases

The City shall protect traffic flows from significant increases in volume as a result of new developments by:

i) requiring major developments be sited in such a manner that public investment in adjacent regional transportation facilities is protected;

ii) directing new development with high intensity uses to locations that are supported by transit operations; and

iii) having developers provide special access facilities or participate in remedial measures to ensure that the transportation system does not suffer from unreasonable traffic increases directly related to the development.

3B-04 Accommodate Commercial and Retail Development

The City shall accommodate commercial and retail development by:

iv) identifying, generally, the areas of regional commercial and mixed-use concentration on Policy Plate A, to accommodate large scale retail and service space, entertainment space, and suburban office employment of a regional nature.

3B-05 Promote Commercial Densification

The City shall promote commercial densification in a manner consistent with its commitment to compact urban
form by:

i) encouraging the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development;

ii) approving new locations for commercial development only where significant residential areas are not well served with commercial space, where existing commercial areas cannot accommodate expansion, where the long-term negative impacts on existing regional and commercial centres will be minimal, where additions to the regional street system can be demonstrated to have long-term benefits, and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner;

iii) ensuring that areas of regional commercial and mixed-use concentration be designed and built as focal points for public transit.

3B-06 Accommodate New Industrial Areas

The City shall accommodate new industrial areas within locations designated as Industrial on Policy Plate A by:

iii) restricting land uses in industrial areas, where warranted, to industrial land uses only, in order to promote stability and predictability;

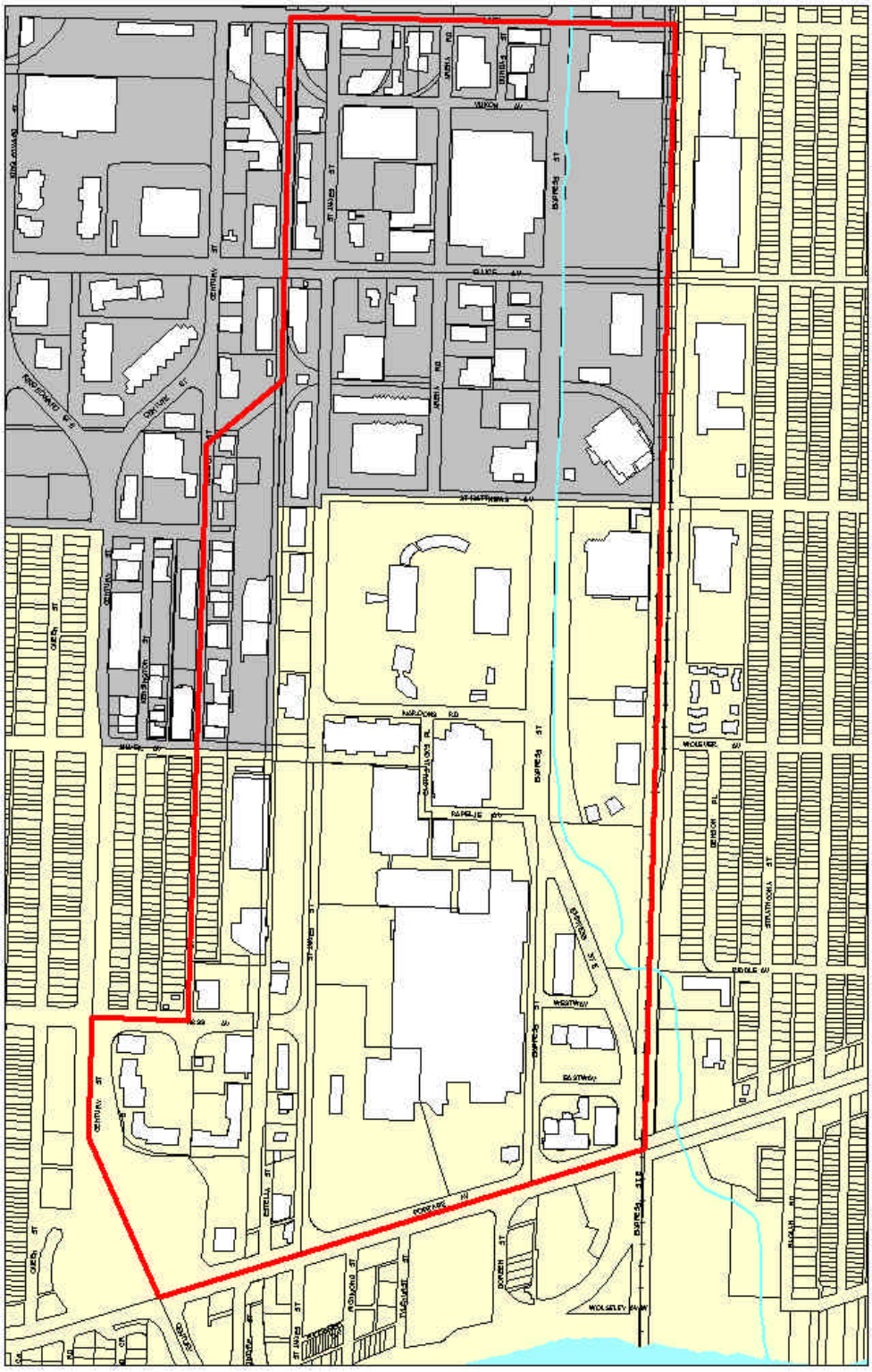
iv) allowing the possible introduction of commercial uses in industrial areas to act as a buffer between the industrial uses and adjacent uses or to service the needs of the local industrial population; and

3B-07 Provide Ongoing Stewardship of Industrial Areas

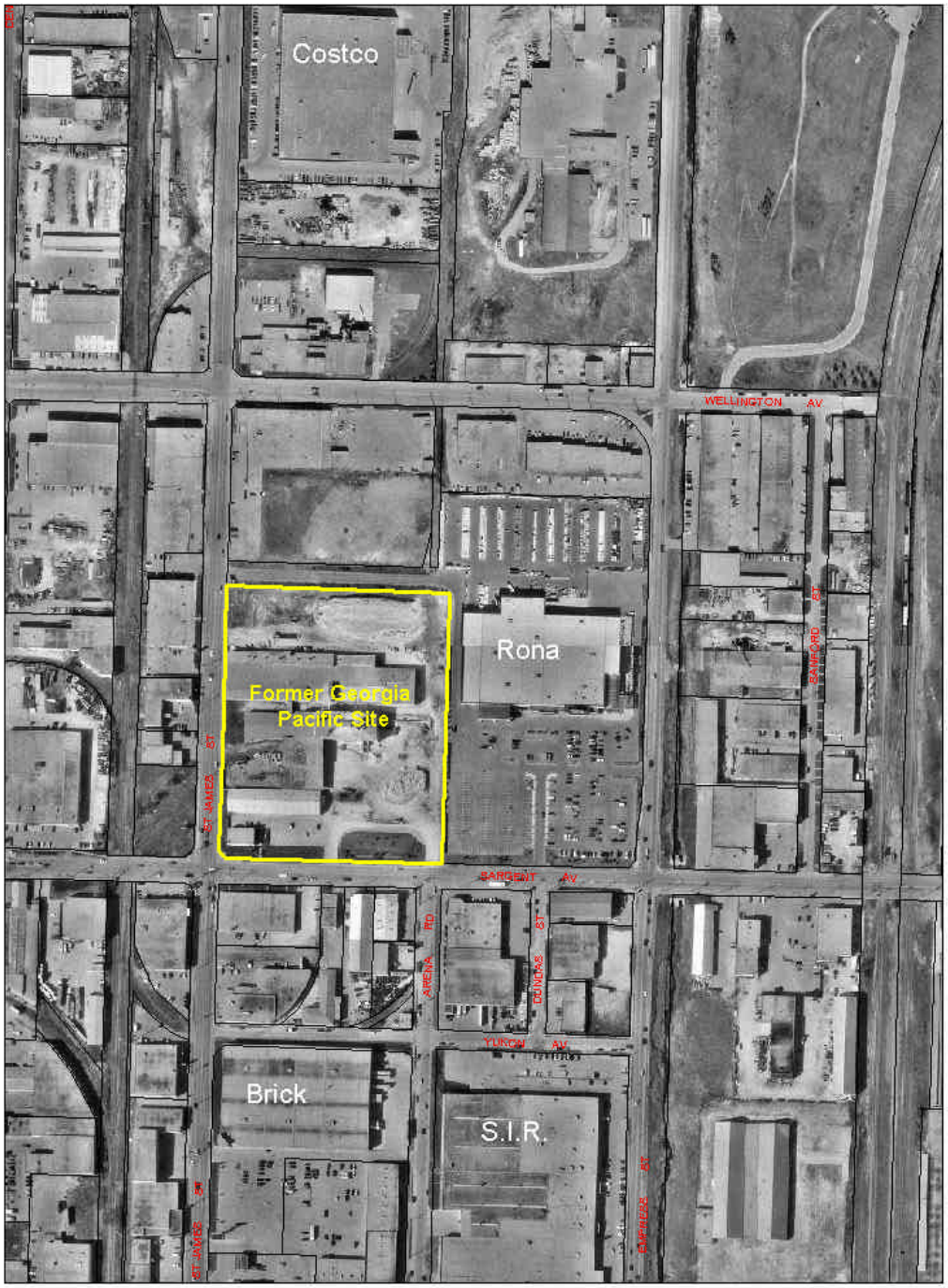
The City shall provide ongoing stewardship of industrial areas to promote their long-term viability and minimize land use conflicts by:

iii) encouraging the reuse of obsolete industrial areas where the long-term viability of such areas cannot be supported, provided that potentially contaminated sites have been evaluated and have met remediation standards established by the Canadian Council of Ministers of the Environment.

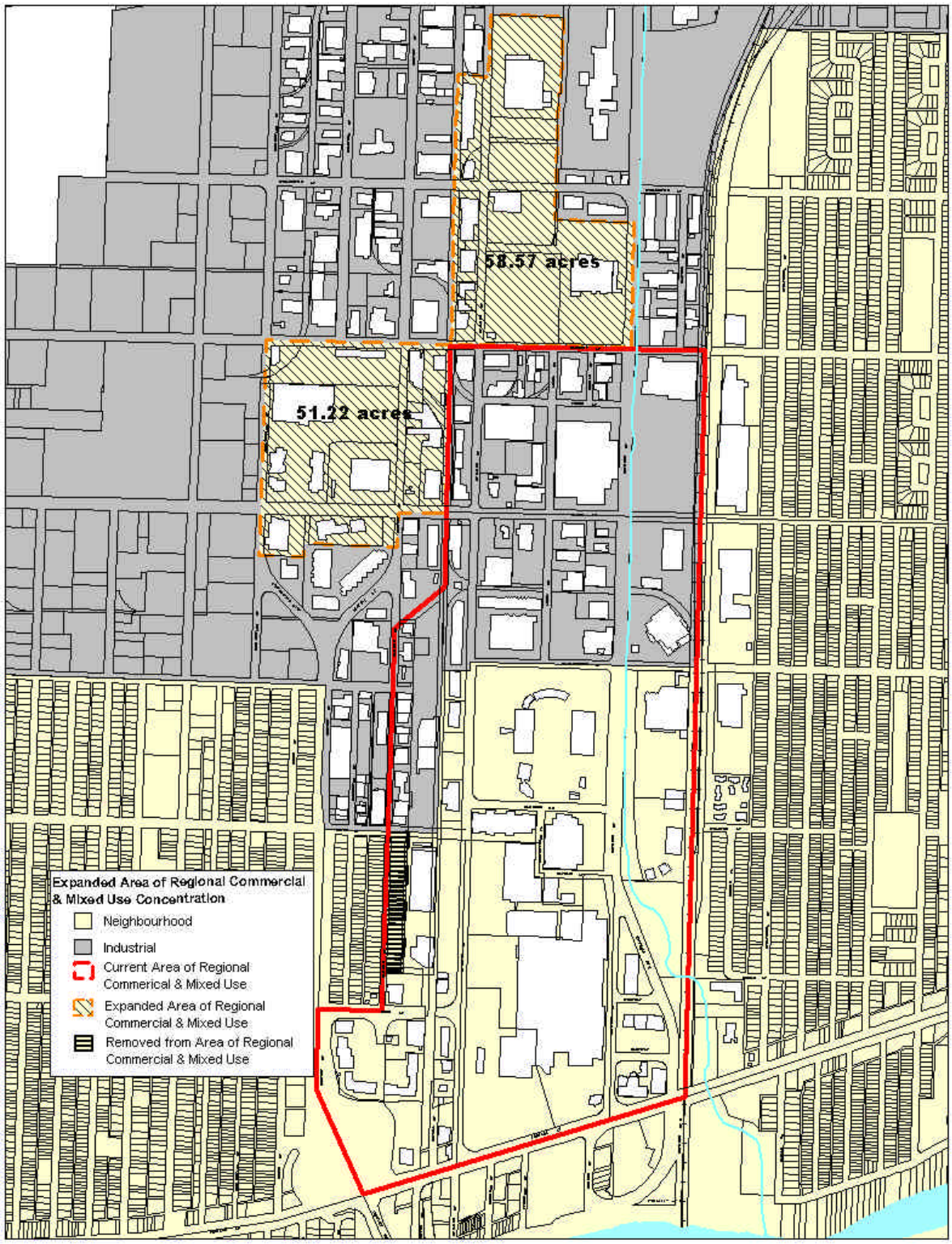
Map 1: Current Policy Plate A – Plan Winnipeg 2020



Map 2: Georgia-Pacific Site



Map 3: Expanded Areas of Regional Commercial and Mixed-Use Concentration



Map 4: Proposed Policy Plate 4 – Plan Winnipeg 2020

