Agenda - Council - December 17, 2003

Report - Executive Policy Committee - December 3, 2003

Item No. 1 Plan Winnipeg Amendment: Polo Park Area
File EP-1.1 (PW 1/2003)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 3, 2003, the Executive Policy Committee concurred in the administrative recommendation and submits the following to Council:

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

   A. Re-designating defined area "A" from Industrial Policy Area to Neighbourhood Policy Area;

   B. Re-designating defined area "B" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;

   C. Re-designating defined area "C" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;

   D. Re-designating defined area "D" to be excluded from the Area of Regional Commercial and Mixed Use Concentration,

   be forwarded to Council for second reading.

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

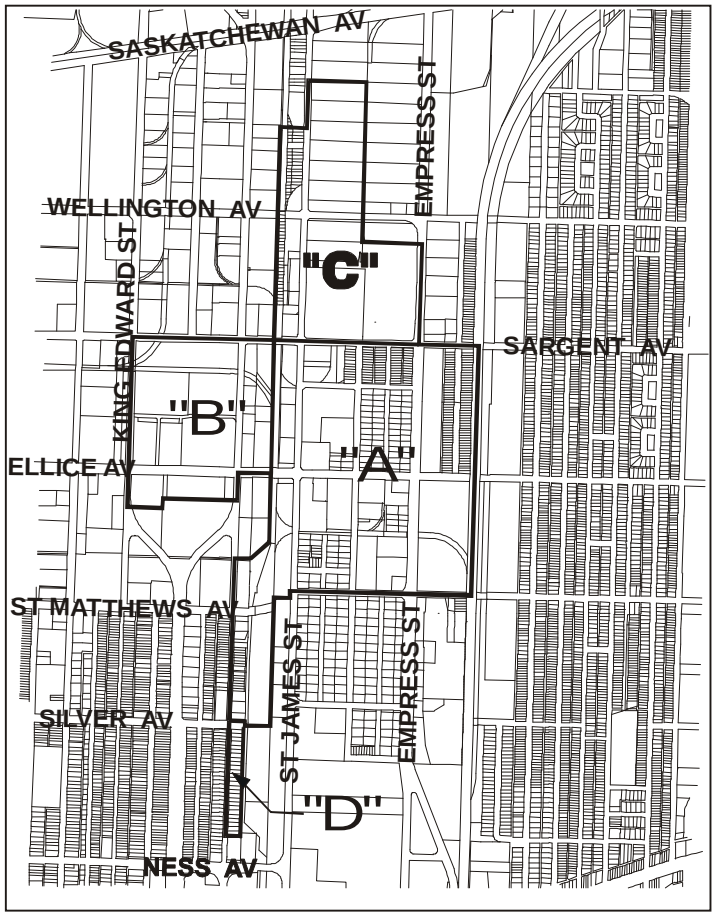
Report - Executive Policy Committee - December 3, 2003

DECISION MAKING HISTORY:

On December 3, 2003, the Executive Policy Committee concurred in the administrative recommendation and submitted the matter to Council.

PUBLIC HEARING SUMMARY

File:	PW 1/2003
Before:	Executive Policy Committee His Worship Mayor Murray, Chairperson Deputy Mayor Vandal Councillor Angus Councillor Clement Councillor Eadie Councillor Gerbasi Councillor Thomas
Public Hearing:	December 3, 2003 West Committee Room Council Building, 510 Main Street
Applicant:	Director of Planning, Property and Development
Subject:	A proposal to amend Plan Winnipeg By-law No. 7630/2000 by: A. Re-designating defined area "A" from Industrial Policy Area to Neighbourhood Policy Area; B. Re-designating defined area "B" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration; C. Re-designating defined area "C" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration; D. Re-designating defined area "D" to be excluded from the Area of Regional Commercial and Mixed Use Concentration



Exhibits Filed:

1. Application dated September 17, 2003
2. Council Decision of October 22, 2003; contains report from the Director of Planning, Property and Development dated September 17, 2003
3. First Reading of By-law No. 141/2003 by Council on November 5, 2003
4. Notification of Public Hearing to the Minister of Intergovernmental Affairs dated November 12, 2003
5. Advertising Notices dated November 18 and 25, 2003
6. Report from the Director of Planning, Property and Development dated November 25, 2003
7. Site Renderings (3) submitted by the Planning Property and Development Department
8. PowerPoint Presentation by Paul McNeil, ND Lea Engineers and Planners Inc., with respect to the application

REPRESENTATIONS:

In Support:

John Pearson, Shindico Realty Inc.

In Opposition:

Nil

For Information:

Michael Carruthers, ND Lea Engineers and Planners Inc.
Paul McNeil, ND Lea Engineers and Planners Inc.
on behalf of First Professional Management Inc.
Philip Wong, 1st President, First Professional Management Inc.
Dennis Wood, Wood Bull, Barristers and Solicitors representing
First Professional Management Inc.

For the City:

Harry Finnigan, Director of Planning, Property and Development
Chris Knoll, Manager of Planning and Land Use, Planning, Property
and Development Department
Jacquie East, Senior Planner (Plan Winnipeg), Planning, Property
and Development Department

SUMMARIZATON OF REPRESENTATIONS AND SUBMISSIONS
MADE AT THE PUBLIC HEARING

Harry Finnigan, Director of Planning, Property and Development and Jacquie East, Senior Planner (Plan Winnipeg), Planning Property and Development Department, provided an overview, and displayed site renderings (filed as Exhibit 7), with respect to the proposed Plan Winnipeg Amendment for the Polo Park area.

John Pearson, Shindico Realty Inc., appeared and indicated his support for the application.

Paul McNeil, ND Lea Engineers and Planners Inc., appeared for information and on behalf of First Professional Management Inc., and provided a PowerPoint presentation with respect to the application, filed as Exhibit 8. He suggested that the strip of land (approximately 23 acres in size) located east of and adjacent to the existing Wal-Mart site, bounded on the north by Sargent

Avenue, on the east by residential development, on the south by Ellice Avenue, and on the west by the Wal-Mart shopping centre and the CPR La Riviere rail line, be included as part of the lands to be re-designated under the proposed Plan Winnipeg amendment.

Dennis Wood, Wood Bull, Barristers and Solicitors, also representing First Professional Management Inc. appeared for information, and suggested that the Executive Policy Committee consider another application to amend Plan Winnipeg to re-designate the aforesaid strip of land located east of the existing Wal-Mart site for regional commercial use.

Philip Wong, First Vice President, First Professional Management Inc., also appeared for information, and reiterated the request for the First Professional Shopping Centre lands located east of the existing Wal-Mart site and the CPR La Riviere rail line to be re-designated for retail commercial use.

As requested by the Committee, Chris Knoll, Manager of Planning and Land Use, Planning Property and Development Department, addressed the recommendation by the previous delegations to re-designate the strip of land located to the east of the existing Wal-Mart site for retail commercial use. She advised that the subject property is currently zoned industrial, and in order to be used for retail commercial purposes, would require a re-designation under Plan Winnipeg and for the land to be rezoned. She further indicated that the community perspective on this type of application is unknown at this time, and indicated that possible concerns may include uncertainty relative to use and the level of traffic generated by commercial development.

In response to commentary by First Professional Management Inc. and its representatives, and by the Committee, Jacquie East, Senior Planner (Plan Winnipeg), advised that some of the ambiguity and uncertainty regarding the use of lands in the Polo Park area, in particular those lands excluded from this application, would be addressed in a proposal for a Secondary Plan for the Polo Park Area that the Administration is currently preparing. She further indicated that the Administration plans to consult with the community on this proposal in the early part of 2004.

Councillor Eadie indicated that the Administration would be requested to address the re-designation of the First Professional Shopping Centre lands located east of the existing Wal-Mart site, and as outlined in the presentations from ND Lea Engineers and Planners Inc., Wood Bull, Barristers and Solicitors, and First Professional Management Inc., and report back to the Executive Policy Committee.

Exhibit "6" referred to in File PW 1/2003

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: November 25, 2003

Recommendation(s):

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

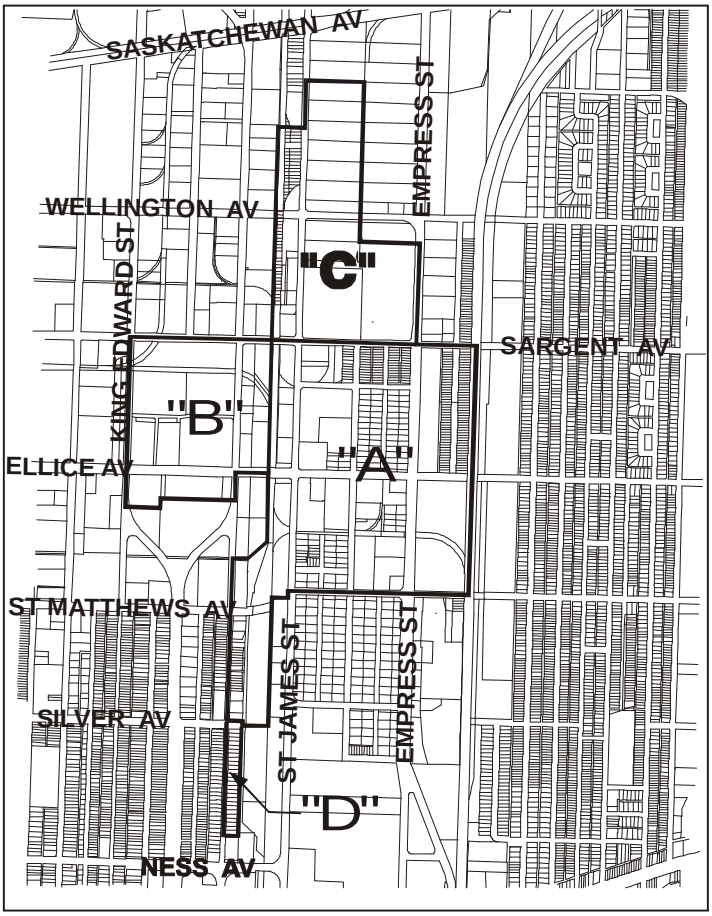
   a. re-designating defined area "A" from Industrial Policy Area to Neighbourhood Policy Area;

   b. re-designating defined area "B" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;

   c. re-designating defined area "C" from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;

   d. re-designating defined area "D" to be excluded from the Area of Regional Commercial and Mixed Use Concentration,

be forwarded to Council for second reading.


SASKATCHEWAN AV
EMPRESS ST
WELLINGTON AV
KING EDWARD ST
"C"
SARGENT AV
"B"
"A"
ELLICE AV
ST MATTHEWS AV
ST JAMES ST
EMPRESS ST
SILVER AV
"D"
NESS AV

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 second reading to the proposed by-law will allow the proposed amendment to be forwarded to the Minister of Intergovernmental Affairs for review and approval or denial.

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):

- No Financial Implications

REASON FOR THE REPORT:

Under the City of Winnipeg Charter, Executive Policy Committee is the designated hearing body responsible for Plan Winnipeg 2020 Vision.

HISTORY:

On November 5, 2003, Council gave First Reading to By-law 141/2003 and a public hearing was scheduled for December 3, 2003 at Executive Policy Committee.

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:

This amendment proposes adjustments to the Plan Winnipeg 2020 Vision Policy Plate A in four areas:

1. Area "A" is proposed to be re-designated from Industrial Policy Area to Neighbourhood Policy Area. It is the portion of the Area of Regional Commercial and Mixed-Use Concentration that has remained under Industrial Policy designation, south of Sargent Avenue, north of St. Matthews Avenue, and east and west of the rail corridors running parallel with St. James and Empress Street.
2. Area "B" (51 acres west of St. James) is proposed to be re-designated from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;
3. Area "C" (59 acres north of Sargent) is proposed to be re-designated from Industrial Policy Area to Neighbourhood Policy Area and to Area of Regional Commercial and Mixed Use Concentration;
4. Area "D" (4 acres of single family residential properties on the east side of Madison Street that are part of the Kensington neighbourhood) is proposed to be excluded from the Area of Regional Commercial and Mixed Use Concentration.

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 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.

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. Finally, in order to maintain the residential neighbourhood character of the homes along the east side of Madison Street which are part of the Kensington neighbourhood, it is recommended that houses be excluded from the Area of Regional Commercial and Mixed Use Concentration. (See Map 4: Proposed Policy Plate A – Plan Winnipeg 2020 Vision)

[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: 21-Nov-03

COMMENTS:

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:

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 Nov 03.doc