Agenda – Council – January 31, 2019

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 7, 2019

Item No. 28 Amendment to the West Alexander and Centennial Neighbourhood Plan By-Law No. 64/2008 in respect of 700 Elgin Avenue – First Reading

STANDING COMMITTEE RECOMMENDATION:

On January 22, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That first reading be given to By-law No. 94/2018 (the "By-law") to amend the West Alexander and Centennial Neighbourhood Plan By-law No. 64/2008 in respect of 700 Elgin Avenue to include the property in the Institutional Policy Area (draft amending by-law is attached as Appendix "A").

2. That the Lord Selkirk West Kildonan Community Committee hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – January 7, 2019

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 22, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On January 7, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: By-law No. 94/2018 – Amendment to the West Alexander and Centennial Neighbourhood Plan By-Law No. 64/2008 in respect of 700 Elgin Ave

Critical Path: Standing Policy Committee on Property and Development, Heritage and Downtown Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	J. Kiernan	N/A	D. McNeil

EXECUTIVE SUMMARY

On Aug. 1, 2018 the Urban Planning and Design Division received an application to amend the West Alexander and Centennial Neighbourhood Plan By-Law No. 64/2008 (the "Plan"), proposing to re-designate a 33,823 sq. ft property located at 700 Elgin Ave (the "subject property") from the Low Density Residential Policy Area to the Institutional Policy Area of the Plan. The proposed amendment also provides an exemption in respect of the subject property to the requirement that amendments to the Plan be applied to no less than one city block.

The applicant is proposing to amend the Plan to convert an existing building (former school that has been vacant for several years) to a medical clinic. The proposed use is not accommodated in the Low Density Residential Policy Area of the Plan. The amendments as proposed will provide the policy environment to enable an associated rezoning to an "EI" Educational and Institutional district, a zoning designation that will accommodate the proposed development. The subject property is immediately adjacent to the Institutional Policy Area.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 94/2018 (the "By-law") to amend the West Alexander and Centennial Neighbourhood Plan By-law No. 64/2008 in respect of 700 Elgin Avenue to include the property in the Institutional Policy Area (draft amending by-law is attached as Appendix "A").

2. That the Lord Selkirk West Kildonan Community Committee hold a public hearing with respect to the By-law and submit its recommendations on same to Council.

3. 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 secondary plan by-law requires first reading at Council followed by a public hearing prior to second and third reading at Council in accordance with subsection 234(3) of The City of Winnipeg Charter and the Development Procedures By-Law No. 160/2011.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, a public hearing on the proposed secondary plan by-law amendment will be conducted by the Lord Selkirk West Kildonan Community Committee.

HISTORY/DISCUSSION

The *West Alexander and Centennial Neighbourhood Plan* By-law 64/2008 (the "Plan") was adopted by Council on July 16th, 2008.

The subject property is located in the 'Low Density Residential Policy Area' of the Plan and is zoned "R2" Residential Two-Family district.

The applicant intends to repurpose the existing building (formerly Ellen Douglas School) into a medical clinic as part of the Health Sciences Centre campus.

An amendment to the Plan is required to support the proposed redevelopment. Currently the subject site is designated 'Low Density Residential Policy Area' which restricts development to single and two-family dwellings.

The Institutional Policy Area of the Plan is immediately adjacent to the subject property on both the east and south sides. Policies of the Institutional Policy Area would accommodate the proposed development.

The Plan contemplates the eventual expansion of the Institutional Policy Area footprint through a policy designation called the 'Institution with Proposed Expansion Area', of which the subject site is included.

The proposed amendment is supported because it is contiguous to the existing Institutional Policy Area of the Plan and will repurpose an existing building which has sat vacant for several years with little or no development opportunities based on existing Plan policies.

The proposed amendment requires two steps:

- One is to change the site's policy designation from Low Density Residential Policy Area to Institutional Policy Area.
- The other is to enable the amendment for a singular property, whereas the Plan currently requires a minimum of 50% +1 of the properties within the area defined for re-designation to the Institutional policy area at a minimum of one side of a City block. This is being supported on the basis that an amendment on a City block basis is pre-mature and may affect residential property owners in a negative way.

FINANCIAL IMPACT

Financial Impact Statement

Date: November 27, 2018

Project Name:

By-law No. 94/2018 – Amendment to the West Alexander and Centennial Neighbourhood Plan By-Law No. 64/2008 in respect of 700 Elgin Ave.

COMMENTS:

There are no financial implications associated with this report.

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

CONSULTATION

This Report has been prepared in consultation with:

Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

The subject property is located within the 'Areas of Stability – Mature Communities Policy Area' as designated by the *Complete Communities Direction Strategy*.

Areas of Stability accommodate low to moderate change in a contextually suitable manner. Supporting Direction and Enabling Strategies for Areas of Stability include:

- Support low to moderate change in low density neighbourhoods through development and redevelopment that is complimentary to the existing scale, character, and built form.
- Promote the form of buildings and spaces that are sensitive to the community context and address the transition between new and existing developments.

SUBMITTED BY

Department: Planning Property and Development
Division: Urban Planning
Prepared by: Noah Yauk MCIP, RPP
Date: November 28, 2018
File No:

Attachments:

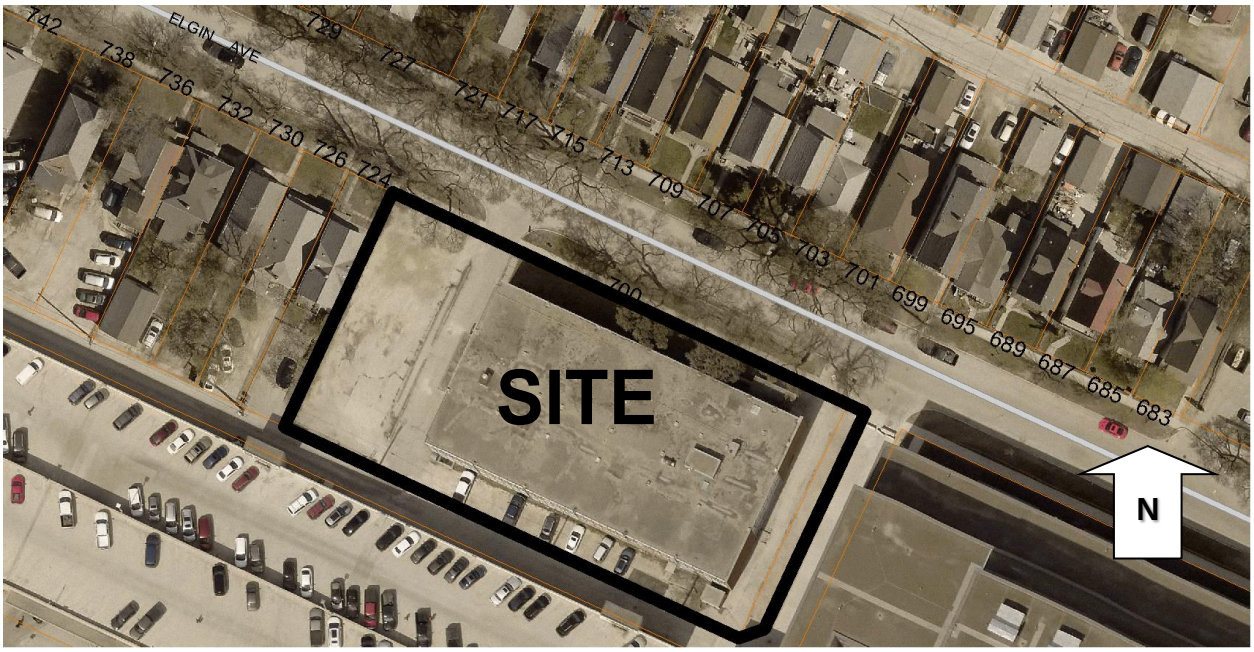
Appendix "A" – By-Law

Appendix "B" – Aerial Photo of Subject Property

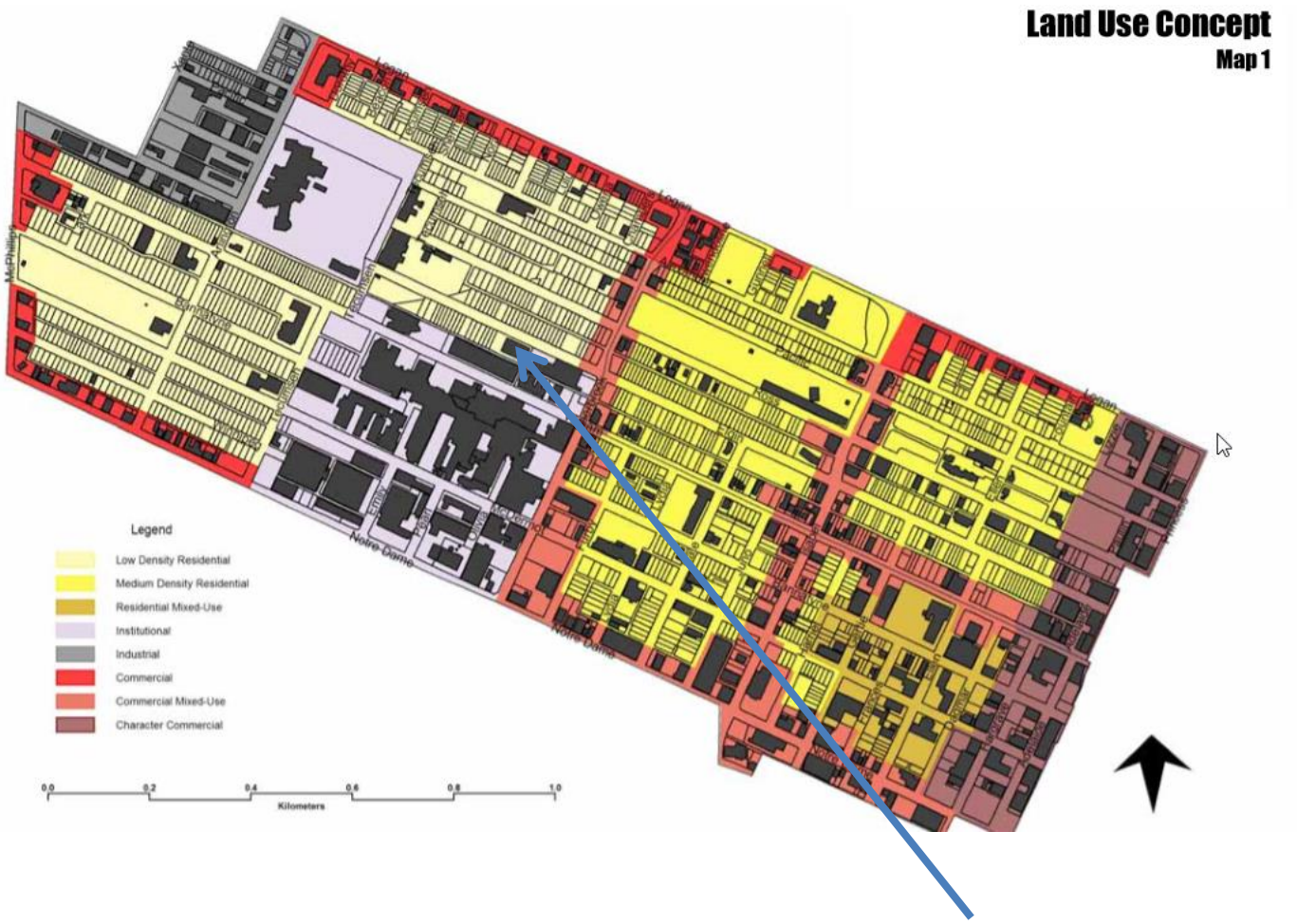
Appendix "C" – Existing Land Use Concept Map

Appendix "D" – Planning Discussion

Appendix "B": Aerial photo of subject property



Appendix “C” Existing Land Use Concept Map

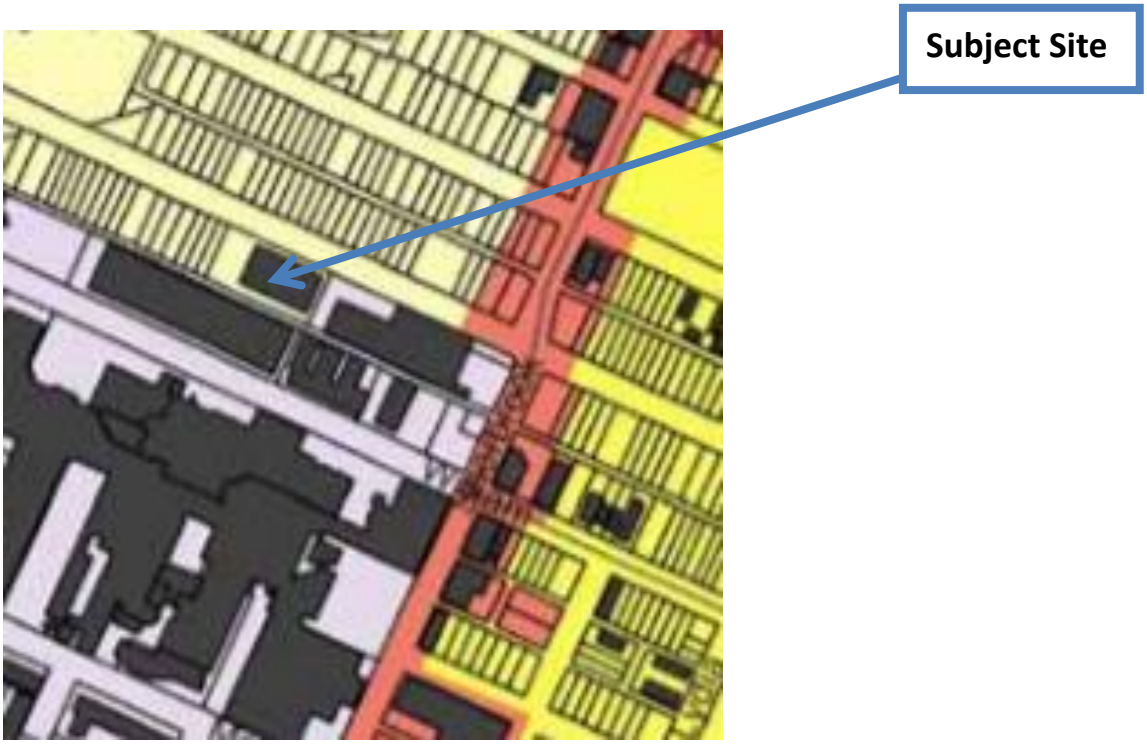


Appendix D: Planning Discussion

DATE:	November 19, 2018
FILE NUMBER:	SPA 1/2018
RELATED FILES:	DAZ 206/2018D
COMMUNITY:	West Alexander, Point Douglas Ward
SUBJECT:	Proposed Amendment to the West Alexander and Centennial Neighbourhood Plan (Secondary Plan By-law 64/2008).
LOCATION:	700 Elgin Ave
APPLICANT:	MMP Architects (Aaron Simoes)
OWNER:	Winnipeg Regional Health Authority

SUMMARY

- The applicant is proposing to amend the West Alexander and Centennial Neighbourhood Plan (Secondary Plan By-law 64/2008).
- The proposed amendment seeks to re-designate the subject lands to Institutional Policy Area from the Low Density Residential Policy Area.
- The proposed amendment also requires that Policy 1. of Chapter 11 be altered to allow for less than a full block to be re-designated at a single time.



SITE DESCRIPTION

The subject property is located on the south side of Elgin Ave between Sherbrook St and Tecumseh St in the West Alexander neighbourhood of the Point Douglas ward.

The site is designated as 'Areas of Stability – Mature Communities Policy Area' under the *Complete Communities Direction Strategy*. The property is zoned "R2" Residential Two-Family district. Existing on the property is a former school (Ellen Douglas School) which is approximately 15,000 square feet in size.



Figure 1: Aerial Photo of Subject Site and Surrounding Uses *(flown 2018)*

North: Elgin Ave, then single-family dwellings zoned "R2" Residential Two-Family District.

South: A four storey parkade zoned "EI" Educational and Institutional District.

East: a public lane, the Women's Hospital zoned "C2" Commercial Community District.

West: Single-family dwellings zoned "R2" Residential Two-Family District.

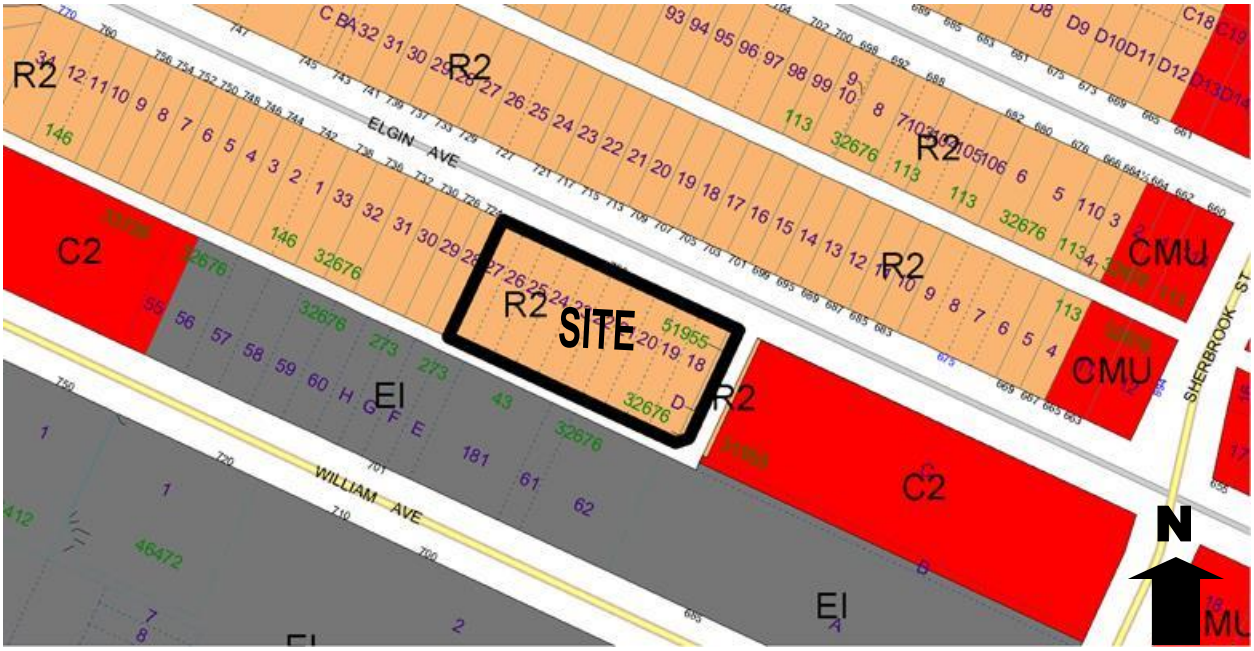


Figure 2: Zoning of the site and surrounding area.

DESCRIPTION OF THE PROPOSED DEVELOPMENT

- The applicant intends to repurpose the existing building and use it as a medical clinic as part of the Health Sciences Centre campus.
- The proposed development requires an amendment to the *West Alexander and Centennial Neighbourhood Plan* by re-designating the site so as to include it in the Institutional policy area. The proposed amendment also requires relief from a procedural element of the plan which requires future amendments into the Institutional policy area to come forward at a minimum of one side of a city block.
- The applicant has also submitted an associated application (DAZ 206/2018) to rezone the subject lands to an "EI" Educational and Institutional zoning district.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY

The subject property is located within the Areas of Stability – Mature Communities Policy Area as designated by the Complete Communities Direction Strategy.

Areas of Stability accommodate low to moderate change in a contextually suitable manner. Supporting Direction and Enabling Strategies for Areas of Stability include:

Direction 1

- *Support low to moderate change in low density neighbourhoods through development and redevelopment that is complimentary to the existing scale, character, and built form.*
- *Promote the form of buildings and spaces that are sensitive to the community context and address the transition between new and existing developments.*

WEST ALEXANDER AND CENTENNIAL NEIGHBOURHOOD PLAN

With respect to the development proposal, the policies of the *West Alexander and Centennial Neighbourhood Plan* provide the most important policy direction.

While the subject site is currently designated as Low Density Residential Policy Area, it is worth noting that the plan contemplates a future re-designation of the site and others within the Institutional policy area. In fact, part of the reason for the Plan's existence was to provide some certainty and direction as to how the institutional footprint of the Health Sciences Centre might grow in the long term. For this reason the Plan includes a map called 'Institution with Proposed Expansion Area' (see figure 3) which includes the existing Institutional policy area footprint and a future expanded footprint. The subject site is included on the 'Institution with Proposed Expansion Area' map and is the first property directly north and west of the existing Institutional Policy Area boundary. In this fashion the proposed amendment would shift the boundary of the Institutional Policy Area contiguously to include the subject site, which for all intents and purposes is an institutional building (a former school). In light of this the proposed amendment seems a logical and somewhat planned expansion of the Institutional Policy Area. It is also important to consider that the existing policy area, which essentially limits development to single and two family dwellings, makes it almost impossible to redevelop the site without the need to remove the existing building. The amendment as proposed will allow a vacant building to be put to productive use without altering the character of the neighbourhood.

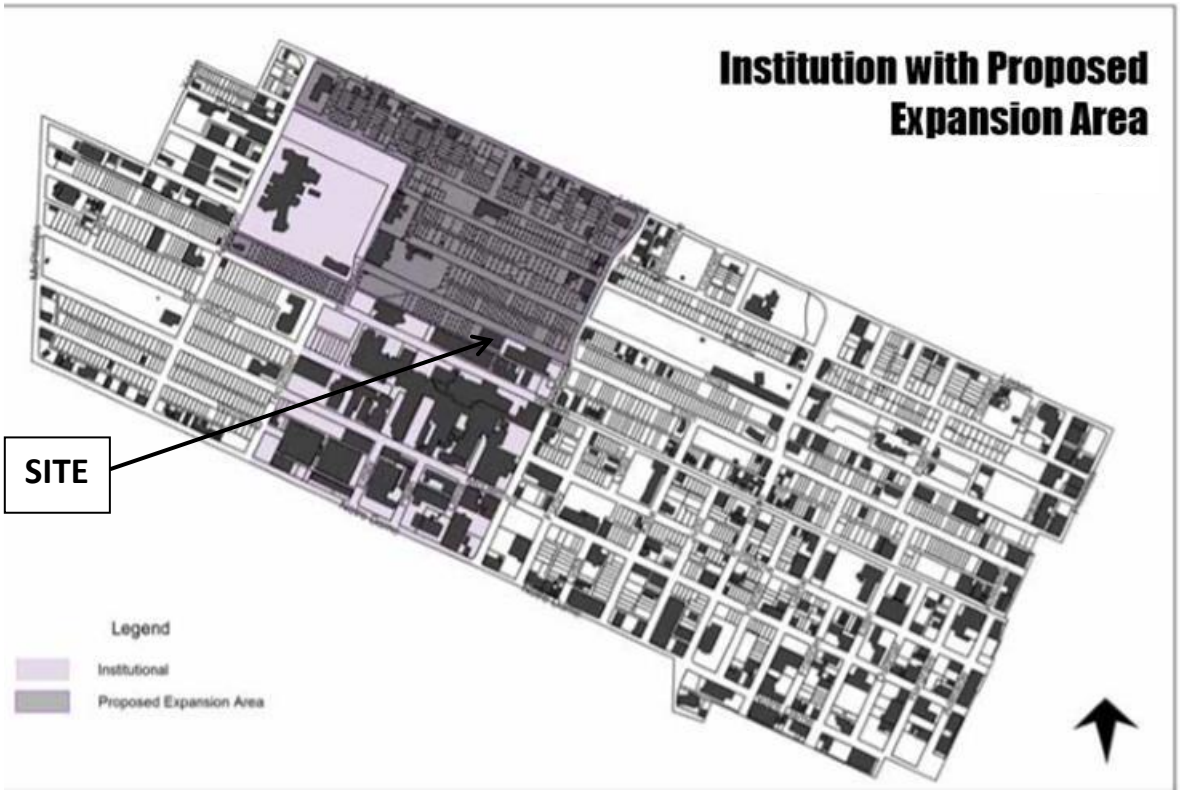


Figure 3: Institution with Proposed Expansion Area

Plan Amendments – Institutional Sector

In the context of a future expanded Institutional Policy Area, the Plan does outline a specific process to be followed. This requirement, under the heading Plan Amendments – Institutional Sector, requires that:

> *Chapter 11, Plan Amendments – Institutional Sector*
>
> 1. *Fifty percent (50%) +1 of the properties within the area defined for re-designation must be included as participants in an amendment application…*
> 2. *A minimum of one side of a City block is required (excluding the Public Works Yards), but plans should consider future development on both sides of the street."*

The above *Policy 1.* requires proposed re-designations (Plan Amendments) to include at least 50% of a city block. This process makes sense in that amendments will need to occur in a contiguous and well thought out manner as opposed to an ad-hoc process that would typically occur if amendments were on a site by site basis. However, with respect to the subject site and surrounding land uses there are some unique considerations that suggest a re-designation is appropriate at the site level, not the block level. These considerations include:

1) The Institutional Policy Area abuts the subject site to the south and east. This makes the amendment contiguous to the existing Institutional Policy Area footprint.
2) The subject site contains a building that is institutional in nature (a former school). Therefore the building typology is consistent with the Institutional policy area.
3) The existing policy designation provides a significant hardship to the re-purposing of the existing building in that uses are limited to single and two-family dwellings. Development that adheres to those land uses would require the removal of the building.
4) An amendment at the minimum geography required (one side of a city block) could potentially cause detriment to properties from a policy perspective in that most of the properties on this block of Elgin Ave are single-family homes. Including, or attempting to include those properties in an amendment could result in a land use designation where those homes would be deemed non-conforming with respect to policy. Leaving these properties out of the mix allows them to maintain a policy designation that aligns with existing land uses. In accordance with amending the one specific property, the subject site could be excluded from the block minimum as are the Public Works Yards.

CONCLUSION

The proposed amendment, to re-designate lands at the edge of an existing Institutional Policy Area of the Plan to be included in the Institutional Policy Area meets the intent of the Plan. As noted, the lands are also deemed appropriate for future inclusion in the Institutional policy area as described in the Plan and illustrated in Map 10 'Institution with Proposed Expansion Area'. This policy context along with the institutional nature of the existing building suggests that an Institutional policy designation would be a better fit for the subject site. That the site has sat vacant for several years speaks to the challenges of site redevelopment in the current policy context. While good intentioned, the process policies prescribed in the Plan with respect to the

expanding the Institutional area are pre-mature at the block level in that the nature of the predominant land uses (single-family dwellings) best fit with the existing Low Density Residential Policy Area.

RECOMMENDATIONS

That the proposed amendment to re-designate the subject lands to Institutional Policy Area proceed to a public hearing at the Lord Selkirk- West Kildonan Community Committee.