Minute No. 600
Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 30, 2019

Item No. 13 **Proposed Secondary Plan for the Public Markets Major Redevelopment Site (Major Redevelopment Site 'D') – By-law 47/2019 (St. Boniface Ward)**
File SP 1/2019

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and adopted the following:

1. That first reading be given to the Public Markets Secondary Plan By-law No. 47/2019 (the "By-law", a draft of which is attached as Appendix B).

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

3. That the Proper Offices 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 – September 30, 2019

DECISION MAKING HISTORY:

Moved by Councillor Mayes,

That the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 15, 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 September 30, 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.

Christine Trickey, on behalf of the South St. Boniface Residents Association, submitted a communication dated September 30, 2019, in support of the matter.

ADMINISTRATIVE REPORT

Title: Proposed Secondary Plan for the Public Markets Major Redevelopment Site (Major Redevelopment Site 'D') – By-law 47/2019 – File No. SP 1/2019

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

AUTHORIZATION

Author	Department Head	CFO	CAO
M. Pittet	J. Kiernan	N/A	M. Ruta, Interim CAO

EXECUTIVE SUMMARY

The purpose of a secondary plan is to provide detailed policies to direct development within a specific area of the city. Through a collaborative planning process, these plans should adapt and implement the objectives and policies of *OurWinnipeg* and the *Complete Communities Direction Strategy* ("Complete Communities") to the local context and provide certainty regarding future development aspirations for the area.

On May 31, 2019 the Urban Planning and Design Division received a secondary plan application for Major Redevelopment Site 'D' – Public Markets ("Public Markets Secondary Plan," hereinafter referred to as the "Proposed Plan") along with supporting studies including:

- A traffic impact assessment (TIA);
- An emergency response memo;
- A drainage brief.

A draft traffic impact study, which provided more detail than the TIA, was later submitted along with the following studies listed in the Proposed Plan:

- Preliminary infrastructure review (servicing analysis);
- Environmental remediation plan;
- Public consultation report;
- Cost-benefit analysis.

A preliminary review of the Proposed Plan and key supporting studies has identified a number of issues, including potentially serious concerns related to emergency access to the Planning Area and traffic. The Public Service will continue to work with the applicant to attempt to resolve such outstanding issues in advance of the public hearing. Recommendations resulting from continued discussion with the applicant will be included in the Public Service Report for the public hearing.

Major Redevelopment Site 'D' - the Public Markets is identified in *Complete Communities* as one of 11 Major Redevelopment Sites. These areas are generally characterized as:

- Large, functionally obsolete or under-utilized lands, such as former industrial areas;
- Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities;
- Often serviced by some level of existing infrastructure;
- Present opportunities for transformative and strategic mixed-use infill and intensification;
- May present challenges to redevelopment, such as inadequate infrastructure capacity and contamination; and
- Site area typically 15 acres or more.

Complete Communities provides further direction that Major Redevelopment Sites should capitalize on the proximity of major redevelopment sites to rapid transit and high frequency transit and provide for *Complete Communities* with significant levels of mixed use, high density development, with strong urban design and attractive parks, places, and open spaces. *Complete Communities* also indicates that the development of Major Redevelopment Sites should be promoted with a proactive and collaborative planning process.

RECOMMENDATIONS

1. That Council give first reading to the Public Markets Secondary Plan By-law No. 47/2019 (the "By-law", a draft of which is attached as Appendix B).

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

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

REASON FOR THE REPORT

An application has been received for the adoption of a secondary plan for the Public Markets Major Redevelopment Site 'D' (MRS 'D') of the *Complete Communities Direction Strategy*. Direction 1 of the *Complete Communities* section regarding Major Redevelopment Sites indicates that development will be promoted through a proactive and collaborative planning process.

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 Act* and *The Development Procedures By-law* No. 160/2011.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of this report are concurred in, the Riel Community Committee will conduct a public hearing in respect of the By-law and provide its report and recommendations on same to Council.

The Public Service will continue to work with the applicant to attempt to resolve outstanding issues in advance of the public hearing. Recommendations resulting from continued discussion with the applicant will be included in the Public Service Report for the public hearing.

HISTORY/DISCUSSION

The subject site had been used for livestock-related industries for most of the 1900's.

In the 1990's, the City of Winnipeg acquired much of the subject site through direct acquisition and tax sale.

In 2006, Council endorsed a concept plan for the site (see March 22, 2006, Council Minutes "Public Markets Land Use Plan Update," File EP-1).

In 2006, DASZ 15/2006 was approved by Council, but the application was not proceeded with and a by-law was not enacted (see June 28, 2006, Council Minutes "Subdivision and Rezoning - 660 and 780 Marion Street," DASZ 15/2006).

In 2007, lands owned by the City of Winnipeg on the Public Markets site were sold.

In 2011, the subject site was designated as a Major Redevelopment Site under *OurWinnipeg* and the *Complete Communities Direction Strategy*.

In May and October of 2018, the proponent submitted pre-applications for the subject site. The Public Service provided feedback letters to those pre-applications in July and December 2018, respectively.

In June and November of 2018, the proponent undertook public consultation for proposed development on the site.

On May 31, 2019 the Urban Planning and Design Division received a secondary plan application for Major Redevelopment Site 'D' – Public Markets along with supporting studies.

In mid-June 2019, the Proposed Plan and available supporting studies were circulated for internal and external comment.

As previously stated, a preliminary review of the Proposed Plan and key supporting studies has identified a number of issues, including potentially serious issues related to emergency access to the Planning Area and traffic. The Public Service will continue to work with the applicant to attempt to resolve such outstanding issues in advance of the public hearing.

FINANCIAL IMPACT

Financial Impact Statement Date: September 9, 2019

Project Name:

Proposed Secondary Plan for the Public Markets Major Redevelopment Site (Major Redevelopment Site 'D') – By-law 47/2019 – File No. SP1/2019

COMMENTS:

There are no financial implications associated with the recommendations in this report.

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

CONSULTATION

This Report has been prepared in consultation with:

Internal:
- Legal Services (as to legal issues)
- Public Works
- Water and Waste
- Community Services
- Transit
- Winnipeg Fire and Paramedic Service

External:
- Canadian National Railway
- Canadian Pacific Railway
- Louis Riel School Division
- Division scolaire franco-manitobaine
- General Council of Winnipeg Community Centres
- Manitoba Hydro
- Manitoba Sustainable Development

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg
- The subject land is identified as a Major Redevelopment Site in figure 01a of *OurWinnipeg.*
- The Key Direction for Major Redevelopment Sites (Section 01-1c) is that they 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.*
- *OurWinnipeg* refers to section 03-3 of *Complete Communities* for additional detail.

Complete Communities Direction Strategy
- The subject land is identified as Major Redevelopment Site 'D' in figure 03f of *Complete Communities*.
- *Complete Communities* provides the following characteristics of a Major Redevelopment Site:
    - Large, functionally obsolete or under-utilized lands, such as former industrial areas.
    - Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.
    - Present opportunities for transformative and strategic mixed use infill and intensification.
    - May present challenges to redevelopment, such as inadequate infrastructure capacity or contamination.

- Section 03-3 Major Redevelopment Sites, 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.*
- Key Directions for 'Major Redevelopment Sites' (Section 03-3) include:
    - Direction 1 - Promote development of Major Redevelopment Sites with proactive and collaborative planning process.
    - Direction 2 - Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit and high frequency transit.
    - 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.

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: Robert Kostiuk, MCIP
Date: September 13, 2019

Attachments:

Appendix A – Planning Discussion
Appendix B – By-law No. 47/2019
Appendix C – Schedule "A" to By-law No. 47/2019 - Public Markets Secondary Plan
Appendix D – Supporting Studies

APPENDIX A – Planning Discussion

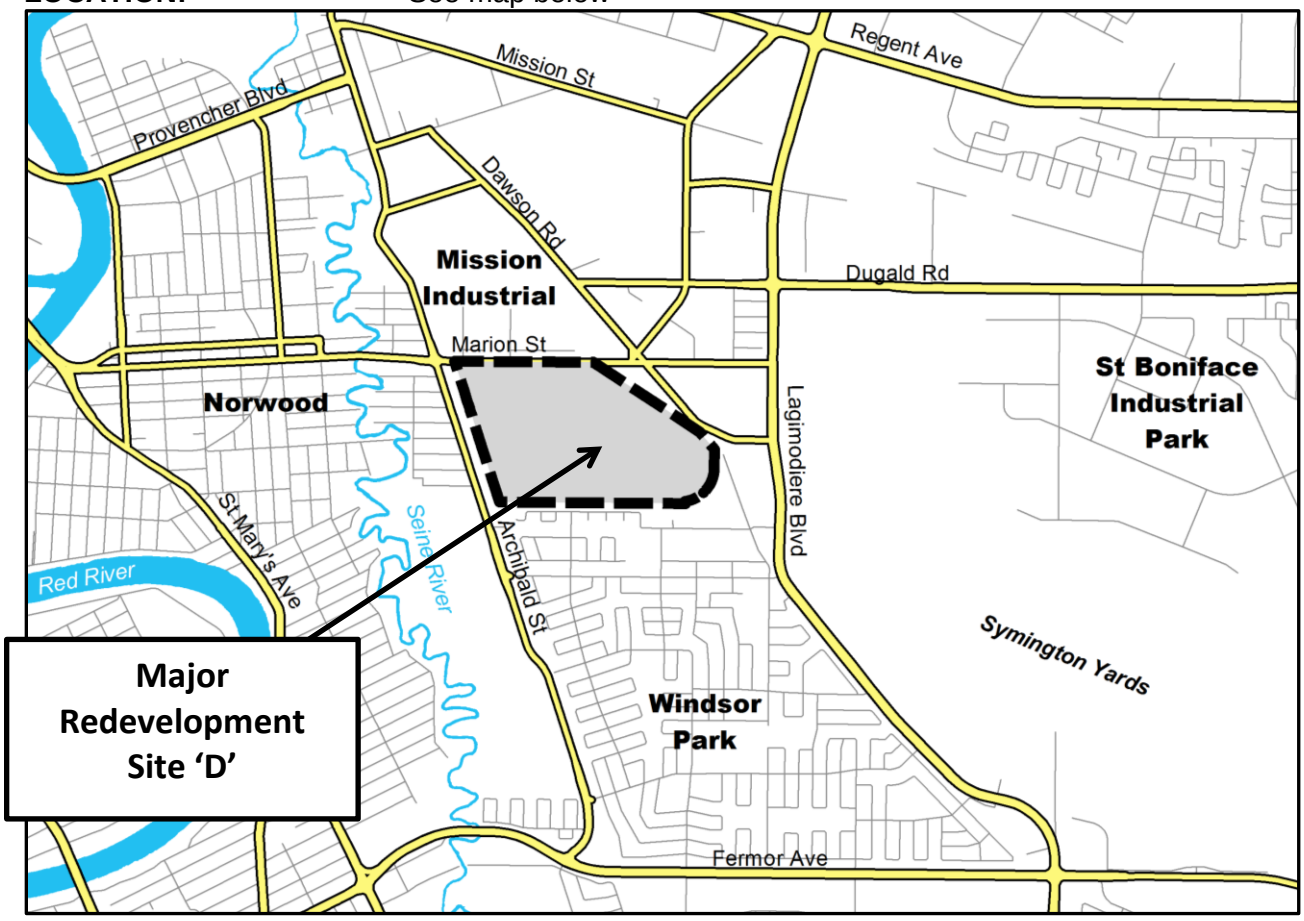
DATE: September 12, 2019

FILE: SP 1/2019 (By-law 47/2019)

COMMUNITY: Riel
NEIGHBOURHOOD #: 5.539 Stock Yards

SUBJECT: Proposed *Public Markets Secondary Plan* (Secondary Plan By-law No. 47/2019) for *Complete Communities* Major Redevelopment Site 'D'.

LOCATION: See map below



APPLICANT: McGowan Russell (Susan Russell)

RECOMMENDATION: Forward to Council for first reading.

PURPOSE OF THE PROPOSED PLAN

- The proposal is to adopt a secondary plan by-law to guide the future residential, commercial and industrial development of Major Redevelopment Site 'D' as identified in *Complete Communities*.

PLANNING AREA

- The Planning Area, identified in *Complete Communities* as Major Redevelopment Site 'D', is approximately 222 acres in area and comprises just over half of the Stock Yards neighbourhood (see Figure 1 – Planning Area).

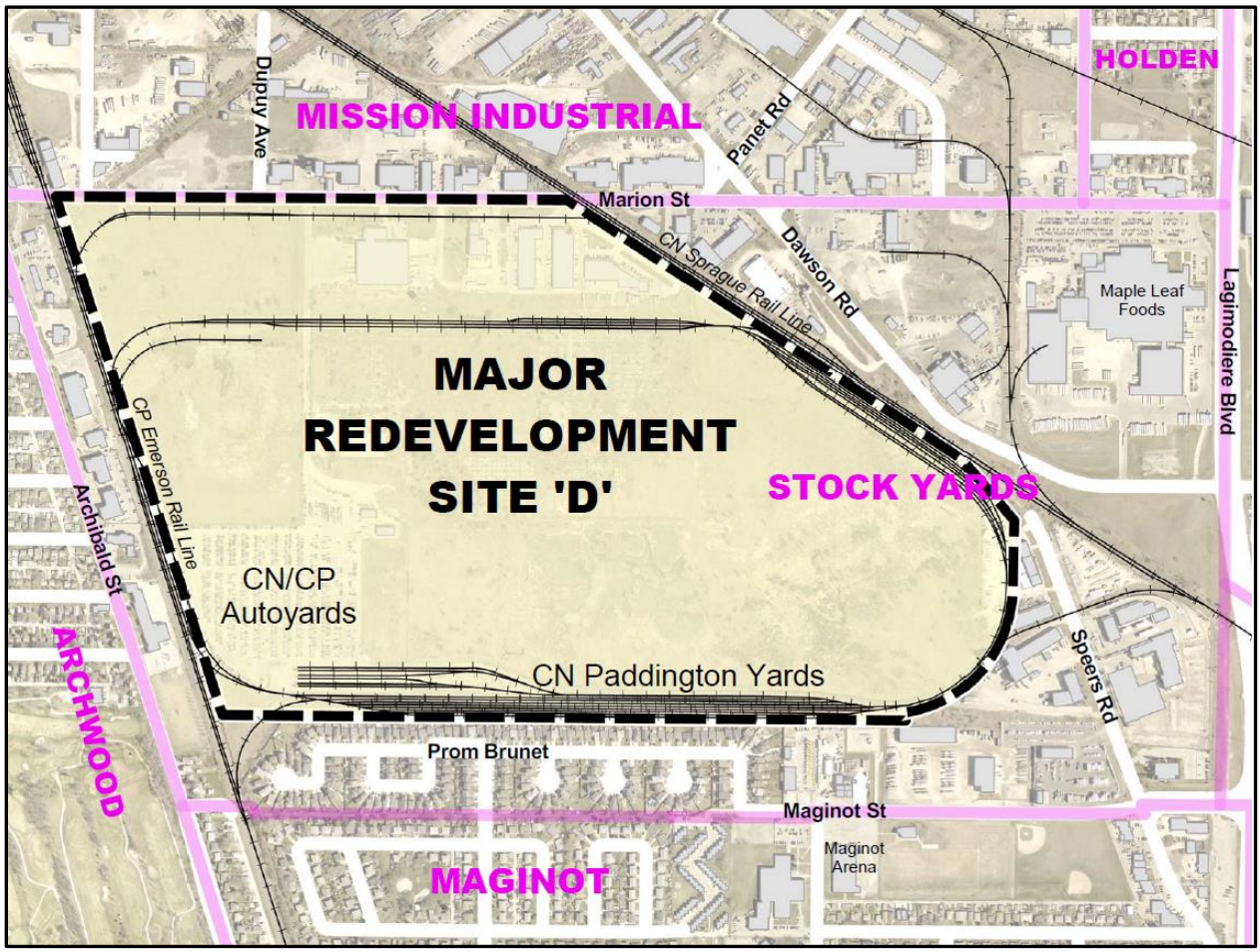


Figure 1 – Planning Area

- The Stock Yards neighbourhood contains existing industrial uses, which are located adjacent to the east of the Planning Area, and along the southern portion of the Planning Area itself (CN Paddington Yards), as well as the eastern portion of the northern boundary. A small strip of land within the Stock Yards neighbourhood and west of the CP Emerson Rail Line contains a gas station, funeral home, place of worship, school, curling club and a pocket of multi-family residential. These properties front onto Archibald Street.

- Neighbourhoods adjacent to north and east of the Stock Yards neighbourhood are developed for industrial uses. Neighbourhoods to the south and west are residential.
- The Planning Area is bounded by Marion St to the north, CN Sprague Rail Line to the east, the Stock Yards single family residential neighbourhood to the south (along Promenade Brunet) and CP Emerson Rail Line to the west.
- Rail lines and yards surround the Planning Area.

CN Paddington

- CN Paddington Yards (~17.5 acres) and the CN/CP Autoyards (~20 acres) currently operate together along the southern portion of the Planning Area as a rail-to-trailer transfer facility for automobile shipping.
- CN Paddington Yards extends along the entire southern boundary of the Major Redevelopment Site.
- Private access to the CN/CP Autoyards from Marion Street is obtained by a private access road which extends across a property owned by proponent, identified as '7319828 Manitoba' on Figure 2 – Ownership.

Ownership

- A majority of the Planning Area (~165 ac) is owned by the proponent.

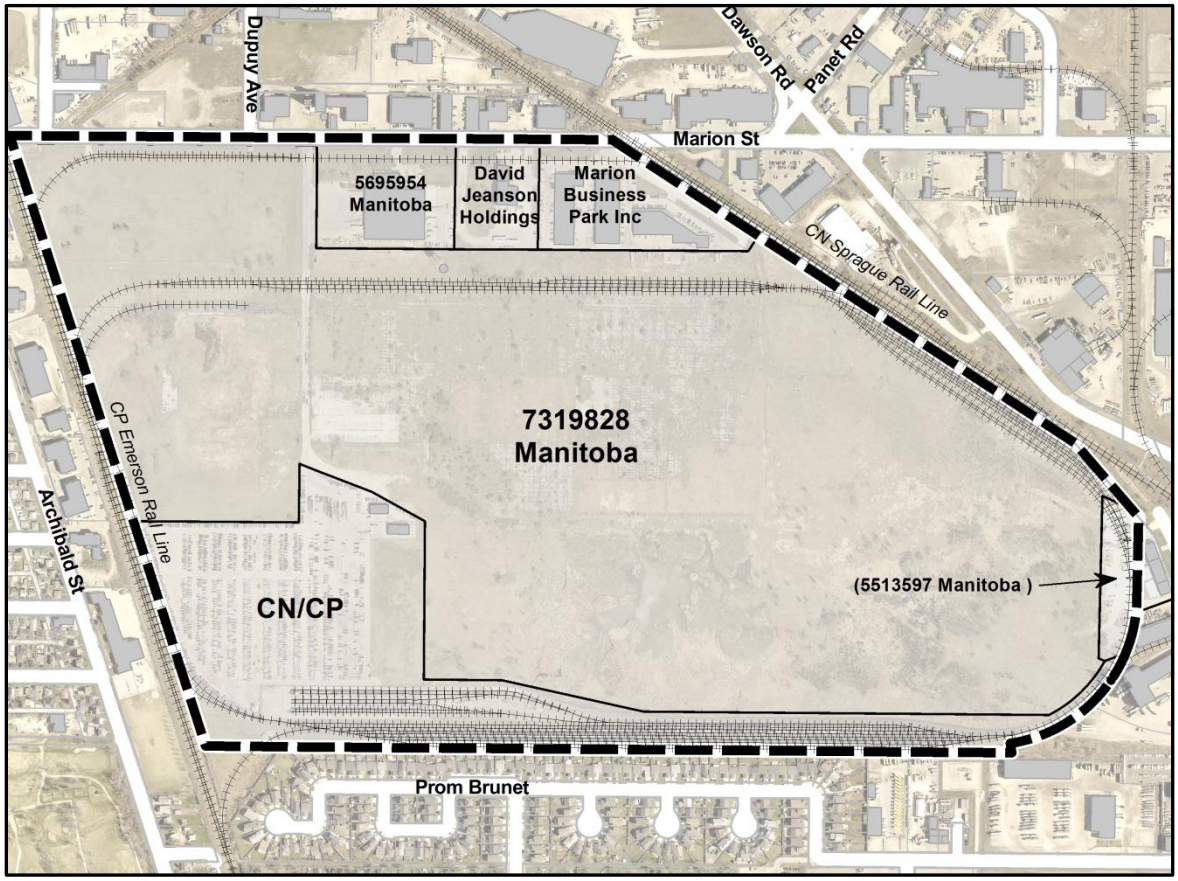


Figure 2 – Ownership

- CN/CP own ~38 acres along the southern portion of the Planning Area.
- Three parcels along the north east of the Planning Area, comprising of ~16.5 acres, have separate ownership and contain existing industrial/business uses.

ZONING

- All of the land within the Planning Area is currently zoned “M3” – Manufacturing Heavy in the City of Winnipeg Zoning By-law (see Figure 3 – Zoning).

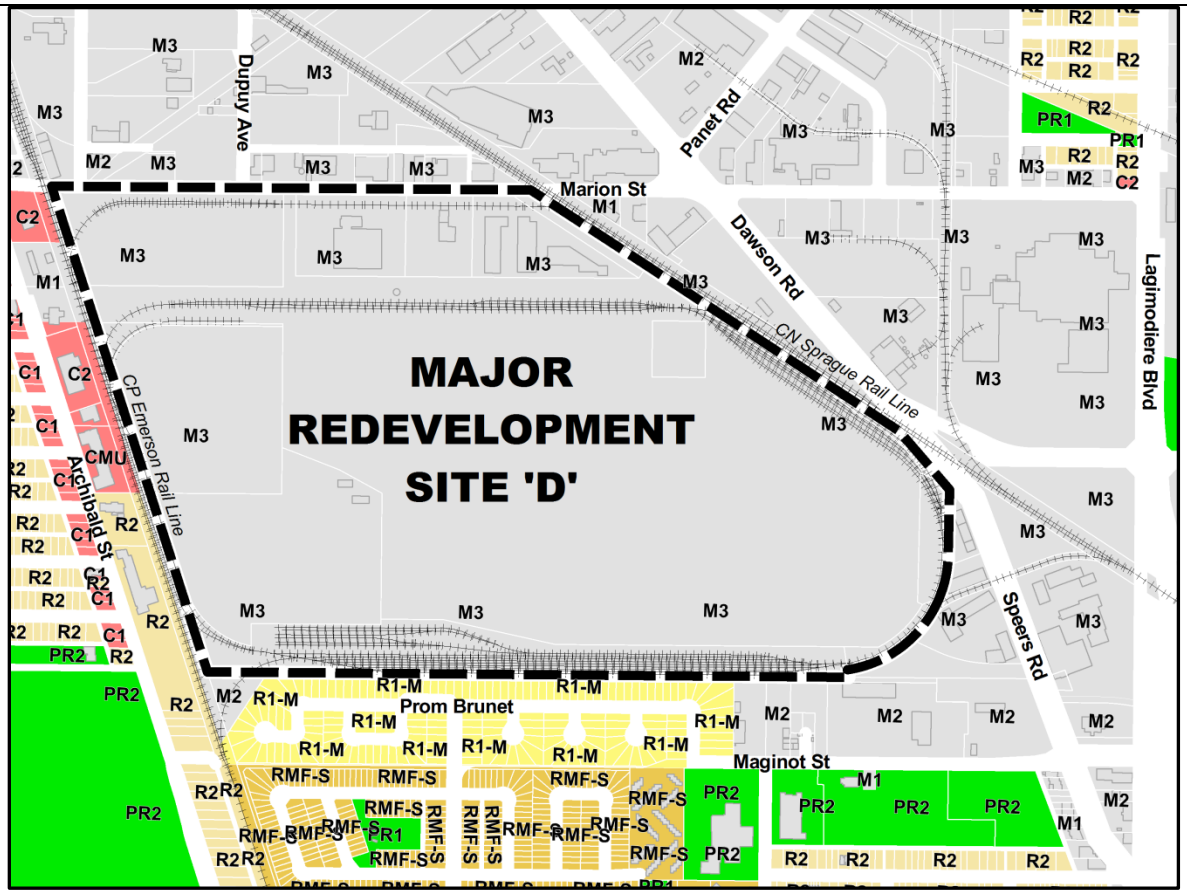


Figure 3 – Zoning

- The Zoning By-law provides that the M3 -Manufacturing Heavy zoning district *is intended to provide for light or heavy industrial development, including heavy manufacturing, storage, major freight terminals, waste and salvage, resource extraction, processing, transportation, major utilities, and other related uses, particularly those that require very large buildings, frequent heavy truck traffic for supplies or shipments, or that may require substantial mitigation to avoid sound, noise, and odour impacts to neighbouring properties. New M3 zone districts should not be established within 300 feet of an existing residential zone district.*

OURWINNIPEG & THE COMPLETE COMMUNITIES DIRECTION STRATEGY

- *OurWinnipeg* identifies the Planning Area as a Major Redevelopment Site (see Figure 4 – *OurWinnipeg* Area Structure Map).

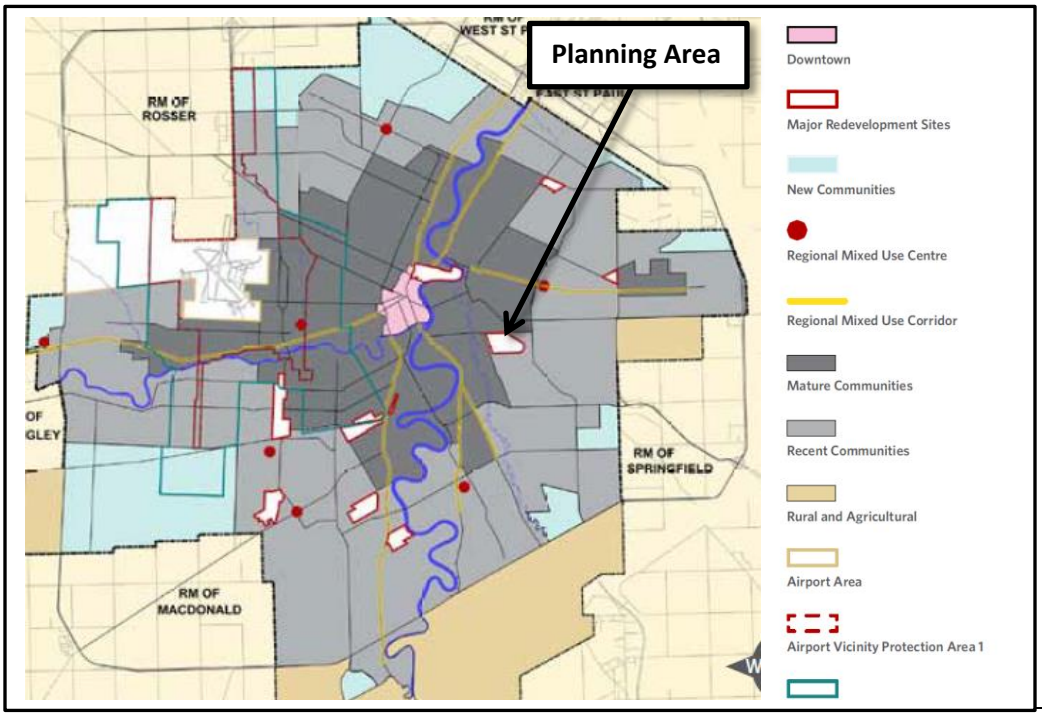


Figure 4 – *OurWinnipeg* Area Structure Map

- The Key Direction for Major Redevelopment Sites (Section 01-1c) is that they 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.*
- *OurWinnipeg* refers to section 03-3 of *Complete Communities* for additional detail.

- Figure 03f of *Complete Communities* identifies the Public Markets site as *Major Redevelopment Site 'D'* (see Figure 5 – Complete Communities Major Redevelopment Sites)

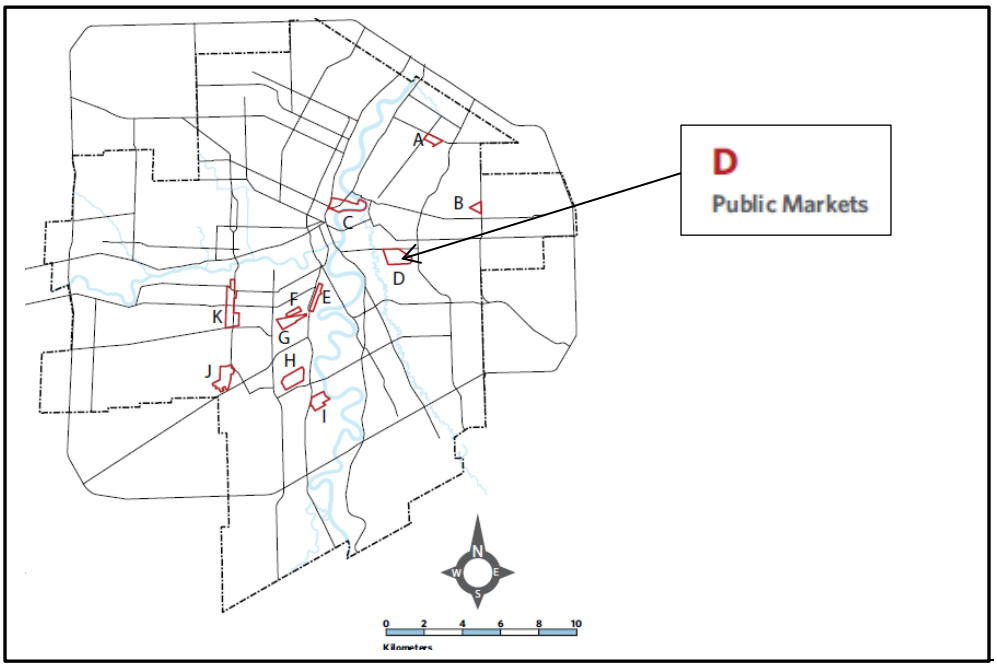


Figure 5 – *Complete Communities* Major Redevelopment Sites

- *Complete Communities* provides the following characteristics of a Major Redevelopment Site:
  - *Large, functionally obsolete or under-utilized lands, such as former industrial areas.*
  - *Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.*
  - *Present opportunities for transformative and strategic mixed use infill and intensification.*
  - *May present challenges to redevelopment, such as inadequate infrastructure capacity or contamination.*

- Section 03-3 Major Redevelopment Sites, 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.*

- Key Directions for Major Redevelopment Sites (Section 03-3) include:
  - Direction 1 - *Promote development of Major Redevelopment Sites with proactive and collaborative planning process.*
  - Direction 2 - *Capitalize on the proximity of Major Redevelopment Sites to rapid transit and high frequency transit and high frequency transit.*
  - 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.*

PROPOSED PLAN & SUPPORTING STUDIES

- On May 31, 2019 the Urban Planning and Design Division received a secondary plan application for Major Redevelopment Site 'D' – Public Markets along with supporting studies including:
  - A traffic impact assessment (TIA)
  - An emergency response memo
  - A drainage brief.

- A draft traffic impact study, which provided more detail than the TIA, was later submitted along with the following studies listed in the Proposed Plan:
  - Preliminary infrastructure review (servicing analysis)
  - Environmental remediation plan
  - Public consultation report
  - Cost-benefit analysis.

- The Proposed Plan (attached as Appendix 'C' of the Administrative Report) describes proposed development in the Planning Area as follows:

  The Public Markets will be developed as an employment hub, including industrial and commercial uses, complemented by medium to high density residential and recreational uses. A wide range of employment opportunities will be provided in a business park setting and the Public Markets will offer retail, institutional, active and passive recreation for employees, residents, and visitors.

- The Proposed Plan allows for commercial and residential uses to be added to the industrial uses in the Planning Area (see Figure 6 – Proposed Land Use Map).

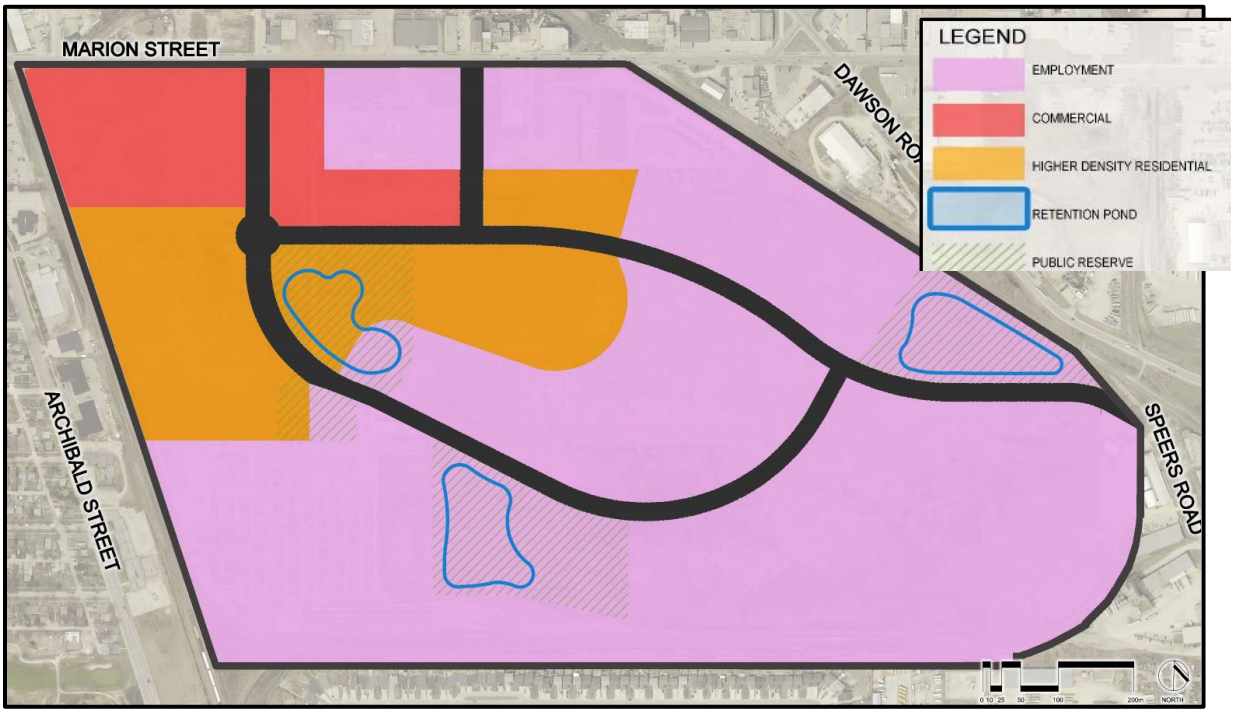


Figure 6 – Proposed Land Use Map

- The Employment Policy Area comprises just over half of the developable land of the Planning Area and includes policies allowing for existing industrial uses to continue and new industrial uses to establish.

- The Higher Density Residential Policy Area requires residential development to be a minimum density of 50 units per net acre includes a target of approximately 1,200 dwelling units. Proposed policies permit residential development up to fifteen (15) storeys.

- The Commercial Policy Area will be predominantly commercial, and may include multi-family residential development as appropriate.

- The Proposed Plan also includes provisions to include a Medium Density Policy Area in the future through an amendment process (see Figure 7 – Potential Medium Density Residential Policy Area. Policy 3.3.2 (18) states: *Re-designation of lands for Medium Density Residential shall be encouraged if and when the CN Paddington Yard relocates and associated industrial uses cease to exist. These areas are generally identified on the Medium Density Residential Development Map and would have to be re-designated through an amendment to the Land Use and Transportation Concept Plan*

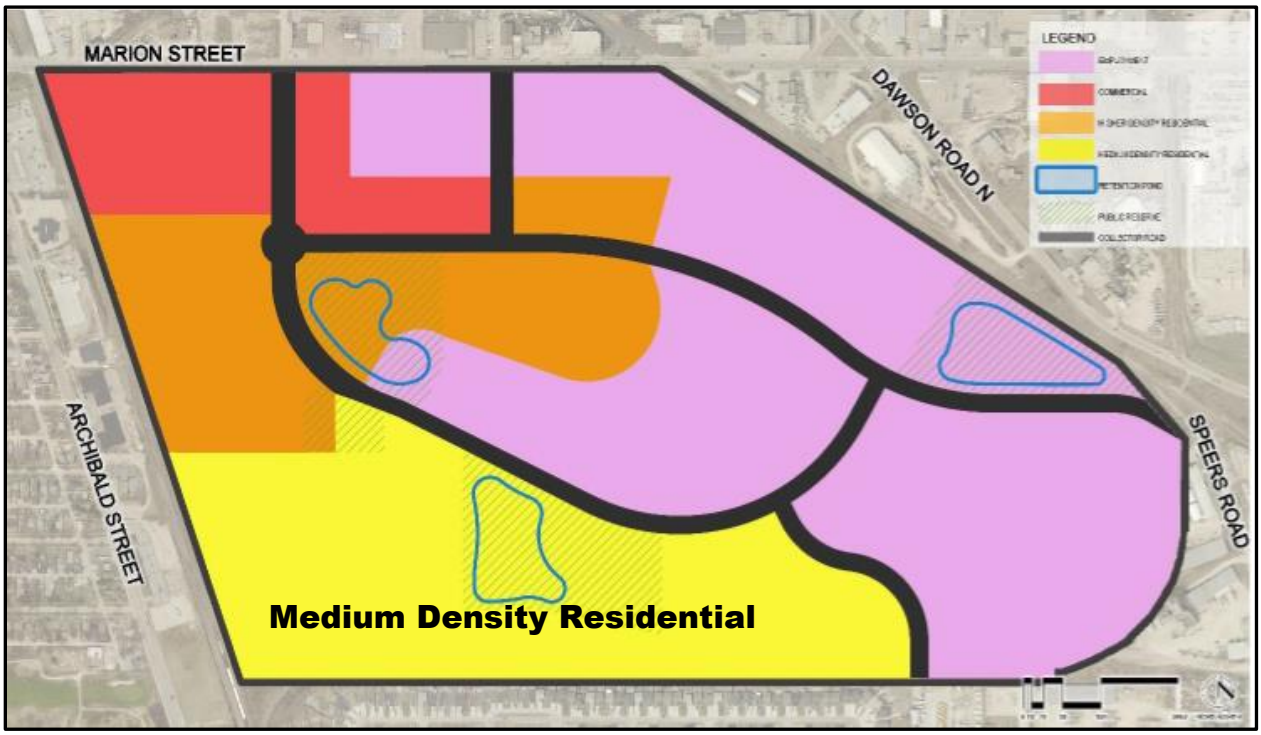


Figure 7 – Potential Medium Density Residential Policy Area

ANALYSIS \ CONCLUSIONS

- In mid-June, 2019, the Proposed Plan and available supporting studies were circulated for internal and external comment.
- Preliminary review of the Proposed Plan has identified a number of issues, including potentially serious issues related to emergency access to the Planning Area and traffic.
- The Public Service will continue to work with the applicant to attempt to resolve such outstanding issues in advance of the public hearing.
- Recommendations resulting from continued discussion with the applicant will be included in the Public Service Report for the public hearing.

RECOMMENDATION

It is recommended that the proposed secondary plan be forwarded to Council for first reading.