Agenda – Council – September 22, 2022

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – September 8, 2022

Item No. 13 Amendment to The Yards at Fort Rouge Area Master Plan – Policy Number PD-020 (Fort Rouge-East Fort Garry Ward) File SPA 4/2022

STANDING COMMITTEE RECOMMENDATION:

On September 14, 2022, 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 Section 4.3 of Yards at Fort Rouge Area Master Plan Policy Number PD-020 be amended to reflect the proposed re-allocation of units in accordance with Appendix B.

2. 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 – September 8, 2022

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 14, 2022, 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 8, 2022, the Standing Policy Committee on Property and Development, Heritage and Downtown 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 September 2, 2022 the City Centre Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development, Heritage and Downtown Development.

Brendan Salakoh, Landmark Planning, submitted a presentation titled Fort Rouge Yards – Lot 5 in support of the matter.

ADMINISTRATIVE REPORT

Title: SPA 4/2022 Amendment to The Yards at Fort Rouge Area Master Plan – Policy Number PD-020

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

AUTHORIZATION

Author	Department Head	CFO	CAO
Robert Kostiuk, RPP, MCIP	N/A	N/A	N/A

EXECUTIVE SUMMARY

An application has been received by the Urban Planning and Design Division to amend *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020*. If endorsed by Council, the proposed amendment will:

- re-allocate the permitted number of dwelling units in the plan area by removing 168 dwelling units from the "High-Rise Development" area and placing these dwelling units in the "Low-Rise Development" area; and
- alter the approximate number of dwelling units/acre (DUA) from 170 DUA to 110 DUA in the "High-Rise Development" area and from 35 DUA to 48 DUA in the "Low-Rise Development" area.

The proposed amendment results in no change to the total number of dwelling units allowed in the combined "Low-Rise Development" and "High-Rise Development" areas (900). No change is proposed to the allowable height of 45 feet in the "Low-Rise Development" area.

The proposed amendment, which alters the wording of section 4.3 of *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020*, would facilitate the future development of a four-storey, 263-unit apartment on the subject property with approximately 305 parking stalls. The Public Service is supportive of the application.

RECOMMENDATIONS

1. That Section 4.3 of Yards at Fort Rouge Area Master Plan Policy Number PD-020 be amended to reflect the proposed re-allocation of units in accordance with Appendix B.

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

An application has been received to amend *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020*.

Amendments to *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020* must follow the *Operationalizing The Yards at Fort Rouge Area Master Plan* requirements, as adopted by Council on December 15, 2010 in association with the approval of the Yards at Fort Rouge Area Master Plan.

Section 1(2) of the *Operationalizing The Yards at Fort Rouge Area Master Plan* states that the critical path for endorsement is:

> City Centre Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee – Council.

The Report is being submitted for the Committee's consideration of the development application at the public meeting.

Council approval is required to enact the proposed policy amendment.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020* will be amended in accordance with this report.

HISTORY/DISCUSSION

- On December 15, 2010, Council endorsed *The Yards at Fort Rouge Area Master Plan – Policy Number PD-020 (The Master Plan)*.
- As part of that endorsement, Council also endorsed the "*Operationalizing The Yards at Fort Rouge Area Master Plan,*" which identifies the procedures required for amendments to the Plan.
- On May 27, 2014, Council endorsed an amendment to the *Master Plan*, which added a +/- 4 acre area to the north of the original plan area that accommodated 180 dwelling units.
- On July 29, 2022, the applicant finalized their application to amend the *Master Plan* under SPA 4/2022, and notifications of the proposed amendment were mailed to property owners in the plan area in accordance with the *"Operationalizing The Yards at Fort Rouge Area Master Plan"* requirements. None of the three responses received were in opposition.

FINANCIAL IMPACT

Financial Impact Statement Date: August 11, 2022

Project Name:

SPA 4/2022 Amendment to The Yards at Fort Rouge Area Master Plan – Policy Number PD-020

COMMENTS:

There are no direct financial implications associated with this report.

Mike McGinn August 11, 2022
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 proposal is consistent with the following policies in OurWinnipeg 2045:

6.15 Transformative Areas

Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites and New Communities as Transformative Areas within the Urban Structure in Complete Communities, representing lands that provide the best opportunities to accommodate significant growth and change.

6.26 Major Redevelopment Sites

Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

The proposal is consistent with the following policies in the Climate Action Plan:

Transportation

3.2 Increase the Density of Urban Development Along Key Transit Corridors

Land Use

4.1 Increase Strategic Infill Development That Provides Access to and Capitalizes on Existing and Planned Corridors with Frequent Transit Service.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

N/A

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Robert Kostiuk, RPP, MCIP
Date: August 25, 2022
File No: SPA 4/2022

List of Schedules and Attachments:

- Appendix ‘A’ – Planning Discussion
- Appendix ‘B’ – Draft Amendment

APPENDIX 'A' – Planning Discussion

DATE:	August 23, 2022
FILE:	SPA 4/2022
RELATED FILES:	n/a
COMMUNITY:	City Centre
NEIGHBOURHOOD #:	1.665 (Lord Roberts)
SUBJECT:	Proposed amendment to The Yards at Fort Rouge Area Master Plan – Policy Number PD-020
LOCATION:	LOT 5 PLAN 55240 WLTO IN RL 18 TO 25 PARISH OF ST BONIFACE
APPLICANT:	Landmark Planning & Design Inc. (Brendan Salakoh) 298 Waterfront Dr Winnipeg, MB R3B 0G5
OWNER:	5639973 Manitoba Inc. 1383 Spruce Street Winnipeg MB R3E 2V8
RECOMMENDATION:	Approval

SITE DESCRIPTION

- The subject property is located on the west side of Argue Street between Berwick Court and Walker Court in the Lord Roberts neighbourhood of the Fort Rouge – East Fort Garry ward.
- The property is 203,317 square feet (4.67 acres) in area and is currently vacant, except for a small leasing office located at the south-east corner.
- The property is located within an area designated as a "Major Redevelopment Site" ("E" – Fort Rouge Yards) in *OurWinnipeg 2045* and the *Complete Communities Direction Strategy 2.0*.
- The property is zoned "RMU" Residential Mixed Use – PDO-1 The Yards at Fort Rouge.

SURROUNDING LAND USE & ZONING

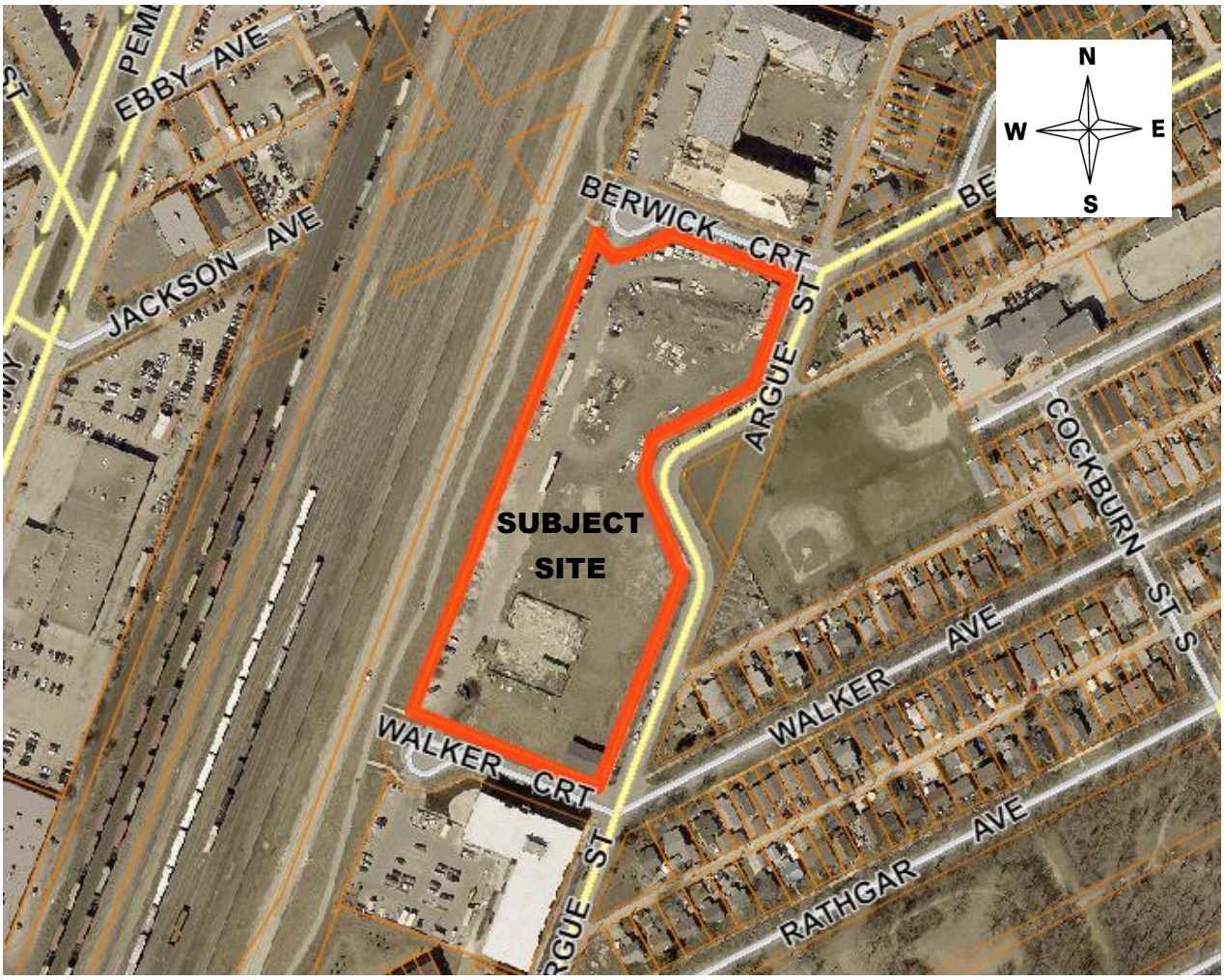


Figure 1: Aerial map of subject property and surrounding area

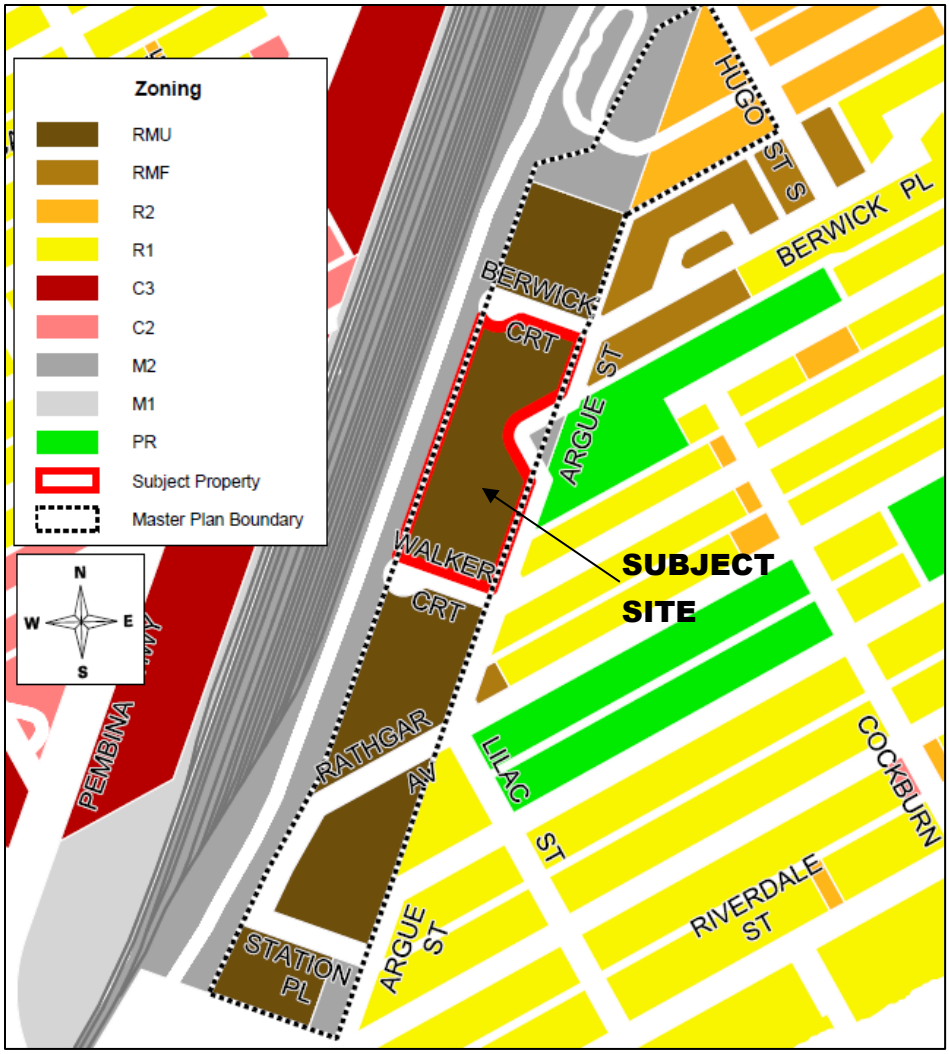


Figure 2: Zoning map of subject property and surrounding area

North: An apartment building zoned "RMU" – PDO-1 The Yards at Fort Rouge.

South: An apartment building zoned "RMU" – PDO-1 The Yards at Fort Rouge.

East: Rowhouses zoned RMF-S; baseball diamonds (associated with the Lord Roberts Community Centre); and detached homes zoned R1-M.

West: Winnipeg Transit's Blue Line (rapid transit), and a rail yard west of the rapid transit line.

DESCRIPTION OF THE PROPOSED AMENDMENT

- The applicant is proposing to re-allocate the permitted number of dwelling units in the plan area by removing 168 dwelling units from the "High-Rise Development" area (south end) and placing these allocated dwelling units in the "Low-Rise Development" area (north end) (see Figure 3) of the Yards at Fort Rouge Local Area Plan.
- The proposed amendment would facilitate the future development of a four-storey, 263-unit apartment on the subject property with approximately 305 parking stalls.

- As described in the *Yards at Fort Rouge Area Master Plan – Policy Number PD-020* ("The Master Plan") section below, the subject site is located within the "Low-Rise Development." Section 4.3 of the Master Plan provides that the maximum allowable height in the "Low-Rise Development" area is 45 feet and the maximum number of dwelling units is 400, or 35 dwelling units/acre.
- Currently, there are 305 dwelling units developed in the "Low-Rise Development" area. Without the proposed amendment, only 95 dwelling units would be permitted on the 4.67 acre subject property.
- Both the subject property and the lands located in the "High-Rise Development" area, at the south end, are held by the same owner, who has provided letters of authorization and support for the application.
- If approved, the proposed amendment will result in the "Low-Rise Development" area having a maximum allotted total increase from 400 to 568 dwelling units, and the "High-Rise Development" area allotted total decrease from 500 to 332 dwelling units.
- No change is proposed to the combined total number of dwelling units permitted in the "High-Rise Development" and "Low-Rise Development" areas (900). The approximate number of dwelling units/acre (DUA), as stated in section 4.3 of the Master Plan, will be altered from 170 DUA to 110 DUA in the "High-Rise Development" area (a decrease) and from 35 DUA to 48 DUA in the "Low-Rise Development" area (an increase).



Figure 3: Re-allocation of dwelling units (image provided by applicant)

POLICY CONTEXT

OurWinnipeg 2045

- *OurWinnipeg 2045* is the City's development plan. As prescribed by the City of Winnipeg Charter, it sets out the City's long-term plans and policies respecting its purposes, its physical, social, environmental, and economic objectives, and sustainable land use and development.
- *OurWinnipeg 2045* was adopted by Council on May 26, 2022.
- The subject property is located in an area designated as a Major Redevelopment Site in *OurWinnipeg 2045*.
- Per section 6.26, Major Redevelopment Sites are to accommodate transformative, sustainable and pedestrian-oriented land uses through a secondary planning process:

  > *6.26 Major Redevelopment Sites*
  >
  > *Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process.*

Complete Communities Direction Strategy 2.0

- The *Complete Communities Direction Strategy 2.0* (CCDS 2.0) is a city-wide secondary plan that guides growth, development and land use in the City of Winnipeg through an urban structure.
- CCDS 2.0 was adopted by Council on May 26, 2022.
- As under *OurWinnipeg 2045*, the subject property is located in an area designated as a Major Redevelopment Site – "E" Fort Rouge Yards.
- Under CCDS 2.0, development in Major Redevelopment Sites is to be guided by a front-end planning process that results in the creation of a secondary plan.

The Yards at Fort Rouge Area Master Plan – Policy Number PD-020

- The Master Plan was endorsed by City Council on December 15, 2010.
- The Master Plan has since guided growth in the plan area with the intent of creating transit-oriented development.
- The northern 11.8 acres portion of the plan area (where the subject property is situated) is designated "Low-Rise Development" where the maximum allowable height is 45 feet and the maximum number of dwelling units is 400, which equates to approximately 35 dwelling units/acre (see Figures 4 & 5).
- The southern 3 acre portion of the plan area is designated "High-Rise Development" where the maximum allowable height is 220 feet and the maximum number of dwelling units is 500, or 170 dwelling units/acre.
- Other components of the Master Plan guide servicing and design.
- It should be noted that the Master Plan was amended in 2014 to include a +/- 4 acre area to the north of the original plan, with an allocation of 250 dwelling units. This allocation is entirely independent of the low-rise and high-rise allocations (see Figure 6 Areas 4A and 4B), and the site currently has 180 dwelling units.

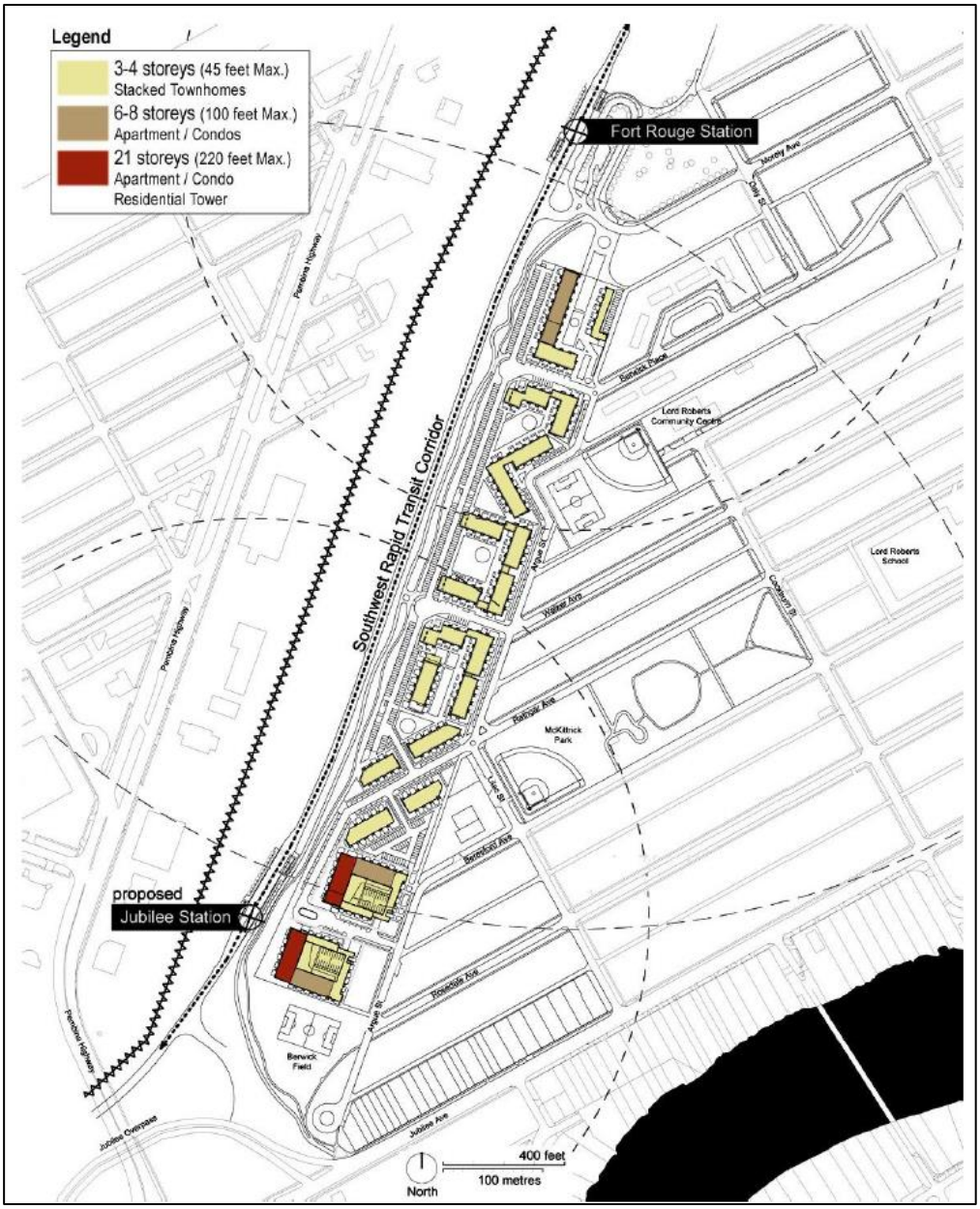


Figure 4: The Master Plan Building Heights

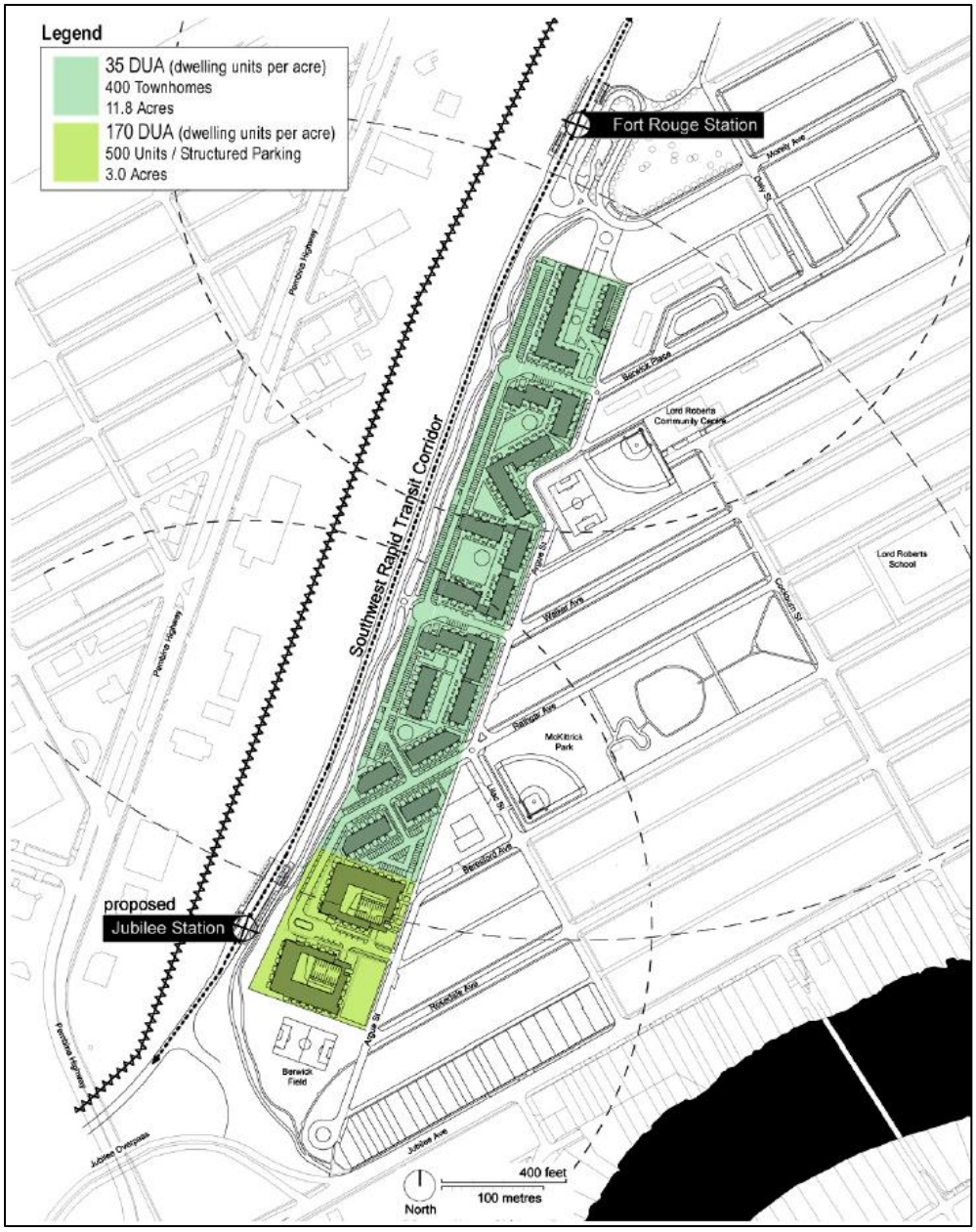


Figure 5: The Master Plan Density

ZONING

- The subject property is zoned RMU – 'PDO-1 The Yards at Fort Rouge' ("The PDO-1"), where the base "RMU" Residential Mixed Use Zoning District regulations are modified by the PDO.
- The PDO-1 limits the density of the RMU zoning district over the subject property. Without the PDO-1, the RMU district would allow a lot area per dwelling unit of 500 square feet, or a total of 406 dwelling units on the subject property alone. The PDO-1 instead limits the total number of dwelling units in the original plan area (i.e. only Areas 1, 1A, 2 and 3 of the PDO in Figure 6) to 900.

- Accordingly, the applicant does not require an amendment to the PDO-1 because the applicant is only reallocating the total number of dwelling units within Areas 1, 1A, 2 and 3 of the PDO-1.
- Another notable modification is that the PDO-1 restricts the height of development on the subject site to 45 feet instead of 100 feet, which would otherwise be the maximum height in the RMU district.

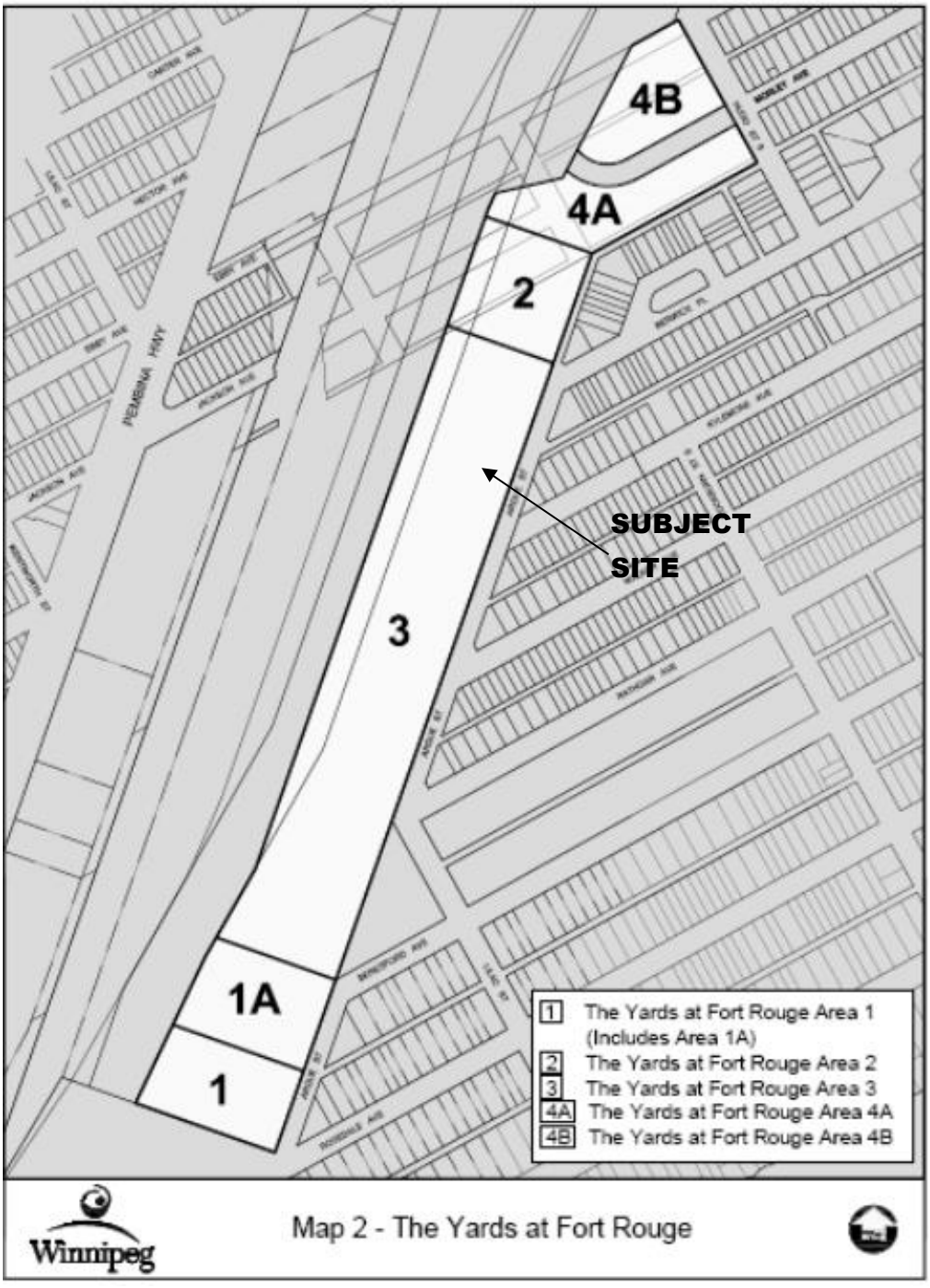


Figure 6: Map 2 of the PDO-1 Yards at Fort Rouge

COLLABORATIVE PLANNING, CONSULTATION AND NOTIFICATION

Collaborative Planning and Consultation

- As detailed in the applicant's Letter of Intent, the applicant undertook a series of stakeholder meetings and virtual open houses over a +/- 5-month period.
- Directly adjacent residents, businesses, and stakeholders were invited to participate virtually in a total of three meetings (December, February, and March). As indicated in the applicant's Letter of Intent, the applicant also met with and gathered feedback from the South Osborne Residents Group.
- At the time of consultation, different development concepts were discussed, including ones with buildings that were 4, 5 or 6 storeys in height and totaling up to approximately 400 dwelling units.
- However, the applicant has settled on a four-storey, 263-dwelling unit development for the site. This decision came after receiving feedback from stakeholders and the City of Winnipeg, and through further reviewing design work, servicing constraints, best practice, and feasibility.

Notification

- On July 29, 2022, notification of the proposed amendment was sent via registered mail to all property owners or condominium corporations (260 in total) within the plan area in accordance with the *Operationalizing The Yards at Fort Rouge Area Master Plan* requirements.
- Per the *Operationalizing The Yards at Fort Rouge Area Master Plan* requirements, owners were able to provide written comments to the Director of Planning, Property and Development 17 days from the date the letter was sent (August 15, 2022).
- A total of three responses were received.
- Comments ranged from support for the amendment to general concerns about on-street parking and a desire for improved landscaping to future development in the plan area as a whole. No comments were received in opposition to the proposed amendment.

ANALYSIS AND ISSUES

- The proposed amendment results in no change to the total number of dwelling units allowed in the combined "Low-Rise Development" and "High-Rise Development" areas (900), but 168 more dwelling units will be added to the "Low-Rise Development" area with these 168 units being subtracted from the southernmost "High-Rise Development" area.
- No change is proposed to the allowable height in the "Low-Rise Development" where the maximum allowable height is 45 feet.
- The applicant has submitted an updated traffic impact study (TIS), servicing capacity memo, shadow study, and a parking study.
- These studies were completed under the assumption that 349 dwelling units would be developed on the site, which is 86 more dwelling units than ultimately proposed (263).
- The servicing capacity memo indicated that there were no servicing constraints associated with the proposed reallocation of dwelling units.

- Since both the TIS and parking study are based on an assumed development of 349 dwellings with approximately 313 parking stalls, these studies are less applicable now that the proposed development scenario is lower, allowing for 263 dwelling units with approximately 305 parking stalls on the subject property.
- Similarly, the applicant is not proposing to increase the allowable height on the subject property. Therefore, the shadow study submitted does not provide any significant change to the information that has already been contemplated for the lands through the previous approvals.
- The plan area is identified as falling within the Urban Neighbourhood typology of the Winnipeg Transit Oriented Development Handbook. The resulting change to the density allocation from 170 DUA to 110 DUA in the “High-Rise Development” area and from 35 DUA to 48 DUA in the “Low-Rise Development” area, is more consistent with the Urban Neighbourhood typology range of 40 to 100 units per acre.
- The proposed reallocation of dwelling units results in a net density of approximately 56 DUA on the property as opposed to 20 DUA if only 95 dwelling units were constructed. The property is located less than 400 metres from two rapid-transit stations (Jubilee and Fort Rouge).

RECOMMENDATION

The Public Service recommends that the proposed amendment be approved for the following reasons:

- No changes are proposed to the total number of dwelling units allowed in the combined “Low-Rise Development” and “High-Rise Development” areas (900).
- There are no servicing or development-related impacts on the surrounding area beyond what has already been considered through previous approvals.
- The proposed amendment better allocates density on the 4.67 acre subject property, which is located less than 400 metres from two rapid-transit stations.