Minutes – Council – March 21, 2024

Minute No. 218
Report – Standing Policy Committee on Property and Development – March 7, 2024

Item No. 9 **Secondary Plan Amendment – Waverley West Town Centre Neighbourhood Area Structure Plan (Waverley West Ward) File SPA 1/2023 [c/r DASZ 28/2023 and DAV 225216/2023D]**

COUNCIL DECISION:

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

1. That first reading be given to By-law No. 17/2024 (the "By-law", a draft of which is attached as Appendix "B" to this report) to amend the Waverley West Town Centre Area Structure Plan By-law No. 38/2010 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.

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 – March 7, 2024

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

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

Carried

His Worship Mayor Gillingham and Councillor Chambers were absent from the vote on the above motion.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On March 12, 2024, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On March 7, 2024, the Standing Policy Committee on Property and Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On February 27, 2024, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

PUBLIC HEARING SUMMARY

File: **SPA 1/2023**

Before: Assiniboia Community Committee
Councillor Lukes, Chairperson
Councillor Dobson
Councillor Duncan

Public Hearing: February 27, 2024
Council Building, 510 Main Street

Applicant: McGowan Russell Group Inc. (Susan Russell)

Subject:



Premises Affected: 100 South Town Road

For submission to: The Standing Policy Committee on Property and Development

Prepared by: Leah Cowan, Senior Committee Clerk
Assiniboia Community Committee

Report date: February 29, 2024

Community Committee Recommendation:

On February 27, 2024, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development:

1. That first reading be given to By-law No. 17/2024 (the "By-law", a draft of which is attached as Appendix "B" to this report) to amend the Waverley West Town Centre Area Structure Plan By-law No. 38/2010 in accordance with this report.

2. That following first reading and upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.

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

The Assiniboia Community Committee provided the following supporting reasons for its recommendation:

1. The servicing can accommodate this development.

2. The roads can accommodate this development.

3. The need is great for increased housing within the City of Winnipeg.

Objections under the Charter:	Total number of **v**alid objections as per section 125(2) – 0 In accordance with section 236.1(1), the threshold for sufficient objection has not been met.
Exhibits Filed:	1. Application dated November 24, 2023 2. Notification of Public Hearing dated January 11, 2024 3. Manitoba Status of Title 2994707/1 4. Letter of authorization dated November 23, 2022, from Altea Active (David Wu) to McGowan Russell Group (Raymond S.C. Wan) 5. Caveats 4174098, 4174099 6. Multi-Family Development Analysis of Southwest Winnipeg dated July 7, 2023 7. Public Engagement Summary Report dated June 17, 2023 8. Proposed Plan of Subdivision 9. Adjustment to the Waverley West Town Centre Neighbourhood Area Structure Plan By-law No. 38/2010 10. Plans (14 pages) 11. Report from the Urban Planning Division dated February 15, 2024 12. Inspection Report 13. Communication dated February 26, 2024 from Michael Dickson in support of the application

REPRESENTATIONS:

In Support:

Jessie Almero
Michael Dickson
Susan Russell
Raymond Wan

In Opposition:

Nil

For Information:

Nil

For the City:

E. Allan, Planner, Planning, Property and Development Department
D. Clark, Urban Planner, Planning, Property and Development Department
R. Galston Urban Planner, Planning, Property and Development Department

Exhibit "11" referred to in File SPA 1/2023

ADMINISTRATIVE REPORT

Title: SPA 1/2023 (By-law No. 17/2024) Amendment to the Waverley West Town Centre Neighbourhood Area Structure Plan By-law No. 38/2010 – Public Hearing

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

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	N/A	N/A	N/A

EXECUTIVE SUMMARY

On November 24, 2023, the Urban Planning and Design Division received an application to amend the Waverley West Town Centre Neighbourhood Area Structure Plan By-law No. 38/2010 (the "By-law"). This report proposes an amendment to the By-law to re-designate the lands commonly referred to as 100 South Town Road from "Employment Land Mixed Use" to "Commercial Mixed Use" to allow for the development of 102 unit multi-family residential building with local-scale commercial uses on the main floor.

RECOMMENDATIONS

1. That first reading be given to By-law No. 17/2024 (the "By-law", a draft of which is attached as Appendix "B" to this report) to amend the Waverley West Town Centre Area Structure Plan By-law No. 38/2010 in accordance with this report.
2. That following first reading and upon instruction from the Director of Planning, Property and Development, the Director of Legal Services/City Solicitor be directed to return the By-law directly to Council by way of communication for consideration for second and third reading.
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

An application has been received to amend the Waverley West Town Centre Area Structure Plan By-law No. 38/2010. If Council adopts the proposed by-law amendment, all future development applications within the plan area will need to conform to the amendment.

A secondary plan by-law, including amendments, requires a public hearing prior to first reading in accordance with *The City of Winnipeg Charter* and *The Development Procedures By-law No. 104/2020*.

This report is being submitted for the Committee's consideration of the application at the public hearing.

Council approval is required to enact the proposed by-law amendment.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Waverley West Town Centre Area Structure Plan By-law No. 38/2010 will be amended in accordance with this report.

HISTORY/DISCUSSION

Plan History

- On July 21, 2010, Council adopted the Waverley West Town Centre Area Structure Plan (the "Secondary Plan") as a secondary plan by way of By-law No. 38/2010. Council adoption of a plan for the area was a prerequisite to development as per the *Complete Communities Direction Strategy By-law No. 68/2010* and the *Waverley West Area Structure Plan By-law No. 10/2006*.

Application history

- In December 2022, the Urban Planning & Design Division received a pre-application to subdivide and rezone the southern extent of the lands known as 100 South Town Road from its current MMU (Manufacturing Mixed Use) to RMF-L (Residential Multi-Family Large).
- In January 2023, the Urban Planning & Design Division provided comments in response to the Pre-Application. The Public Service indicated that an amendment to the Secondary Plan was required. Other key administrative comments, included:
    - The applicant should consult with property owners, particularly within the Commercial Mixed Use area
    - A future application should demonstrate demand for additional residential uses in the area
    - A mixed-use development zoned CMU (Commercial Mixed Use) should be considered in order for the future development to be generally compatible with the established character of the area.

  The applicant was amenable to these suggestions.
- On November 24, 2023, the Urban Planning & Design Division received an application to amend the Secondary Plan by redesignating the land commonly referred to as 100 South Town Road (SP 1/2023) along with a development application to subdivide and rezone the

lands relating to the lands which are the subject of this Secondary Plan amendment (DASZ 28/2023).

FINANCIAL IMPACT

Financial Impact Statement

Date: **February 15, 2024**

Project Name:

SPA 1/2023 (By-law No. 17/2024) Amendment to the Waverley West Town Centre Neighbourhood Area Structure Plan By-law No. 38/2010 – Public Hearing

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Feb. 15, 2024
Mike McGinn, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 – City Building

- 6.13 Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and *Complete Communities*.
- 6.16 Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in *Complete Communities*.

Complete Communities Direction Strategy 2.0 – Established Communities

- 1.1 Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.
- 3.1 Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.
- 4.1 Support commercial development where residential neighbourhoods are not well served by local and community commercial amenities.
- 4.6 Vertical commercial/residential mixed-use development is generally supported where local commercial development currently exists, where there is the presence of a public lane, or where the site is large enough to accommodate the proposed development where a public lane is not present.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density

- 4.2 Ensure new areas of growth are designed according to the principles of complete communities.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

Consideration was given as to whether this report connects to the Goals and Objectives in the Poverty Reduction Strategy and it was determined that the following goals and objectives are applicable:

Goal 5: Transportation System Equity is Enhanced
A. The affordability and accessibility of transportation and transit service is increased.
C. Increased collaboration with community partners improves access to safe and secure transportation by all residents.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, RPP MCIP
Date: February 15, 2024
File No: SPA 1/2023

Attachments:

Appendix “A” – Planning Discussion

Appendix “B” – Draft By-law

APPENDIX 'A' – Planning Discussion

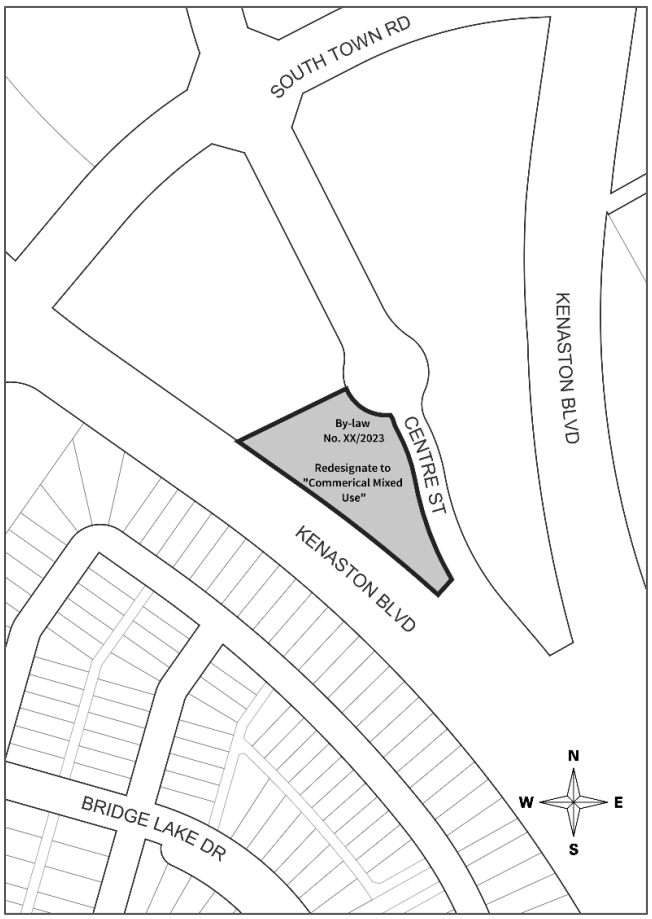
DATE: February 15, 2024

FILE: **SPA 1/2023 (By-law No. 17/2024)**
RELATED FILES: DASZ 28/23

COMMUNITY: Assiniboia
NEIGHBOURHOOD #: 5.686 (Bridgwater Centre)

SUBJECT: Proposed amendment to the Waverley West Town Centre Area Structure Plan (Secondary Plan By-Law No. 38/2010)

LOCATION: 100 South Town Road



APPLICANT: McGowan Russell Group Inc. (Susan Russell)
825 St. Joseph Street
Winnipeg, MB R2H 3A8

OWNER: Altea Active Real Estate Holdings (Winnipeg) Inc.

RECOMMENDATION: Approval

SITE DESCRIPTION

- The subject property includes one parcel located at 100 South Town Road, situated between Centre Street and Kenaston Boulevard in the Bridgwater Centre neighbourhood of the Waverley West ward.
- The lot is 254,390 sq. ft. (5.84 ac) in area, with approximately 446 ft. (136 m) of frontage along South Town Road and 958 ft. (292 m) along Centre Street. There is currently a fitness centre (Altea Active) and accessory off-street parking on the site.
- The site is located within an area designated as “Recent Communities” in OurWinnipeg 2045 (OW2045) and the Complete Communities Direction Strategy 2.0 (CCDS 2.0). It is designated as “Employment Lands Mixed Use” in the Waverley West Town Centre Area Structure Plan, and it is zoned “MMU” Manufacturing Mixed Use district.

SURROUNDING LAND USE & ZONING

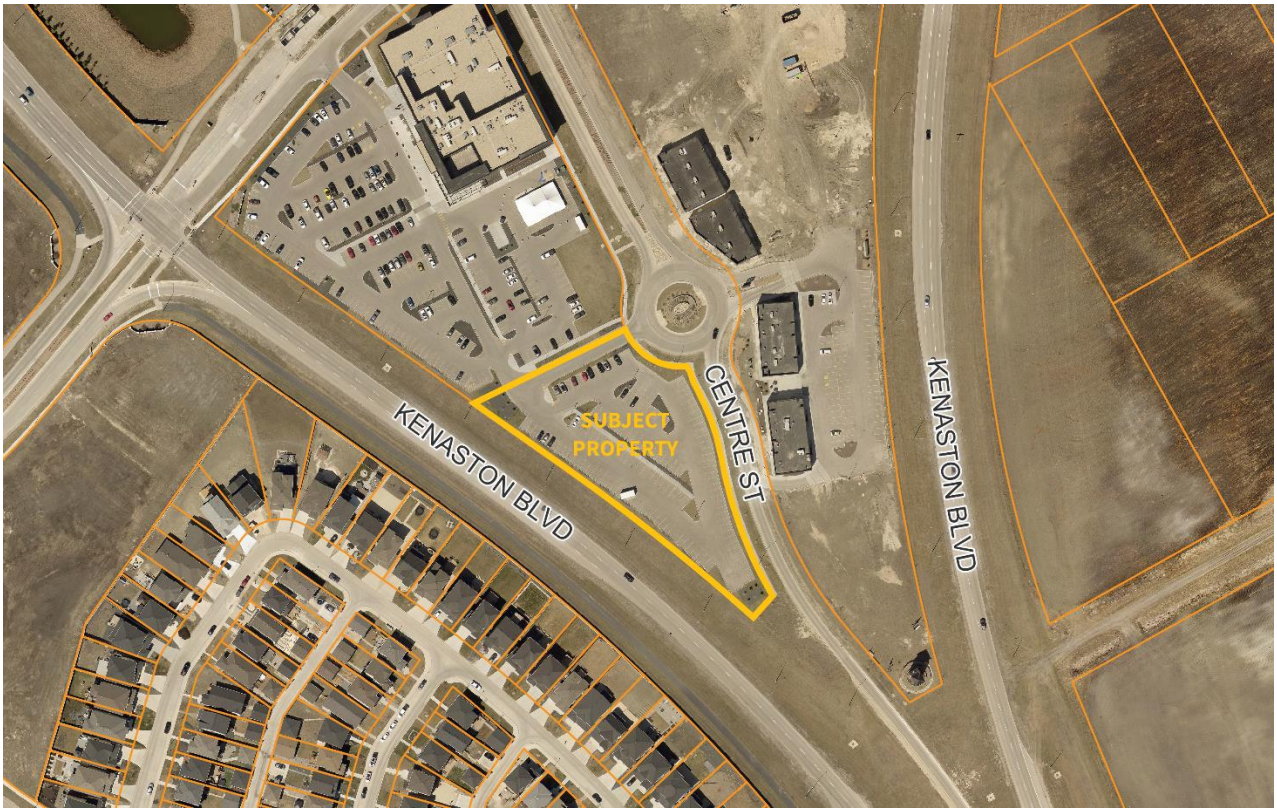


Figure 1: Aerial map of subject property and surrounding area

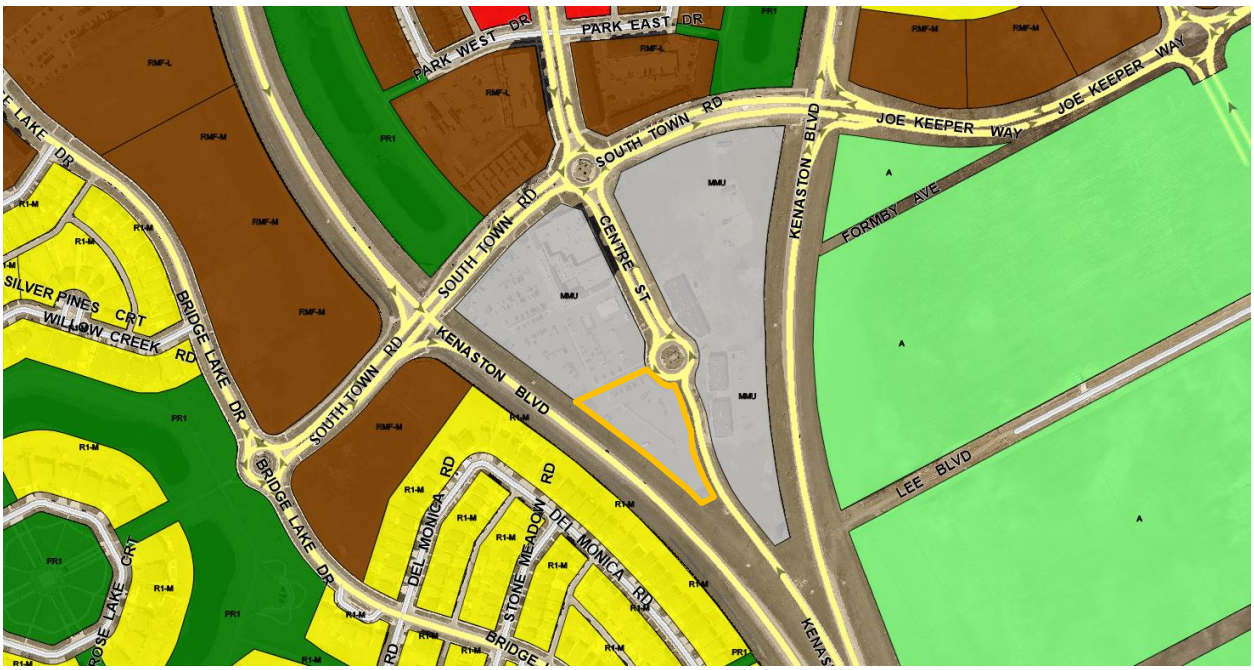


Figure 2: Zoning map of the subject property and surrounding area

North: A gym facility and accessory parking lot designated as “Employment Lands Mixed Use” in the Waverley West Town Centre Area Structure Plan and zoned “MMU” Manufacturing Mixed Use. These lands are owned by the same owners of the subject property.

South: Kenaston Boulevard and existing single-family dwellings designated as “Low Density Residential” in the Waverley West West Neighbourhood Area Structure Plan and zoned “R1-M” Residential Single Family - Medium.

East: A 5.64 ac lot designated as “Employment Lands Mixed Use” in the Waverley West Town Centre Area Structure Plan and zoned “MMU” Manufacturing Mixed Use with a several commercial retail units.

West: Kenaston Boulevard and existing single-family dwellings designated as “Low Density Residential” in the Waverley West West Neighbourhood Area Structure Plan and zoned “R1-M” Residential Single Family - Medium.

DESCRIPTION OF THE PROPOSED AMENDMENT

- The applicant is proposing to re-designate the subject property from “Employment Lands Mixed Use” to “Commercial Mixed Use” in the Waverley West Town Centre Area Structure Plan to allow for the development of 102 unit multi-family residential building with local-scale commercial uses on the main floor.
- The applicant is also proposing several minor text changes to reflect the redesignation, including a revised table in Section 5.0 noting land use areas, and an amendment to Section 7.1.1 that describes density calculations for land use areas.

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.
- Applicable OurWinnipeg 2045 policies would include
    - *6.13 Support amendments to existing secondary plans that further the vision, goals, and policies of this Plan and Complete Communities.*
    - *6.16 Designate Established Neighbourhoods within the Urban Structure, representing lands that will accommodate additional growth in a context-sensitive manner, while promoting the efficient use of land, cost-effective municipal servicing, enhanced housing choice and affordability, and conservation of green infrastructure and heritage resources and districts, as defined in Complete Communities.*

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.
- The subject property is located in an area designated Recent Community Policy Area, which is a category of the Established Neighbourhoods policy area.
- Applicable CCDS 2.0 policies include:
    - *1.1 Encourage residential development that positively contributes to neighbourhood character while expanding housing options for residents in a manner that is sensitive and complementary to existing development.*
    - *3.1 Encourage a variety of housing types and tenures within Established Neighbourhoods to meet life-cycle housing needs and affordability ranges.*
    - *4.1 Support commercial development where residential neighbourhoods are not well served by local and community commercial amenities.*
    - *4.6 Vertical commercial/residential mixed-use development is generally supported where local commercial development currently exists, where there is the presence of a public lane, or where the site is large enough to accommodate the proposed development where a public lane is not present.*

Waverley West Town Centre Neighbourhood Area Structure Plan

- The Waverley West Town Centre Neighbourhood Area Structure Plan was approved by Council on July 21, 2010, with the purpose of ensuring development within the area occurs in a logical, integrated manner.
- Plan goals include:
    - *To provide a mixed-use area that includes multiple uses within buildings and on individual sites*
    - *To ensure that the range of uses are complementary and compatible through the use of well-designed buildings and public spaces.*
    - *To provide a variety of medium and higher density housing options within a mixed-use environment.*
- The subject property is currently designated "Employment Lands Mixed Use" which is intended to provide employment opportunities for local residents (see Figure 3), and others toward the creation of a complete community model where residents can live, work and play within the same neighbourhood. As prescribed in section 5.2.1, applicable policies include:
    - *Mixed-use areas may contain a variety of uses including offices, campus-style business parks, and retail uses. Institutional uses may also be provided in this area.*
    - *The composition of the mixed-use areas shall be refined and addressed through the zoning applied to the site, as determined appropriate at the Development Application stage*.
- The applicant has proposed to re-designate the subject property to "Commercial Mixed Use" which is intended to provide retail, restaurant and office uses in the heart of the Town Centre, along Centre Street. The character of this area will be reflective of a main street environment and will be focused on the pedestrian experience. As prescribed in section 5.3.1, applicable policies include:
    - *Mixed-use areas may contain a variety of uses including general retail, restaurants, offices, clinics and residential uses. Institutional uses may also be provided in this area.*
    - *Residential uses or office uses may be located along Centre Street above the first floor of commercial buildings.*
    - *The composition of the mixed-use areas shall be refined and addressed through the zoning applied to the site, as determined appropriate at the Development Application stage.*

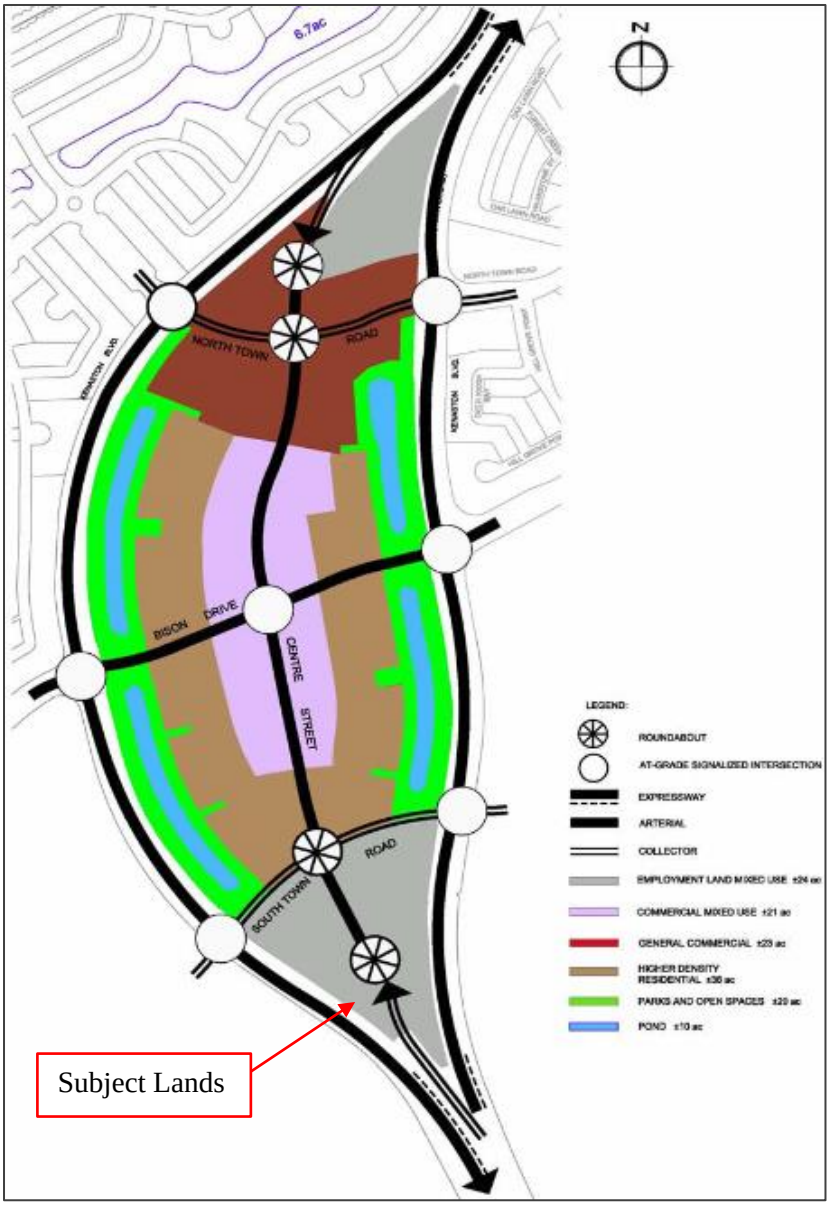


Figure 3: Current designation in the Waverley West Town Centre Neighbourhood Area Structure Plan

Winnipeg Transit Master Plan

- On April 29, 2021, Council approved the Winnipeg Transit Master Plan as the long-range strategic plan for public transit in the City of Winnipeg. It presents a 25-year vision for transit service and infrastructure, resulting in a simpler and more efficient, effective, and accessible system. It is based on two main service classes. The first is a Primary Network of frequent and direct routes whose permanence is intended to inform people's decisions on where to live or locate a business, if access to high frequency transit is important to them. The second is the Feeder Network that connects neighbourhoods to the Primary Network and local services at less frequent intervals.

- The Long Term Network Plan identifies Centre Street as a Frequent Line, which is part of the future Primary Network that contemplates service every 10-15 minutes.

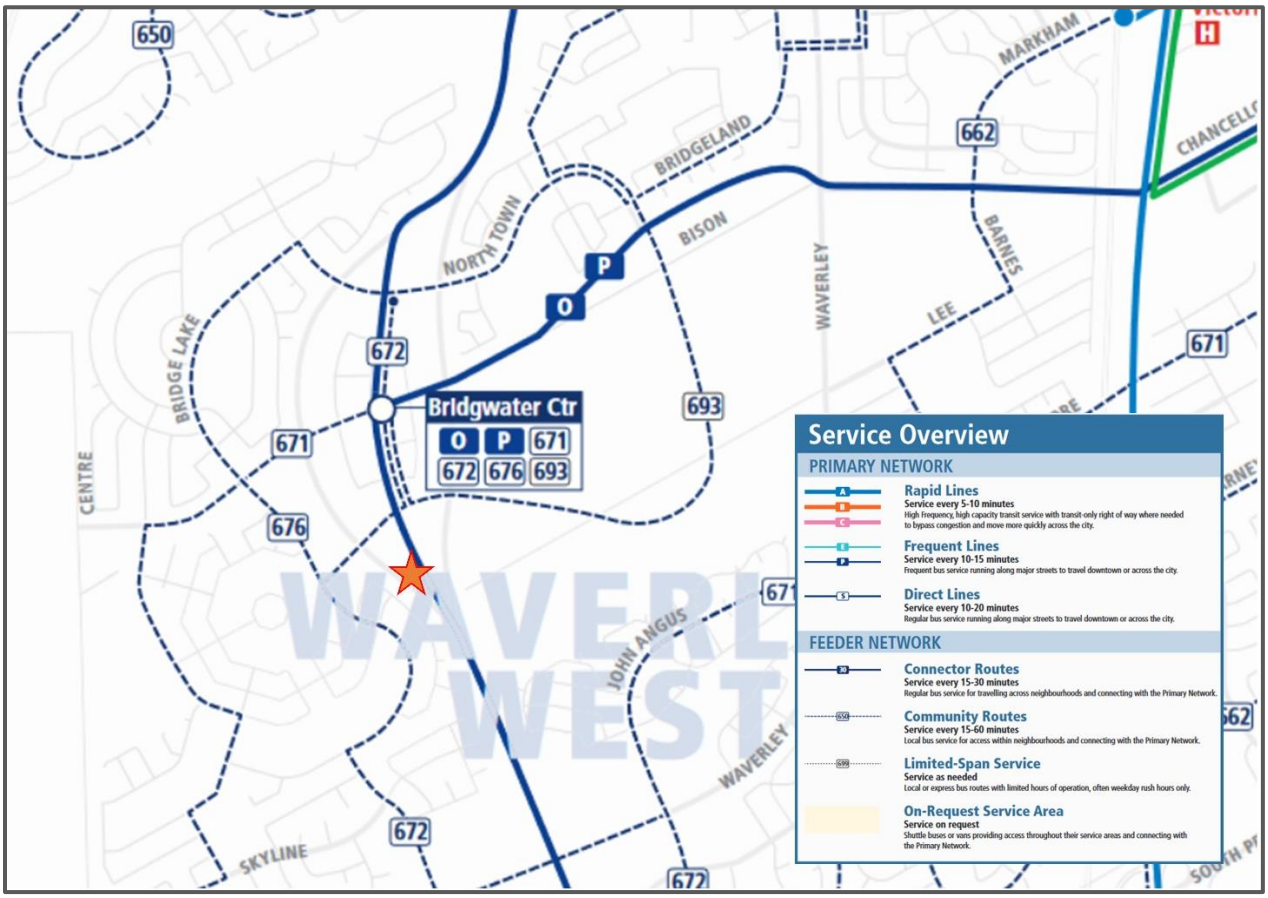


Figure 4: Winnipeg Transit Master Plan Long Term Network Plan

SERVICING CONSIDERATIONS

- Other departments were circulated and expressed no concerns with the proposed application.

ANALYSIS AND ISSUES

- The subject property's current "Employment Land Mixed Use" designation allows for a range of uses including offices, business park, retail and institutional uses while the proposed "Commercial Mixed Use" designation would allow for residential uses with commercial use on the ground floor in keeping with the character with other uses along Centre Street in the Town Centre.
- The Town Centre Neighbourhood Area Structure Plan contains goals that encourage a diversity of housing and a mixed-use framework:
    - *Provide a mixed-use area that includes multiple uses within buildings and on individual sites; and*

- *Provide a variety of medium and higher density housing options within a mixed-use environment.*

- Complete Communities 2.0 directs the City to expand housing options in a context-sensitive manner within Established Neighbourhoods. Residential intensification within Recent Communities is to be generally accommodated on collector and arterial roads, where compatible with adjacent land uses and where it can be conveniently served with transit and local commercial amenities. In addition, vertical commercial / residential mixed-use development is generally supported.
- The subject property is located between two collector roads and will be located on a transit 'Frequent Line', as identified in the Transit Master Plan Long-Term Network. The Frequent Line is to provide transit service every 10-15 minutes.
- As part of the pre-application process, the applicant was advised to include additional information to further support their application. The additional information requested included a market analysis and consultation with area residents and industry stakeholders.
- A consultation process was conducted in early 2023 and a summary report has been provided in the application package (as Appendix A). The process included direct consultation with area landowners and developers to provide details of the proposed project, the required City of Winnipeg approval process and an opportunity to provide input on the proposal. All owners / developers consulted supported the proposed amendment to the Secondary Plan to facilitate the development of the multi-family housing with ground-floor commercial (daycare). Specific comments from owners included broad support for multi-family housing that can attract long-term residencies, a daycare facility, and additional commercial uses in the area.
- A market analysis (conducted by Raymond S.C. Wan Architect, July 7, 2023) was conducted and has been included in the application package (as Appendix B). The report provides an analysis of multi-family residential development within the nearby area, looking at demographics, absorption, and rental rates. The analysis has shown the anticipated population growth and declining vacancy rates of the area, despite higher numbers of multi-family construction in Winnipeg's southwest area. The analysis shows sufficient demand for such development in Winnipeg's southwest, and as part of the Town Centre Neighbourhood area.

RECOMMENDATION

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

- The proposed re-designation of the subject property will help achieve the goals of the Town Centre Neighbourhood Area Structure Plan which encourages mixed-use development and a diversity of housing options, and complies with direction set out in both *OurWinnipeg 2045* and *Complete Communities 2.0*:

- By allowing for greater residential densities and a wider range of dwelling types, which will help increase housing diversity.
- By allowing for community-scale commercial, which will increase access to local amenities.