Agenda – Council – December 12, 2024

Report – Executive Policy Committee – December 4, 2024

Item No. 1 Secondary Plan Amendment – 474 and 494 Panet Road (Elmwood-East Kildonan Ward) File SPA 5/2024 [c/r DASZ 31/2024 and DAV 160322/2024D]

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 4, 2024, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the following to Council:

1. That first reading to By-law No. 101/2024 (the "By-law", a draft of which is attached as Appendix B to this report) be given to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 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 and City Solicitor be directed to return the By-law directly to Council by way of communication for second reading 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 – Executive Policy Committee – December 4, 2024

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 4, 2024, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

On November 13, 2024, the Executive Policy Committee did not hear any representation on the application and adjourned the public hearing to its meeting on Wednesday, December 4, 2024 at 9:30 a.m. in the Council Building at 510 Main Street.

PUBLIC HEARING SUMMARY

File: SPA 5/2024

Before: Executive Policy Committee
His Worship Mayor Gillingham
Councillor Duncan
Councillor Lukes
Councillor Rollins
Councillor Santos

Public Hearing: December 4, 2024
November 13, 2024
Council Building, 510 Main Street

Applicant: MMP Architects (Aaron Simoes)

Subject:



Premises Affected: 474 and 494 Panet Road

For submission to: Council

Prepared by: K. McMillan, Manager of the Decision Making Process

Report date: December 4, 2024

Executive Policy Committee Recommendation:

On December 4, 2024, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and recommended to Council:

1. That first reading to By-law No. 101/2024 (the "By-law", a draft of which is attached as Appendix B to this report) be given to amend the Complete Communities Direction Strategy 2.0 By-law No. 119/2020 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 and City Solicitor be directed to return the By-law directly to Council by way of communication for second reading 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 Executive Policy Committee provided the following supporting reasons for its recommendation:

1. We share the enthusiasm of Princess Auto and support the application with respect to being consistent with Plan Winnipeg and being an exciting project for Winnipeg, one that is clearly homegrown, and one that Winnipeggers rely upon to get jobs large and small done in their homes and workshops.

2. We have a goal to manage commercial areas but also to grow jobs and our economy. Princess Auto is a prominent retail destination and this supports many of our goals as a city.

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 June 27, 2024 2. Notification of Public Hearing 3. Manitoba Status of Titles 3156555/1, 3156556/1 and 3156558/1 4. Letter of authorization dated March 19, 2024 from Marc Tallman, Vice-President, West Panet Properties Ltd., to MMP Architects Inc. 5. Surveyor's Building Location Certificate and sketch dated November 2, 2023 6. Caveats 81-92036/1, 81-92038/1, 1001141/1, and 5467370/1 7. Title Plot Sketch 8. Proposed Plan of Subdivision Sketch 9. Site Plan 10. Initial Infrastructure Assessment 11. Princess Auto Flagship Store Conceptual Master Plan and Campus Conceptual Master Plan 12. Traffic Memo, SBC Servicing Memo and Public Engagement Summary dated April 12, 2024 13. Plans (10 pages) 14. Report from the Urban Planning Division dated November 4, 2024 15. Inspection Report 16. Notice of Adjournment dated November 13, 2024 17. Report from the Urban Planning Division dated October 1, 2024 18. Communication dated December 2, 2024, from Ben McGillivray in support of the application 19. Presentation in support of the application submitted by the Applicant 20. Recording of Representations

REPRESENTATIONS:

In Support:

Aaron Simoes
Melissa Neirinck
Susan Russell
Heather Turnbull-Smith
Jennifer Benedictson
Ann Top
Ben McGillivary

In Opposition:

Nil

For Information:

Nil

For the City:

E. Allen, Planner, Planning, Property and Development Department
D. Chyz-Lund, Planner, Planning, Property and Development Department
K. Kowalyk, Land Development Engineer, Planning, Property and Development Department

Exhibit "17" referred to in File SPA 5/2024

ADMINISTRATIVE REPORT

Title: 474 - 494 Panet Road - SPA 5/2024 (By-law No. 101/2024) Amendment to the Complete Communities Direction Strategy By-law No. 119/2020 – Public Hearing

Critical Path: Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	H. Borys	T. Graham	S. Armbruster, Interim CAO

EXECUTIVE SUMMARY

On June 26, 2024, the Urban Planning and Design Division received an application to amend the *Complete Communities Direction Strategy 2.0 By-law No. 119/2020* ("CCDS 2.0"). If adopted by Council, the proposed amendment will re-designate the lands located at 474 and 494 Panet Road from "Employment Lands – General Industrial" to "Regional Mixed Use Centre" to allow for the potential future development of a major retail use.

RECOMMENDATIONS

1. That Council give first reading to By-law No. 101/2024 (the "By-law", a draft of which is attached as Appendix B to this report) to amend the *Complete Communities Direction Strategy 2.0 By-law No. 119/2020* in accordance with this report.

2. That, following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading 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 *Complete Communities Direction Strategy 2.0 By-law No. 119/2020*. 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 development 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 *Complete Communities Direction Strategy 2.0 By-law No. 119/2020* will be amended in accordance with this report.

HISTORY/DISCUSSION

Plan History

The properties generally referred to as 474 and 494 Panet Road (the "Subject Lands") are located on the west side of Panet Road in the Tyne-Tees neighbourhood of the Elmwood – East Kildonan Wards.

The Subject Lands are located directly north of and abutting the CN Reddit Subdivision Rail line and were previously a junk yard operation but have been vacant for several years.

On May 26, 2022, Council enacted the *Complete Communities Direction Strategy 2.0 By-law No. 119/2020* ("CCDS 2.0"). CCDS 2.0 is a city-wide secondary plan that sets out policy area designations throughout Winnipeg, directing how different parts of the City accommodate growth.

The Subject Lands fall within the area designated as 'Employment Lands – General Industrial' in CCDS 2.0. The Subject Lands are directly south of and abutting the 'Regent & Lagimodiere' Regional Mixed Use Centre designation.

Proposal History

On March 11, 2024, the applicant, their representatives and the Public Service met to discuss the requirements to facilitate the development of the Subject Lands. It was determined that an amendment to CCDS 2.0 is required.

In accordance with the policies of CCDS 2.0, specifically those found in Section E1. Employment Lands, requests to redesignate Employment Lands must satisfy specific criteria. The applicant was advised that any application to redesignate Employment Lands would need to demonstrate how the application satisfies the criteria.

On June 26, the Public Service accepted SPA 5/2024 as a complete application.

Proposed Amendments

This application seeks to amend CCDS 2.0 by re-designating the Subject Lands from "Employment Lands – General Industrial" to "Regional Mixed Use Centre" to allow for the future development of a major retail use.

The amendments proposed by SPA 5/2024 will change three CCDS 2.0 maps in the following manner:

- Re-designate the Subject Lands from Employment Lands to Regional Mixed Use Centre on the Map of the Urban Structure (**Map 1**);
- Extend the boundaries of the 'Regent & Lagimodiere' Regional Mixed Use Centre to include the subject property on the Map of Regional Mixed Use Centres (**Map 7**); and
- Remove the Subject Lands from the 'General Industrial' designation on the Map of Employment Lands (**Map 12**).

FINANCIAL IMPACT

Financial Impact Statement

Date: September 18, 2024

Project Name:

474 - 494 Panet Road - SPA 5/2024 (By-law No. 101/2024) Amendment to the Complete Communities Direction Strategy By-law No. 119/2020 – Public Hearing

COMMENTS:

There are no financial implications associated with this report.

Mike McGinn Sep. 18, 2024

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

OurWinnipeg 2045 (OW 2045)

The subject land, to which the proposed amendment applies, is entirely within the Employment Lands designation, as per Figure 2 (Urban Structure Map) of *OurWinnipeg 2045*.

6.30 Employment Lands

> Designate Employment Lands within the Urban Structure, to accommodate forecasted job growth and advance economic development in both the City and region, while mitigating incompatible land use conflicts, to provide a stable operating environment for business, and to promote community health and safety.

The subject land, to which the proposed amendment applies, is seeking a re-designation to Regional Mixed Use Centre, as per Figure 2 (Urban Structure Map) of *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.

6.25 Mixed Use Centres

> Designate Mixed Use Centres within the Urban Structure, representing the largest commercial areas in the city with the ability to accommodate major retail uses, and become pedestrian-oriented environments connected by integrated and sustainable transportation options, and offering a variety of housing, employment, amenities and services.

6.40 Commercial Areas

> Facilitate the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while also accommodating local commercial amenities in new neighbourhoods, to ensure completeness from its inception.

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

The subject land, to which the proposed amendment applies, is entirely within the Employment Lands – General Industrial designation as presented in Map 12 (Map of Employment Lands) in *CCDS 2.0*.

Section E1 – Goal 4 states: Protect existing and future Employment Lands.

Policy 4.1 states: Employment Lands states: Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for planned uses.

Policy 4.2 states: Generally discourage the conversion of Employment Lands to other designations.

Policy 4.5 states: Require that requests to create new Employment Land areas, to convert designated Employment Lands to another designation, or to re-designate existing lands from one Employment Land category to another satisfy the following criteria:

a. *The proposed use would not adversely affect the overall viability or desirability of the larger employment area and/or other surrounding existing and future land uses;*
b. *The proposed use will not result in land use conflicts; and*
c. *There is existing or planned infrastructure to accommodate the proposed use(s).*

Policy 4.6 states: In addition to Policy 4.5, consider the following criteria when evaluating proposals to re-designate Employment Lands:

a. *There is a demonstrated need for the proposed use(s) and there are no other sites that could accommodate the proposed use;*
b. *The lands are not required over the time horizon of this By-law for their designated purpose or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon;*
c. *The immediate and cumulative impact on the city-wide supply of vacant serviced Employment Lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget; and*
d. *City capital investments necessary to enable the proposed development.*

This application is seeking to amend CCDS 2.0 and extend the Regent & Lagimodiere Regional Mixed Use Centre as presented on Map 7 ("B" on the Map of Regional Mixed Use Centres).

Policy 1.1 states: Encourage the redevelopment, infill and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while still providing local commercial opportunities in new neighbourhoods.

Policy 1.5 states: Approve applications for new commercially zoned land where:

a. *The proposed commercial use is compatible with surrounding land uses;*
b. *Impacts on existing commercial areas, including designated Mixed Use Centres, will be minimal and will not undermine or detract from their planned function. Impacts may include contributing to store closures, loss of vitality, and/or diminishment of their role and function, and will be considered in relation to the scale of the proposed development and future residential growth expected to be served by it;*
c. *Existing nearby commercial areas cannot accommodate expansion;*
d. *The street network can accommodate associated traffic volumes at full build-out; and*
e. *Transit service can be provided in an economically efficient manner relative to the scale of the proposed development.*

Policy 1.8 states: Discourage Major Retail uses outside of Mixed Use Centres.

Policy 3.3.1 states: Recognize Regional Mixed Use Centres as the preferred locations for Major Retail uses.

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 any of the specific Goals and Objectives in the PRS and it was determined that the PRS is not applicable to this specific report.

SUBMITTED BY

Department: Planning, Property, and Development
Division: Urban Planning and Design
Prepared by: Evan Allan, RPP, MCIP
Date: October 1, 2024
File No: SPA 5/2024

Attachments:

Appendix A – Planning Discussion

Appendix B – Draft By-law

APPENDIX A – Planning Discussion

DATE: September 16, 2024

FILE: **SPA 5/2024 (By-law No. 101/2024)**

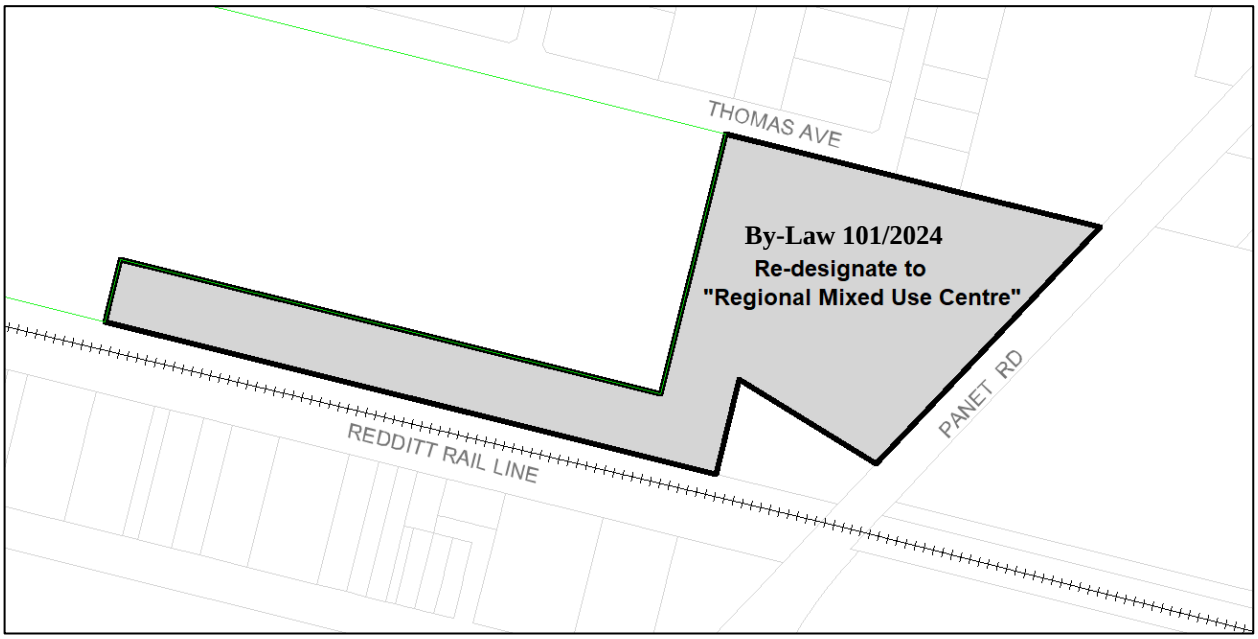
RELATED FILES:

COMMUNITY: East Kildonan - Transcona

NEIGHBOURHOOD #: 4.432 (Tyne-Tees)

SUBJECT: Proposed amendment to the Complete Communities Direction Strategy 2.0 (By-Law No. 119/2020)

LOCATION: 474 & 494 Panet Road



APPLICANT: MMP Architects Inc. (Aaron Simoes)
200-123 Bannatyne Avenue
Winnipeg, MB R3B 0R3

OWNER: West Panet Properties Ltd.

RECOMMENDATION: Approval

APPENDIX A – Planning Discussion

SITE DESCRIPTION

- The subject property includes two parcels located 474 and 494 Panet Road, along the west side of Panet Road and immediately north of the CN Reddit Rail line.
- The combined parcels are 17.36 acres (7.03 hectares) in size, with approximately 808 feet (246.4 metres) of frontage along Panet Road and 433 feet (132 metres) of frontage on Thomas Ave. The western portion at the rear of the property contains a strip of land running parallel to the rail line approximately 1,564 feet (476.6 metres) long and 158 feet (48.3 metres) wide.
- Both parcels are classified as vacant industrial and the southern parcel (474 Panet Road) contains a gravel parking lot with trailer storage.

SURROUNDING LAND USE & ZONING

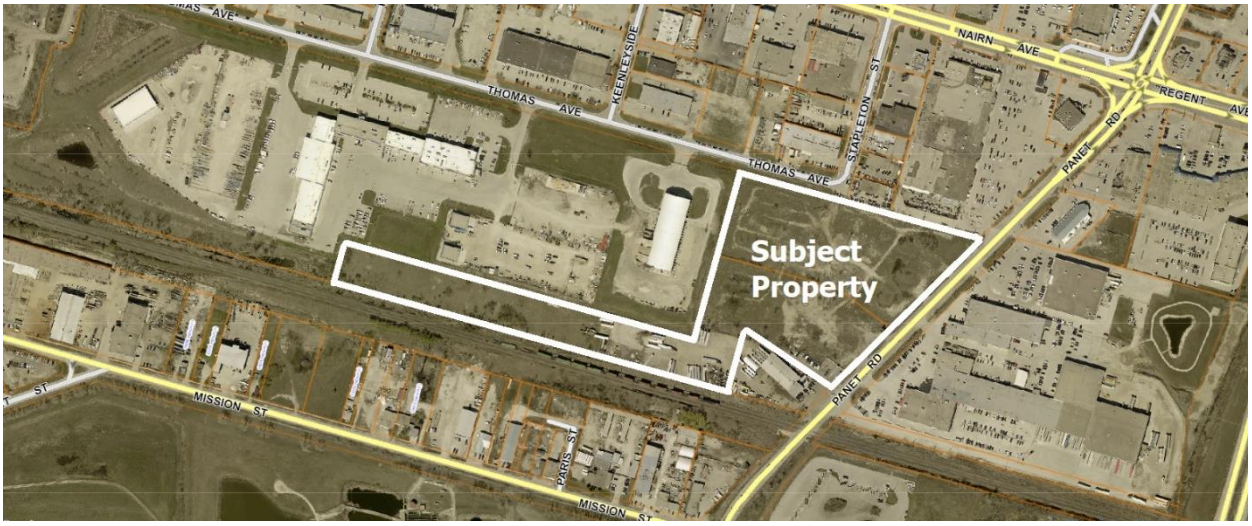


Figure 1: Aerial map of subject property and surrounding area

- The site is located within an area designated as “Employment Lands – General Industrial” *CCDS 2.0*.
- The site is currently zoned ‘M2 – Manufacturing General’.

APPENDIX A – Planning Discussion

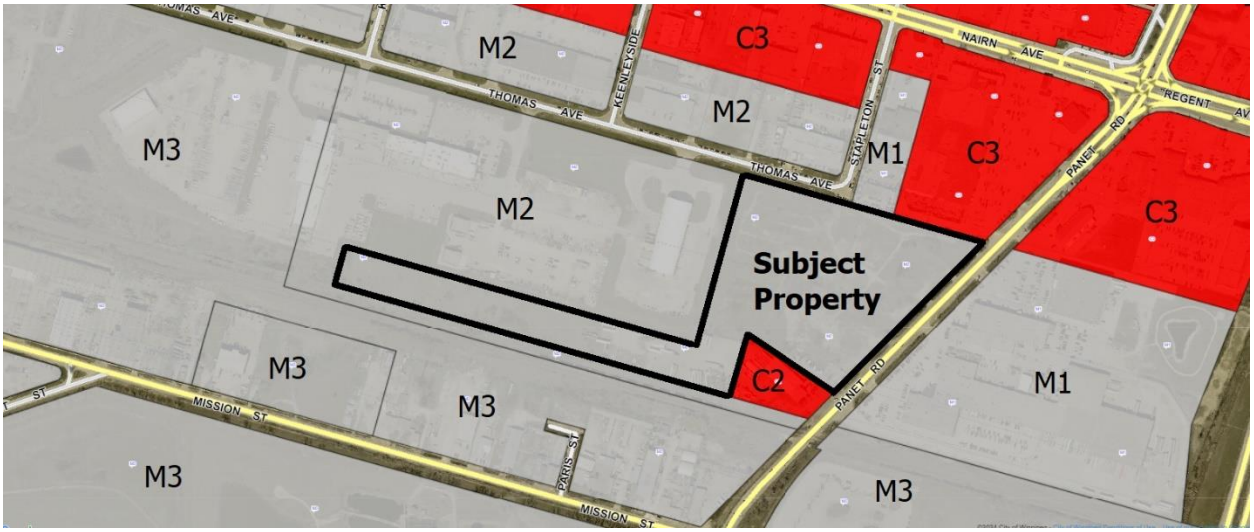


Figure 2: Zoning map of the subject property and surrounding area

North: The north side of the subject property, from east to west contains Thomas Avenue, and to the north of that a parking lot and a warehouse, zoned 'M2 – Manufacturing General'. East of that is Stapleton Street, then a Motor Vehicle Service Related business with outside storage abutting the subject property, zoned 'M1 – Manufacturing Light'. Then to the east of that is a major retail centre abutting the subject property, zoned 'C3 – Commercial Corridor'.

South: South of the subject property, is an industrial warehouse zoned C2 – Commercial Community. To the south and west of this property is the CN Redditt Main Rail line, with split zoning, zoned 'M2 – Manufacturing General' along the north side of the track, and 'M3 – Manufacturing Heavy', along the south side of the track.

East: Panet Road, then the Princess Auto head office and warehouse facilities zoned 'M1 – Manufacturing Light'.

West: An industrial warehouse and storage facility on a 50.0 acre (20.2 hectare) lot, zoned 'M2 – Manufacturing General'.

DESCRIPTION OF THE PROPOSED AMENDMENT

- This application seeks to amend CCDS 2.0 by re-designating the subject property from "Employment Lands – General Industrial" to "Regional Mixed Use Centre" to allow for the future development of a major retail centre.
- The amendments proposed by SPA 5/2024 will change three CCDS 2.0 maps in the following manner:
    - Re-designate the Subject Lands from Employment Lands to Regional Mixed Use Centre on the Urban Structure Map (**Map 1**)
    - Extend the boundaries of the 'Regent & Lagimodiere' Regional Mixed Use Centre to include the subject property on the Map of Regional Mixed Use Centres (**Map 7**)

- Add remove the Subject Lands from the 'General Industrial' designation on the Map of Employment Lands (**Map 12**)

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:

6.15 *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.

6.25 *Mixed Use Centres – Designate Mixed Use Centres within the Urban Structure, representing the largest commercial areas in the city with the ability to accommodate major retail uses, and become pedestrian-oriented environments connected by integrated and sustainable transportation options, and offering a variety of housing, employment, amenities and services.*

6.40 *Commercial Areas – Facilitate the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while also accommodating local commercial amenities in new neighbourhoods, to ensure completeness from its inception.*

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 Employment Lands – General Industrial, and the application is to re-designate the property to Regional Mixed Use Centre. The following excerpts show relevant policy concerning the application:

Section C4 – Mixed Use Centres

1.0 *Manage general commercial areas in support of Complete Communities goals.*

1.1 *Encourage the redevelopment, infill and expansion of existing commercial areas as the preferred method of accommodating new commercial development, while still providing local commercial opportunities in new neighbourhoods.*

1.5 *Approve applications for new commercially zoned land where:*

a. The proposed commercial use is compatible with surrounding land uses;

b. Impacts on existing commercial areas, including designated Mixed Use Centres, will be minimal and will not undermine or detract from their planned function.

Impacts may include contributing to store closures, loss of vitality, and/or diminishment of their role and function, and will be considered in relation to the scale of the proposed development and future residential growth expected to be served by it;

c. Existing nearby commercial areas cannot accommodate expansion;

d. The street network can accommodate associated traffic volumes at full build-out; and

e. Transit service can be provided in an economically efficient manner relative to the scale of the proposed development.

1.8 Discourage Major Retail uses outside of Mixed Use Centres.

3.0 Ensure that Regional Mixed Use Centres continue to function as prominent retail destinations that serve a city-wide and regional population.

3.3 Major Retail uses may be accommodated in Regional Mixed Use Centres in accordance with Policy 1.5.

3.3.1 Recognize Regional Mixed Use Centres as the preferred locations for Major Retail uses.

3.4 Major Retail development may be permitted where contiguous to a Regional Mixed Use Centre's boundaries.

Section E1 – Employment Lands

4.0 Protect existing and future Employment Lands.

4.1 Provide a stable operating environment for businesses by preventing the intrusion of incompatible uses and by maintaining the affordability and attractiveness of Employment Lands for planned uses.

4.2 Generally discourage the conversion of Employment Lands to other designations.

4.2.1 Prioritize the protection of General and Core Industrial areas close to major transportation corridors such as railways, highways, and major arterial roads, as well as large industrial-zoned sites.

4.2.2 Consider the results of the Employment Lands competitiveness analysis as per Policy 2.2 in assessing proposals for conversions.

4.3 Require amendments to this By-law to create new Employment Land areas or to convert designated Employment Lands to another Urban Structure designation.

4.4 Require amendments to this By-law to re-designate existing lands from one Employment Land designation to another.

4.5 Require that requests to create new Employment Land areas, to convert designated Employment Lands to another designation, or to re-designate existing lands from one Employment Land category to another satisfy the following criteria:

a. The proposed use would not adversely affect the overall viability or desirability of the larger employment area and/or other surrounding existing and future land uses;

b. The proposed use will not result in land use conflicts; and

c. There is existing or planned infrastructure to accommodate the proposed use(s).

4.6 In addition to Policy 4.5, consider the following criteria when evaluating proposals to re-designate Employment Lands:

a. There is a demonstrated need for the proposed use(s) and there are no other sites that could accommodate the proposed use;

b. The lands are not required over the time horizon of this By-law for their designated purpose or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon;

c. The immediate and cumulative impact on the city-wide supply of vacant serviced Employment Lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget; and

d. City capital investments necessary to enable the proposed development.

4.7 Retain, at the applicant's expense, an independent, third-party consultant to peer review the proponent's proposal and provide professional analysis and recommendations to the City when considering proposals to re-designate Employment Lands and where the City determines such analysis to be necessary. The requirement for such a review will be identified at the time of application and it is expected that the applicant and the peer review consultant will collaborate to develop a mutually agreeable terms of reference.

SERVICING CONSIDERATIONS

- The application to amend CCDS 2.0 was circulated to other relevant City departments for review and comment. There were no outstanding issues or comments expressed from City departments for the proposed application.
- Existing infrastructure is in place to support this development.

ANALYSIS AND DISCUSSION

- This application considers the conversion of existing Employment Lands to Regional Mixed Use Centre to allow for the development of a new major retail use. While the conversion of Employment Lands is generally discouraged, the unique context of the subject property and the proposed land use warrant further analysis.

Conversion of Employment Lands

- Complete Communities 2.0 provides clear direction to protect existing and future Employment Lands by providing a stable operating environment for businesses and preventing the intrusion of incompatible uses by maintaining the affordability and attractiveness of Employment Lands for planned uses.
- Generally, the conversion of employment lands to other designations is discouraged. General Industrial areas close to major transportation corridors, and larger industrially zoned sites are prioritized for protection. The subject site does meet all the selection criteria to be considered a priority for future protection.
- Conversions of Employment Lands are expected over the lifecycle of the CCDS 2.0, and where requested, an amendment to the plan is required (Policy E1 – 4.4). In anticipation of these proposals, Policies 4.5 to 4.7 of the Employment Lands section outline the

requirements and expectations that should be included in applications to convert existing Employment Lands to another designation.

- It is understood that the criteria outlined in Policy 4.5 are required to be met for any redesignation request. The criteria outlined in Policy 4.6 are to be considered for any application, but are not requirements. Policy 4.7 permits the use of a third party consultant to peer review any redesignation application, where deemed necessary by the City.
- Prior to this application being filed, the City requested additional information in the Secondary Plan Amendment application to satisfy the requirements and considerations in sections 4.5 and 4.6 of CCDS 2.0. Third party consultant review was not deemed necessary by the City for the purposes of this application.
- Any request to redesignate Employment Lands must satisfy the following criteria:
    - The proposed use would not adversely affect the overall viability or desirability of the largest employment area and/or other surrounding existing and future land uses;
    - The proposed use will not result in land use conflicts; and
    - There is existing or planned infrastructure to accommodate the proposed land use.
- From a land use perspective, the proposed major retail use should not adversely affect the overall viability or desirability of the surrounding employment land uses in the subject land area. Much of the surrounding land uses are commercial in nature, or share similar land use characteristics including existing C3 Commercial zoning to the north of the subject property and existing C2 Commercial property to the south along Panet Road.
- Similarly, it is not anticipated that the proposed land use would result in any discernable land use conflicts. The proposed use is not uncharacteristic of the general area (being adjacent to the Regent and Lagimodiere Regional Mixed Use Centre) and is not anticipated to introduce conflict into the area.
- While the Regional Mixed Use Centre designation does support the development of residential land uses, it is unlikely that a future proposed application for residential at this location would be supported due to its proximity to industrial users.
- Lastly, there is capacity for local infrastructure to accommodate the proposed land use on the subject site. This application was circulated to relevant City departments and no comments were received. There are both transit and active transportation connections within a short walking distance. Additionally, Nairn Avenue (located less than 400 meters north of the subject property) will be the future location of the Rapid Transit Rose Line.
- In addition to Policy 4.5, the following criteria in Policy 4.6 should be considered when evaluating any proposal to redesignate Employment Lands:
    - There is a demonstrated need for the proposed use and there are no other sites that could accommodate the proposed use;
    - The lands are not required over the time horizon of this By-law for their designated purpose, or the subject lands are deemed unsuitable for employment uses within and beyond this By-law's time horizon;
    - The immediate and cumulative impact on the city-wide supply of vacant serviced Employment Lands. Supply considerations shall include site size, marketability, and implications on the City's capital budget; and
    - City capital investments necessary to enable the proposed development.

APPENDIX A – Planning Discussion

- The proposed use has been classified as a major retail store, which is defined in CCDS 2.0 as a standalone retail store greater than 90,000 sq. ft. There are a number of potential sites in Regional Mixed Use Centres that are commercially zoned that could accommodate a standalone retail store of this size, though there are a limited number of vacant commercial sites that could allow a new build as is being proposed here.

  More specifically, there is potential for such a use to be accommodated within the Regent & Lagimodiere Regional Mixed Use Centre, however, whether this site is currently available for redevelopment remains unknown.

  The intended use of the subject site is a new flagship Princess Auto store. The subject site is directly adjacent to the existing Princess Auto Campus which contains their current store, head office and distribution centre. The major retail use is being proposed as an extension of this campus and is seeking to capitalize on existing association to this general area, and proximity to existing facilities. It is understood that proximity to the existing Princess Auto campus provides additional benefits for the proposed development including the sharing of resources, efficiencies for goods movement, and the joint use of specified equipment.

  The specific location chosen for the new flagship store is important context to this application and should be factored into any discussion about the demonstrated need for the use at this site, and the relative viability of the site in comparison with others.

- According to the *City of Winnipeg 2023 Complete Communities Land Monitoring Report*, the city has a current supply of 334 acres of unencumbered, shovel ready industrial lands. This translates roughly to a 5.6 year supply. The city is forecasted to have a significant shortfall of 1,473 acres of shovel ready industrial lands.

  While not identified in the 2023 Land Monitoring Report (the most recent report available at the time of this application), the subject lands should be classified as unencumbered, shovel-ready industrial lands. The site size (with a primary buildable area of approximately 10 acres) also lends itself well for industrial development purposes.

  In consideration of the criteria noted in Policy 4.6 of CCDS 2.0, the subject lands are suitable for employment uses and should be considered as an integral component of the City's industrial land supply. It can be surmised that the subject lands may be required for their designated purpose as Employment Lands for the time horizon of CCDS 2.0.

- With regard to the immediate and cumulative impact on industrial land supplies in the city, the removal of the subject lands would have a negligible effect on the immediate supply of shovel ready industrial lands.

  It should be noted that industrial land demand is much more sensitive to user preferences, site size, suitability for specific requirements and access to transportation. These factors can limit the quantity of land available to satisfy economic development inquiries at any given time. Furthermore, while there is over 330 acres of shovel ready industrial land, not all of it is actively marketed or held by an owner willing to sell.

  Any conversion of Employment Lands, especially a conversion of shovel ready industrial lands would only serve to further constrain the already limited supply. Additional supply is expected to come online in the CentrePort lands, however, until services are installed, and the land is deemed suitable for development, industrial land remains constrained.

- Lastly, as previously discussed, there are no outstanding capital investments necessary or required to enable the proposed use.

APPENDIX A – Planning Discussion

Expansion of Regional Mixed Use Centre

- This application considers the conversion of Employment Lands to Regional Mixed Use Centre. As per OurWinnipeg policy 6.40 and CCDS 2.0 policy C4-1.1, the City encourages the expansion of existing commercial areas as a preferred method of accommodating new commercial development.
- CCDS 2.0 Section C4 Policies 1.8, 3.3, and 3.31 encourage major retail uses to be located within Mixed Use Centres and discourage locating them outside of these centres.
- The proposed re-designation of the subject property would effectively expand the current 'Regent & Lagimodiere' Regional Mixed Use Centre and would comply with the above listed policies.
- The proposed re-designation represents a natural expansion of the existing Mixed Use Centre as a contiguous parcel, and remains within 400 metres of the future rapid transit line along Nairn Avenue.
- The site is also at the periphery of the existing Mission Industrial park area, and alongside the CN Reddit Rail line, can act as a buffer between heavier industrial land uses further south and the more commercial and mixed use land uses to the north. At the site level, the site is on the immediate north side of the CN Reddit Rail line, which would also act as a buffer separating this specific development from heavier industrial users.

Discussion

- Previous iterations of Complete Communities were more permissive in the conversion of industrial lands. CCDS 2.0, with direction from recommendations in the City of Winnipeg Employment and Commercial Lands Study, presents a strong policy framework for the protection of Employment Lands throughout the City, including shovel-ready industrial lands.
- CCDS 2.0 provides a set of criteria used to evaluate proposals to redesignate Employment Lands. Some of the criteria are required to be met, while others should be considered.
- Criteria for conversion of Employment Lands does not stipulate between different desired designation (e.g. residential vs commercial). Rather, the criteria focuses on the impact of removing the Employment Land designation, and specifically how that will impact Employment Lands both locally and across the City.

  While it could be argued that a conversion of Employment Lands to Regional Mixed Use Centre is more palatable than a conversion to a more residential focused designation, the core issue at hand is the loss of Employment Lands as a whole.
- Based on the analysis provided in this report, the proposed application meets the required criteria of Section E1-4.5, but does not reflect two key considerations in Section 4.6:

  The following criteria are met by the proposal:

  - The proposed application would not adversely affect the overall viability of the surrounding employment areas, nor would it introduce any land use conflict.
  - The site can be accommodated with existing infrastructure and no additional capital investments are required or necessary for the proposed use.
  - Despite there being some opportunity for new major retail uses to establish in other areas of the city, the proposed location for the new retail use is suitable and there are no other sites that could accommodate it.

The following criteria are not met by the proposal:

- These lands may be required over the time horizon of this By-law for their designated purpose as viable, industrially zoned, Employment Lands. The City of Winnipeg is currently facing a constrained supply of shovel ready industrial lands and further conversions of these lands will place additional strain on potential future economic development inquiries.
- There are currently 334 acres of shovel ready industrial land in the City available for development, and as such, the immediate impact to Employment Lands is not a concern. However, the specific location of these lands in the Eastern quadrant of the City, large site size, marketability, low infrastructure costs, and adjacency to key transportation corridors, call into question the cumulative impact of removing these lands from the industrial land supply.

- While the conversion of Employment Lands is generally discouraged, the specific and unique context of this application have warranted further analysis.
- The proposed designation represents a logical extension of the Regent & Lagimodiere Regional Mixed Use Centre, as a contiguous parcel, and one intended to accommodate a major retail use. The proposed conversion would not explicitly impact the viability or desirability of the adjacent industrial users, nor would it introduce any land use conflict. The subject site is also well positioned for the intended use, being an extension of the existing Princess Auto campus, fully capable of development without capital expenditure, and using existing services.
- However, the removal of shovel-ready industrial land places additional strain on limited industrial land supply into the future. Additionally, while the release of these Employment Lands from the current supply is nominal, the cumulative impact of losing these lands should be noted.
- Despite the proposed redesignation not meeting all the criteria outlined in CCDS 2.0, and in consideration of the unique context of this application, on balance the Public Service is prepared to support this application as proposed.

RECOMMENDATION

The Public Service recommends the following:

1. That Council give first reading to By-law No. 101/2024 (the “By-law”, a draft of which is attached as Appendix “B” to this report) to amend the *Complete Communities Direction Strategy 2.0 By-law No. 119/2020* in accordance with this report.
2. That following first reading and upon instruction from the Director of Planning, Property and Development, the City Solicitor and Director of Legal Services be directed to return the By-law directly to Council by way of communication for second reading 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.