Agenda – Council – February 22, 2006

Report - Standing Policy Committee on Property and Development - January 10, 2006

Item No. 14 Waverley West Area Structure Plan
File EP-1.2

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 15, 2006, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, with the following amendments:

- Recommendation No. 1 be deleted and replaced with the following:

    1. That By-law No. 10/2006 (Appendix "A"), the Waverley West Area Structure Plan (Appendix "B"), incorporating the following amendments:

        A. Delete subsection 14.3.1 as outlined in the draft Waverley West Area Structure Plan and replace with the following:

            Community wide infrastructure shall be financed by the City of Winnipeg and by the developers/landowners and the Province of Manitoba in accordance with existing development agreement parameters, unless otherwise stated in this plan.

        B. Add the following as new subsections in the draft Waverley West Area Structure Plan:

            14.4 Financing Kenaston Boulevard Development

            Intent

            Kenaston Boulevard is an important regional economic transportation route, a major truck route and it is the northern terminus of the Mid-Continent Trade Corridor. As such, there are significant economic benefits to the Province of Manitoba and the Capital Region as well as the City of Winnipeg in designating and developing Kenaston Boulevard as an expressway.

            To establish a framework for the equitable distribution of costs associated with the development of Kenaston Boulevard that recognizes its significance as a major transportation facility.

Report - Standing Policy Committee on Property and Development - January 10, 2006

Policies

14.4.1 The extension of Kenaston Boulevard from Bishop Grandin Boulevard to the Perimeter Highway will be constructed to a conventional City of Winnipeg expressway road standard if the construction costs are equally shared by the City of Winnipeg and the Province of Manitoba (i.e., each contributing 50% of the costs).

14.4.2 Any additional costs associated with the proposed design of Kenaston Boulevard in a split one-way pair configuration including flyovers shall be the sole responsibility of the developers/landowners.

C. Amend the Waverley West Financial Cost Share Model Framework identified as Appendix "C", which was tabled at the Executive Policy Committee meeting on February 15, 2006, as follows:

i. Under Item A, Kenaston Boulevard, Interim at-grade intersection – Kenaston and Perimeter, amend the Financial Obligation by deleting the words "City of Winnipeg 50%, Province of Manitoba 50%" and replacing with "Province of Manitoba 100%"

ii. Under Item B, Waverley Street, At-grade Intersection, Waverley/Bison Drive, amend the Financial Obligation by deleting the words "Developer front ends 100% with future recoveries (City of Winnipeg 25% for Waverley Heights; and 25% from future SE corner)" and replacing with "Developer front ends 100% with future recoveries: - 25% from the City of Winnipeg for Waverley Heights; - 25% from future development at SE corner of intersection"

iii. Add the following as Item K.

	Item	Description	Financial Obligation
K.	Bishop Grandin/Kenaston Interchange (outside of geographic area of the Waverley West Area Structure Plan)	Intersection improvements including future grade separations	50% City of Winnipeg, 50% Province of Manitoba

be forwarded to Council for First Reading.

Report - Standing Policy Committee on Property and Development - January 10, 2006

STANDING COMMITTEE RECOMMENDATION:

On January 10, 2006, the Standing Policy Committee on Property and Development concurred in the administrative recommendation and submits the following to Council:

1. That By-law No. 10/2006, the Waverley West Area Structure Plan, as shown on Appendix "A", be forwarded to Council for First Reading.

2. That the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-law No. 5893/92 and Section 234(3) of The City of Winnipeg Charter.

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 - January 10, 2006

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On February 15, 2006, the Executive Policy Committee passed the following resolution:

WHEREAS the developer (Manitoba Housing and Renewal Corporation - "MHRC") desires a one-way split pair design for the extension of Kenaston Boulevard from Bishop Grandin to the Perimeter Highway, to achieve a certain design for the proposed Town Centre;

AND WHEREAS the one-way split pair design results in increased construction costs for the extension of Kenaston Boulevard;

AND WHEREAS MHRC should be responsible for the increased construction costs to achieve the one-way split pair design for the extension of Kenaston Boulevard;

AND WHEREAS Kenaston Boulevard is an important regional economic transportation route, a major truck route and the northern terminus of the Mid-Continent Trade Corridor;

AND WHEREAS there are significant economic benefits to the Province of Manitoba and the Capital Region in designating Kenaston Boulevard as an expressway;

AND WHEREAS the construction costs of the extension of Kenaston Boulevard from Bishop Grandin to the Perimeter Highway (not inclusive of the increased construction costs for the one-way split pair design) should be shared by the City of Winnipeg and the Province of Manitoba on a 50/50 basis;

THEREFORE BE IT RESOLVED that Item 14 of the Report of the Standing Policy Committee on Property and Development dated January 10, 2006, be recommended for approval with the following amendment:

- Recommendation No. 1 be deleted and replaced with the following:

    1. That By-law No. 10/2006 (Appendix "A"), the Waverley West Area Structure Plan (Appendix "B"), incorporating the following amendments:

        A. Delete subsection 14.3.1 as outlined in the draft Area Structure Plan and replace with the following:

Report - Standing Policy Committee on Property and Development - January 10, 2006

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

Community wide infrastructure shall be financed by the City of Winnipeg and by the developers/landowners and the Province of Manitoba in accordance with existing development agreement parameters, unless otherwise stated in this plan.

B. Add the following as a new subsections to section 14:

14.4 Financing Kenaston Boulevard Development

Intent

Kenaston Boulevard is an important regional economic transportation route, a major truck route and it is the northern terminus of the Mid-Continent Trade Corridor. As such, there are significant economic benefits to the Province of Manitoba and the Capital Region as well as the City of Winnipeg in designating and developing Kenaston Boulevard as an expressway.

To establish a framework for the equitable distribution of costs associated with the development of Kenaston Boulevard that recognizes its significance as a major transportation facility.

Policies

14.4.1 The extension of Kenaston Boulevard from Bishop Grandin Boulevard to the Perimeter Highway will be constructed to a conventional City of Winnipeg expressway road standard if the construction costs are equally shared by the City of Winnipeg and the Province of Manitoba (i.e., each contributing 50% of the costs).

14.4.2 Any additional costs associated with the proposed design of Kenaston Boulevard in a split one-way pair configuration including flyovers shall be the sole responsibility of the developers/landowners.

Report - Standing Policy Committee on Property and Development - January 10, 2006

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

C. Amend the Waverley West Financial Cost Share Model Framework identified as Appendix "C", which was tabled at the Executive Policy Committee meeting on February 15, 2006, as follows:

i. Under Item A, Kenaston Boulevard, Interim at-grade intersection – Kenaston and Perimeter, amend the Financial Obligation by deleting the words "City of Winnipeg 50%, Province of Manitoba 50%" and replacing with "Province of Manitoba 100%"

ii. Under Item B, Waverley Street, At-grade Intersection, Waverley/Bison Drive, amend the Financial Obligation by deleting the words "Developer front ends 100% with future recoveries (City of Winnipeg 25% for Waverley Heights; and 25% from future SE corner)" and replacing with "Developer front ends 100% with future recoveries: - 25% from the City of Winnipeg for Waverley Heights; - 25% from future development at SE corner of intersection"

iii. Add the following as Item K.

	Item	Description	Financial Obligation
K.	Bishop Grandin/Kenaston Interchange (outside of geographic area of the Waverley West Area Structure Plan)	Intersection improvements including future grade separations	50% City of Winnipeg, 50% Province of Manitoba

be forwarded to Council for First Reading,

and submitted the matter to Council.

On January 18, 2006, the Executive Policy Committee laid over consideration of the matter for thirty (30) days.

Report - Standing Policy Committee on Property and Development - January 10, 2006

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On January 10, 2006, the Standing Policy Committee on Property and Development concurred in the administrative recommendation and submitted the matter to the Executive Policy Committee and Council.

Re: **WAVERLEY WEST AREA STRUCTURE PLAN**

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

Original report signed by: **Director of Planning, Property and Development**

Report date: December 23, 2005

Recommendation(s):

1. That By-law **No. 10/2006**, the **Waverley West Area Structure Plan** (see Appendix "A") be forwarded to Council for First Reading.
2. That the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-Law (5893/92) and Section 234(3) of the City of Winnipeg Charter.

REPORT SUMMARY

Key Issues:

- A collaborative and consultative planning process to create an Area Structure (Secondary) Plan for the Waverley West area has been completed.
- A Secondary Plan with policies guiding the future development and detailed planning of the Waverley West area has been prepared (see Attachment B).
- The Secondary Plan has been prepared by NDLea Consultants on behalf of Ladco and MHRC, the major landowners and developer within the plan area, in consultation with the City of Winnipeg.
- Other land owners within the plan area have been consulted through a public advisory committee and area residents attended open houses to view the proposed plans for future development.
- Civic departments have reviewed the Secondary Plan to ensure the appropriate conditions and requirements to accommodate development have been included in the plan's policies.
- The Planning, Property and Development Department will be proposing an amendment to the draft plan to include policy that addresses the density of residential development.
- The adoption of the Secondary Plan as a by-law requires First Reading at Council and then a Public Hearing prior to Second and Third Reading at Council.
- The committee of council designated for the purpose of conducting the hearing respecting the proposed by-law is the Riel Community Committee.

Implications of the Recommendation(s):

General implications:

	None
X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

- The Secondary Plan provides policy to guide the development of lands within the Waverley West area over a 15 to 20 year time frame.

Policy implications:

	No
X	**Yes**

Comment(s):

- Policies in the Waverley West ASP specify the location, type and form of major infrastructure and development within the planning area.
- The Plan also provides direction with respect to the preparation of detailed plans at a Neighbourhood Level.

Environmental implications:

X	**No**
	Yes

Comment(s):

-

Human resources implications:

X	**No**
	Yes

Comment(s):

-

Financial implications:

X	**Within approved current and/or capital budget**
	Current and/or capital budget adjustment required

Comment(s):

-

REASON FOR THE REPORT:
The Standing Policy Committee on Property and Development has the authority to forward the Secondary Plan By-Law to Council for First Reading.

HISTORY:

In March 2003, a process to amend Plan Winnipeg to re-designate the Waverley West lands from Rural Policy Area to Neighbourhood Policy Area was initiated by Ladco Developments and the Province of Manitoba (Manitoba Housing and Renewal Corporation) as the major landowners within the area.

A comprehensive and detailed analysis of the proposed Plan Winnipeg Amendment was undertaken in order to demonstrate that the additional land was needed to meet the projected demand for new development and that a full range of municipal services could be provided in an efficient manner. This review process culminated in a public hearing before the City of Winnipeg's Executive Policy Committee in January 2005 and in April 2005, Council provided final approval of the Plan Winnipeg Amendment.

During the public hearing to consider the Plan Winnipeg Amendment, a number of key planning principles were identified as being important for inclusion in subsequent secondary planning exercises. These included such concepts as: providing for transit oriented development, providing for a mixture and variety of land uses, preserving and enhancing natural environmental amenities, using naturalized methods to manage land drainage and promoting a more compact urban form by encouraging increased residential densities.

During the subsequent months of 2005, staff of the Planning, Property and Development Department have worked with the City's other affected departments to collaborate with the principle landowners and their consultants toward the formulation of an Area Structure Plan (Secondary Plan) to guide the development of Waverley West.

DISCUSSION:

Plan Winnipeg

The area referred to as "Waverley West" is located in the southwest area of the City of Winnipeg and comprises approximately 1214 hectares (3000 acres) of land. The area is designated Neighbourhood Policy Area by Plan Winnipeg 2020 Vision which allows for a "residential mix together with a variety of educational, recreational, institutional, commercial and possibly industrial uses, at a scale and density compatible with each other."

Section 3B-02 of Plan Winnipeg 2020 Vision requires that the development of new residential areas designated as Neighbourhood Policy area must be guided by the preparation of Secondary Plans. The requirement for a secondary plan was also a condition of the Plan Winnipeg Amendment approval imposed by both Council and the Province of Manitoba.

The Waverley West Area Structure Plan was prepared in order to comply with these requirements and as a means to implement the broader strategic policy directions expressed through the policies of Plan Winnipeg 2020 Vision.

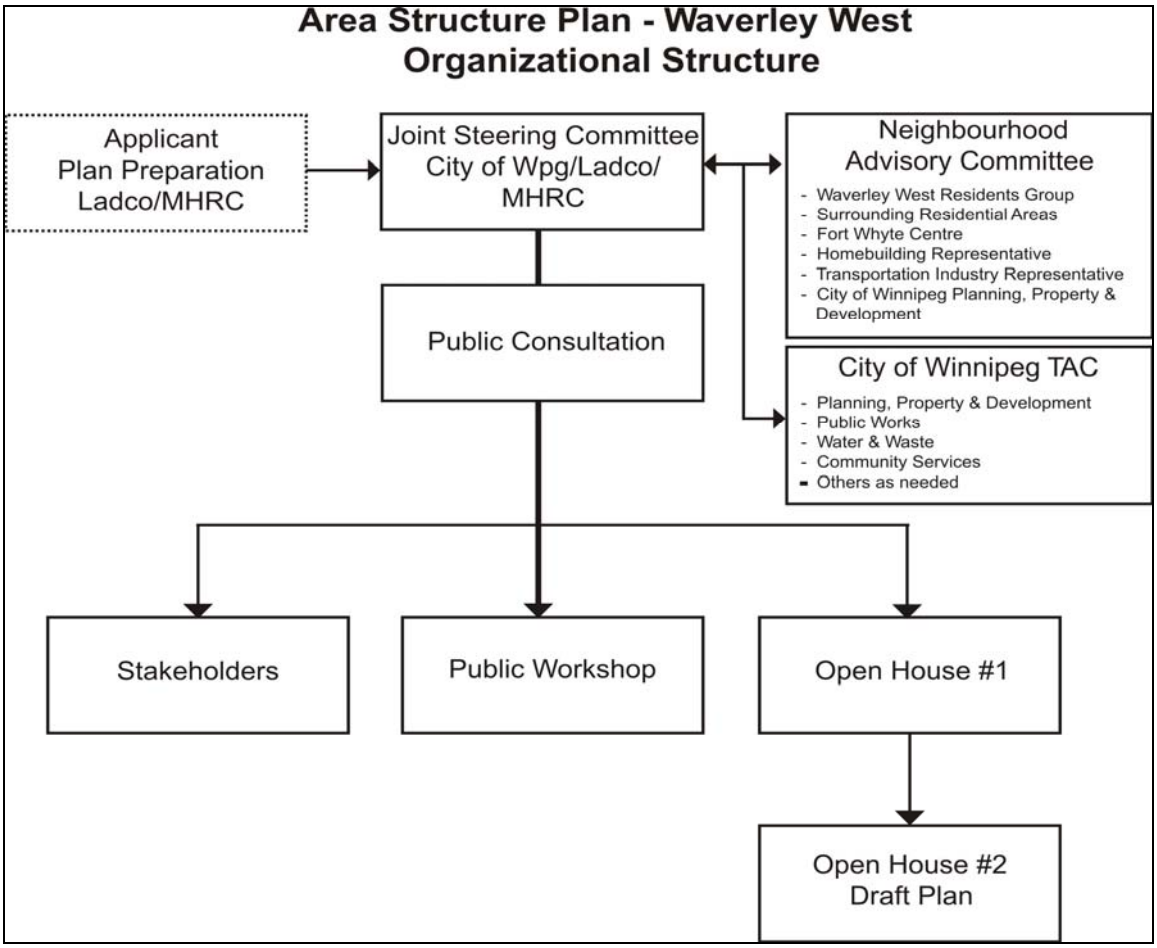
The Waverley West Area Structure Plan has been prepared pursuant to the direction provided by Plan Winnipeg 2020 Vision and represents an important step toward building an integrated hierarchy of plans within the City of Winnipeg. (See Attachment A: Planning and Development Framework)

The Waverley West Area Structure Plan Process

The City of Winnipeg and the principal landowners in Waverley West agreed to a two-tiered planning process for Waverley West. This two-tiered approach includes the *Area Structure Plan - Waverley West* – to address broad, high-level community wide issues – to be followed by specific Neighbourhood Area Structure Plans for each neighbourhood in Waverley West. This two-tiered approach ensures that the high-level community issues (transportation, servicing, neighbourhood delineation etc.) can be dealt with through one overall plan, while providing needed flexibility for each developer to proceed with specific neighbourhood level plans on their own timeline and incorporating their own development priorities.

A consultation program in keeping with Plan Winnipeg principles has been undertaken in the preparation of the Area Structure Plan. This process included direction from a Steering Committee, public input and advice through a neighbourhood Advisory Committee, stakeholder discussion sessions, and public input through a workshop and open houses. Figure 1 below provides a summary of the process undertaken for preparation of the ASP-WW.

Figure 1: Organizational Structure



Waverley West Area Structure Plan Content

The Area Structure Plan (ASP) establishes broad planning objectives for Waverley West and provides the following key functions:

1. A set of planning principles that apply to all neighbourhood plans to be implemented by the specific policies of each.
2. Guidance for any aspect of land use, development or the regional service infrastructure that crosses the boundaries of individual neighbourhood plans. This ensures that the larger community scale elements are planned for comprehensively and the neighbourhood plans have a clear direction for building these elements piece by piece over time. This is the "master plan" function and should also include a framework for staging of infrastructure.
3. Instructions for neighbourhood plan formulation and content.

The goals of the ASP are as follows:

- **Neighbourhoods:** To provide a framework for the creation of planned neighbourhoods that fulfill market demands and needs.

- **Pedestrian Connectivity:** To provide pedestrian linkages between and within the neighbourhoods of Waverley West, for recreation and alternative transportation purposes.

- **Town Centre – North:** To establish a town centre where mixed-use development can occur, providing opportunities for a combination of land uses.

- **Greenway System:** To create a linear greenway system linking the neighbourhoods of Waverley West to one another and beyond, where naturalized land drainage systems, pedestrian trails, parks, and open spaces can be created in shared corridors.

- **Community Pathways:** To provide a system of pathways that effectively integrates the neighbourhoods and amenities.

- **Transportation System:** To provide a safe, efficient and functional transportation system including a hierarchy of public streets, provision of public transit and a community pedestrian network.

- **Primary Commercial Areas:** To provide commercial areas to service the surrounding neighbourhoods and beyond.

- **Community Recreational Facility:** To provide a community recreation facility that is centralized, and accessible to both vehicular and non-vehicular traffic.

- **Residential Development:** To provide a framework for housing development that is capable of meeting the needs and desires of the housing market.

- **Commercial Development:** To establish a full range of retail and commercial services.

- **Mixed-Use Development:** To provide mixed-use development opportunities within the Town Centre, and primary commercial areas.

- **Emergency Services:** To provide fire, police and ambulance protection to meet the emergency service demands for the area.

- **Environmental Awareness:** To raise an awareness of environmental conservation including the integration of existing sensitive areas into development plans, and through the use of environmental technologies where feasible.

- **Park Space:** To provide outdoor recreation and park space to meet the needs of the local residents.

The policies of the ASP provide the necessary mechanisms to achieve the plan's goals and will result in the development of an innovative and viable new community for Winnipeg.

Consensus with respect to the content of the ASP was achieved during the plan formulation process with the exception of residential density. Section 5.1 of the draft plan addresses residential land uses and includes one policy statement that refers to the density of residential development.

Administration would prefer that a new sub-section as shown in attachment "D" be added that more specifically refers to Plan Winnipeg policies that support the principle of compact urban form. Including density related policies within the overall ASP for Waverley West provides a clear direction with respect to the City's expectations for subsequent Neighbourhood planning exercises and future development applications.

This amendment to the draft plan will be proposed by the department during the public hearing at the Riel Community Committee.

Public Hearing On Secondary Plans

The Area Structure Plan document with policies guiding the future development of the Waverley West Area has been prepared as a by-law for consideration at a public hearing. Pursuant to the Development Procedures By-Law **No. 5893/92:**

5. (1) A proposed Secondary Plan By-law shall, after first reading and before second reading, be referred for conduct of a public hearing in accordance with the City of Winnipeg Charter:

(a) where the land to which the proposed Secondary Plan By-law applies is located in one community to the community committee for that community;

but if council deems it more appropriate it may by resolution designate either the executive policy committee or a standing committee to conduct the public hearing.

The Waverley West ASP area is located in the ward of St. Norbert and within the boundaries of the Riel Community Committee. (See Attachment C: Secondary Plan Approval Process.)

Financial Impact Statement

Date: December 7, 2005

Waverley West Area Structure Plan

COMMENTS:

The recommendations in this report are that By-law No. xxxx/2005, the Waverley West Area Structure Plan, be forwarded to Council for First Reading and that the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-Law (5893/92) and Section 234(3) of the City of Winnipeg Charter. There are no financial implications associated with these recommendations.

"Original signed by"
Mike McGinn, CA
Manager of Finance

IIN PREPARING THIS REPORT, THERE WAS CONSULTATION WITH AND CONCURRENCE BY:

Engineering Division, Water and Waste

Parks and Open Space Division, Public Works

Parks, Riverbanks and Community Initiatives Branch, PP&D

Planning and Schedules Division, Transit

Transportation Division, Public Works

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Martin Grady
PPD File #: SP 04/2005

Document name: O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2005 Reports\Waverley West ASP 1st Reading.doc

APPENDIX "A"

REFERENCE: FILE NO: SP 04/05

THE CITY OF WINNIPEG

BY-LAW NO. 10/2006

A By-law of **THE CITY OF WINNIPEG** to adopt a Secondary Plan for the Waverley West Neighbourhood.

THE CITY OF WINNIPEG, in Council assembled, hereby establishes the attached document entitled "Waverley West Area Structure Plan" as a secondary plan.

1. This By-Law shall be referred to as the **"Waverley West Area Structure Plan".**

RECEIVED FIRST READING on this _____ day of _____ A.D., 2006.

RECEIVED SECOND READING on this _____day of _____ A.D., 2006.

RECEIVED THIRD READING on this _____day of _____ A.D., 2006.

DONE AND PASSED in Council assembled this _____ day of _____ A.D., 2006.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

_____
for Planning, Property & Development

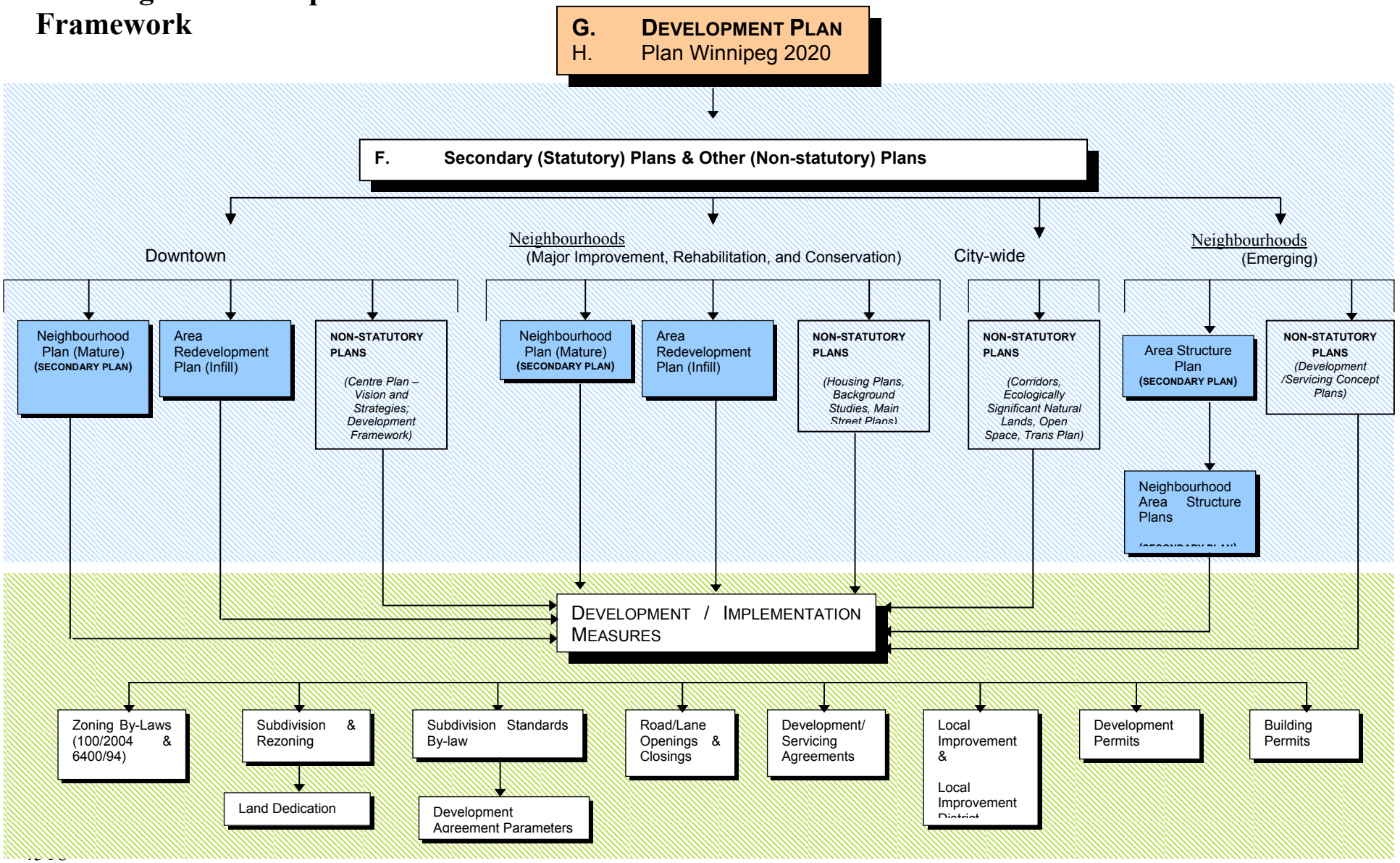
Certified as to Form:

_____
for City Solicitor/Manager of
Legal Services

File No. SP 04/2005

Attachment A: The Planning and Development Framework

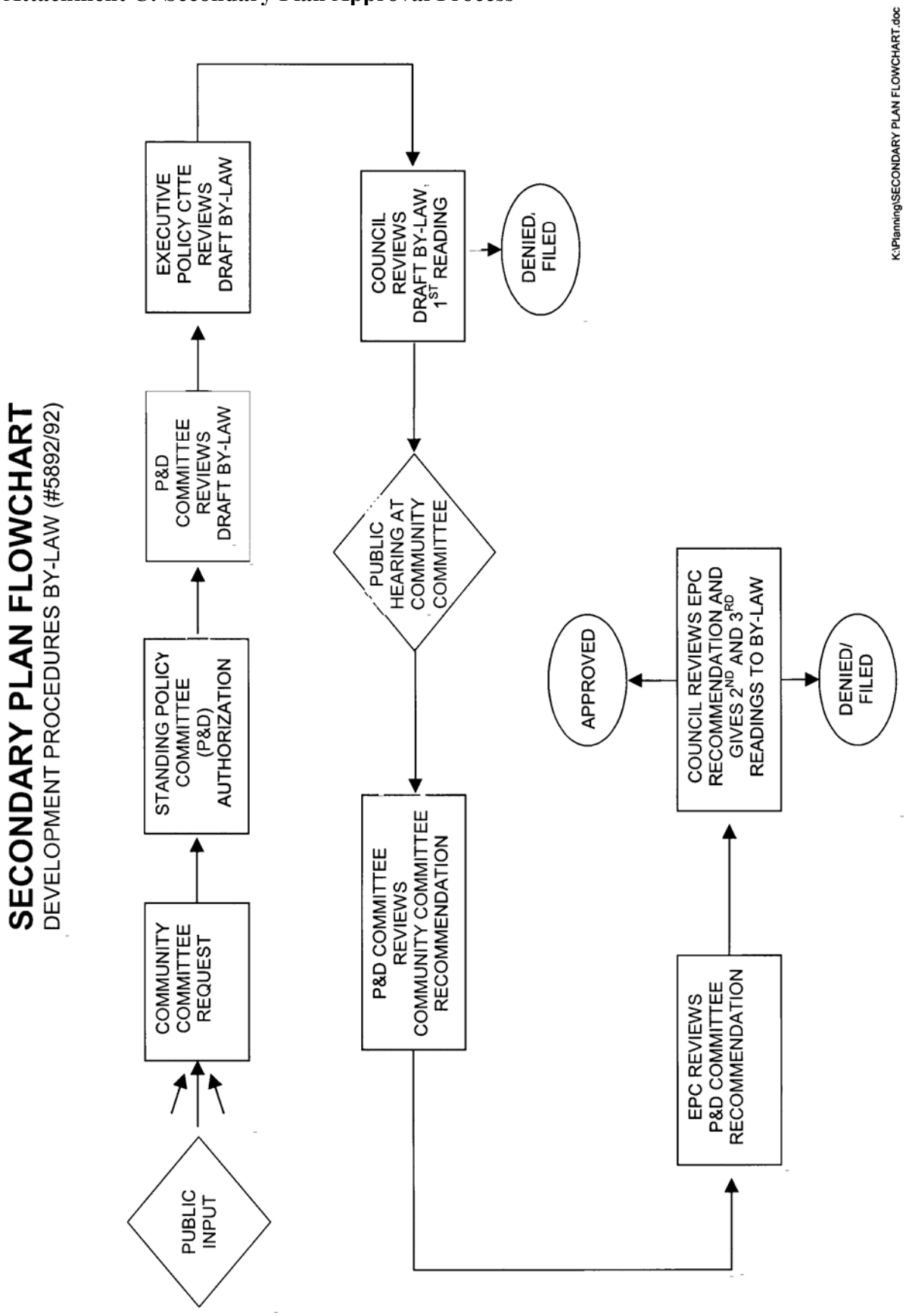
Winnipeg Planning and Development Framework



Attachment B: The Waverley West Area Structure Plan

See Separate Adobe Attachment

Attachment C: Secondary Plan Approval Process



Attachment D: Proposed Residential Density Policies

5.2 Residential Density

Intent

Plan Winnipeg promotes a compact urban form to support more sustainable development and supports new development that is designed to minimize the spatial use of land.

The purpose of these policies is to ensure that residential development in Waverley West occurs within an acceptable density range in order to reduce land consumption and infrastructure servicing costs and to facilitate the ability to provide good transit service.

Residential density ranges will be determined through the Neighbourhood Area Structure Plan process, and evaluated during the development application stage.

Policies

5.2.1 The density of residential development shall be determined through the Neighbourhood Area Structure Plan processes.

5.2.2 Neighbourhood plans should strive to maximize residential densities within an acceptable range that recognizes housing market preferences.