Agenda – Executive Policy Committee – July 19, 2006

Report - Standing Policy Committee on Property and Development – July 13, 2006

Item No. 1 Waverley West Area Structure Plan
File SP 4/2005

STANDING COMMITTEE RECOMMENDATION:

On July 13, 2006, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submits the following to Council:

1. That By-law No. 10/2006, the Waverley West Area Structure Plan, incorporating the following amendment:

   A. In subsection 14.4.2 of the Waverley West Area Structure Plan, add "in the north catchment area" after "developers/landowners"

   be forwarded to Council for second and third reading.

2. That the following documents, which do not form part of the Waverley West Area Structure Plan, be received as information, namely:

   A. General Phasing Scheme, and
   B. Financial Cost Share Model - Framework.

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

Agenda – Executive Policy Committee – July 19, 2006

Report - Standing Policy Committee on Property and Development – July 13, 2006

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On July 13, 2006, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

On June 6, 2006, the Standing Policy Committee on Property and Development laid the matter over for up to sixty (60) days.

On May 2, 2006, the Standing Policy Committee on Property and Development laid the matter over for up to 30 days.

COMMUNITY COMMITTEE RECOMMENDATION:

On April 20, 2006, the Riel Community Committee concurred in the administrative recommendation with the following amendments, namely:

1. That the administrative recommendation be concurred in, as amended, namely:
   - In subsection 14.4.2 of the Waverley West Area Structure Plan, add "in the north catchment area" after "developers/landowners".

2. That the following documents, which do not form part of the Waverley West Area Structure Plan, be received as information, namely:
   A. General Phasing Scheme, and
   B. Financial Cost Share Model - Framework.

and submitted its recommendation to the Standing Policy Committee on Property and Development.

Further, on April 20, 2006, the Riel Community Committee did not concur in the administrative recommendation outlined on pages 6 and 7 of the Report from the Planning, Property and Development Department dated April 13, 2006, namely, that the proposed new subsection 5.2 be added to the Waverley West Area Structure Plan to specifically refer to Plan Winnipeg policies that support the principle of compact urban form.

In addition, on April 20, 2006, the Riel Community Committee directed that the written submissions pertaining to the General Phasing Scheme and Financial Cost Share Model - Framework be forwarded to the Administration for due consideration.

RE: **Waverley West Area Structure Plan**
File SP 4/2005

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

Prepared by: **Diane Timmins, A/Clerk,**
Riel Community Committee

Report date: **April 25, 2006**

COMMUNITY COMMITTEE RECOMMENDATION:

On April 20, 2006, the Riel Community Committee concurred in the administrative recommendation, as amended, and recommends to the Standing Policy Committee on Property and Development:

1. That By-law No.10/2006, the Waverley West Area Structure Plan, incorporating the following amendment:

   A. In subsection 14.4.2 of the Waverley West Area Structure Plan, add "in the north catchment area" after "developers/landowners"

   be forwarded to Council for Second and Third reading.

Further, the Riel Community Committee did not concur in the administrative recommendation outlined on pages 6 and 7 of the report from the Planning, Property and Development Department dated April 13, 2006, namely, that the proposed new subsection 5.2 be added to the Waverley West Area Structure Plan to specifically refer to Plan Winnipeg policies that support the principle of compact urban form.

Further, the Riel Community Committee received as information the following, which do not form part of the Waverley West Area Structure Plan, namely:

- General Phasing Scheme, and
- Financial Cost Share Model - Framework.

Further, the Riel Community Committee directed that the written submissions pertaining to the General Phasing Scheme and Financial Cost Share Model - Framework, be forwarded to the Administration for due consideration.

The Riel Community Committee provided the following supporting reason for its recommendation:

1. There was a great deal of public consultation that went into this process.

2. The Riel Community Committee is of the view the issue of density is dealt with in Plan Winnipeg and will be further dealt with in the Neighbourhood Planning process.

PUBLIC HEARING SUMMARY

File:	SP 4/2005
Before:	Riel Community Committee Councillor Swandel, Chairperson Councillor Magnifico Councillor Steeves
Public Hearing:	April 20, 2006 Council Building, 510 Main Street

Subject:

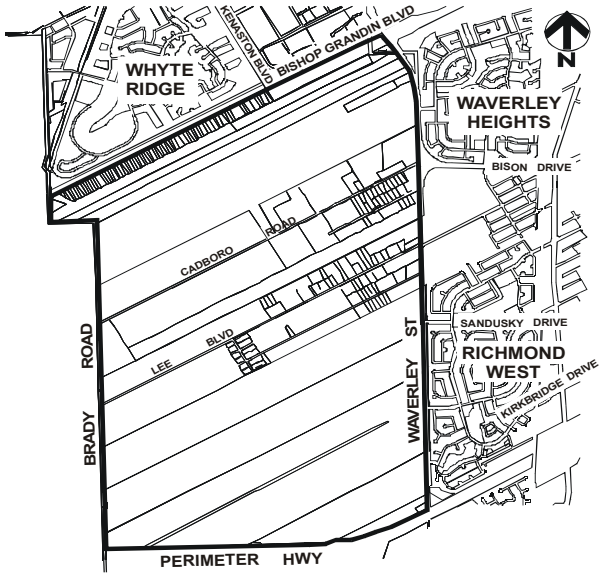
Winnipeg

NOTICE OF PUBLIC HEARING
RIEL COMMUNITY COMMITTEE
WAVERLEY WEST AREA STRUCTURE PLAN

AVIS D'AUDIENCE PUBLIQUE
COMITÉ MUNICIPAL DE RIEL
PLAN DE STRUCTURE DU SECTEUR DE WAVERLEY OUEST

Date: Thursday, April 20, 2006
Time: 5:00pm
Location: Council Chambers, 510 Main Street, City Hall

Date : jeudi 20 avril 2006
Heure : 17 heures
Lieu : Hôtel de ville, 510 rue Main, Immeuble du Conseil



The Area Structure Plan provides direction for the orderly development of lands within the area shown on the above map. The plan incorporates development concepts for transportation systems, municipal services, parks and open spaces and identifies future neighbourhood areas for more detailed planning.
Council has given First Reading to the Plan as By-Law 10/2006 and authorized a Public Hearing (Pursuant to Section 234(3) of the City of Winnipeg Charter) at the Riel Community Committee.
The purpose of the hearing is to allow interested person to make submissions, ask questions or register objections in respect of this by-law.
For information, phone Martin Grady, Planner at 986-7731. The Area Structure Plan can be viewed on-line at http://www.winnipeg.ca/ppd/planning.stm.

Le Plan d'aménagement du secteur comporte des directives en vue de l'aménagement ordonné des biens-fonds que comprend le secteur indiqué sur le plan ci-dessus. Le plan intègre les principes d'aménagement des réseaux de transport, des services municipaux ainsi que des parcs et des espaces ouverts et indique les secteurs avoisinants qui feront l'objet d'une planification plus détaillée.
Le Conseil a adopté en première lecture le *Règlement municipal n° 10/2006* et autorise la tenue d'une audience publique (en conformité avec le paragraphe 234(3) de la *Charte de la ville de Winnipeg*) dans le district de Riel.
Le but de l'audition est de permettre aux personnes intéressées de faire des soumissions, de poser des questions ou d'enregistrer des objections en ce qui concerne ce règlement municipal.
Pour plus de renseignements, communiquez avec Martin Grady, urbaniste, au 986-7731. Le plan d'aménagement du secteur se trouve à http://www.winnipeg.ca/ppd/planning.stm

Exhibits Filed:

1. Council Decision of February 22, 2006; contains report from the Director of Planning, Property and Development dated December 23, 2005
2. First Reading of By-law No. 10/2006 by Council on February 22, 2006
3. Advertising Notice
4. Report from the Director of Planning, Property and Development dated April 13, 2006
5. Submission dated April 20, 2006 from Councillor Gerbasi, Fort Rouge - East Fort Garry Ward, in opposition to the application
6. Brief and PowerPoint presentation dated April 20, 2006 from ND LEA Engineers and Planners Inc., in support of the application, submitted by Paul McNeil at the public hearing
7. Communication and Submission dated April 20, 2006 from Ladco Company Limited, in support of the application, submitted by Allan Borger at the public hearing
8. Presentation dated April 20, 2006 in support of the application, submitted by Clarence Froese at the public hearing

REPRESENTATIONS:

In Support:

Martin Grady, Senior Planner (Plan Winnipeg), Planning, Property and Development Department
Roy Hartmann, Traffic Assessment Engineer, Public Works Department
John Kiernan, Coordinator Parks Riverbank and Community Initiatives, Planning, Property and Development Department
Kevin Lalor, Senior Planner, Planning, Property and Development Department
Kim Raban, Services Development Engineer, Water and Waste Department
Alex Regiec, Operations Planner, Transit Department
Chris Torpey, Land Development Administrator, Planning, Property and Development Department

Nilda Balassu, ND LEA Engineers and Planners Inc.
Alan Borger, Ladco Company Limited
David Borger, Ladco Company Limited
Michael Carruthers, Ladco Company Limited
Dennis Checkley

Sean Checkley
Brian Contant
Frank Curtis
Clarence Froese
Ulrike Hellmuth
Veronica Hicks, ND LEA Engineers and Planners Inc.
Guy Hobman
Jason Jaquet, Randall Homes
Randy Jaquet, Randall Homes
Greg Jasper, Genstar Development Company
Mark Kneale, Ladco Company Limited
Loretta MacDougall, Ladco Company Limited
Richard McMillan
Paul McNeil, ND LEA Engineers and Planners Inc.
Peter Muir, Ladco Company Limited
Ken Oblik, Ladco Company Limited
Jerry Pilipowicz, ND LEA Engineers and Planners Inc.
Kerra Russ, ND LEA Engineers and Planners Inc.
Misty Sklar, ND LEA Engineers and Planners Inc.
Peter Squire
Garth Steek, Executive Director, Manitoba Home Builders Association
Gordon Steiss
Richard Tebinka, ND LEA Engineers and Planners Inc.
Derek Thorsteinson
Donovan Toews, ND LEA Engineers and Planners Inc.
Eric Vogan, Qualico Developments (Winnipeg) Ltd.
Cynthia Wiebe

In Opposition:

Councillor Gerbasi, Fort Rouge-East Fort Garry Ward
Gabriel Hurley
Gordon McGregor
Valenda Morris
Mary Scott
TomYoung

For Information:

Al Degner
Brian Lorch
Carolyn Peterson
John Thorpe

Albert Toews
Frances VanWalleghem
George Michael VanWalleghem

For the City:

James Carter, Solicitor, Legal Services, Corporate Services Department

SUMMARIZATION OF REPRESENTATIONS AND SUBMISSIONS
MADE AT THE PUBLIC HEARING

At the outset, the Chairperson stated the City of Winnipeg is actually bringing forward the application and therefore, for the purpose of this public hearing, will be treated like the applicant. James Carter, Legal Counsel for the City, confirmed that technically there is no applicant on the Secondary Plan but that it would be fair to say the City is the proponent acting on instructions from Council. The Chairperson went over the process that would be following during the public hearing.

Martin Grady, Senior Planner (Plan Winnipeg), Planning, Property and Development Department, on behalf of The City of Winnipeg appeared in support of the application and introduced the representatives from the other civic departments who were involved in this process. Mr. Grady gave an overview of the Waverley West Area Structure Plan ("WW Area Structure Plan") and his report dated April 13, 2006, and the series of events which lead to this public hearing. He stated that in accordance with Plan Winnipeg, any new residential development proposed within neighbourhood policy areas, must be the subject of a secondary plan; hence the WW Area Structure Plan that is before Committee. Since 2005, representatives of the City have been working with the two major landowners of the Waverley West area; namely, Ladco Company Limited and the Manitoba Housing and Renewal Corporation, to arrive at a Plan that meets the City's needs in terms of the City's regulatory and technical requirements for new development. Mr. Grady further stated that because of the size of the Waverley West area, the WW Area Structure Plan represents a two-tier process which proposes that two levels of detail be applied to the 3000 acres of land. Given the anticipated pace of development, Mr. Grady stated the City is projecting that development will occur over a period of twenty-five (25) years. Consequently, the two-tier system and the WW Area Structure Plan will allow the City to what Mr. Grady referred to as "master planning" for the Waverley West area by allowing the City to:

a) prepare a blueprint for the major infrastructure elements which transcend all of the boundaries of the sub-neighbourhoods within the overall area of the WW Area Structure Plan; and
b) generate a set of planning principles that would be applied to each of the neighbourhoods to ensure that neigbhourhood plans have a clear direction for land use development. In this connection, Mr. Grady made reference to Map 2: Neighbourhood Plan Areas contained in the WW Area Structure Plan, which outlines seven (7) neighbourhoods that

have been designated in this planning process; six (6) of which are residential and one in the middle which has been termed the Town Centre neighbourhood.. Committee was advised that a second more detailed planning exercise would be undertaken for each neighbourhood and a process similar to the one followed in generating the WW Area Structure Plan would be done, with a public hearing for each one of the neighbourhood plans.

In response to a question from Councillor Swandel, Mr. Grady confirmed that the goals of the WW Area Structure Plan are consistent with those in Plan Winnipeg.

Mr. Grady further stated The WW Area Structure Plan will also establish the framework for the distribution of costs, including the extension of Kenaston Boulevard. In this connection, he made reference to Map 3: Waverley West Transportation Network and drew Committee's attention to the fact that you don't see local residential streets or collector level streets in the plan, which are left to the neighbourhood planning level. He also touched on the split pair configuration for Kenaston Boulevard, which was brought to the City by one of the developers, and represents an innovative attempt to take a very large and intentionally intrusive transportation facility like Kenaston Boulevard, which may have six lanes of twenty-four hour traffic, and by splitting it apart and putting development in the centre, it becomes better integrated and less intrusive to the surrounding neighbourhoods and easier to live with.

Mr. Grady commented the WW Area Structure Plan encourages a mix of housing types and densities throughout the Plan area but leaves the question of what the eventual housing density should be to the next stage, that is, the neighbourhood planning level. In this connection, Mr. Grady made reference to his report in which the Planning, Property and Development Department recommends that a new section 5.2 pertaining to density be added to the WW Area Structure Plan. Mr. Grady stated the reason for this is that Plan Winnipeg, in its policy statements, promotes a compact urban form that supports sustainable development and supports new development that is designed to maximize the spatial use of land. In response to a question from Councillor Swandel, Mr. Grady confirmed that the WW Area Structure Plan would minimize and not maximize the spatial use of land as set out in Plan Winnipeg. He further stated the Department would like to ensure that development occurs in such a fashion so as to reduce the overall land consumption and infrastructure costs. Mr. Grady further stated it would not be appropriate to put in an exact number for residential density, which some plans do, for the following reasons:

a) there are seven neighbourhoods in the Waverley West area with multiple landowners and multiple development interests; and
b) the market may change in the future as well as what the Administration may consider to be an acceptable residential density.

Mr. Grady felt that it was important to have some flexibility with respect to residential density built into the WW Area Structure Plan at this time, and stated that the wording proposed by the Administration recognizes the compact urban form principle, and is sensitive to market preferences. Councillor Magnifico questioned the need for a clause that restricts density and

expressed the view that the issue of residential density should be left to the developer to present a plan and the Ward Councillor to decide on the appropriate density component for an area.

Mr. Grady noted that the WW Area Structure Plan includes provision for a community greenway system to generate a large scale integrated multi-use pathway system that would provide a linear parkway system for residents in each of the seven neighbourhoods, and to incorporate linkages to regional pathway systems as they are developed outside the Waverley West area. He further stated its other function is to integrate stormwater retention facilities into the linear parkway system and encourage the use of naturalized plant material and naturalized wetland settings in order to accommodate the retention of stormwater.

In summary, Mr. Grady stated the WW Area Structure Plan also provides for policies for the staging, timing and sequencing, and financing formulas for the extension of the major infrastructure (Kenaston Boulevard). In this connection, he made reference to the two documents entitled "General Phasing Scheme" and "Financial Cost Share Model - Framework" which are submitted for information purposes and do not form part of the Plan. This was done to allow the staging and sequencing to be tuned as development proceeds and as the need arises over the anticipated twenty-five year time frame.

Paul McNeil, accompanied by Veronica Hicks, ND LEA Engineers and Planners Inc., also appeared in support of the application and read into the record a brief, and provided a PowerPoint presentation with respect to the application, both filed as Exhibit 6. Mr. McNeil drew Committee's attention to the fact that the one of the key innovative planning aspects for the Waverley West area is minimizing the number of intersections and increasing intersection capacity with additional traffic lanes. He stated that by separating Kenaston Boulevard into a one-way couplet, this ensures that Kenaston Boulevard will continue to function as a high volume economic route for the City that includes the ability to move truck traffic through the area while at the same time, balancing the needs of the community.

In answer to Councillor Steeves' question as to whether there is a need to add an additional clause relative to residential density, as recommended by the Administration, Mr. McNeil responded in the negative and stated the opinion there is adequate opportunity for the City and the Riel Community Committee to look at density issues in the future at the neighbourhood level. He further added there is some concern with the landowners that the wording in proposed Section 5.2 is intended to impose a density plan in the future that may not necessarily be supported by market conditions at the time.

In response to Councillor Steeves' query relative to the linear parkway system and the parks and open space concept, Mr. McNeil confirmed that the WW Area Structure Plan establishes the broad principles for a regional linked park system but does not provide the details of same.

In response to Councillor Swandel's question, Mr. McNeil agreed that the original document for the Plan Winnipeg amendment, was a document of consensus, prior to the amendments, particularly as same related to the cost share and staging statements.

Mr. McNeil also confirmed that the Town Centre neighbourhood is developer-driven and is a development concept that has emerged in North American trends that will provide an opportunity for commercial development to occur in a different format than is typically seen in cities and ensures that regional traffic flows on Kenaston Boulevard can be facilitated most efficiently.

With respect to the spatial use of land alluded to by Mr. Grady, in response to Councillor Swandel's question, Mr. McNeil clarified that sensitive environmental areas are not necessarily equally distributed throughout the Waverley West area resulting in one neighbourhood having a lower density characteristic than others. In this connection, Mr. McNeil cited the example of the Assiniboine Park Forest where a unique piece of land was protected from potential development.

In answer to Councillor Steeves' question, Mr. McNeil responded that the anticipated roll out of the six residential neighbourhoods in Waverley West is not as set out on Map 2, and that the neighbourhoods were assigned for map purposes. In this connection, he confirmed that Neighbourhoods A and C would first be developed and discussion ensued relative to the future development of and access to those Neighbourhoods.

Allan Borger, Ladco Company Limited ("Ladco"), also appeared in support of the WW Area Structure Plan and read into the record a communication and submission, filed as Exhibit 7. He expressed the view that in this process, Ladco should be treated like any other landowner. With respect to the amendment proposed by the City, he made reference to Section 5.1.5 of the WW Area Structure Plan which states that "the density of residential development shall be addressed through the Neighbourhood Area Structure Plan process in a manner consistent with Plan Winnipeg". Mr. Borger stated this was satisfactory and appropriate, and requested Committee to support the Plan without the amendment. He emphasized the fact that the issue of density would be dealt with in the neigbourhood plan where there would be further public consultation and questioned why the landowners should have to waste time and money to settle this issue at this time. Considerable discussion ensued relative to the proposed amendment. Mr. Borger also requested Committee to resolve the cost sharing issues as soon as possible. In answer to a question from Councillor Swandel, Mr. Borger stated that with the amendments made in the cost share model, the responsibility for the Kenaston right-of-way for amenity features has shifted from the City to the developer. He stated that Ladco's position is that any taking should be based on the Development Agreement Parameters and the roadway cost sharing model. In conclusion, Mr. Borger left Committee with six general thoughts as outlined on the last page of his submission and drew Committee's attention to the fact that the very provision in Plan Winnipeg that deals with secondary plans, does not mention density but rather the coordination of local and regional services and compatibility. In response to the same question put to Paul McNeil by Councillor Swandel, Mr. Borger agreed that the original document for the Plan Winnipeg amendment, was a document of consensus and that there was only one point of disagreement, namely, the issue of density.

Garth Steek, Executive Director, Manitoba Home Builders Association, also appeared in support of the WW Area Structure Plan and stated the Association has always been committed to

affordable quality housing and choice. Mr. Steek requested that the WW Area Structure Plan be approved for the following reasons:

1. It is absolutely critical to the future of the City as there is no serviced land left in the southwest quadrant with approximately two hundred and fifty lots remaining and in the southeast quadrant, only a year's supply of lots. In this connection, he stated there is an artificial shortage of land supply in Winnipeg.

2. New houses generate additional revenue ($1 million) in property taxes per year.

3. A strong housing industry is indicative of a strong City and a strong Province that creates employment and will keep the youth in Winnipeg.

4. The development of Waverley West will help stabilize housing prices.

Mr. Steek agreed with the former speakers that the neighbourhood planning is the level where residential density should be decided. He urged Committee not to adjourn the Plan for further study and show strong decisive leadership by recommending approval of the WW Area Structure Plan.

Clarence Froese also appeared in support of the WW Area Structure Plan and read into the record his presentation filed as Exhibit 8. Councillor Swandel advised Mr. Froese that his traffic concerns will be addressed when the neighbourhood plan for that area comes forward and that he would have an opportunity for further input at that time.

Richard McMillan also appeared in support of the WW Area Structure Plan but expressed concern regarding the impact future development will have on traffic flows on Kenaston Boulevard. In this connection, he stated he would like to see Kenaston Boulevard connected initially to the north but noted this is slated for year six in the proposed development. With respect to the issue of density, Mr. McMillan stated that density is market driven and added that the density of Whyte Ridge has changed several times over the last eighteen years.

George (Michael) Van Walleghem appeared for information purposes and advised Committee that he and his family is the largest single-family land owner in the Waverley West area who still resides and farms there. He stated that although he is supportive of the proposed Plan, he has the following concerns:

1. He would like more discussion on what there is going to be in the future for them and how the Plan will impact his land and farming.

2. What exactly is the land use planning going to be and wishes to be included in any future discussions.

Councillor Swandel asked whether Mr. Van Walleghem had any specific problems with road alignments and pathways or whether it was simply a concern of land use, to which he responded

he has concerns about the time frames as they are still farming the land and need to know whether they will be able to harvest when it is time each year, and whether a small piece of their land will be expropriated in the future.

In summation, Mr. Grady stated he would address the issue of density that has repeatedly been raised. Committee was advised that over the course of last year when the City met with representatives of the two landowners and the consultants to review of the draft plan, it was determined there was a need for an emphasis on residential density. Committee was advised the Administration went over the submissions filed during the Plan Winnipeg amendment hearing, where they found in a submission of Ladco Company Limited, there was a statement that Waverley West will have densities that will exceed some of the older neighbourhoods in the City. The Administration felt this suggestion was important enough to warrant its own subsection.

Mr. Grady also made reference to Section 3A.02 in Plan Winnipeg which was designed to minimize the spatial use of land. In response to Committee's question, Mr. Grady agreed it would be inappropriate to put a density figure at this time. However, this should not mean that you can not articulate planning principles therein which provide direction to the neighbourhood planning process. Mr. Grady added that on this one little point, the City and the landowners will have to agree to disagree, but for the most part, he feels very comfortable with the plan that is before Committee and requested Committee to support same. In answer to Councillor Swandel's question as to whether he felt the amendments contained in his report are consistent with Plan Winnipeg, Mr. Grady responded in the affirmative. In this connection, Councillor Magnifico also asked Mr. Grady whether the original intent in policy 5.1 would be adequate to which Mr. Grady responded in the negative and stated the Department is recommending that subsection 5.1.5 be deleted and replaced with the new subsection 5.2. In this regard, Councillor Magnifico expressed concern that the new subsection would be too prescriptive. Councillor Steeves asked Mr. Grady what his concern would be if the new subsection was not inserted, to which he responded the Department feels it warrants its own section with greater emphasis, as well as providing direction to the neighbourhood planning process. Councillor Swandel asked Mr. Grady whether he had any comments relative to the concerns raised by Mr. Borger relative to the cost sharing model, and after consulting with other members of the Administration, he advised Committee it was not necessary for Committee to make any recommendations in this regard as it is simply an attachment and does not form part of the plan and are attached for information purposes. In answer to Councillor Swandel's question, Mr. Grady responded the cost sharing model is not a component of the WW Area Structure Plan or By-law and therefore any changes deemed necessary could be made administratively. Mr. Grady stated this was done deliberately so that the City would not be tied down to something that it could not change at a later date.

Exhibit "4" referred to in File SP 4/2005

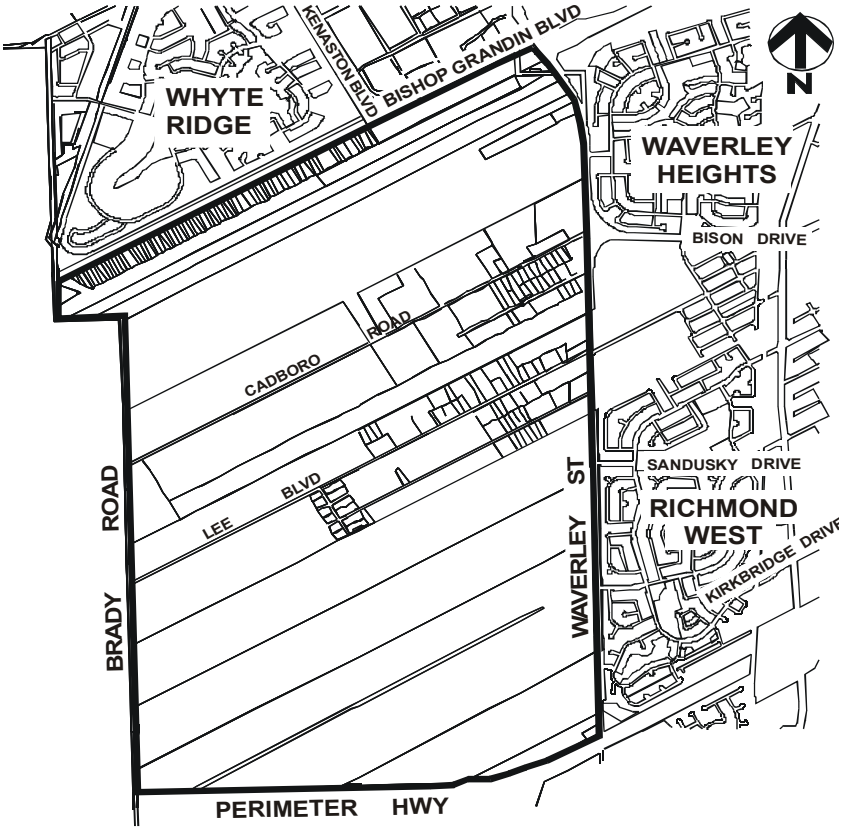
Winnipeg

Planning, Property and Development Department Report

To the Riel Community Committee

Date: April 13, 2006
File: SP 4/2005
Subject: Waverley West Area Structure Plan

Location: The Waverley West Area Structure Plan area is located in the southwest area of the City of Winnipeg and comprises approximately 3000 acres of land.



Submitted for Consideration as a Secondary Plan by the Planning, Property and Development Department.

Primary Development Interests: Ladco, Manitoba Housing and Renewal Corporation (MHRC)

Recommendation: That the Riel Community Committee recommend By-law No.10/2006, the Waverley West Area Structure Plan, be forwarded to Council for second and third reading.

Report Summary:

- A 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 of the Waverley West area has been prepared (see Attachment B).
- The Secondary Plan has been prepared by MHRC and Ladco, the major landowners and developers within the plan area, in close consultation with the City of Winnipeg.
- Other land owners within the plan area have been directly consulted and area residents attended a series of 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 growth have been included in the plan's policies.
- 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.

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, 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 Waverley West Area Structure Plan area 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.

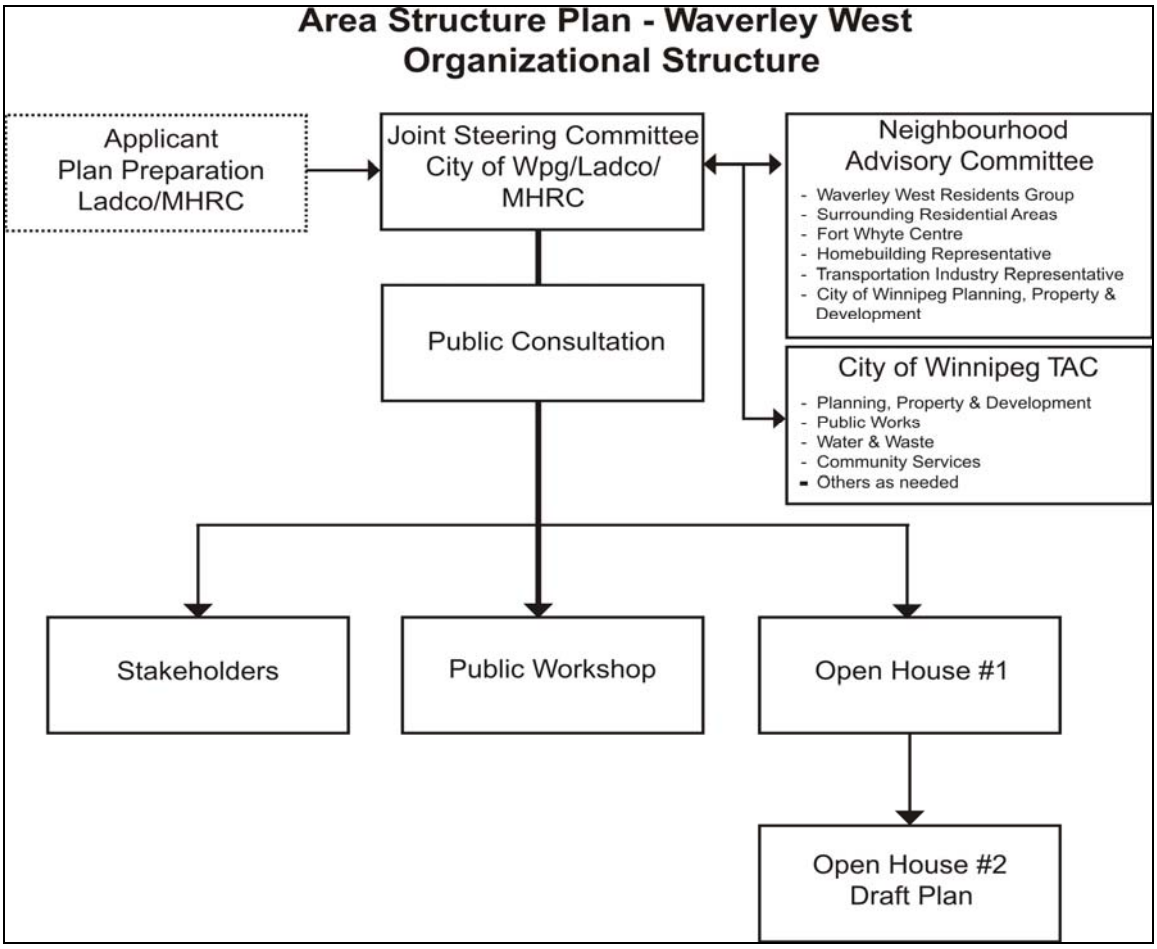
The Waverley West Area Structure Plan has been prepared pursuant to the direction provided by Plan Winnipeg 2020 Vision and represents an important step toward building an integrated hierarchy of plans within the City of Winnipeg. (See Attachment A: Planning and Development Framework)

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.(See Attachment A: The Planning and Development Framework)

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 direct 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 Goals and Objectives

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 eventual development of seven new neighbourhoods in the St. Norbert ward over a projected time frame of 25 years.

Area Structure Plan Contents

The Waverley West Area Structure Plan (ASP) contains ten sub-sections that provide broad policy direction to guide development within the plan area in a manner that implements the stated goals of the plan. The following is a brief summary of the contents of each of these sections. Attachment B contains the full text of the ASP.

Neighbourhood Plan Areas

Section four of the ASP describes the size and location of seven neighbourhood planning areas which include six neighbourhoods with predominantly residential uses and one identified as a "Town Centre" in the north central portion of the plan area. Each neighbourhood area will require a separate and more detailed planning process that results in the creation of "Neighbourhood Area Structure Plans" for each one. These will also be adopted by the City as secondary plans after consideration through a public hearing process.

The Town Centre Neighbourhood Plan is intended as a mixed-use area which includes a higher density residential development component along with other commercial and institutional uses that provide services and amenities to other neighbourhoods within Waverley West.

Residential Areas

With the exception of the Town Centre, the predominant land use in Waverley West will be residential. The ASP encourages a mix of housing types and densities to be considered during the planning for each neighbourhood area.

Section 5.1 of the ASP indicates that the density of residential development will be determined during the planning process for each of the neighbourhood areas. While this is appropriate since each neighbourhood may have a different character and mix of land uses and will develop over various periods of time, administration would prefer that the ASP included a general statement to address residential density.

A new sub-section should be added to Section 5 to specifically refer to Plan Winnipeg policies that support the principle of compact urban form as follows:

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.

Including these 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.

Commercial and Mixed Use Areas

This section of the ASP provides the opportunity to establish a range of non-residential uses at two primary locations: within the Town Centre Neighbourhood area and around the intersection of Kenaston Boulevard and the realigned Waverley Street. These uses may include a mix of retail commercial, service, office, institutional, recreational and higher density multi-family residential development.

Smaller scale neighbourhood commercial uses are also allowed within residential areas and are encouraged to locate around neighbourhood focal points that might include a transit stop, park area, higher density residential development site or a school.

Including and recognizing the appropriateness of non-single family residential uses in the plan area, fosters the development of diverse and "whole" suburban neighbourhoods that seek to provide a full range of services and amenities to the surrounding residential population.

Community Services

The ASP provides for the development of schools, community leisure and recreation facilities and emergency services.

Each neighbourhood plan area will contain one school site with two high school sites required for the Waverley West plan area. The exact location and size of school sites will be determined at the neighbourhood plan preparation stage.

The possible future construction of a major community leisure/recreation centre to service the Waverley West plan area is also contemplated and must be located centrally with access to public transit, greenway corridors and major arterial roads.

Regional Transportation Network

The ASP identifies the components of the regional transportation network that will be extended into Waverley West to provide access to each of the neighbourhoods. The road network identified includes the arterial and higher classification roadways which are Kenaston Boulevard, Waverley Street and Bison Drive. The plan also identifies locations for road grade separations and connections between the neighbourhoods.
It is proposed that Kenaston Boulevard be split into two sets of one-way pairs around the Town Centre. The purpose of this configuration is to facilitate a greater degree of access to the Town Centre area from adjacent neighbourhoods and to reduce the impact that a major road facility such as Kenaston has upon the character of the surrounding neighbourhoods.

No direct access from adjacent lands onto Kenaston Boulevard will be permitted and intersection spacing will be in conformity with the role and function of Kenaston Boulevard as an expressway that forms a vital regional transportation link.

Public Works administration has reviewed the transportation engineering analysis completed by consultants for the two major landowners and concurs with the proposed configuration and hierarchy of major roadways.

Transit Service

The ASP provides policies that require development to be designed in a manner that accommodates and encourages transit use. This section also identifies the Bison Drive extension as a component of the City of Winnipeg's rapid transit system that may include the development of transit lanes within the road right-of-way or separate dedicated corridors for a rapid transit facility. This will allow for the future Town Centre neighbourhood to function as a transit hub for Waverley West with a rapid transit linkage east along Bison Drive to Pembina Highway.

Kenaston Bouldevard, the Bison Drive extension and Waverley Street will serve as the principal transit routes through the community with inter-neighbourhood routes connecting the Neighbourhood Plan Areas to the commercial centers.

Community Greenway System

The community greenway system will provide an integrated multi-use pathway and linear parkway system that connects each of the neighbourhoods into a regional open space system. The greenway system will provide connections to commercial centers and other major community facilities such as schools, parks and recreation facilities.

Each Neighbourhood Plan will accommodate an alignment for the greenway system through the applicable neighbourhood area and will also provide additional pathway and parkway linkages to the greenway as part of the detailed neighbourhood planning process.

Services

Water, wastewater and land drainage municipal services will be provided for Waverley West through the extension of existing facilities into the plan area on a neighbourhood by neighbourhood basis. Policies in the ASP allow for the development of a linear series of land drainage detention facilities that utilize naturalized wetland environments that could be incorporated into the community greenway system.

Outdoor Recreation and Environment

A full range of parks including naturalized areas for passive recreation and active parks spaces that may incorporate athletic fields and shared facilities with school sites is provided for in the ASP. The exact location, size and configuration of park spaces will be determined at each neighbourhood plan.

Neighourhood Area Structure Plans

Each of the Neighbourhood Plan areas are required to have a Neighbourhood Area Structue Plan adopted by the City as a secondary plan prior to the approval of any development application.

The neighbourhood identified as a "special planning area" contains a number of existing residences and lands under differing ownership. The preparation of a neighbourhood plan for this area will require consultation and coordination amongst the various landowners and residents to develop a plan that reflects diverse interests. As such, planning in this area may proceed independently of the planning process for the other six neighbourhoods.

Each neighbourhood planning exercise must incorporate a public consultation process and the plan's content must conform to the overall direction for regional infrastructure provided in this overall ASP.

Plan Implementation and Growth Management

This section of the ASP provides policy respecting the staging, timing, sequence and financing of infrastructure required to service Waverley West over approximately 25 years of development to its anticipated build out.

A development phasing scheme is provided for information purposes as an attachment to the ASP and will be updated as each neighbourhood plan is adopted. A second attachment to the ASP includes a description of each major infrastructure component required to service Waverley West and the formula for distributing the costs between developers/landowners and City of Winnipeg. These are included in Attachment B of this report.

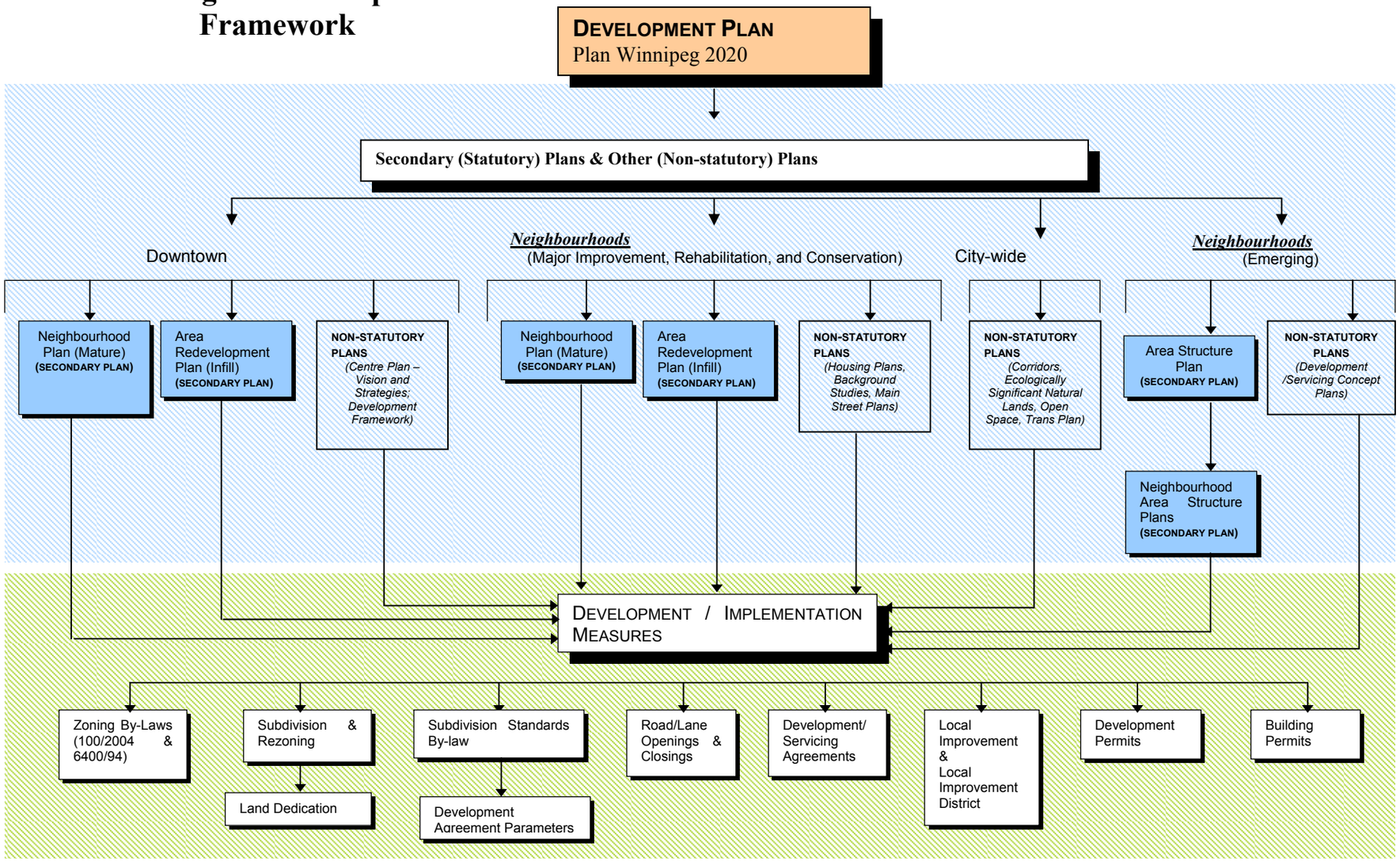
The ASP also includes a distinct set of policies that establishes a framework for the distribution of costs associated with the development of Kenaston Boulevard that recognizes its significance as a major transportation facility that provides a vital trade and economic link within the Province.

These policies require that any additional costs associated with the development of Kenaston using the "split one way pairs" configuration rather than a more conventional expressway design

would be the responsibility of the developer and that the remaining overall costs of extending Kenaston Boulevard to the perimeter highway would be shared on a “50-50” basis between the City of Winnipeg and the Province of Manitoba.

Attachment A: The Planning and Development Framework

Winnipeg Planning and Development Framework



Attachment B: The Waverley West Area Structure Plan and Attachments

