Agenda - Council – September 22, 2010

Report - Standing Policy Committee on Property and Development – September 14, 2010

Item No. 8 Amendment to Development Agreement – Creek Bend Road (St. Vital Ward) File DASZ 25/09

STANDING COMMITTEE RECOMMENDATION:

On September 15, 2010, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and the Riel Community Committee and submits the following to Council:

1. That Development Agreement AG 25/09 be amended by deleting Recommendation 4 under Section B. Development Agreement, in its entirety and replacing same with the following:

   "4. The Developer shall, at no expense to the City, construct, in Portland cement concrete pavement, the southerly extension of Creek Bend Road (which is to be constructed by others to the north limit of the Planned Area under AG 52/05), adjacent to, and to the south limit of the proposed approach to the Planned Area and all related works, including a temporary asphaltic concrete cul-de-sac turnaround at the south limit of the roadway extension, all as determined by, and to the satisfaction of, the Director of Public Works. Further, the Developer shall be required to pay $50,000.00 toward future roadway improvements in the Riel Community."

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

Report - Standing Policy Committee on Property and Development – September 14, 2010

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 15, 2010, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and the Riel Community Committee and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 14, 2010, 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.

COMMUNITY COMMITTEE RECOMMENDATION:

On July 12, 2010, the Riel Community Committee did not concur in the recommendation of the Winnipeg Public Service and recommended to the Standing Policy Committee on Property and Development that That Development Agreement AG 25/09 be amended by deleting Recommendation 4 under Section B. Development Agreement in its entirety and replacing same with the following:

"4. The Developer shall, at no expense to the City, construct, in Portland cement concrete pavement, the southerly extension of Creek Bend Road (which is to be constructed by others to the north limit of the Planned Area under AG 52/05), adjacent to, and to the south limit of the proposed approach to the Planned Area and all related works, including a temporary asphaltic concrete cul-de-sac turnaround at the south limit of the roadway extension, all as determined by, and to the satisfaction of, the Director of Public Works. Further, the Developer shall be required to pay $50,000.00 toward future roadway improvements in the Riel Community."

Also, on July 12, 2010, the Riel Community Committee received a presentation from Michael Falk in support of the amendment to Development Agreement AG 25/2009.

ADMINISTRATIVE REPORT

ISSUE: **Request to Amend Council Orders - DASZ 25/09**

Critical Path: **Riel Community Committee → Standing Policy Committee on Property and Development → Executive Policy Committee → Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
K. Raban Land Development Administrator	n/a	n/a	n/a

RECOMMENDATIONS

That the Developer's request be denied.

REASON FOR THE REPORT

This matter is subject to Council authority.

IMPLICATIONS OF THE RECOMMENDATIONS

Council's January 27, 2010 decision will be upheld.

HISTORY

On January 27, 2010, Council approved application DASZ 25/09, to subdivide and rezone the lands as shown in Appendix "A" attached. Council's approval is subject to the Developer entering into a Development Agreement with the City containing all the conditions outlined in the report of the Administrative Coordinating Group (ACG) dated October 8, 2009.

The Developer has requested that Paragraph 4 of the October 8, 2009 ACG report be deleted in its entirety. See Appendix "B".

Paragraph 4 states;

The Developer shall, at no expense to the City, construct, in Portland cement concrete pavement, the southerly extension of Creek Bend Road (which is to be constructed by others to the north limit of the Planned Area under AG 52/05), adjacent to, and to the south limit of, the Planned Area, and all related works, including a temporary asphaltic concrete cul-de-sac turnaround at the south limit of the Planned Area, all as determined by, and to the satisfaction of, the Director of Public Works.

Discussion;

The above requirement is a standard provision in Development Agreements of this nature. As information, the Developer to the north of the Planned Area (namely; DASZ 52/05) has entered into an agreement with the City to realign and construct, at no expense to the City, the southerly extension of Creek Bend Road across the frontage of their Planned Area as a concrete street pavement. The length will be approximately 220 metres.

Paragraph 4 of this Agreement provides for the continued extension of Creek Bend Road another 150 metres south in the same spirit as the Developer to the north is obliged to do. Further, this work is consistent with plans set out by the Province of Manitoba in their South Perimeter Highway Study. See Appendix "C". It is therefore recommended that the Developer's request to delete paragraph 4. be denied.

FINANCIAL IMPACT

Financial Impact Statement

Date:

Project Name:

First Year of Program

	0	1	2	3	4
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ -	$ -	$ -	$ -
Less: Incremental Revenue/Recovery	-	-	-	-	-
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts	-	-	-	-	-
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:

original signed by
Department Controller

CONSULTATION

In preparing this Report there was consultation with:

Public Works Department

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Development and Inspections
Prepared by:	Rob Deighton, Land Development Coordinator Kim Raban, Land Development Administrator
Date:	July 5, 2010
File No.	DASZ 25/09 (AG 25/09)

Appendix “A” – Schedule “A” for File No. DASZ 25/09

Appendix “B” – Letter from Developer

Appendix “C” – Sketch – South Perimeter Highway Study

V:\Rob\Rob Agreement Amendment-reports\Request to amend Council Orders DASZ 25-09.RIS.doc

APPENDIX "A" – SCHEDULE "A" for File No. DASZ 25/09

By-Law No. _____

File No. **DASZ 25/09**

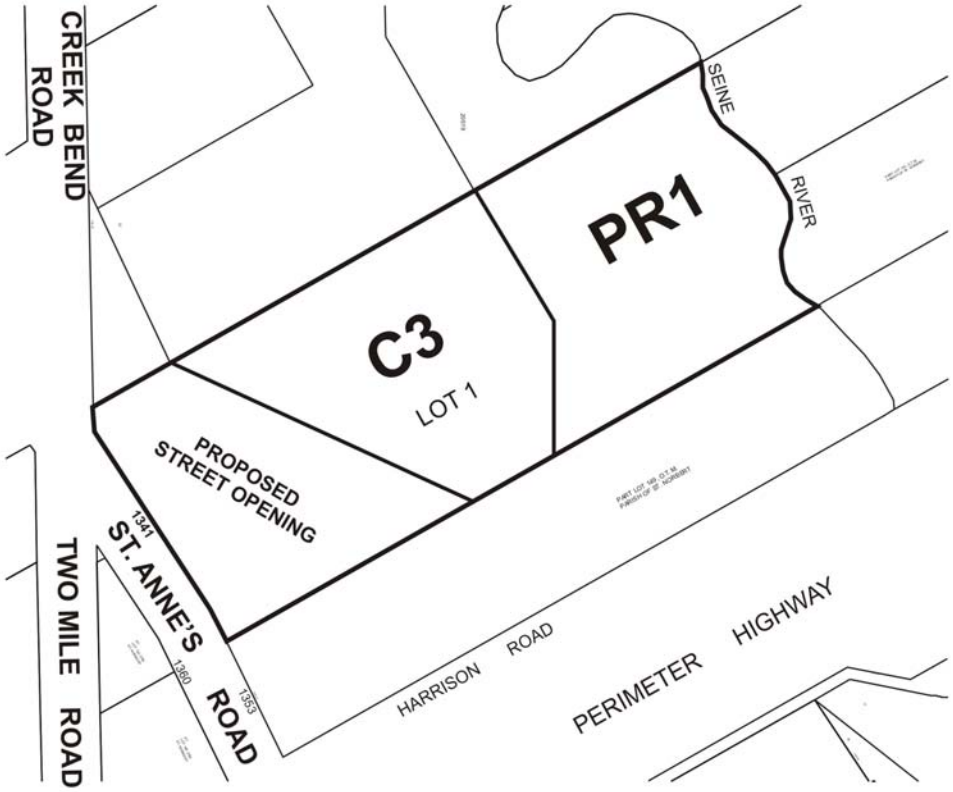
Atlas Sheet No.

N

AJ30
RIEL
COMMUNITY

Explanation

An application for the approval of the plan of subdivision shown outlined below and for a proposed zoning change to By-law No. 200/2006 by rezoning the land located at 1341 St. Anne's Road from an "RR5" RURAL RESIDENTIAL DISTRICT to a "C3" COMMERCIAL CORRIDOR and "PR1" PARKS AND RECREATION 1 (NEIGHBOURHOOD) DISTRICTS to allow for a self-storage facility, street widening and designate public reserve land as shown outlined below.



THIRD READING : _____ EFFECTIVE DATE : _____

ZONING AGREEMENT : YES ☐ NO ☐ CAVEAT No. _____

APPENDIX "B" – LETTER FROM DEVELOPER

TERRACON DEVELOPMENT LTD.

1 Terracon Place
Winnipeg, Manitoba
R2J 4B3
Tel: (204) 233-4330
Fax:(204) 233-5085

Memo

To: Kim Raban – City of Winnipeg, Land Development Branch

From: Michael Falk

CC: Shirley Matile – City of Winnipeg, Land Development Branch; Deepak Joshie, Director, Planning Property and Development; Howard Haug – Storage Maxx

Date: June 21, 2010

Re: DASZ 25/09
Proposed Subdivision and rezoning of land
1341 St. Anne's Road, Riel Community

May this memo server to confirm, our desire to re-appear at the Riel Community Committee in order to revise the Order from Council dated January 27, 2010 to prepare a development agreement for the above captioned property.

We wish to have deleted in its entirety, Paragraph 4 of the Administrative Co-ordinating Group (ACG) recommendations, when preparing the formal development agreement. This obligation as set out by ACG is, in our opinion, unenforceable by the City and undeliverable by the Applicant.

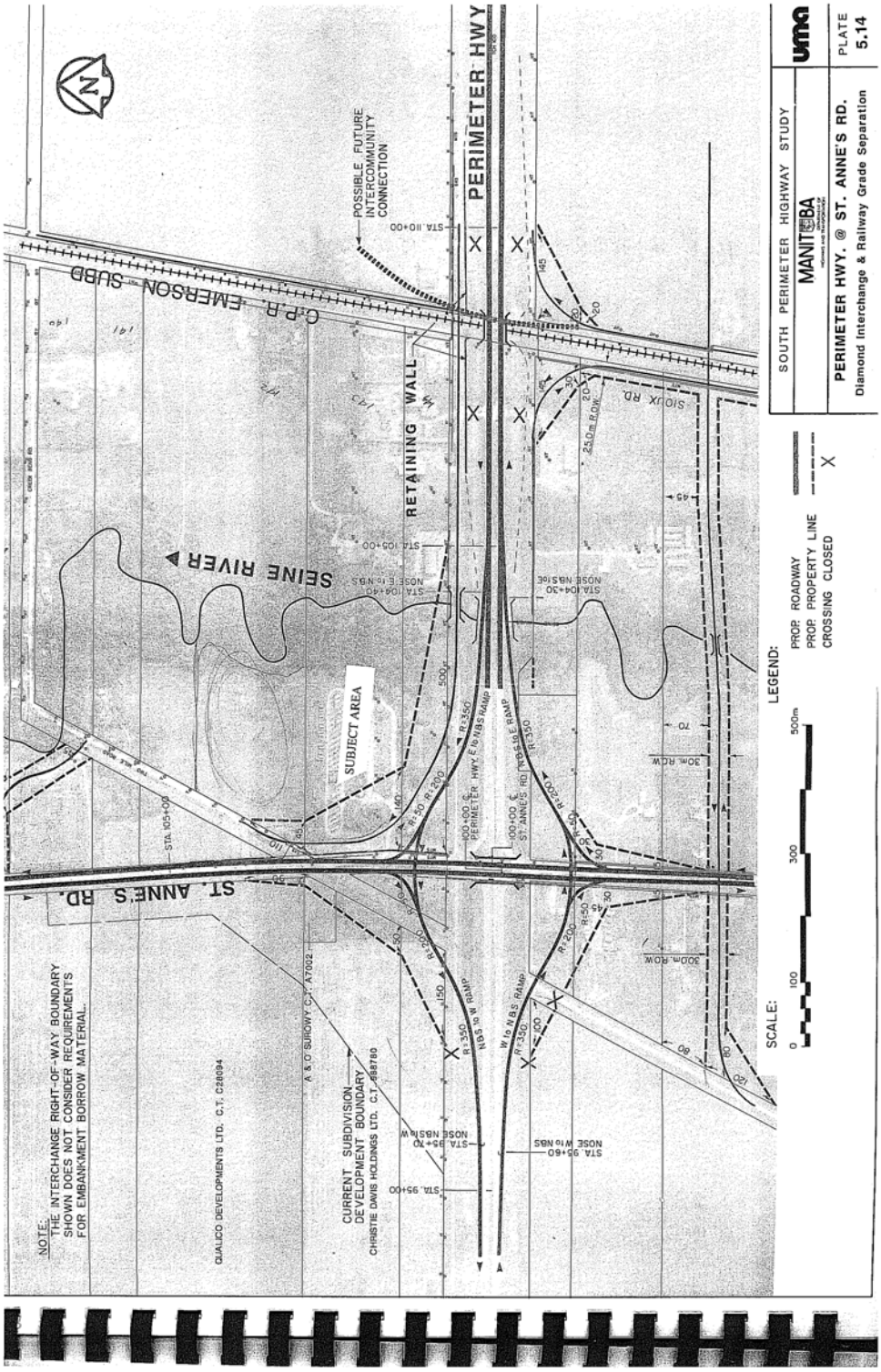
I would appreciate receiving your confirmation that we will be able to appear at the July 2010 Riel Community Committee meeting to deal through this issue. In the event you wish to meet to discuss this matter prior to the July Committee meeting I would be pleased to do so.

Regards,

Michael G. Falk

1

APPENDIX "C" – Sketch – South Perimeter Highway Study



submitted by Michael Falk

Speaking Notes

Riel Community committee

July 12, 2010

I would like to start by apologizing to committee and administration for having to come back a 2nd time to discuss something that should have been dealt with when this matter first came to committee in January 2010.

Parties

Howard Haug o/a Storage Maxx –	Developer and Applicant
Terracon Development –	Agent for Storage Maxx to assist in obtaining development agreement

Background

- February 20th , 2010 received approval from council for Development Agreement
- 11 Acre parcel to be sub-divided and rezoned to C3 and Park and Street Widening:
    - 3.7 Acres for Park – Seine River Walkway
    - 4.0 Acres – Developable land
    - 3.6 Acres – for street widening as per the South Perimeter Highway Study
- 4 acre Development with 40 Conditions
- One condition that was overlooked and missed by the owner was item under discussion today. The Administration is asking that the Developer/Owner – Mr. Haug comply with the South Perimeter Highway Study (SPHS) and legally open roadway for the extension of Creekbend Road. Further to Pave Creekbend Road to the southern limit of his property.

- It is our position that this is punitive and installation of a paved road is not a developer requirement as set out in the SPHS

South Perimeter Highway Study

PRIORITY

- Was prepared in 1988 and is now 22 years old
- It studied and recommended 7 priority intersections with the Perimeter Highway that required planning, the rating was on a scoring system with a maximum points of 70, these including with scores:

1.	PTH 3	45.9/70
2.	St. Mary's Rd.	44.5/70
3.	Pembina Hwy	42.2/70
4.	Waverley	32.9/70
5.	St. Anne's Rd.	27.3/70
6.	PR 330	14.7/70
7.	Municipal Road	7.8/70

- Have any of these priorities been addressed?
- The only passing grade was PTH 3 with 45.9 points of a potential 70 = 65% a "C"

Speaking Notes

Riel Community committee

July 12, 2010

PLAN

- The report does not commit to hard and firm plans – only recommendations based on the information available at the time (1988) and based on current and future land uses.
- The frontage road concept was established to accommodate the existing business and may not necessary accommodate future development
- There is no plan. There is no detail design and there is no obligation placed on the owner or developer to install improvements.

PAYMENT

- The report is clear that the implementation of the recommendations has
    1. No set time frame
    2. The Provincial Government has control over
        - Priority of intersection
        - Funding

Manitoba Infrastructure and Transportation (MIT)

- We have 2 letters from MIT regarding this development and the SPHS
    1. Dated April 21, 2009, From Richard Nichol – Senior Access Management Analyst.
        - Identifies the subject land that MIT require for the future upgrade to the intersection at St. Anne's

- Letter warns that the plans are conceptual and 20 years old. The actual right of ways requirements shown may vary when the detailed design for this interchange is done"
- Mr. Nichol goes on to say that any improvements with the lands identified for the future interchange will be opposed by MIT.

2. Dated September 29, 2009, From Gord Parker – Project Planning Engineer.
   - Accepts the subdivision and rezoning and acknowledges the Plan identifies the subject land required under the SPHS
   - Mr. Parker identifies no concerns or conditions required by MIT
   - More importantly, the letter places no obligation on the owner/developer to install any roadway or provide further land for the extension of Creekbend Road.

Administrative Report

- The Administration reports that the Owner/Developer is being asked for no more than what was requested from the adjacent development project. Except for the following differences:
  1. The condo project planned for and received 4 private approaches;
  2. Failure to extend Creekbend Road would have left the subject property land locked and without access. Something not permitted.
- The owner/developer has worked with the Administration to ensure the development has met the needs of many:

Speaking Notes

Riel Community committee

July 12, 2010

- Seine River pathway – land dedication & pathway
- SPHS – land set aside for future widening
- Adjacent property owners - Additional landscaping buffer to
- Limitations as to use – the developable land can only be used for self storage use

Conclusion

1. The Owner/Developer has been cooperative with the Administration accepting 39 of the 40 conditions place on this development;
2. The Owner/Developer has complied with the requirements of the SPHS report and provided 3.6 acres of land for the future interchange at St. Anne's Road;
3. SPHS places no direct burden on the Owner/Developer to construct roadways to meet the conceptual plan;
4. MIT thru correspondence presented here puts no direct burden on the Owner/Developer to provide anything more than the land required for future interchange;
5. MIT thru correspondence presented here admits the plans are conceptual and may change with detailed drawings. How can we ask the Owner/developer to construct a road that no one has designed or studied or determined will be required?

We are only asking for what is fair.

To burden the Owner/Developer with yet further land dedication and road construction would be unfair and punitive.

Speaking Notes

Riel Community committee

July 12, 2010

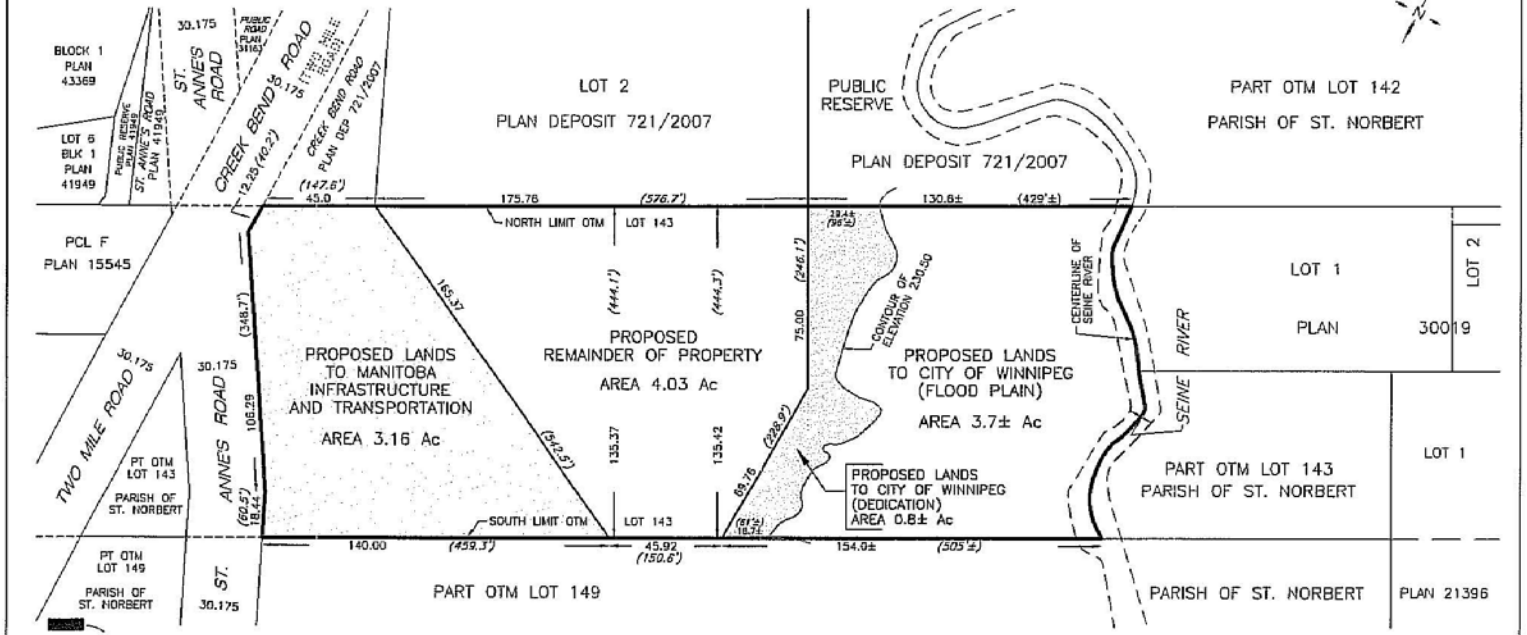
Please delete Clause 4 of the ACG report and acknowledge that the Owner/Developer has met the requirements of the SPHS report.

PROPOSED SELF STORAGE USE
WINNIPEG, MANITOBA
LAND AREA 4.03 ACRES
BUILDING AREA 98,877 SQ.FT.
FUTURE CONDO PROJECT
MANITOBA INFRASTRUCTURE & TRANSPORTATION 3.16 ACRES
FUTURE CREEK BEND ROAD
ST ANNE'S ROAD
SEINE

7

SKETCH OF THE
PROPOSED SUBDIVISION OF
No. 1341 ST. ANNE'S ROAD
BEING
PART O.T.M. LOT 143, PARISH OF ST. NORBERT
CITY OF WINNIPEG, MANITOBA

METRIC



Barnes & Duncan
Land Surveying & Geomatics

208 Fort Street
Winnipeg, Manitoba
R3C 1E8

189-A, 5th Street
Morden, Manitoba
R6M 1C9

Our File: 09-0293
Acad dwg: 09-0293 PROPOSED PROPERTY SKETCH 2009-05-22 MAY
Field Book: 928-145, 159
Drafter: KT

SKETCH - all distances are in metres and may be converted to feet by multiplying by 3.28084.

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Manitoba
Infrastructure and Transportation
Highway Planning & Design Branch
1420 – 215 Garry Street,
Winnipeg MB R3C 3P3
T 204 945-5059, F 204 945-0593
Email: gord.parker@gov.mb.ca

CONSIDER FAX ORIGINAL

September 29, 2009

PD 190.10 New

Angie Savage
Planning, Property and Development Department
Land Development Branch City of Winnipeg
Main Floor – 65 Garry Street, Winnipeg, MB R3C 4K4

Dear Angie:

Re: DASZ 25/09
Proposed subdivision and rezoning RL 143, Parish of St. Norbert, Winnipeg (two lots)

As asked by your email of September 17, 2009, we reviewed this proposed subdivision and rezoning. We understand the intent is to rezone and subdivide this land to create two parcels for a self-storage facility and public reserve lands. The plan has identified land fronting this development for future road needs as described in the South Perimeter Highway Study.

Based on this understanding we have no concerns with the intent of this proposal. Please be aware the proposal is within the controlled area of PTH 100, and Traffic Board permits are required for a change in land use, access and all construction within this area. Please refer to the regulations below.

Statutory Requirements

Provincial Trunk Highway 100 is a Limited Access Highway under the jurisdiction of the Highway Traffic Board. Under The Highways Protection Act any new, modified or relocated access to this highway (including change in use of a driveway) requires a permit from the Highway Traffic Board. A permit is also required from the Traffic Board to change the use of the land or buildings, or to place/construct any structures (including the alteration of existing buildings) within 38.1 m (125 ft) from the edge of the highway right-of-way, or 457.2 m (1500 ft) from the intersection of PTH 100 with St. Anne's Road.

Yours truly,

copy: HTB/K Toews
Region 1

Gord Parker, P. Eng.
Project Planning Engineer

RECEIVED
SEP 28 2009
LAND DEVELOPMENT BRANCH

Manitoba
spirited energy

9

Manitoba

Infrastructure and Transportation

Engineering and Operations Division – Highway Planning and Design Access Management Section
14th Floor – 215 Garry Street, Winnipeg, Manitoba, Canada R3C 3Z1
T 204-945-5658 F 204-945-0593
Email : richard.nichol@gov.mb.ca

April 21, 2009

Mr. V. Schroeder,
Levene, Tadman Gutman Golub LLP
7th Floor – 330 St. Mary Avenue
Royal Trust Centre
Winnipeg MB R3C 3Z5

Fax: 957-1696 and email @
vschroeder.ltgg.ca

Dear Mr. Schroeder:

RE: Statutory Controls affecting Pt. OTM 143, Parish of St. Norbert
PTH 100 and Ste. Anne's Road Intersection
GPG Management Holdings Ltd.

This is in response to your discussions with our Deputy Minister's office and to confirm our conversation concerning your clients' (GPG Management Holdings Ltd.) property in the northeast quadrant of the PTH 100 and Ste. Anne's Road intersection. As noted I understand that your clients have contacted other MIT staff and are interested in confirming amongst other things the following information:

1. The date that PTH 100 was declared a Provincial Highway;
2. The statutory controls that may affect development on this property.
3. The date that the controlled areas and control circles affecting the property were established;
4. The date that the conceptual plan for an interchange was adopted by the Province/ Manitoba Transportation and
5. An indication of the implications of the Departments' long range plans for an interchange at this location on the future development plans of your clients.

Based on the general information provided we understand your clients' property is the trailer park/campground property formerly known as "Conestoga Campgrounds located on the east side of Ste. Anne's Road north of PTH 100. From our information the subject property fronts Ste. Anne's Road and is located approximately 250 feet north of the north limit of PTH 100.

As noted in our discussions the subject property is located entirely within the 1,500 foot (457.2. metre) control circle centered at the intersection of PTH 100 and Ste. Anne's Road. Consequently, permits are required from the Highway Traffic Board in accordance with the Highways Protection Act to:

(1) Construct a new access driveway onto Ste. Anne's Road within the above noted control circle;

(2) Relocate, modify or **change the use** of an existing driveway onto Ste. Anne's Road;

(3) Place any structures on, under or above the ground (including access driveways, advertising signs, septic fields) or **to change the use of land or buildings** within the above noted 457.2 metre (1,500 foot) control circle.

(4) Relocate, rebuild or make additions to a structure within the control circle.

In response to your specific questions concerning the declaration of PTH 100, establishment of the control circle, the conceptual plan for an interchange and the future development of this property we have the following information for your consideration:

Declaration of PTH 100: PTH 100 at this location was constructed in the late1950s and declared a Provincial Trunk Highway by Order in Council 1067/60 in 1960.

Establishment of the Control Circle: Our records indicate that the 1500 foot control circle centred at the intersection of PTH 100 and Ste. Anne's Road was originally established by Manitoba Regulation 95/63 on September 9, 1963.

Highway Traffic Board Permits: A review of our records from 1964 to present indicates the Highway Traffic Board has issued 3 permits on this property. I have enclosed copies of sketch plan nos. 810060-1-B-65, 810060-6-B-68 and 1210020-2-B-69 showing the access approved to this property in 1965 to facilitate the development of a campground, the location and nature of the development proposed and subsequently approved by the Highway Traffic Board between 1965 and 1969. I have also enclosed a more recent (2003) sketch for Centra Gas showing the approximate limits of the right of way required to accommodate the construction of an interchange at PTH 100 and Ste. Anne's Road.

As noted in our discussions there is a discrepancy in the number of approved driveways to this property. The original approval of the campground provided for one driveway into the property 60 feet from the south limit of the property. Subsequent sketch plans show 2 driveways to the property with no indication in our records to indicate if this driveway was ever approved by the Highway Traffic Board.

Future Highway Upgrading: I have enclosed a copy of Plate 5.14 of our South Perimeter Highway Study (1988) showing the approximate location of the future right of way required for an interchange at Ste. Anne's and PTTH 100. The plan indicates that a triangular piece of property approximately 140 metres wide on the south limit and 45 metres on the north limit of that portion of you clients' property adjacent to Ste. Anne's Road is required for the future upgrading of this intersection.

The South Perimeter Study plan was formally adopted/ accepted by the Province in 1988 and has been used as a guide since that time to assess development in the vicinity of the PTH 100/ Ste. Anne's intersection and make recommendations to the Highway Traffic Board. Please note that the plan is conceptual in nature and close to 20 years old. Consequently, the actual right of way requirements shown may vary when the detailed design for this interchange is done.

Future Development: In view of the above Manitoba Transportation would oppose any applications for any significant development **within** the future right of way required for the construction of an interchange at this location or interfere with our future of upgrading and construction plans for PTH 100. To ensure that any development being proposed on the adjacent property will not compromise our future plans we normally recommend to the Highway Traffic Board that all structures be setback a minimum of 22.86 metres (75 feet) from the **future** right of way.

I trust this is the information you require to advise your clients accordingly. Should you have any questions do not hesitate to call our offices or Ms Murrell, Secretary of the Highway Traffic Board (945-0940).

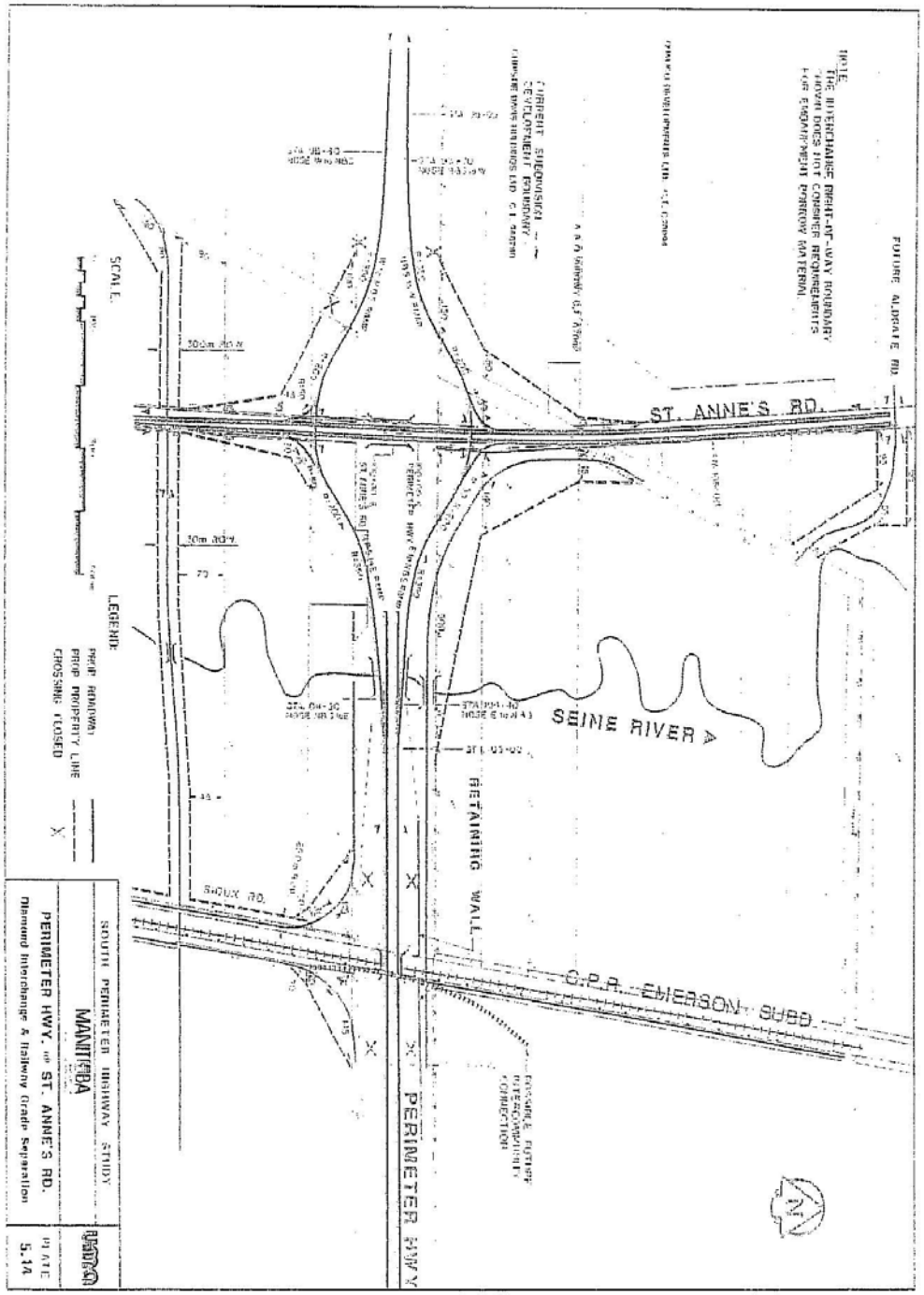
Yours truly,

Original Signed May 8/07 by

Richard Nichol
Senior Access Management Analyst

c. Highway Traffic Board
Property Services – M. Enns
Region 1 - B. Wareham/ W. Borgford/ J. Coulombe
Richard Nichol/C. Records

12


ST. ANNE'S RD.
SEINE RIVER
RETAINING WALL
PERIMETER HWY
C.P.R. EMERSON SUBD.
SIOUX RD.
LEGEND
SCALE
SOUTH PERIMETER HIGHWAY STUDY
MANITOBA
PERIMETER HWY. @ ST. ANNE'S RD.
Diamond Interchange & Railway Grade Separation
5.14

TECHNICAL REPORT

September, 1988

SOUTH PERIMETER HIGHWAY

P.T.H. 3 to P.T.H. 59

Preliminary Design Study

MANITOBA
DEPARTMENT OF HIGHWAYS AND TRANSPORTATION

UMA Engineering Ltd.
Engineers & Planners

SECTION 5.0

RECOMMENDED PLANS

15

5.0 RECOMMENDED PLANS

The recommended treatment at each of the interchange locations within the study area is summarized on Plate 5.0. Functional plans were prepared for the PTH 3, Waverley Street, Pembina Highway and St. Mary's Road locations at a scale of 1:2000 and for the Municipal Road Allowance, PR 330 and St. Anne's Road locations at a scale of 1:5000. The larger scale is related to the sites identified as having the higher priority and is of sufficient detail to allow the detailed design and acquisition of right-of-way to proceed directly from the plans. The smaller scale is related to the sites identified as having the lower priority and, although it will require further analysis to establish roadway requirements in sufficient detail to proceed to design, it is sufficient to identify the scope of the project and to define right-of-way requirements.

The cost estimates prepared for the functional plans differ in most cases from the cost estimates used during the evaluation phase of the study. This is a result of the level of accuracy to which the estimates have been prepared and also a result of refinements to the plans which have occurred since the evaluations were carried out.

5.1 Functional Design

The following sections provide a general description of the Recommended Plan for each interchange location.

It should be noted that, in general, the functional plans include the provision of access to the existing frontage roads at each interchange location. It is possible that with redevelopment or other changes in land use, the frontage roads may not be required. Therefore, prior to implementing a particular interchange the status of the frontage roads should be reviewed to ensure that adequate access is provided to all relevant and affected properties.

As identified in the discussion on design criteria, a previous study recommended widening the median on the Perimeter Highway to 20 m. As part of this study, it was determined that widening the median from Waverley Street east was not practical given the extent of urban development, however, widening the median from Waverley Street west was appropriate. The functional planning for those interchanges west of Waverley Street has been carried out on the basis of the existing median width, but an allowance has been made, in establishing the property requirements, to widen the median to either side of centre line by providing additional property where the ramps tie into the Perimeter Highway. At the time of implementing the interchanges a decision must be made as to which side the widening should occur, and the plans adjusted accordingly.

Property requirements have been established on the basis of accommodating the geometric requirements of the interchanges only. Additional property, outside the identified property lines, may have to be acquired where the remaining lands of an owner may be too small for practical use or may be isolated in terms of access.

SOUTH PERIMETER HIGHWAY STUDY
MANITOBA
PLATE
NOT TO SCALE
PTH 59
LAGIMODIERE BLVD.
C.P.R. EMERSON
SEINE RIVER
ST. ANNE'S RD.
DAKOTA ST.
MARION AVE.
PERIMETER HWY.
BLVD.
GRANDIN
ST. MARY'S RD.
BISHOP
PR 200
RED RIVER
PTH 75
C.N.R. LETELLIER
PEMBINA HWY.
BLVD.
WAVERLEY ST.
McGILLIVRAY
BRADY RD.
C.P.R. LA RIVIERE
PR 330
PERIMETER HWY.
LOUDOUN RD. (La SALLE RD.)
RD.
MUNICIPAL ROAD
ALLOWANCE
MACDONALD
C.N.R. CARMAN
PTH 2
PTH 3

17

5.1.8 St. Anne's Road

The recommended scheme at St. Anne's Road and the Perimeter Highway is a Diamond interchange on the alignment of the existing roadway, as shown on Plate 5.14. A grade separation on the Perimeter Highway at the CPR Emerson subdivision is included as part of the scheme.

The two at-grade intersections at the ramp terminals on St. Anne's Road could initially be controlled by stop signs but will ultimately be controlled by traffic signals when warranted. St. Anne's Road will overpass the Perimeter Highway and its vertical profile has been designed taking into account the ramp terminal locations. The vertical alignment for the recommended scheme at St. Anne's Road and the Perimeter Highway is shown on Plate 5.13. The design grade for St. Anne's Road of 3.0% is less than the maximum gradients set out in the design criteria. The maximum gradient on the interchange ramps is 3.2%. The vertical alignment of the Perimeter Highway is unchanged through the interchange and the gradient on the Perimeter Highway at the railway grade separation is 3.0%.

In order to construct the approach embankments and the overpass bridge structure on St. Anne's Road, a detour will be required to accommodate St. Anne's Road traffic. Traffic on the Perimeter Highway would not be required to detour. There will, however, be a need for some temporary traffic diversions during the construction of the overpass bridge structure and also during construction of the final roadway tie-ins.

Also included as part of the recommended scheme at this location is the implementation of a grade separated crossing of the CPR Emerson subdivision, which will eliminate the existing at-grade crossing. Implementation of the grade separation will require reconstruction of approximately 1.0 km of the Perimeter Highway to form the overpass approaches. During construction Perimeter Highway traffic can be accommodated by utilizing the north and south service roads, with a temporary crossing of the rail tracks for the south service road.

It is possible to construct either the railway grade separation or the interchange independently of each other, however, there is some overlap of the grade separation embankment and the interchange ramp terminals. If the interchange was constructed first there would be throw away costs, estimated to be approximately $400,000, related to the reconstruction of the interchange ramp terminals, when the grade separation was implemented.

The plan for the railway grade separation is based on the construction of retaining walls in all four quadrants to contain the approach embankments so that the north and south frontage roads can remain on their existing alignments. The total length of retaining wall required is approximately 1500 m.

No unusual geotechnical problems are anticipated in this area. The ditches adjacent to the Perimeter Highway drain to the Seine River and therefore drainage of the interchange area should be designed to direct the flows to the Seine River. The westerly extension of the north frontage road and the access road constructed east from St. Anne's Road, south of the Perimeter Highway, will both cross the Seine River and will require box culverts to accommodate the design flows, as is provided under the Perimeter Highway. The 1 in 50 year design discharge for the Seine River is 12420 L/s.

The interchange bridge structure is planned as either a two-span or four-span structure. A decision as to the structure configuration should be made at the time of detailed design based on the relative economics. The railway overpass bridge structure is planned as a twin three-span structure. An additional span may

be required to accommodate the intercommunity link between developments north and south of the Perimeter Highway, if such a connection is implemented. A minimum of 5.0 m vertical clearance is provided to the Perimeter Highway and 7.2 m vertical clearance is provided to the base of rail on the CPR Emerson Subdivision. The latter clearance conforms to CTC requirements and allows for future reballasting of the rail line. The clearance requirement should be confirmed with the railway company during detailed design. A 2.0 m superstructure consisting of precast girders with a 200 mm deck slab was assumed for determining structure costs and vertical profiles for both structures.

The recommended scheme at St. Anne's Road requires the purchase of approximately 18 ha of property, including five residences, three in the southwest quadrant and two in the northeast quadrant, and one business in the northeast quadrant. As well, an additional business presently located on property leased from the Department, in the southeast quadrant of the interchange, will be required. Excess property reserved for the interchange in the northwest quadrant of the intersection could be declared surplus and returned to the adjacent land owners for incorporation into future development plans for the area, or retained to provide a buffer between the interchange and adjacent development.

There are a number of overhead and underground utilities in the area of the interchange and railway grade separation. Manitoba Hydro and Manitoba Telephone System have a number of overhead lines and buried cables along the Perimeter Highway, St. Anne's Road and the rail line which will require relocation due to the interchange and grade separation construction.

There are no known archaeological sites in the vicinity and the Historic Resources Branch has not expressed any concerns. The implementation of the proposed interchange at St. Annes Road and the grade separation at the CPR Emerson Subdivision will have a marginal noise impact on the present land use in the area. The existing land use adjacent to the north Perimeter Highway right-of-way boundary east of St. Annes Road is generally commercial-industrial, except for the trailer park situated in the northeast quadrant of the interchange. In the northwest quadrant of the interchange, the land which is presently vacant is approved for single family residential development. The existing land use south of the Perimeter Highway is generally agricultural. As a result of increased traffic, proposed roadway gradients and loss of ground attenuation, the noise levels at the limits of the proposed right-of-way will increase approximately 5 dBA. Future development adjacent to the interchange and grade separation should consider adequate offset distances or mitigation measures to satisfy the requirements of noise level guidelines.

The recommended scheme requires approximately 276,000 m^3 of borrow material for the interchange and 417,000 m^3 for the railway grade separation.

One of the main issues at the St. Anne's Road location was the provision of access to the existing development adjacent to the Perimeter Highway, between St. Anne's Road and PTH 59. The removal of the four approaches to the Perimeter Highway in this section has been recommended to improve operation along the Perimeter Highway and to achieve the objective of full access control. As well, their removal will be necessary in order to implement the railway grade separation. A number of alternative concepts for providing access to the area north and south of the Perimeter Highway were developed and evaluated. The layout shown on the recommended scheme was selected as the most reasonable alternative in terms of service and cost.

On the north side of the Perimeter Highway, access to the existing businesses, east and west of the CPR Emerson Subdivision, is provided by connecting the two sections of frontage road across the rail line at-grade, extending the frontage road to the west across the Seine River, and connecting to St. Anne's Road

WHAT IS THE "FINAL PLAN"

approximately 800 m north of the Perimeter Highway. The frontage road concept was established to accommodate the existing development and may not necessarily accommodate redevelopment of the area. When redevelopment occurs, the frontage road could be replaced by the internal roadways of the subdivision, depending on the type of development.

FRONTAGE RD. DESIGN / CONCEPT FOR EXIST. DEV.

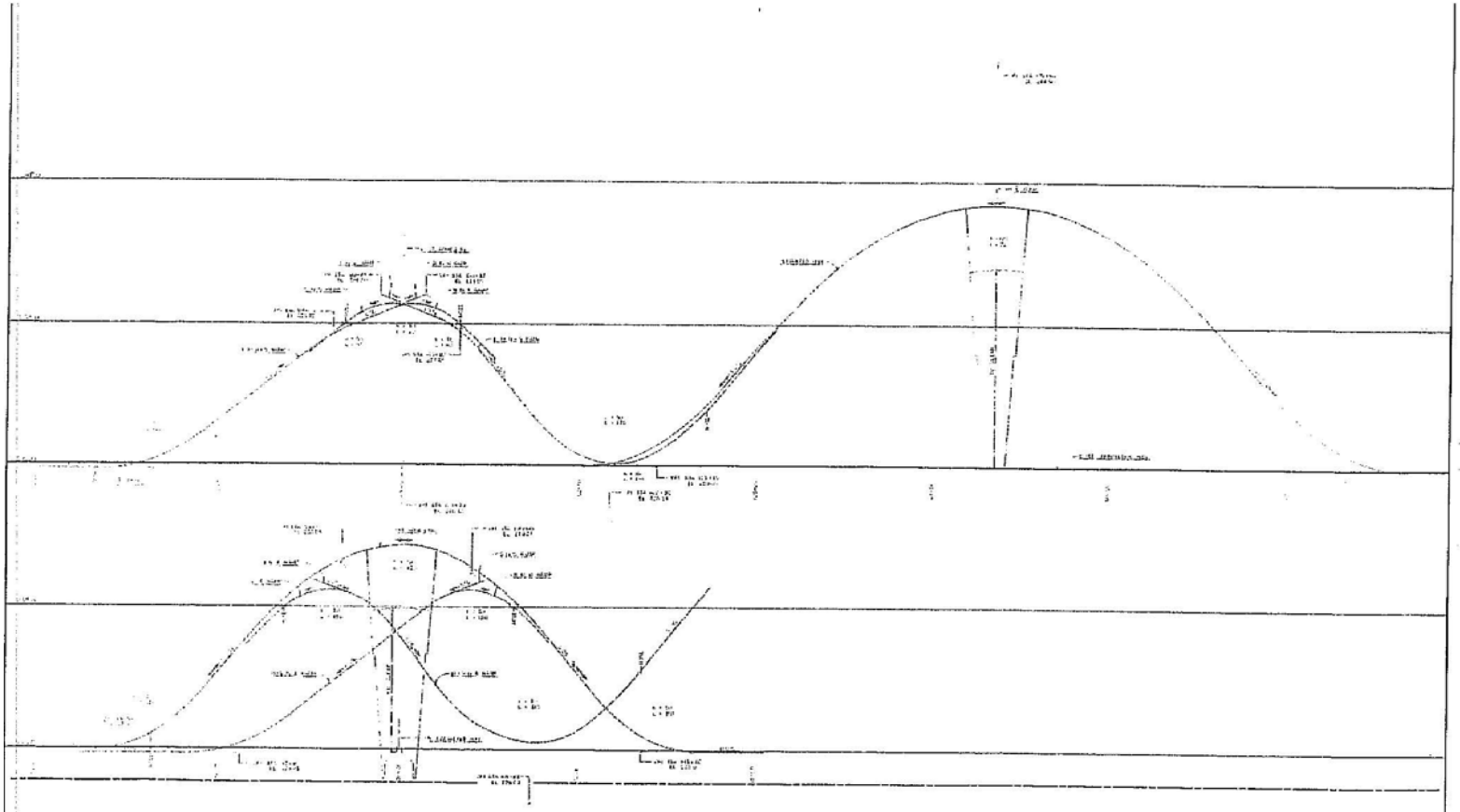
On the south side of the Perimeter Highway, access is provided by constructing an east-west roadway from Two Mile Road west of St. Anne's Road, eastward across St. Anne's Road, across the Seine River and the CPR Emerson Subdivision, and connecting to a proposed street in the rural residential subdivision east of the rail line. This roadway, which would become part of the City's street system, is located approximately 300 m south of the Perimeter Highway. Access to the existing business south of the Perimeter Highway between the Seine River and the rail line is provided off this roadway. The concept of the east-west roadway was adopted as it better serves the long term plans for the development of this area, and it does so with less cost than constructing a frontage road adjacent to and parallel with the Perimeter Highway. The location was established on the basis of existing land holdings and informal development plans for the area. Access to existing residential development on the east side of St. Anne's Road is provided by a short length of frontage road, extending north from the proposed east-west road.

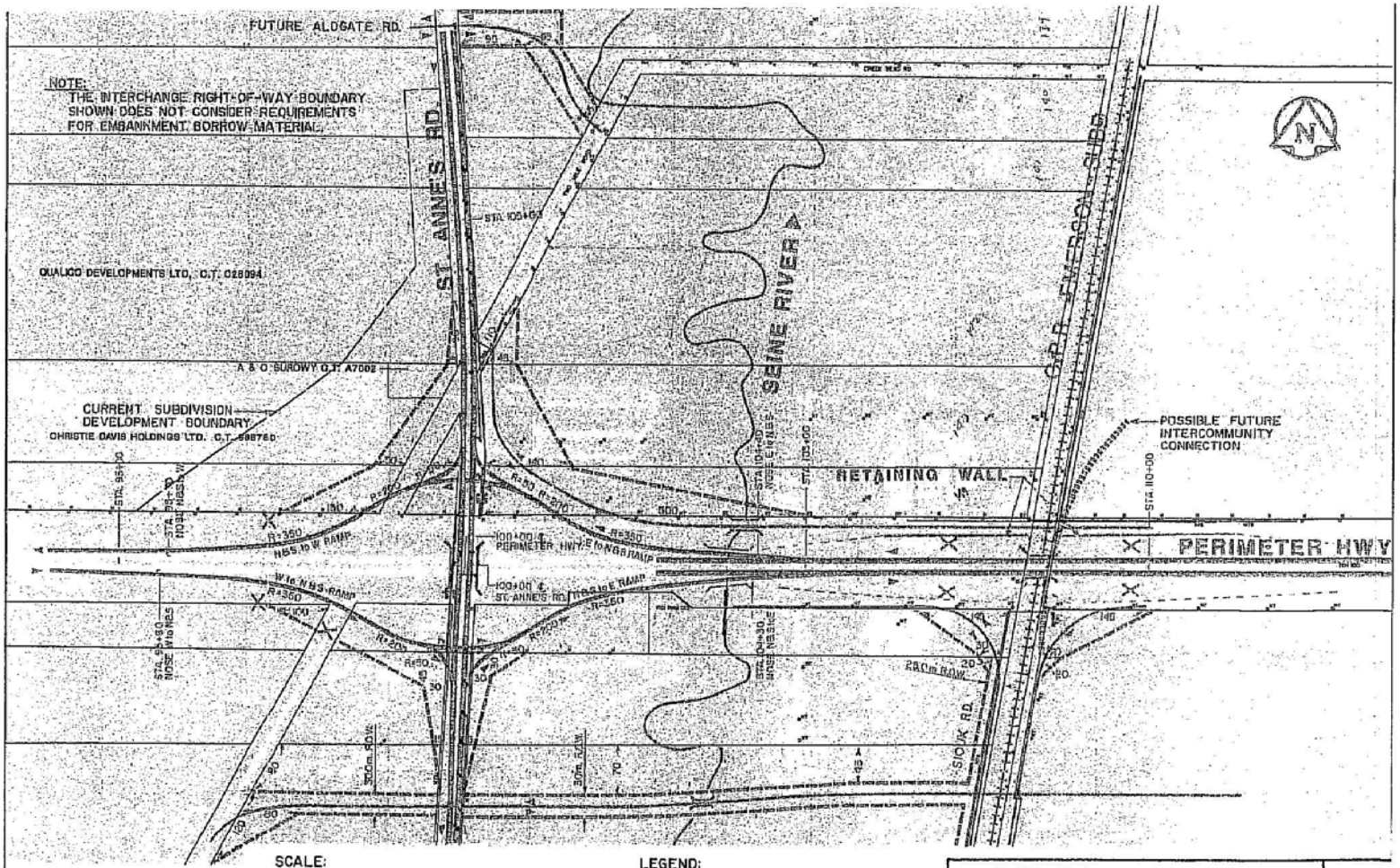
Identified in the recommended plan at this location is the concept of providing an intercommunity connection between the proposed residential communities north and south of the Perimeter Highway. Such a connection, which would be accommodated by extending the CPR Emerson Subdivision grade separation structure by an additional span, was suggested by the City of Winnipeg to provide for local access without requiring traffic to use the adjacent major routes. The need for the connection should be established with the City in order that it can be accommodated in the development plans for the area and in the detailed planning of the grade separation.

No need was identified during the course of the study for maintaining access to the frontage roads north and south of the Perimeter Highway, to the west of St. Anne's Road. The residential development of the area adjacent to the frontage roads is expected to orientate into the subdivisions and the frontage roads will not be required.

The estimated total cost of the recommended scheme at St. Anne's Road and the Perimeter Highway is $16,720,000 including $9,155,000 for the interchange and access road system and $7,565,000 for the railway grade separation. The interchange costs include $5,055,000 for road works, $3,520,000 for structures and $580,000 for property. The railway grade separation costs include $5,665,000 for road works and $1,900,000 for structures.

2.3


SCALE :
HORIZONTAL
VERTICAL
LEGEND
EXIST. GROUNDLINE (ASSUMED)
EXIST. MEDIAN EDGE PERIMETER HIGHWAY
PROP. MEDIAN EDGE ST. ANNE'S ROAD
PROP. CENTRE LINE PERIMETER HWY.
PROP. INNER EDGE LOOPS & RAMPS
SOUTH PERIMETER HIGHWAY STUDY
MANITOBA
uma
PERIMETER HWY. @ ST. ANNE'S RD.
Diamond Interchange & Railway Grade Separation
PLATE


FUTURE ALDGATE RD.
NOTE:
THE INTERCHANGE RIGHT-OF-WAY BOUNDARY SHOWN DOES NOT CONSIDER REQUIREMENTS FOR EMBANKMENT BORROW MATERIAL.
ST. ANNE'S RD
SEINE RIVER
C.P.R. EMERSON SUB.
QUALICO DEVELOPMENTS LTD., C.T. 028094
A & O SUROWY C.T. A7002
CURRENT SUBDIVISION DEVELOPMENT BOUNDARY
CHRISTIE DAVIS HOLDINGS LTD. C.T. 598760
POSSIBLE FUTURE INTERCOMMUNITY CONNECTION
RETAINING WALL
PERIMETER HWY.
SIOUX RD.
SCALE:
0 100 300 500m
LEGEND:
PROP. ROADWAY
PROP. PROPERTY LINE
CROSSING CLOSED
X
SOUTH PERIMETER HIGHWAY STUDY
MANITOBA
PERIMETER HWY. @ ST. ANNE'S RD.
PLATE

5.2 STAGING AND IMPLEMENTATION

5.2.1 Staging of Recommended Schemes

Staging possibilities for the recommended schemes were reviewed and an implementation program for the upgrading of the South Perimeter Highway was developed.

Staging possibilities other than those related to improving the at-grade intersections until the interchanges are implemented, are limited due to the configuration of the recommended interchanges and the traffic using the interchanges, which generally requires implementation of the complete facility.

The Municipal Road Allowance and PR 330 sites lend themselves to staging because of the low traffic volumes. As a first stage the cross roads can be constructed as two lane two way roadways with a single two lane structure across the Perimeter Highway. When traffic volumes warrant, a second two lane roadway and structure would be implemented to complete the recommended plan.

5.2.2 Implementation Program

The implementation program has been developed taking into account the existing conditions, future traffic volumes and the need for the improvements to the Perimeter Highway.

The priorities of the program have been identified as follows:

1(a) Closure of all private and public approaches and median openings other than at future interchange locations. This is seen as being a first step in establishing the South Perimeter Highway as a fully controlled access facility. By closing the approaches and median openings, the number of potential conflict points will be reduced and traffic operations on the Perimeter Highway will be safer and more efficient.

Closure of the approaches west of Waverley Street may be seen as creating an inconvenience for farmers who may farm land on both sides of the Perimeter Highway. However, a review of the land ownership in the area indicates that there are only four land owners with property on both sides of the Perimeter Highway.

1(b) Upgrading the existing intersections at the future interchange sites to improve their operation, until such time as the interchanges are implemented.

2. Implementation of the recommended interchange schemes and railway grade separations, at identified locations and improvements to the Pembina Highway interchange. This would be the final step in establishing the South Perimeter Highway as a free flow fully controlled access facility.

In terms of the implementation program, the following order has been developed.

1. Closure of all approaches other than at future interchange locations:

   a) the 4 approaches between St. Anne's Road and PTH 59. The Department should take immediate steps to identify its intent to the City of Winnipeg and adjacent land owners, through direct contact and site signage, and to implement the alternate access system, as shown on the recommended plan. As there are significant pressures to use these approaches related to ongoing development, closure will become increasingly difficult with time.

   b) all other approaches not at existing road allowances.

   c) all approaches at municipal road allowances not selected for interchanges. A more detailed analysis may be required to identify alternative access prior to implementation.

The Department should publicize its intent with respect to items b) and c), through direct contact and site signage, to ensure that both existing and future land owners/developers are aware of the plans.

2. Implementation of Interchanges:

The order of implementation for the interchange locations within the study area has been developed on the basis of a ranking system taking into account operating conditions, traffic service, accidents and costs.

Table 5.1 contains the background data used in the preparation of the order of implementation. Background data on existing and future traffic volumes, existing and future truck traffic, accident rates, costs, roadway classification, existing traffic control and railway crossing exposure index are presented.

Vehicle conflicts and truck conflicts are calculated as a cross product of Perimeter Highway traffic and the cross road traffic. At Pembina Highway, however, only turning traffic volumes were included as through traffic is grade separated. Future truck traffic was calculated by assuming that the percentage of truck traffic would remain constant, except at Waverley Street where the effects of the Brady Road Landfill were taken into account. Traffic service is based primarily on the classification of the cross road according to the Department's Classification Study and on the City of Winnipeg classification where applicable, the traffic volumes and the service to the motoring public provided by the facility. For the purposes of determining the priority points for traffic service, a primary arterial, the highest priority, received 3 points, an arterial, 2 points and a collector, the lowest priority, 1 point. The cost performance index is calculated by dividing the cost of the facility by the average yearly traffic within the 20 year study horizon.

Table 5.2 identifies the priorities for the implementation of the proposed interchange plans at each location, and the process used in developing the priorities. For each of the seven factors used in preparing the order of implementation, the location with the highest priority received 10 points; each remaining location was assigned a lesser point value based on a ratio of its factor with the factor of the highest priority location. The factors used in the process were derived from Table 5.1. All seven factors were given equal weightings and the overall priority was established by totaling the priority points and ranking the locations from highest to lowest. The order of implementation from the ranking matrix in Table 5.2 is as follows:

1) PTH 3
2) St. Mary's Road
3) Pembina Highway (reconstruction)
4) Waverley Street
5) St. Anne's Road
6) PR 330
7) Municipal Road Allowance

Reconstruction of the existing Pembina Highway interchange is ranked third in the matrix, primarily due to its relatively low cost of implementation. If the goal of full control of access for the South Perimeter Highway is to be achieved at as early a date as possible, it may be appropriate to delay implementation of the improvements at Pembina Highway until locations without interchanges, but with significant traffic volumes, have been upgraded.

The railway grade separations associated with the interchange schemes at PR 330 and St. Anne's Road were not included in the analysis to develop an order of implementation, as their implementation is not dependent on the interchange. However, based on the exposure index at the crossings, which is

BACKGROUND DATA FOR ORDER OF IMPLEMENTATION

TABLE 5.1

	P.T.H. 3	Municipal Rd.	P.R. 330	Waverley St.	Pembina Hwy.	St. Mary's Rd.	St. Anne's Rd.
Existing Traffic Volumes							
A. Perimeter Highway	5,200	5,300	5,400	6,800	4,600	9,100	7,700
B. Cross Road	4,900	100[1]	500	1,100	5,100[7]	5,600	2,500
Existing Vehicle Conflicts x 10^6[2]	25.5	0.5	2.7	7.5	23.5	51.0	19.3
Existing Truck Traffic							
A. Perimeter Highway	745	696	781	847	516	1,045	1,022
B. Cross Road	447	10[1]	72	90	376[7]	164	109
Existing Truck Conflicts x 10^6[2]	0.33	0.01	0.06	0.08	0.19	0.17	0.11
Future Traffic Volumes							
A. Perimeter Highway	9,100	8,700	9,300	11,900	8,000	20,000	13,900
B. Cross Road	7,100	100[1]	900	13,000	8,000[7]	11,000	5,800
Future Vehicle Conflicts x 10^6[2]	64.6	0.9	0.4	154.7	64.0	220.0	80.6
Future Truck Traffic							
A. Perimeter Highway	1,303	1,142	1,345	1,482	909	2,297	1,845
B. Cross Road	647	15[1]	130	986	590[7]	322	253
Future Traffic Conflicts x 10^6[2]	0.84	0.02	0.17	1.46	0.54	0.74	0.47
Accident Rate[3]	2.70	No Data	1.03	0.73	1.42	0.89	0.60
Traffic Service (Classification)	Primary Arterial	Collector	Collector	Arterial	Primary Arterial	Arterial	Arterial
Total Cost ($ x 10^6)	16.2	5.0	6.0	16.8	3.5	14.5	9.2
Cost Performance Index[5]	3.38	1.93	2.04[6]	2.81	0.75	1.74	1.69[6]
Existing Traffic Controls	Traffic Signals	STOP Signs	STOP Signs	STOP Signs	Interchange	Traffic Signals	Traffic Signals
Track Exposure Index[4]	N/A	N/A	5,400	N/A	N/A	N/A	31,000

1 Assumed Volume
2 Product of Perimeter Highway Traffic and Cross Road Traffic
3 For the 5 year period 1980-85 inclusive
4 Product of Perimeter Highway traffic and number of trains per day
5 Interchange cost divided by average yearly traffic volume for 20 year horizon period
6 Based on Interchange cost only
7 Turning traffic volumes only; through volumes are grade separated

IMPLEMENTATION PRIORITIES

TABLE 5.2

	P.T.H. 3	Municipal Rd.	P.R. 330	Waverley St.	Pembina Hwy.	St. Mary's Rd.	St. Anne's Rd.
Existing Traffic Conflict Points	5.00	0.10	0.53	1.47	4.61	10.00	3.78
Existing Truck Conflict Points	10.00	0.30	1.82	2.42	5.76	5.15	3.33
Future Traffic Conflict Points	2.94	0.04	0.38	7.03	2.91	10.00	3.66
Future Truck Conflict Points	5.75	0.14	1.16	10.00	3.70	5.07	3.22
Accident Rate Points	10.00	0 (No Data)	3.81	2.70	5.26	3.30	2.22
Traffic Service (Classification) Points	10.00	3.33	3.33	6.67	10.00	6.67	6.67
Cost Performance Index Points	2.22	3.89	3.68	2.67	10.00	4.31	4.44
Total Points	45.91	7.80	14.71	32.96	42.24	44.50	27.32
Ranking	1	7	6	4_1	3_2	2	5

1 Implementation of an Interchange at Waverley Street may become a higher priority if, as a result of increasing traffic volumes the operating conditions of the existing at grade "STOP" controlled intersection deteriorate to an unacceptable level of service and if the installation of a traffic control signal at this location as an interim improvement, is deemed to be an unacceptable alternative to the Department.

2 Reconstruction of the existing Pembina Highway interchange is ranked third; however, it may be appropriate to delay implementation of improvements at Pembina Highway until locations without interchanges have been upgraded.

generally used as a guideline to identify the need for a grade separation, the time frame for their implementation under that criteria could be extensive. It is, therefore, our recommendation that they be implemented at the same time as the interchange in order to achieve the goal of free flow on the South Perimeter Highway. The existence of at-grade rail crossings does not allow free flow.

Implementing the grade separation and interchange at the same time will eliminate the throw away costs associated with constructing the grade separation after the interchange; will eliminate potential operating problems on the Perimeter Highway, related to the merging, diverging and weaving activities that occur between interchanges and across the rail tracks; will confine disruption to Perimeter Highway traffic in the vicinity, due to construction, to a one time occurrence; and will minimize disruption to adjacent lands by allowing local access systems to develop in their final form.

The order of implementation, as developed, should be reviewed on a regular basis. Traffic volumes and accident rates should be monitored, changes in the factors used to establish the list should be identified, and the list adjusted accordingly. Particular attention should be paid to Waverley Street which has very low traffic volumes and a low accident rate at the present time, but has substantial traffic growth projections by the horizon year of the study. If the projected traffic volumes were to develop at a faster rate, the existing intersection, which is under stop control, could experience significant problems related to traffic safety. While it is not possible to predict accident rates with any certainty, it is reasonable to assume that as traffic volumes increase on Waverley Street, particularly the volume of large trucks destined to the Brady Road Landfill, the accident rate will also increase.

* PROV. PRIORITIES

* NO TIME FRAME

No time frame has been placed on the implementation program as the implementation of the Study's recommendations will depend on overall Provincial priorities and provision of funding to construct the necessary improvements. However, as traffic volumes along the Perimeter Highway continue to increase, problems at the various intersections and the existing median openings and approaches, in terms of traffic accidents and vehicle delay, will increase. The closure of median openings and approaches should commence immediately, with emphasis on those that are experiencing increased use due to new development. A firm plan for the implementation of the recommended interchange layouts, in accordance with the identified priorities and within the context of the overall Provincial priorities, should be established.