Minute No. 403
Report – Executive Policy Committee – April 16, 2014

Item No. 1 Encouraging Higher Density in Existing Communities

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the report be received as information.

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DECISION MAKING HISTORY:

Moved by His Worship Mayor Katz,

That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 16, 2014, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

Further on April 16, 2014, David Sanders submitted a communication dated April 16, 2014, in opposition to Encouraging Higher Density in Existing Communities.

On December 11, 2013, the Executive Policy Committee passed the following resolution:

WHEREAS the Conference Board of Canada is forecasting Winnipeg's population to grow by over 200,000 people over the next 23 years;

AND WHEREAS these additional 200,000 people will trigger the need for an additional 100,000 dwellings;

AND WHEREAS a share of anticipated growth and change will be accommodated within existing communities;

AND WHEREAS OurWinnipeg and Complete Communities promote moderate growth and change within existing communities;

AND WHEREAS some areas within existing communities do not have the infrastructure capacity to support higher densities;

AND WHEREAS proposed changes to the City of Winnipeg Zoning By-law 200/2006 may encourage higher density development within existing communities;

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DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

THEREFORE BE IT RESOLVED that the Winnipeg Public Service be directed to initiate an interdepartmental study that identifies areas within existing communities that require infrastructure improvements in order to accommodate additional growth for higher densities, and an Implementation Strategy with clear timelines and targeted deliverables on how to address the infrastructure deficiency in these said older existing neighbourhoods;

AND BE IT FURTHER RESOLVED that the Winnipeg Public Service identify this effort as a priority project and report back to Council within 120 days.

ADMINISTRATIVE REPORT

Title: Infrastructure Capacities in Existing Communities

Critical Path: Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
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RECOMMENDATIONS

1. That this report be received as information.

REASON FOR THE REPORT

On December 11, 2013, Executive Policy Committee passed a motion directing the Public Service to:

1. *Initiate an interdepartmental study that identifies areas within existing communities that require infrastructure improvements in order to accommodate additional growth for higher densities, and an Implementation Strategy with clear timelines and targeted deliverables on how to address the infrastructure deficiency in these said older existing neighbourhoods.*

2. *Identify this effort as a priority project and report back to Council within 120 days.*

IMPLICATIONS OF THE RECOMMENDATIONS

Initial inquiry into this request yielded two main findings:

- Necessary upgrades to existing roads and the expansion of new regional roads have already been identified in the Transportation Master Plan and no further study is needed. Future arterial and collector roads will be identified through precinct and development application processes.

- Significant study is required to determine water, wastewater, and land drainage capacities. Further consideration will need to be given to the resources necessary to conduct these studies.

If Executive Policy Committee and Council wish that this be pursued further, the Urban Planning Division will work with the Water and Waste Department to identify the specific areas within existing communities where it is desired to increase density. These areas will form the geographic boundaries of future servicing reports that are needed to determine existing infrastructure capacities. The Urban Planning Division and Water and Waste Department will also collaborate to determine the additional staff resources and funding that will need to be approved in order to conduct these servicing reports.

DISCUSSION

DEFINING 'EXISTING COMMUNITIES'

Complete Communities is one of four direction strategies supporting *OurWinnipeg*, the city's long-range development plan, and has statutory authority as a secondary plan. The strategy serves to guide land use and development in Winnipeg. It is based on an Urban Structure that directs growth spatially to different areas of the city.

In planning for the accommodation of growth, the Urban Structure Map differentiates between Transformative Areas and Areas of Stability. Transformative Areas include Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites, and New Communities, and are the areas of the City that are able to accommodate the most growth. Areas of Stability, on the other hand, include Mature and Recent Communities and are able to accommodate low to moderate infill development within existing neighbourhoods.

DEFINING 'INFRASTRUCTURE REQUIREMENTS'

Section 01-1a of *OurWinnipeg*, speaks to the management of municipal services. It states:

- Enable the intensification of land uses through the development application process only when a full range of municipal services is provided.
- Define "full range of municipal services" as piped water, piped wastewater, piped land drainage, and an urban standard roadway.
- Enable the consideration of sustainable alternatives for the traditional full range of municipal services that are proven by the developer and approved by the City of Winnipeg as providing a comparable level of service and safety in an environmentally-sound and economical manner.

ISSUE IDENTIFICATION

Roads

According to consultation with the Public Works Department, road capacity issues have already been identified on the "Network Constraints" map of the *Transportation Master Plan*. This map identifies existing recurrent points of congestion, existing bottlenecks, and areas of predicted congestion by 2031 within the existing road network. Future components of the regional road network are sketched out in the "Strategic Road Network" map of the same document, whereas future arterial and collector streets in New Communities will be determined via precinct planning processes and individual development application reviews. Both of these maps are based on the densest scenarios contemplated in *Complete Communities*.

Beyond what the network improvements and future regional road network components identified in these maps, arterial, collector, and local road requirements that will be identified through precinct planning processes and individual development application reviews, and maintenance of existing infrastructure, there are no other infrastructure capacity constraints related to roads.

Underground Infrastructure

The Water and Waste Department currently carries out infrastructure upgrading in older existing neighbourhoods under the following programs:

- Water and Waste is aware of limitations in many of the sewer districts in older existing neighbourhoods that are serviced by combined sewers. To address this Water and Waste has established the Basement Flooding Relief Program. Under this Capital program, engineering consultants carry out detailed studies to specifically identify the problem areas and propose solutions. Sewer Districts are then upgraded on a cost/benefit basis. This program has been around for the past 30+ years. Combined sewers are governed by the Environment Act Licence 3042.
- Water and Waste is also aware of sewer capacity issues in some of our separate sewer areas. Specifically, in the Transcona area, Water and Waste has completed a study of the area, has a plan to address the issues and has already identified funding to upgrade the system.
- Water and Waste continually evaluates fire protection requirements under the annual Water Main Renewal capital program.

The question of accommodating additional growth for higher densities in older existing neighbourhood is complex. Determination of system capacity in existing infrastructure usually requires detailed comprehensive engineering studies. Existing detailed servicing studies do not currently exist. Also, a development's servicing needs vary greatly depending on factors like building use, number of units, type of structure, building materials, proximity to other structures, location of building on the property, etc. Most of these questions cannot be answered until there is a specific proposal brought forward by a developer. Normally, when someone proposes a

development which increases density and puts a larger strain on the existing infrastructure, the Water and Waste Department would require the developer to provide (at his/her cost), a servicing report prepared by a qualified municipal engineer demonstrating that the existing services are adequate for their needs or, if not, to recommend what upgrades are required. Water and Waste would work with the proponent's engineer by providing available water pressures and flows and sewer gauging data if available. All upgrading costs would be at the sole expense of the developer.

Further, it is difficult to make broad statements about available servicing since assigning available capacity to one property would be at the expense of neighbouring properties. In other words, allowing higher density development on one property could impact the development potential of other properties.

SUMMARY AND RECOMMENDATION

Based on comments from Public Works, the expansion of new regional roads and improvements to existing roads have already been identified in the Transportation Master Plan and do not require further study; new arterial and collector roads in New Communities will be identified through the precinct planning process.

If it is Council's desire to address infrastructure upgrading requirements in older existing neighbourhoods to accommodate higher densities, in the absence of a specific development application, it is recommended that:

- In order to focus the scope, the Urban Planning Division continue to work with the Water and Waste Department to identify the specific areas in older existing neighbourhoods where it is desired to increase density; and,
- Determine the necessary resources to conduct the servicing reports that will inform existing underground infrastructure capacities.

FINANCIAL IMPACT

Financial Impact Statement **Date:** March 25, 2014

Project Name:

Infrastructure Capacities in Existing Communities

COMMENTS:

There are no financial implications associated with this report.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:

Water and Waste Department

Public Works Department

SUBMITTED BY

Department:	Planning, Property and Development
Division:	Urban Planning
Prepared by:	Michael Pyl
Date:	March 27, 2014
File No.	O:\Reports Directive\Planning and Land Use\Long Range Planning\Report to EPC re infrastructure capacities March 26