Minutes - Executive Policy Committee - March 10, 2004

REPORTS

Minute No. 217 Plan Winnipeg Amendment - Waverley West
File EP-1.1 (PW 2/2003)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the administrative recommendation and recommends to Council:

1. That By-law No. 50/2004 be forwarded to Council for first reading to allow consideration, at a public hearing, of a proposal to amend Plan Winnipeg By-law No. 7630/2000 by:

   A. Redesignating lands as identified on Map 4 from Rural Policy Area to Neighbourhood Policy Area.

2. That Executive Policy Committee schedule a public hearing in accordance with Section 227 of The City of Winnipeg Charter to consider the proposed amendment.

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

DECISION MAKING HISTORY:

Moved by Councillor Eadie,

That the administrative recommendation be concurred in and forwarded to Council.

Carried

Re: PLAN WINNIPEG AMENDMENT – WAVERLEY WEST

For submission to: **Executive Policy Committee**

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

Report date: January 15, 2004

Recommendation(s):

1) That By-Law No. XXXX/2003 (see Attachment A) be forwarded to Council for first reading to allow consideration, at a public hearing, of a proposal to amend *Plan Winnipeg* By-Law No. 7630/2000 by:

   a. redesignating lands as identified on Map 4 from *Rural Policy Area* to *Neighbourhood Policy Area*.

2) That Executive Policy Committee schedule a public hearing in accordance with Section 227 of the City of Winnipeg Charter to consider the proposed amendment.

REPORT SUMMARY

Key Issues:

- A collaborative and integrated planning approach has been adopted for consideration of future development in Waverley West
- Background studies make a case for redesignation of Waverley West from Rural Policy Area to Neighbourhood Policy Area, mainly based on demand derived from moderate population growth and declining average household size.
- The background studies address a comprehensive set of relevant Plan Winnipeg policies including:
  1. the impact of the proposed development on City infrastructure
  2. the impact of Waverley West on residential development in the Capital Region.
- It is estimated that 1,740 of the 3,075 acres of land would be used for residential development, amounting to an 18-30 year supply. The balance of the land would be required for transportation and utility corridors and other land uses.

Implications of the Recommendation(s):

General implications:

☐ **None**

X	**For the organization overall and/or for other departments**
X	**For the community and/or organizations external to the City of Winnipeg**
	Involves a multi-year contract

Comment(s):

- First reading of the amending by-law and scheduling of a public hearing puts the public on notice that an amendment to Plan Winnipeg will be considered.

Policy implications:

	No
X	**Yes**

Comment(s):

- A Policy Area redesignation constitutes an overall land use change to Plan Winnipeg for these lands in the southwest quadrant of the city.

Environmental implications:

X	**No**
	Yes

Comment(s):

- A Policy Area redesignation in and of itself does not have environmental implications. Environmental issues will be addressed as further reports come forward with secondary plans, rezonings and subdivision of the area.

Human resources implications:

X	**No**
	Yes

Comment(s):

-

Financial implications:

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

Comment(s):

- A Policy Area redesignation in and of itself does not trigger financial implications at this time. The capital costs of the redevelopment of these lands will be calculated, assessed and budgeted for accordingly as the development of the land is phased in.

REASON FOR THE REPORT:

Under the City of Winnipeg Charter, Executive Policy Committee is the designated hearing body responsible for Plan Winnipeg.

HISTORY:

Manitoba Housing and Renewal Corporation (MHRC) and Ladco Company Limited each submitted letters to the City requesting amendments to Plan Winnipeg that would allow residential development on their respective lands in Waverley West, noted on *Attachment B: Land Ownership.* The plan amendments requested by the major property owners would have placed the City in a position of reacting to two separate and independent development initiatives.

A meeting was called in April 2003 to bring the major stakeholders together to discuss an approach to consider development of all or a portion of the Waverley West lands. Ladco, MHRC, Manitoba Intergovernmental Affairs, and the City's Public Works and Planning, Property and Development departments were involved in the discussion. All parties agreed to participate in a collaborative approach to development of the subject lands.

An inter-sectoral and inter-governmental Waverley West Working Group was established to manage the cooperative process. It was agreed that detailed background studies would be required in order to consider a plan amendment in this area. It was also agreed that, if the information demonstrated justification for an amendment to Plan Winnipeg, the City of Winnipeg would initiate the amendment in order to ensure a comprehensive approach to the planning and development of this community. Upon initiation of a Plan Winnipeg amendment, an Area Structure Plan will commence as an extension of the process.

In May 2003, the Waverley West Steering Committee agreed to a Terms of Reference that were prepared to ensure that all relevant Plan Winnipeg policies were addressed in the background studies. The developers commissioned three independent studies to respond to the Terms of Reference. ND Lea completed a *Waverley West Housing and Population Report* and a *Waverley West Transportation Review.* Royal LePage Advisors completed a *Waverley West Long Range Market Assessment*. The reports were submitted to the Planning, Property and Development Department in September 2003.

In December 2003, additional information was submitted, on behalf of the developers, with the objective of providing more detail and clarification about (1) the anticipated Waverley West housing market, (2) the costs and benefits of the proposed development, and (3) the impacts on the City's transportation infrastructure.

DISCUSSION:

The entire area defined under the proposed Plan Winnipeg amendment is approximately 3,075 acres, bounded by the Perimeter in the south, Brady Road to the west, the Lot 16 drain and Bishop Grandin to the north and Waverley Street on the east, as shown on Attachment B. Upon removing major transportation and utility corridors (MB Hydro corridor, Bishop Grandin extension, Kenaston Boulevard extension and Perimeter Highway berming), and other land uses

in the area (storm water retention basins, former land fill and control zones, existing homes), the net developable acreage is about 2,500 acres. The land use concept for Waverley West estimates that upon the removal of parkland/open space dedications (proposed for 20%), school sites (2.4%), and business and commercial areas (8%), about 1,740 acres of land would remain available for residential development and the internal street system. Using an average residential density of 6 units per acre (based on 20% multiple family and 80% single family housing), this would mean the creation of about 10,440 dwelling units. With projected absorption rates, this could represent an 18 – 30 year supply of land in the Waverley West area. A 20-25 year supply of land is a typical horizon for municipal planning purposes.

A number of initial discussions have taken place with a variety of stakeholders. A full consultation program will be part of the Waverley West Area Structure Plan planning process, the next level of planning policy following a Plan Winnipeg amendment.

- The University of Manitoba's design charrette brought together many interests for three-days of intensive consideration of development in Waverley West. This prompted media attention and many inquiries to the Planning, Property and Development Department.

- An information-sharing meeting was held for the residents of Waverley West in June 2003 to advise them of the development interest in the area and to inform them of the municipal processes and approvals that would be required. The residents have now formed a neighbourhood association and are in regular communication with the City.

- Transportation engineers from the City, the Province and developers have met to discuss the regional transportation issues associated with potential development in Waverley West. The RM of Macdonald was also represented at this meeting.

- Staff have been involved in information-sharing meetings with the Provincial Council of Women and other interested parties to discuss issues related to Waverley West.

- The ongoing meetings of the Waverley West Working Group have ensured frequent and complete communication among Manitoba Intergovernmental Affairs, Manitoba Housing and Renewal Corporation, Ladco, Public Works and Planning, Property and Development.

Plan Winnipeg policies provide a basis for guiding new development in the city. The following subjects capture the type of information required by Plan Winnipeg in order to evaluate new development proposals. Each of these issues has been addressed in the background studies submitted to the City by the developers in support of re-designating Waverley West from a Rural Policy Area to a Neighbourhood Policy Area. The relevant Plan Winnipeg policies are attached. (see *Attachment C: Relevant Plan Winnipeg Policies*)

- ☑ Demographic and socio-economic analysis of Winnipeg & the Southwest quadrant (2B-03i)

- ☑ Social and Economic benefit / cost analysis of development in Waverley West (2B-03viii; 3A-02ii)

- ☑ Market analysis (3A-01; 3A-02i; 3B-04; 3B-05; 3B-08iii)

- ☑ Development impact analysis (3A-02v; 3A-04; 3B-02iv; 3B-08)

- ☑ Transportation impact analysis (3A-04; 3C-03iii)

- ☑ Fiscal impact analysis (3A-02)

The City of Winnipeg has the ability to ensure the costs of related infrastructure improvements are recovered. This would be considered during the secondary planning phase of development. For example, Council may adopt an off-site infrastructure improvement levy by-law or include such requirements within the context of an area structure plan that is adopted as a secondary plan.

The public hearing process will allow an open public debate about:

1. the impact of the proposed development on the City's infrastructure, including the future of Kenaston Boulevard and the role of transit, and;

2. the impact of the proposed development on housing in Winnipeg and the Capital Region, including other suburban neighbourhoods, downtown, inner-city and ex-urban residential markets.

On the basis of the above information, it is recommended that Executive Policy Committee forward the attached by-law to Council for first reading. It is further recommended that Executive Policy Committee schedule a public hearing to consider the merits of the proposed Plan Winnipeg amendment, and that the hearing be advertised in accordance with section 227(1) of the City of Winnipeg Charter. A second report from Planning, Property and Development Department, providing further critical analysis of the Plan Winnipeg issues and the case that has been put forth on behalf of the developers, will be submitted to EPC prior to the public hearing.

Financial Impact Statement **Date:** 12-Jan-04

COMMENTS:

A Policy Area redesignation in Plan Winnipeg in and of itself does not trigger financial implications at this time. The capital costs associated with the redevelopment of these lands will be calculated, assessed and budgeted for in future reports as the development of the land is phased in.

Gord Courage, Manager
Support Services Division

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

Engineering Division, Water and Waste

Transportation Division, Public Works

Planning and Schedules Division, Transit

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Jacquie East
PPD File #: PW 02/03

Attachments:
A: Proposed By-Law
B: Land Ownership Map
C: Relevant Plan Winnipeg 2020 Policies
D: Proposed Plan Winnipeg Amendment Schedule

Document name: o:\reports directive\planning and land use\urban planning reports\2003 reports\waverley west first reading revised.doc

REFERENCE: FILE NO: XXX.X.X (PW 02/03)

THE CITY OF WINNIPEG

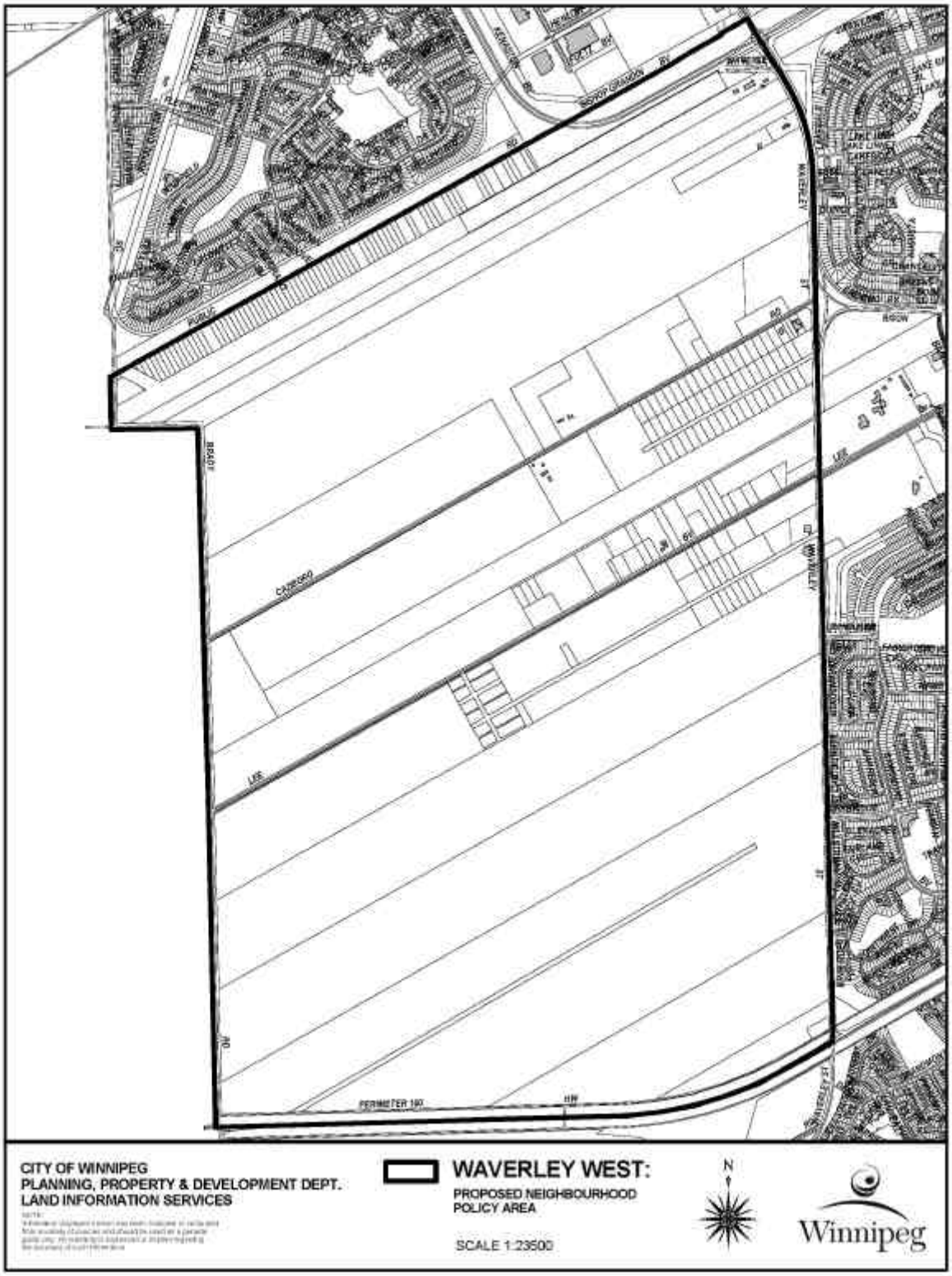
BY-LAW NO. /2003

A By-law of **THE CITY OF WINNIPEG** to amend By-law No. 7630/2000, a By-law establishing **PLAN WINNIPEG**, being a statement of the City's policy and general proposals in respect of development or use of land in the City.

THE CITY OF WINNIPEG, in Council assembled, enacts as follows:

1. The map titled "POLICY PLATE A, LAND USE, PLAN WINNIPEG 2020 VISION", attached to and forming part of By-law No. 7630/2000 is hereby amended as follows:

"Lands located in the neighbourhood characterization area known as Waverley West in the Riel Community of The City of Winnipeg, shown outlined on the map below, are hereby designated as "NEIGHBOURHOOD" Policy Area and the said Plan Winnipeg Policy Area Map shall hereafter be read and construed as though the said lands were indicated thereon as "NEIGHBOURHOOD" Policy Area."


CITY OF WINNIPEG
PLANNING, PROPERTY & DEVELOPMENT DEPT.
LAND INFORMATION SERVICES
WAVERLEY WEST:
PROPOSED NEIGHBOURHOOD
POLICY AREA
SCALE 1:23500
N
Winnipeg

RECEIVED FIRST READING on this _____ day of _____ A.D., 2004.

RECEIVED SECOND READING on this _____day of _____ A.D., 2004.

RECEIVED THIRD READING on this _____day of _____ A.D., 2004.

DONE AND PASSED in Council assembled this _____ day of _____ A.D., 2004.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

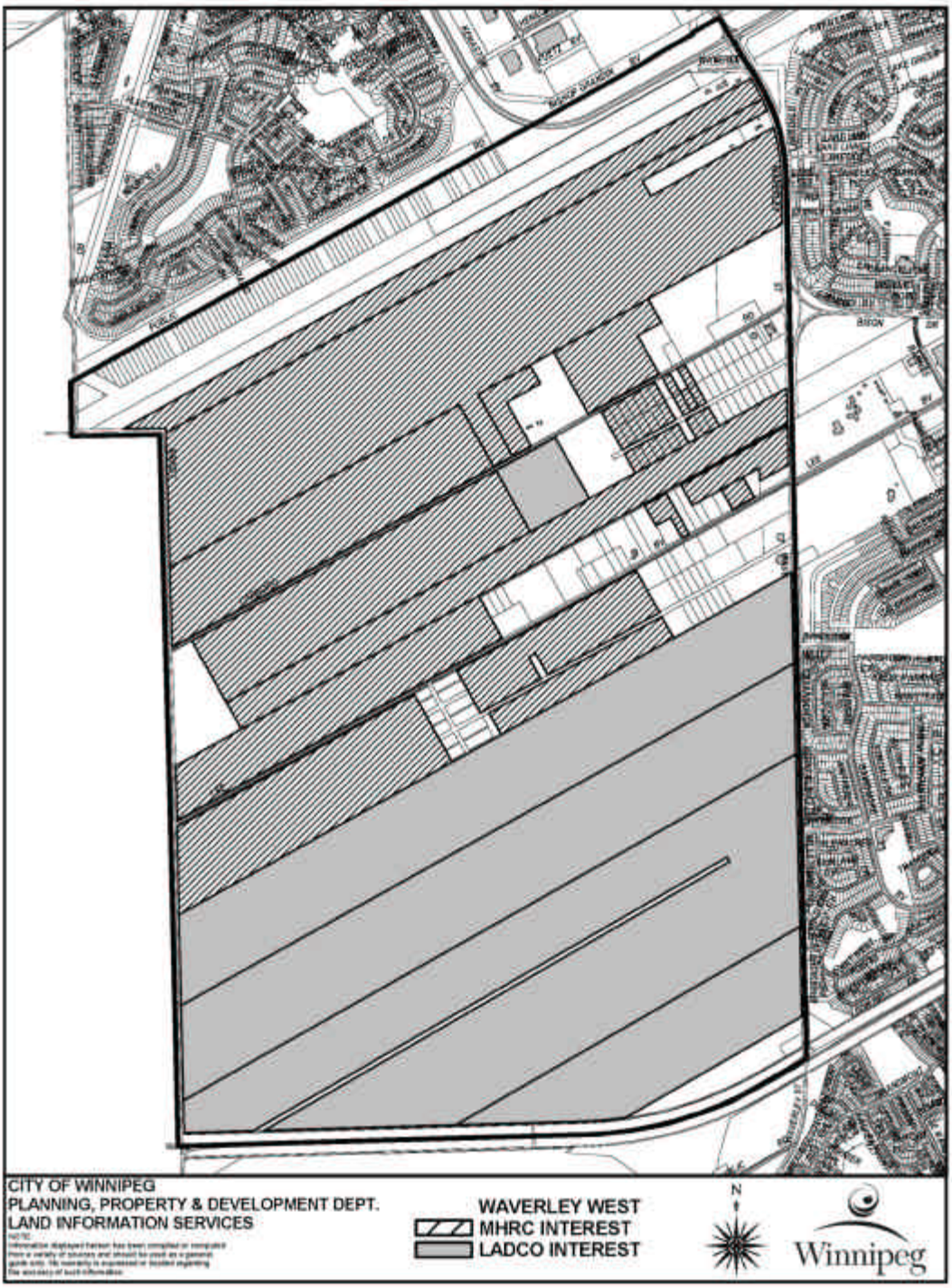
_____
for Chief Administrative Officer

Certified as to Form:

_____
for City Solicitor/Manager of
Legal Services

File No.

ATTACHMENT B: LAND OWNERSHIP



FOR CONSIDERATION OF A PLAN WINNIPEG AMENDMENT:

1A-01 Promote Downtown Development

v) considering the effects on the downtown in the evaluation of new developments, commercial/retail policies, staff and budget resource allocations, and transportation priorities.

2A-01 Commit to Citizen Engagement

The City shall commit to citizen engagement in political decision-making processes by:

iii) actively soliciting citizen input into policy formulation, political decision-making, and program development processes through meaningful public consultation.

2B-03 Commit to Responsive Government

The City shall commit to responsive government by:

i) monitoring and responding to demographic, social, economic, and environmental trends both locally and globally;

viii) evaluating City policy decisions, core programs and services, budget allocations, and new development applications against a set of quality of life principles, including consideration of long-term economic benefits and costs.

2C-02 Facilitate Opportunities for Business Growth in Winnipeg

The City shall facilitate opportunities for business growth in Winnipeg by:

ii) assisting business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within the civic administration;

3A-01 Promote Orderly Development

The City shall promote orderly development through land use designations on Policy Plate A by:

ii) considering the Neighbourhood designation to signify areas of local identity with mutually supportive uses generally including 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;

iv) considering the Rural designation to signify areas primarily devoted to agricultural uses and related support functions <u>until such time that these lands are required to be redesignated for future development</u>;

v) considering the identification of areas of Regional Commercial and Mixed-Use Concentration to signify the general desired locations for large scale commercial development attracting customers city-wide and beyond, with the intent to direct future development of that nature to those general locations;

vi) considering the Major Open Space designation to signify distinctive areas of city-wide importance that provide opportunities for passive nature-oriented activities and/or a variety of active recreational facilities; and

vii) identifying those areas of the city that are governed by secondary plans, and promoting the use

of secondary plans, where warranted, to provide greater clarity in the interpretation of policy designations.

3A-02 Promote Compact Urban Form

The City shall promote compact urban form in support of sustainability by:

i) approving new residential, commercial, and industrial subdivisions only where there is a reasonable relationship between the supply of land and the projected demand and when a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner;
ii) evaluating residential, commercial, and industrial development proposals using benefit-cost analysis to measure long-term revenues, expenditures, and impacts on existing developments within a life-cycle costing framework;
iv) encouraging infilling of vacant lands and the revitalization of existing neighbourhoods to maximize the use of existing infrastructure; and
v) supporting new development which is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

3A-04 Protect Traffic Flows from Significant Increases

The City shall protect traffic flows from significant increases in volume as a result of new developments by:

i) requiring major developments be sited in such a manner that public investment in adjacent regional transportation facilities is protected;

3A-05 Promote Regional Consistency in Planning and Development

The City shall promote regional consistency in planning and development by:

ii) consulting with neighbouring municipalities and the Province to promote the integration of Plan Winnipeg with the development plans of adjacent municipalities and monitoring compliance with these plans;

3B-02 Guide the Development of New and Existing Residential Areas

The City shall guide the development of new and existing residential areas designated as Neighbourhood on Policy Plate A by:

ii) preparing detailed secondary plans for future neighbourhoods in consultation with residents and business interests to ensure the coordination of local and regional services and the compatibility of land uses and other objectives;
iv) evaluating new residential development proposals according to appropriateness of location and assessing their long-term impact within an evaluation framework established in consultation with the development industry; and

3B-08 Regulate Land Uses in Rural Areas

The City shall regulate land uses within locations designated as Rural on Policy Plate A by:

iii) allowing the redesignation of Rural land to Neighbourhood or Industrial only where there is a demonstrated need for additional land to satisfy projected demand and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner;

3C-03 Commit to Traffic Operations Improvements

The City shall commit to traffic operations improvement to increase roadway efficiency by:

iii) assessing the compatibility of new development and access controls with the intended function of the adjacent arterial street system; and

ATTACHMENT D: PLAN WINNIPEG AMENDMENT SCHEDULE

Possible schedule for a Plan Winnipeg Amendment – Waverley West

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Jan 16/04	Report at CAO Advisory committee
Jan 19/04	Report to EPC Secretariat for scheduling
Feb 4/04	Report and draft by-law considered by EPC and forwarded to Council
Feb 25/04	Council considers report, gives Plan Winnipeg by-law first reading, and instructs EPC to hold a public hearing (Section 227 CW Charter)
Feb 26/04	EPC sends out letter advising people of public hearing and notice to Minister
Mar 16/04	First ad of Public Hearing appears in newspapers (not less than 14 days prior to hearing)
Mar 23/04	Second ad appears in newspapers (must appear for 2 consecutive weeks)
Apr 7/04	EPC conducts public hearing and forwards report and by-law to Council for 2nd reading (note: earliest hearing date Mar 24/04)
Apr 8/04	EPC advises those persons who made representation at public hearing of when Council will be considering its report and by-law
Apr 21/04	Council gives 2nd reading to Plan Winnipeg By-law (Section 227(2) CW Charter)
Apr 22/04	EPC sends letter to Minister of Intergovernmental Affairs (Section 228(2)) and all persons making representation requesting objections to be filed with Minister by May 14/04 (14 days)
June 2004	Consideration of filed objections by Minister of Intergovernmental Affairs. (Possible referral to the Municipal Board – add several months to timeline)
Jul 7/04	EPC considers Minister's response and forwards Plan Winnipeg by-law to Council for 3rd reading
Jul 21/04	Council gives 3rd reading to Plan Winnipeg By-Law