Rural Municipality of Macdonald

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January 4, 2005

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City Clerk Department
The City of Winnipeg
Council Building
510 Main Street
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Attention: Mr. Richard Kachur
City Clerk

Dear Mr. Kachur,

RE: PLAN WINNIPEG AMENDMENT: WAVERLEY WEST

Further to your letter of November 16, 2004, the Rural Municipality (RM) of Macdonald appreciates the opportunity to make the following comments regarding the proposed Plan Winnipeg Amendment for the Waverley West lands. This is not a letter of objection, as we feel that the City of Winnipeg like other Manitoba Capital Region municipalities such as the RM of Macdonald should have the ability and responsibility to plan for future growth and development as they see fit. We do, however, have a number of matters that we would like the City of Winnipeg to consider as part of this proposed Plan Winnipeg Amendment or through other planning mechanisms such as secondary plans, rezonings, subdivision plans and/or development agreements, if deemed appropriate.

Matters that we would like the City of Winnipeg to consider are:

1.0 The Macdonald-Ritchot Planning District Development Plan

The RM of Macdonald and the RM of Ritchot comprise the Macdonald-Ritchot Planning District. The Planning District approved an updated Development Plan for the District in January 2003. Our Planning District was formed in 1983 and as such we have a long history of working together for the overall benefit of the region.

Our Development Plan promotes the orderly physical, social, economic and environmental development of the two municipalities. Land use designations within the Development Plan include "Rural Policy Areas", "General Development Policy Areas", and "Urban Policy Areas".

The proposed Waverley West development partially straddles our eastern municipal boundary for the area between the Perimeter Highway and the Whyte Ridge community. Lands in this portion of the RM of Macdonald are generally designated as "Rural Policy Areas". Within "Rural Policy Areas", agricultural land uses are given high priority, including livestock production operations, which may have an impact on future development within the Waverley West area. Other types of land uses allowed in "Rural Policy Areas" include on a limited basis rural residential development, commercial operations and industrial facilities.

2.0 RM of Macdonald Zoning By-law

The RM of Macdonald Zoning By-law was approved in 1995. Lands to the west of the proposed Waverley West development within the RM of Macdonald are mainly zoned "AG" Agricultural General Zone. This zone provides for a wide range of agricultural activities on large parcels of land in a fairly unrestricted manner. Some of the permitted and conditional land uses include: abattoirs and meat packing; livestock production operations; agricultural products processing; aircraft landing strips; auction marts for livestock; bulk fuel and propane sales and storage; contractor's yards or shops; fertilizer, pesticide and herbicide facilities; implement and machinery shops; junk yards; landscape contractors; sand and gravel pits; and seed cleaning plants.

Livestock production operations over 10 animal units are conditional uses within the "AG" Agricultural General Zone. Depending on the size of the operation there are different setback requirements for manure storage areas from residences. For instance, livestock production operations of 10-100 animal units that store liquid manure require a 1,500 feet separation distance while operations of more than 300 animal units require a 5,280 feet (1 mile) buffer. This means that under the current zoning regulations and subject to a conditional use hearing, there could be a fairly intensive livestock operation within close proximity of the Waverley West development.

3.0 Transitional Land Uses and Compatibility

To address the potential for various types of agricultural and rural related developments, future land uses in the westerly portion of Waverley West should be compatible with these land uses. Other measures such as buffering, berming and landscaping could also be utilized. These measures however should be stringent enough to mitigate any future problems. We already have a situation where the RM of Macdonald has had to propose a buffer area in the McGillivray Industrial Area to reduce potential impacts to the Whyte Ridge community in Winnipeg. We contend that these buffering provisions should have been the responsibility of the Whyte Ridge developer.

4.0 Plan Winnipeg 2020 Vision

There has been a lot of discussion in the media lately that development in areas such as La Salle, Oak Bluff and Sanford in the RM of Macdonald is negatively impacting downtown Winnipeg and neighbourhood revitalization in mature communities such as Minto-Sargent Park or Central St. Boniface. However, growth in our communities complies with our Development Plan, which was approved by the Province of Manitoba.

Plan Winnipeg promotes downtown development, downtown living, neighbourhood revitalization, the creation of character areas, the reduction of greenhouse gas emissions, orderly development, compact urban form, regional consistency in planning and development, commitment to transit improvements, maintenance and renewal of existing infrastructure, environmentally responsible decision making, energy efficiency, and commitment to heritage conservation. With this proposed Waverley West development on a rural greenfield site, the City of Winnipeg and the Province of Manitoba should meet the spirit and intent of existing Plan Winnipeg objectives and policies related to long term growth and development.

5.0 Manitoba Capital Region Plan

It is our understanding that based on a recent report on the Manitoba Capital Region that was undertaken by a Regional Planning Advisory Committee, the Province of Manitoba is considering preparing a land-use policy plan for the Manitoba Capital Region. This land-use policy plan would cover the RM's of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Springfield, St. Andrews, St. Clements, St. Francois Xavier, Tache, and West St. Paul, the Town of Stonewall, and the Cities of Selkirk and Winnipeg.

This land-use policy plan would deal with land use planning and growth management, the supply of clean water, energy conservation, the protection of agricultural land, the preservation of sensitive environmental areas, the encouragement of preferred patterns of residential development, and other related matters. It is intended that this land-use policy plan would ensure integration and coordination of municipal land use planning decisions such as the proposed Waverley West development that we are dealing with today.

In light of the Province's intention to prepare a Manitoba Capital Region land-use policy plan and the size of the proposed Waverley West development (i.e. 3,075 acres of land, 10,440 dwelling units, 30,000 people, and an 18-30 year supply of land), it may be worthwhile scaling back the amount of land proposed to be re-designated "Neighbourhood" in Plan Winnipeg until the regional land-use policy plan has been prepared.

6.0 Regional Development

One of the recommendations in the Regional Planning Advisory Committee Report outlines that the potential number of urban residential lots available in settlement centres and urban centres in the Manitoba Capital Region should bear a reasonable relationship to demand. As well, the municipal and regional supply and demand of urban residential lots in the Manitoba Capital Region as a whole should be taken into account when designating lands and reviewing subdivision applications at both the municipal and provincial approval stages.

While there have been reports prepared dealing with the Waverley West lands that show there is an insufficient supply of residential lots within Winnipeg to meet short and long-term demand, this analysis should be taken one step further to include the regional supply of urban residential lots. This analysis will determine whether the development of Waverley West will curtail opportunities for our urban centres such as La Salle and Oak Bluff to grow and prosper at a sustainable and modest level, pursuant to our Provincially approved Development Plan policies.

7.0 The Regional Transportation System

A number of short and long term transportation improvements necessitated by the development of the Waverley West lands may impact the RM of Macdonald. As part of the Waverley West development we would like to see the preparation and approval of an overall regional transportation plan for the area that includes Manitoba Transportation and Government Services. This regional transportation plan should outline future transportation corridors, access provisions, land use constraints and opportunities, funding mechanisms, capital and maintenance costs, jurisdictional responsibilities, and other related matters.

8.0 Land Drainage

The development of the Waverley West lands may impact Municipal and Provincial drainage systems within the RM of Macdonald. In particular, the Lot 16 Drain at the north end of Waverley West and the Perimeter Highway drains at the south end of Waverley West that flow into the Red River. Any future land drainage systems developed for the Waverley West development must ensure that these drainage patterns are not comprised as a significant part of our community relies on these drainage outlets.

9.0 Municipal Cooperation

Part of Policy 3A-05 in Plan Winnipeg states that "the City of Winnipeg shall promote regional consistency in planning and development by 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". Outside of receiving a notice of the public hearing from the City of Winnipeg's City Clerk Office, we have had no contact from City

of Winnipeg officials on this proposed Plan Winnipeg amendment. We recognize that from a population and financial perspective, the City of Winnipeg dominates the Manitoba Capital Region. However, as indicated in Plan Winnipeg Policy 3A-05 we all have to work together to promote regional consistency. We would have felt more comfortable with the proposed Waverley West development if more dialogue had taken place between our municipal governments prior to today's hearing.

Again, thank you for allowing us to make these comments regarding the proposed Waverley West development. We feel that subject to our concerns being addressed through this Plan Winnipeg amendment or other planning mechanisms such as rezonings or subdivision plans, this Waverley West development will be a benefit to the City of Winnipeg and the rest on the Manitoba Capital Region. We look forward to working with the City of Winnipeg and Province of Manitoba as this project progresses through the various planning approval processes.

Yours truly,
RURAL MUNICIPALITY OF MACDONALD

R Burns

Reeve Rodney Burns

cc. Honourable Scott Smith, Minister of Intergovernmental Affairs and Trade, Province of Manitoba
Mayors and Reeves of the Capital Region