Agenda – Council – January 26, 2005

Report - Executive Policy Committee – January 19, 2005

Item No. 1 Plan Winnipeg Amendment: Waverley West
File EP-1.1 (PW 2/2003)

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 19, 2005, the Executive Policy Committee concurred in the following administrative recommendation and submits the following to Council:

1. That By-law No. 50/2004 be forwarded to Council for second reading to allow for a proposal to amend Plan Winnipeg By-law No. 7630/2000 by:

   A. Redesignating lands as identified on Attachment "A" from Rural Policy Area to Neighbourhood Policy Area.

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

Agenda – Council – January 26, 2005

Report - Executive Policy Committee – January 19, 2005

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 19, 2005, the Executive Policy Committee concurred in the following administrative recommendation, namely:

1. That By-law No. 50/2004 be forwarded to Council for second reading to allow for a proposal to amend Plan Winnipeg By-law No. 7630/2000 by:

    A. Redesignating lands as identified on Attachment "A" from Rural Policy Area to Neighbourhood Policy Area.

and submitted the matter to Council.

The Executive Policy Committee provided the following supporting reasons for its recommendation:

1. Plan Winnipeg Policy Statement 3B-08(iii) "Regulate Land Use in Rural Areas" provides the guiding principles that must be followed when redesignating lands from Rural Policy Area to Neighbourhood Policy Area, as follows:

    > 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.

2. The Hearing Body is satisfied that the applicant has met both requirements of the above-referenced test.

3. With regard to the first requirement – a demonstrated need for additional land to satisfy projected demand – the Hearing Body accepts the data contained in the City of Winnipeg Residential Land Supply Study (the "Study") as presented by the applicant. The Study provides as follows:

DECISION MAKING HISTORY (continued):

A. Demand - projected demand for new single-family homes in the southwest quadrant of the City is in the range of 5,968-7,259 homes to 2011, with projected demand for an additional 5,456-5,879 homes from 2011 to 2021;

B. Supply - current available supply to meet the projected demand is 0.5 years of serviced lots, and 3.5 to 4.5 years of serviceable lots in the southwest quadrant of the City; and

C. Land Supply Target - an acceptable land supply target is a 5 year rolling supply of serviced lots, with a 15 to 20 year supply of serviceable lots.

Therefore, based on the information presented by the applicant, the Hearing Body accepts that there is a demonstrated need for additional land to satisfy projected demand in the southwest quadrant of the City. The Hearing Body also endorses the proposed land supply target of 15-20 years for each quadrant of the City as proposed by the applicant.

4. With regard to the second requirement – that a full range of municipal infrastructure can be provided in an environmentally-sound, economical and timely manner – the Hearing Body receives as information the economic information provided by the applicant and other presenters, and concludes that with proper safeguards built into the development agreements and approvals related to eventual development of the lands in question, that these important criteria can be met.

5. In reaching this conclusion, the Hearing Body notes that the City is empowered under its Charter with sufficient authority to ensure that development agreements and conditions of land use approvals fully recover all costs that will be incurred by the City which benefit or will benefit the lands in question. This can ensure residents of other neighborhoods do not subsidize the development of these lands.

6. The Hearing Body further notes the concerns raised during the hearings into this matter regarding the environment and similarly recommends that suitable conditions be imposed through the development approval process to ensure all potential environmental impacts related to water, drainage, greenhouse gas emission reduction and waste reduction will be addressed.

Report - Executive Policy Committee – January 19, 2005

DECISION MAKING HISTORY (continued):

7. The Hearing Body would at this time also like to take the opportunity to address the concerns of various presenters who suggested suburban development in the southwest quadrant of the City would have negative impacts on the downtown. The Hearing Body believes that all Winnipeggers should have the ability to make choices regarding where they wish to live and own a residence. While the Hearing Body recognizes the need for additional land in the southwest quadrant of the City, we also wish to reiterate our commitment to downtown revitalization and inner city housing. Additional incentives for infill housing in mature neighborhoods and home renovations for older properties will be introduced and the Province's pledge to direct revenues from development of its lands in the area in question to the downtown and core area will be pursued vigorously.

8. The Hearing Body also notes the important role the Province must play in ensuring timely construction of schools in the new neighborhoods and in leading a regional discussion of land use planning and transportation infrastructure for the Capital Region.

Further, on January 19, 2005, the Executive Policy Committee received as information the following administrative recommendation, namely:

- That the future re-zoning, subdivision and development of the subject lands be managed by the City of Winnipeg through a comprehensive Secondary Plan adopted by Council.

On January 5, 2005, the Executive Policy Committee concluded the receipt of public representations and adjourned the public hearing to its meeting to be held at 9:00 a.m. on Wednesday, January 19, 2005, in the Council Building, 510 Main Street.

PUBLIC HEARING SUMMARY

File: EP-1.1 (PW 2/2003)

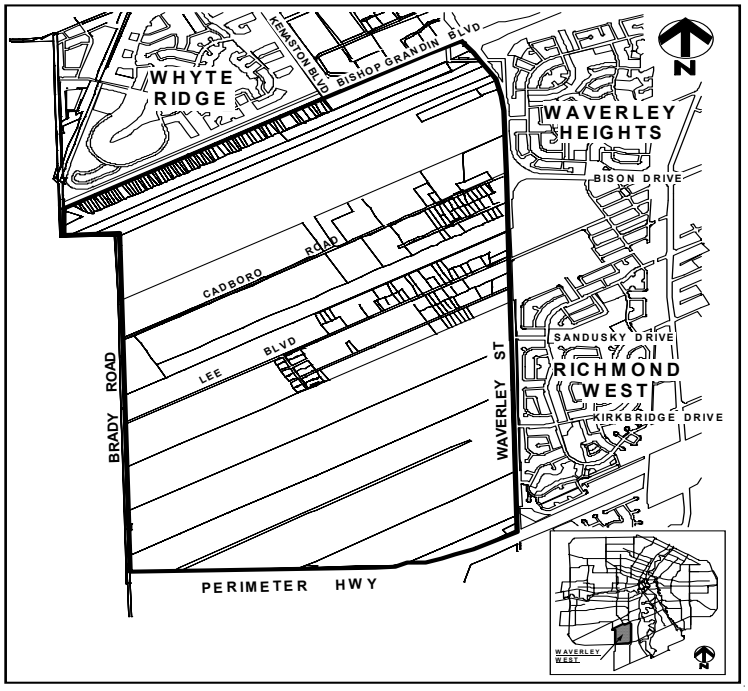
Before: Executive Policy Committee
His Worship Mayor Katz
Deputy Mayor Pagtakhan
Councillor Clement
Councillor Eadie
Councillor De Smedt
Councillor Steeves
Councillor Thomas

Public Hearing: January 4, 2005 adjourned to January 5, 2005
Council Chambers, Council Building, 510 Main Street

Applicant: Director of Planning, Property and Development

Subject: A proposal to amend Plan Winnipeg By-law No. 7630/2000 by:

1. Re-designating the lands as identified on Map 4 from Rural Policy Area to Neighbourhood Policy Area



Exhibits Filed:

1. Application dated September 17, 2003
2. Council Decision of March 24, 2004; contains report from the Director of Planning, Property and Development dated January 15, 2004
3. First Reading of By-law No. 50/2004 by Council on March 24, 2004
4. Notification of Public Hearing to the Minister of Intergovernmental Affairs and Trade dated November 10, 2004
5. Notification of Public Hearing to the Rural Municipality of Ritchot dated November 16, 2004
6. Notification of Public Hearing to the Rural Municipality of Macdonald dated November 16, 2004
7. Advertising Notices dated December 2, 9 and 16, 2004
8. Report from the Director of Planning, Property and Development dated December 7, 2004
9. Communication dated November 23, 2004 from Phyllis Watson, Serge Larochelle, Arlene Draffin-Jones, Carolyn Garlich, Margaret Stinson, Elizabeth Troutt, and Elizabeth Fleming, in opposition to the application
10. Communication dated December 15, 2004, from Barry Hammond in opposition to the application
11. Communication dated December 13, 2004, from Elizabeth Fleming, Chair, Urban and Rural Issues Committee, Provincial Council of Women of Winnipeg, requesting an adjournment of the public hearing
12. Communication dated December 14, 2004, from Jared Dano in opposition to the application
13. Communication dated November 23, 2004, from The Winnipeg Chamber of Commerce in support of the application
14. Communication dated January 4, 2005, from Nick Ternette in opposition to the application
15. Communication dated January 4, 2005, from Carolyn Garlich in opposition to the application
16. Communication dated December 21, 2005, from Alan Diduck, Environmental Studies Program, University of Winnipeg, in opposition to the application
17. Communication dated January 4, 2005, from Mayor Robert Stefaniuk, Rural Municipality of Ritchot, in support of the application
18. Communication dated December 21, 2004, from Chris Kirouac in opposition to the application

19. Communication dated December 17, 2004 from Christopher Leo, Professor, Department of Politics, University of Winnipeg, and Adjunct Professor, Department of City Planning, University of Manitoba, with respect to the application
20. Communication dated December 27, 2004, from John Muller, Project Manager, Central Church of Christ Building Project, in support of the application
21. Communication dated January 4, 2005 from Craig Stahlke, Secretary-Treasurer, Pembina Trails School Division Board of Trustees, with respect to the application
22. Communication dated December 29, 2004, from Ross Robinson, President, B.A. Robinson Co. Ltd., in support of the application
23. Communication dated December 30, 2004 submitted by Arlene Draffin Jones, President, The Provincial Council of Women of Manitoba, Inc., in opposition to the application and requesting an adjournment of the public hearing
24. Communication dated December 28, 2004 from Matthew Gemmel in opposition to the application
25. Communication dated December 31, 2004 from George and Fran Van Walleghem with respect to the application
26. Communication dated December 15, 2004 from Sheri Blake with respect to the application
27. Communication dated December 29, 2004 from Lindsay Kavalench, The Manitoban, with respect to the application
28. Communication dated December 29, 2004 from John Gunter in opposition to the application
29. Communication dated December 29, 2004 from Kim Milne in opposition to the application
30. Communication dated December 30, 2004 from Vaughn Barkman in opposition to the application
31. Communication dated December 30, 2004 from Lesley in opposition to the application
32. Communication dated December 30, 2004 from Ken Bishop, Chief Executive Officer, Habitat for Humanity Winnipeg in support of the application
33. Communication dated December 30, 2004 from Sean Espey and Diane Frolick in opposition to the application
34. Communication dated December 30, 2004 from Patricia Johnston in opposition to the application
35. Communication dated January 2, 2005 from Marcus Rempel in opposition to the application

36. Communication dated January 3, 2005 from Anne Lindsey, Executive Director, Manitoba Eco-Network, requesting an adjournment of the public hearing
37. Communication dated January 3, 2005 from Marianne Cerilli with respect to the application
38. Communication dated January 3, 2005 from Mark Golden in opposition to the application
39. Communication dated January 3, 2005 from Andrea del Campo in opposition to the application
40. Communication dated January 4, 2005 from Dougald Lamont in opposition to the application
41. Communication dated January 4, 2005 from Kimlee Wong Morrisseau in opposition to the application
42. Communication dated January 4, 2005 from Jeffrey Thiessen with respect to the application
43. Communication dated December 30, 2004 from Allan Lochman, Officer and Director, Super-Lite Lighting Ltd. and The Floor Show Ltd., in support of the application
44. Presentation dated January 2005 from Ian Walker, Member, Winnipeg Public Library Board with respect to the application
45. Presentation in support of the application submitted by Harry Finnigan, Director of Planning, Property and Development at the public hearing held on January 4, 2005
46. City of Winnipeg Residential Land Supply Study dated October 25, 2004, submitted by the Planning Property and Development Department at the public hearing held on January 4, 2005
47. City of Winnipeg Financial Impact Analysis dated December 10, 2004, submitted by the Planning Property and Development Department at the public hearing held on January 4, 2005
48. PowerPoint presentation dated January 4, 2005 with respect to the application, submitted by the Planning, Property and Development Department at the public hearing held on January 4, 2005
49. PowerPoint presentation with respect to the application submitted by Paul McNeil, ND LEA Engineers and Planners Inc., at the public hearing held on January 4, 2005
50. Exhibit “A” – Housing and Population Report dated September 2003, as referred to in the PowerPoint Presentation submitted by Paul McNeil, ND LEA Engineers and Planners Inc., at the public hearing held on January 4, 2005

51. Exhibit "B" – Demographic and Market Analysis Report dated January 2004, as referred to in the PowerPoint Presentation submitted by Paul McNeil, ND LEA Engineers and Planners Inc., at the public hearing held on January 4, 2005
52. Exhibit "C" – Transportation Review dated December 2003, as referred to in the PowerPoint Presentation submitted by Paul McNeil, ND Lea Engineers and Planners, at the public hearing held on January 4, 2005
53. Exhibit "D" – City of Winnipeg Financial Cost-Benefit Analysis dated July 2004, as referred to in the PowerPoint Presentation submitted by Paul McNeil, ND LEA Engineers and Planners Inc., at the public hearing held on January 4, 2005
54. Key Policy Questions submitted by Paul McNeil, ND LEA Engineers and Planners Inc., on behalf of Manitoba Housing and Renewal Corporation and Ladco Development Company, at the public hearing held on January 4, 2005
55. Presentation dated January 4, 2005 in support of the application, submitted by Alan Borger, President, Ladco Company Limited, at the public hearing held on January 4, 2005
56. Presentation dated January 4, 2005 in support of the application submitted by James Gallagher, Land Development Consultant, Manitoba Housing and Renewal Corporation, at the public hearing held on January 4, 2005
57. PowerPoint presentation dated January 4, 2005 with respect to the application, submitted by Terry Wotton, Manitoba Housing and Renewal Corporation, at the public hearing held on January 4, 2005
58. Presentation dated January 4, 2005 in support of the application submitted by Chris Lorenc, President, Manitoba Heavy Construction Association, at the public hearing held on January 4, 2005
59. Presentation dated January 4, 2005 with respect to the application, submitted by Lorne Weiss, Chair, MPAC, Manitoba Real Estate Association, at the public hearing held on January 4, 2005
60. Presentation dated January 4, 2005 with respect to the application, submitted by Ross McGowan, Vice-President, Urban Development Institute, at the public hearing held on January 4, 2005
61. Communication dated January 4, 2005 in support of the application, submitted by Roland Marcoux, President, The

Old Saint-Boniface Residents' Association, at the public hearing held on January 4, 2005

62. Presentation dated January 4, 2005 in support of the application, submitted by Dennis Owens, Senior Policy Analyst, Frontier Centre for Public Policy, at the public hearing held on January 4, 2005
63. Presentation dated January 2005 in support of the application, including highlights, submitted by Peter Squire, Winnipeg Real Estate Board, at the public hearing held on January 4, 2005
64. Presentation dated January 4, 2005 in support of the application, submitted by Eric Vogan, Qualico Developments, at the public hearing held on January 4, 2005
65. Presentation dated January 4, 2005 in support of the application, submitted by John Woods, President, Consulting Engineers of Manitoba, at the public hearing held on January 4, 2005
66. Communication dated January 5, 2005 from Guy Magnusson in support of the application
67. Communication dated January 5, 2005 from Martha Helgerson and Donald Houston in opposition to the application
68. Communication dated January 5, 2005 from Gaynor V. Powell with respect to the application
69. Communication dated January 5, 2005 from Bernard Ferguson in opposition to the application
70. Communication dated January 5, 2005 from M. Malyk in opposition to the application
71. Communication dated January 5, 2005 from Elaine Henrotte with respect to the application
72. Presentation dated January 5, 2005 from John Orlikow, Consultant, Orlie Inc., with respect to the application
73. PowerPoint presentation in support of the application submitted by Colin Mathieson, Access Advisory Committee and Canadian Paraplegic Association, at the public hearing held on January 5, 2005
74. Presentation in opposition to the application submitted by Tim Anthony at the public hearing held on January 5, 2005
75. Presentation in opposition to the application submitted by Councillor Benham, River Heights-Fort Garry Ward, at the public hearing held on January 5, 2005
76. Communication dated September 28, 1999 from Manitoba Housing /Urban Affairs with respect to the application

submitted by Elizabeth Fleming, The Provincial Council of Women in Winnipeg, at the public hearing held on January 5, 2005

77. Presentation in opposition to the application submitted by Matthew B. Gemmel at the public hearing held on January 5, 2005
78. Presentation submitted by Councillor Gerbasi, Fort Rouge-East Fort Garry Ward, in opposition to the application at the public hearing held on January 5, 2005
79. Presentation in opposition to the application submitted by Barry Hammond at the public hearing held on January 5, 2005
80. Presentation dated January 5, 2005 in opposition to the application submitted by Phyllis Watson at the public hearing held on January 5, 2005
81. Presentation dated January 4, 2005 submitted by Glenda Whiteman, Concerned Residents of Winnipeg Inc., Canadian Coalition for Health and Environment, in opposition to the application at the public hearing held on January 5, 2005
82. Presentation in opposition to the application submitted by Maggie Friesen, Spence Neighbourhood Association, at the public hearing held on January 5, 2005
83. CD entitled "City Plan Maps" submitted by Lee Haber at the public hearing held on January 5, 2005
84. Photocopy of front page of book entitled "City Transformed – Urban Architecture at the Beginning of the 21st Century" referred to by Lee Haber at the public hearing held on January 5, 2005
85. Presentation with respect to the application submitted by Reeve Rodney Burns, Rural Municipality of Macdonald, at the public hearing held on January 5, 2005
86. Presentation with respect to the application submitted by Bill Elliott, President and Chief Executive Officer, Fort Whyte Centre, at the public hearing held on January 5, 2005
87. Rendering entitled "Green Corridor 2004" submitted by Bill Elliott, President and Chief Environment Centre, Fort Whyte Centre, at the public hearing held on January 5, 2005
88. PowerPoint presentation dated January 5, 2005 with respect to the application submitted by Rodney McDonald at the public hearing held on January 5, 2005

89. PowerPoint presentation dated January 5, 2005 with respect to the application submitted by Lisa Hardess at the public hearing held on January 5, 2005
90. Excerpt from a Newsletter entitled "Select Environmentally Responsible Site" dated Winter 2004 submitted by Lisa Hardess at the public hearing held on January 5, 2005
91. Alternative Approaches to Secondary Planning submitted by the Director of Planning Property and Development at the public hearing held on January 5, 2005
92. Communication dated January 3, 2005 from Kim Tyson in opposition to the application
93. Communication dated January 4, 2005 from Ted Mann with respect to the application

REPRESENTATIONS:

In Support:

Harry Finnigan, Director of Planning, Property and Development
Chris Knoll, Manager of Planning and Land Use,
Planning, Property and Development Department
Jacquie East, Coordinator Urban and Neighbourhood Planning,
Planning, Property and Development Department
Martin Grady, Senior Planner (Plan Winnipeg),
Planning, Property and Development Department
Roy Hartmann, Traffic Assessment Engineer, Public Works Department
Mike McGinn, Manager of Finance, Planning, Property and Development Department
Kim Raban, Services Development Engineer, Water and Waste Department
Michelle Richard, Senior Planner (Plan Winnipeg),
Planning, Property and Development Department

Dale Amodeo
Barbara Anderson
David Angus, President and Chief Executive Officer, Winnipeg Chamber of Commerce
Jason Arlt
Tony Balaz
Adrienne Batra, Provincial Director, Canadian Taxpayers Association
James and Helen Bergen
Ken Bishop, Chief Executive Officer, Habitat for Humanity
Alan Borger, President, Ladco Company Limited
David Borger, Ladco Company Limited
Henry Borger, Ladco Company Limited

Dave Boutet, B. A. Robinson Co. Ltd.
Ken Braun, Qualico Group
Danai Carriere
Chad and Kimberly Celaire
Len Chambers
James and Phyllis Chase
Rick Cheney
Vince Cherepak
Doug Clark, Scatliff+Miller+Murray Architects
Denise Conan
Brian Contant, Character Homes
Brian Cornelsen
Frank Curtis
Chuck Davidson, Director of Public Affairs, Winnipeg Chamber of Commerce
Pedro and Wanda Daza
Michael Durcoe, B.A. Robinson Co. Ltd.
Bill Eva
James Gallagher, Land Development Consultant, Manitoba Housing and Renewal Corporation
Irene Gamache
Deb Goodfellow
Gordon R. Graveline, B.A. Robinson Co. Ltd.
Todd Gulra
Scott Harnish
David Hill
Allan L. Hochman, Officer and Director, Super-Lite Lighting Ltd. and The Floor Show Ltd.
Andrew Hretzay, Anson Development
Jason Jaquet, Technical Coordinator, Randall Homes
Randy Jaquet, President, Randall Homes
Greg Jasper, Genstar Development Company
Brenda Johnson
David King
Terry Klassen, B.A. Robinson Co. Ltd.
Mark Kneale
Leanne LaRinere, Steinbach Credit Union
Marcel Laurendeau
Garry Lemay
Chris Lorenc, President, Manitoba Heavy Construction Association
John Lund
Cynthia Lywak
Loretta MacDougall
Ross McGowan, Vice-President, Urban Development Institute
Carla McIntyre
Corrina McNamara
Paul McNeil, ND LEA Engineers and Planners Inc.

Guy Magnusson, Remco Realty
Roland Marcoux, President, Old Saint Boniface Residents' Association
Colin Mathieson, Access Advisory Committee and Canadian Paraplegic Association
Gerry Mawhiney
Wendy Mills. Manitoba Home Builders Association
Joshua N. Milne, Borland Construction
Peter Muir
John Muller, Project Manager for the Central Church of Christ Building Project
Spencer Newton
Ken Oblik, Ladco Company Limited
Dennis Owens, Senior Policy Analyst, Frontier Centre for Public Policy
Rick Powney
Ross Robinson, President, B.A. Robinson Co. Ltd.
Mark Robles
Brenda Rudolf
Scott Rutledge
Yves Sabourin, Chief Administrative Officer, Rural Municipality of Ritchot
Michael Scatliff, Scatliff+Miller+Murray Architects
David Shume
Dave Siwak
Glenda Sobie
Bridgette Sobkovich
Frank Spezzano, A& S Homes Ltd.
Peter Squire, Winnipeg Real Estate Board
Garth Steek, Executive Director, Manitoba Home Builders Association
John D. Stefaniuk
Mayor Robert Stefaniuk, Rural Municipality of Ritchot
Robert Swan
Richard Tebinka, ND LEA Engineers and Planners Inc.
Joel Thiessen
Albert Toews
Donovan Toews, ND LEA Engineers and Planenrs Inc.
Derek Thorsteinson, Parkhill Homes
Wayne Turner, Minister, Church of Christ
Kim Tyson
Dale Verville, Qualico Group
Frank J. Vickers
Eric Vogan, Qualico Developments
Rob Waite, Winnipeg Free Press
Lorne Weiss, Chair, Political Action Committee, Manitoba Real Estate Association
Leonard Wiens
Sharon Wiens
Donna Wilson
John Woods, President, Consulting Engineers of Manitoba

Terry Wotton, Manitoba Housing Renewal Corporation
Barry Yanchyshyn, Smith Carter Architects
Kel Zacharias

In Opposition:

Inonge Aliaga, Spence Neighbourhood Association
Tim Anthony
Vaughn Barkman
Andrew Basham
Councillor Donald Benham, River Heights-Fort Garry Ward
Julie Bubnick
Marianne Cerilli
Aviva Cipilinski
Jared Dano
Andrea del Campo
Arlene Draffin-Jones, President, Provincial Council of Manitoba, Inc.
Alan Diduck
Liz Dykman
Sean Espey
Bernard Ferguson
Elizabeth Fleming, Chair, Urban and Rural Issues Committee,
Provincial Council of Women in Winnipeg
Maggie Friessen, President, Spence Neighbourhood Association
Diane Frolick
Carolyn Garlich
Matthew B.M. Gemmel
Councillor Jenny Gerbasi, Fort Rouge-East Fort Garry Ward
Suzanne Gessler
Mark Golden
John Gunter
Lee Haber
Barry Hammond
Martha Helgerson
Catherine Holmes
Donald S. Houston
Catharine Johannson
Patricia Johnston
Chris Kirouac
Rudolph Koes
Douglas Lamont
Serge Larochelle
Robert and Sally Lawler

David Leibl
Lesley
Anne Lindsey, Executive Director, Manitoba Eco-Network
M. Malyk
Kia Mathison
AJ Matsune, Spence Neighbourhood Association
Kim Milne
Nelson P. Morrison
Dave Quanbury
Marcus Rempel
Kate Sjoberg
Hartley and Margaret Stinson
Nick Ternette
Elizabeth Troutt
Phyllis Watson
Alon Weinberg
Glenda Whiteman, Concerned Residents of Winnipeg (CROW) Inc., Canadian Coalition for Health and Environment
Kimlee Wong Morrisseau
Brandy Zoan

For Information:

Curwood Ateah, Landmark Planning and Design
Vivian Belik
Stephen Berg
Sheri Blake
Garry Bolton
Bob Brocklehurst
Reeve Rodney Burns, Rural Municipality of Macdonald
Austin Cooper
Enzo, Gino and Tony Cotroneo
Liese Dorber
Bojan Dulabic
Andrew and Cynthia Frey
Sheri Friesen
Joe Egan
Bill Elliott, President and Chief Executive Officer, Fort Whyte Centre
John Loewen, MLA for Fort Whyte, Province of Manitoba
Lawrence Lussier, Assistant Superintendent-Human Resources, Pembina Trails School Division
Lisa Hardess
Elaine Henrotte
Kaj Hasselriis

Lynne Hiebert
Dianne Himbeault
Timothy Hoover
Marjorie Jaman
Robert Jones
Alec Katz, Stechesen Katz Architects
Lindsay Kavalench, The Manitoban
Ken Klassen
Randall Kinley, University of Manitoba
K. Koster, Civic Environmental Committee, City of Winnipeg
Kristy LeBaron
Christopher Leo, Professor, University of Winnipeg and University of Manitoba
Hart Mallin
Ted Mann
Martin Maykut, Qualico Group
Rodney McDonald
Irene McKenzie
Kevin Miller
Bill Nanowsky
Holly Nelson
John Orlikow, Consultant, Orlie Inc.
Frances Paletta
Gaynor V. Powell
Tom Raine, Chief Administrative Officer, Rural Municipality of Macdonald
Alex Reid
Kim Sharman
Ravi Singh
Craig Stahlke, Secretary-Treasurer, Pembina Trails School Division
Mariano Tan
Kathy Taylor-Hallick, Coordinator, Access Advisory Committee
Jeffrey Thiessen
Nisha Tuli
Anita and David Tseng
Michael Van Wallegham
George and Frances Van Walleghem
Ian Walker, Member, Winnipeg Public Library Baord
Stephen Walker

SUMMARIZATON OF REPRESENTATIONS AND SUBMISSIONS
MADE AT THE PUBLIC HEARING

January 4, 2005

Harry Finnigan, Director of Planning, Property and Development, provided an overview of the application and outlined why the Department has concluded that the Plan Winnipeg Policy Plate A should be amended to re-designate lands known as "Waverley West" from Rural Policy Area to Neighbourhood Policy Area, and submitted his presentation, filed as Exhibit 45. He also submitted a copy of the City of Winnipeg's Residential Land Supply Study and the City of Winnipeg Financial Impact Analysis, filed as Exhibits 46 and 47, respectively.

Martin Grady, Senior Planner (Plan Winnipeg), Planning Property and Development Department, provided a PowerPoint presentation with respect to the application, filed as Exhibit 48.

Discussion ensued between members of Executive Policy Committee and the Administration with respect to the following: secondary plan process which provides a direction and a blueprint for development; street improvements; land drainage; economic considerations such as costs and revenues; site saturation and the supply of land and the demand for land; transportation requirements; site saturation; and, direction from Council as it relates to the secondary plan process.

Paul McNeil, accompanied by Richard Tebinka, ND LEA Engineers and Planners Inc., appeared in support of the application. Paul McNeil provided a PowerPoint presentation with respect to the application, filed as Exhibit 49, and submitted Exhibits "A", "B", "C" and "D" referred to in the presentation, filed as Exhibits 50, 51, 52, and 53, respectively. In addition, he submitted "Key Policy Questions to be addressed with respect to (Plan Winnipeg) Policy 3B-08", filed as Exhibit 54.

Councillor Steeves questioned neighbourhood densities of Waverley West compared to other Winnipeg neighbourhoods. Paul McNeil responded by advising the industry anticipates changes in the market place needs as the City of Winnipeg evolves.

Alan Borger, President, accompanied by Ken Oblik, Ladco Company Limited, appeared in support of the application. Alan Borger submitted a presentation in this connection, filed as Exhibit 55.

James Gallagher, Land Development Consultant, Manitoba Housing and Renewal Corporation, appeared in support of the application, and read into the record his presentation, filed as Exhibit 56.

Terry Wotton, Manitoba Housing and Renewal Corporation, appeared in support of the application and provided a PowerPoint presentation with respect to the application, filed as Exhibit 57.

David Angus, President and Chief Executive Officer, The Winnipeg Chamber of Commerce, appeared in support of the application, and referenced The Winnipeg Chamber of Commerce presentation entitled "City of Winnipeg Residential Land Supply", filed as Exhibit 13.

Chris Lorenc, President, Manitoba Heavy Construction Association, appeared in support of the application, and read into the record his presentation, filed as Exhibit 58.

Lorne Weiss, Chair, MPAC, Manitoba Real Estate Association, appeared in support of the application, and read into the record his presentation, filed as Exhibit 59.

Adrienne Batra, Provincial Director, Canadian Taxpayers Association, appeared in support of the application. She expressed her opinion that the subject application will allow the tax base to increase, and commented that urban planning should be responsive not restrictive.

James Chase appeared on behalf of himself and Phyllis Chase, and Wanda and Pedra Daza, in support of the application and advised that they own approximately 5 acres of land in the Waverley West area. He further advised that although he currently lives in the Calgary area, he would like to return to Winnipeg and develop this land.

Brian Contant appeared in support of the application. He advised that he started a company called Character Homes and purported that many of his clients who wish to live in the subject area are unable to as there are no vacant lots available.

Andrew Hretzay, Anson Development, appeared in support of the application. He advised that Anson Development owns 100 acres in the vicinity of the subject location and commented that there is a need as a growing city for long-term development.

Jason Jaquet, representing Randall Homes, appeared in support of the application. He commented that the City of Winnipeg has grown and there is a lack of lands for housing in the south end of the City. He further commented that due to the lack of land, prospective homeowners are forced to reside outside the City of Winnipeg, which he purported negatively affects the tax base.

Ross McGowan, Vice-President, Urban Design Institute, appeared in support of the application and read into the record his presentation, filed as Exhibit 60.

Roland Marcoux, President**,** The Old Saint-Boniface Residents' Association, appeared in support of the application and read into the record his presentation, filed as Exhibit 61.

Wayne Turner, Minister, Church of Christ, appeared in support of the application, and read into the record a communication from John Muller, Project Manager for the Central Church of Christ Building Project, filed as Exhibit 20.

Dennis Owens, Senior Policy Analyst, Frontier Centre for Public Policy, appeared in support of the application and read into the record his presentation, filed as Exhibit 62.

Peter Squire, Winnipeg Real Estate Board, appeared in support of the application and read into the record his presentation, filed as Exhibit 63.

Derek Thorsteinson appeared in support of the application. He advised that he owns Parkhill Homes and commented that many people wish to reside in the area they grew up, however, there are no lots available in the Waverley West area for those who wish to remain in the area.

Eric Vogan, Qualico Developments, appeared in support of the application and read into the record his presentation, filed as Exhibit 64.

John Woods, President, Consulting Engineers of Manitoba, appeared in support of the application, and read into the record his presentation, filed as Exhibit 65.

Garth Steek, Executive Director, Manitoba Home Builders Association, appeared in support of the application. He advised there was a demonstrated need for housing lots in this area; the growth in the assessment (tax) base would be a benefit for the City, as well, the proposed development would be a catalyst for the home building industry in the next decade. He questioned whether the Planning, Property and Development Department would be willing to work in concert with the industry for the completion of a secondary plan by the fall of 2006.

Executive Policy Committee adjourned at 3:21 p.m. on January 4, 2005, and reconvened at 9:11 a.m. on January 5, 2005.

January 5, 2005

Colin Mathieson, Access Advisory Committee and Canadian Paraplegic Association, appeared in support of the application, and provided a PowerPoint presentation, filed as Exhibit 73.

Tim Anthony appeared in opposition to the application, and read into the record his presentation, filed as Exhibit 74.

Councillor Benham, River Heights-Fort Garry Ward, appeared in opposition to the application, and read into the record his presentation, filed as Exhibit 75.

Elizabeth Fleming, the Provincial Council of Women in Winnipeg, appeared in opposition to the application, and submitted a communication from the Manitoba Housing/Urban Affairs with respect to the application, filed as Exhibit 76. Elizabeth Fleming referred to the communication

submitted from Arlene Draffin-Jones, President, Provincial Council of Manitoba, Inc., filed as Exhibit 23.

Carolyn Garlich appeared in opposition to the application. She advised that she was involved in a design charette for Waverley West, and in this connection, referred to her communication filed as Exhibit 15.

Matthew B. Gemmel appeared in opposition to the application, and read into the record his communication filed as Exhibit 24, and presentation, filed as Exhibit 77.

Councillor Gerbasi, Fort Rouge-East Fort Garry Ward, appeared in opposition to the application, and read into the record her presentation filed as Exhibit 78.

Barry Hammond appeared in opposition to the application, and read into the record his presentation filed as Exhibit 79.

Catharine Johannson appeared in opposition to the application. She suggested that a small portion of the lands be developed and not to proceed with the entire area, and that the City of Winnipeg should utilize the Waverley West application as a leverage during negotiations with the Province of Manitoba.

Nelson P. Morrison appeared in opposition to the application. He expressed his opinion that this is not the time for a large development on the outskirts of the City of Winnipeg as the City is not in a position to subsidize it and instead, that existing City development be supported.

Nick Ternette appeared in opposition to the application, and read into the record his presentation, filed as Exhibit 14.

Phyllis Watson appeared in opposition to the application, and read into the record her presentation, filed as Exhibit 80.

Alon Weinberg appeared in opposition to the application. He expressed concern relative to transportation and environmental impacts, such as fuel emissions. In this connection, he referred to the Action Plan for a New Winnipeg and indicated the need for expanded pedestrian and cycle pads. He expressed his opinion that Waverley West would further segregate the City, and commented that Plan Winnipeg should be supporting a “green belt” around the City of Winnipeg.

Glenda Whiteman, Concerned Residents of Winnipeg (CROW) Inc., Canadian Coalition for Health and Environment, appeared in opposition to the application, and read into the record her presentation, filed as Exhibit 81.

Brandy Zoan appeared in opposition to the application, and encouraged that funding for housing initiatives be concentrated in the downtown area versus in the suburbs.

Andrew Basham appeared in opposition to the application. He advised that he is a University of Winnipeg student studying Sustainability, and in his opinion, Waverley West should not be considered sustainable as the subject location is isolated and is primarily serviceable by cars.

Maggie Friesen, Spence Neighbourhood Association, appeared in opposition to the application, and submitted a presentation, filed as Exhibit 82.

Lee Haber appeared in opposition to the application, and suggested development in existing areas of the City of Winnipeg as opposed to on agricultural land on the outskirts of the City. He addressed the development of greenfield vs. brownfield sites, and submitted a CD containing images of greenfield and brownfield sites, filed as Exhibit 83. He also referenced a book entitled "City Transformed – Urban Architecture at the Beginning of the 21st Century" by Kenneth Powell, filed as Exhibit 84.

Marianne Cerilli appeared in opposition. She referred to a number of policy documents adopted by Council, and expressed her opinion that the subject proposal does not show need and demand, an essential policy condition. In this connection, she commented that there is sufficient land available closer to the core of Winnipeg which could be developed rather than destroying prairie lands to develop Waverley West.

Reeve Rodney Burns, Rural Municipality of MacDonald, appeared for information, and read into the record his presentation, filed as Exhibit 85.

Craig Stahlke, Secretary-Treasurer, Pembina Trails School Division, appeared for information, and read into the record a presentation on behalf of the Board of Trustees of the Pembina Trails School Division, filed as Exhibit 21. In response to a question from Committee, relating to the School Division submitting to the City a site plan for the construction of a new school prior to the actual construction to ensure that the school meets the needs of the community, Craig Stahlke indicated that the School Division is prepared to work collaboratively with the City.

John Loewen, Member of the Legislative Assembly for Fort Whyte, appeared for information. He commented that the Province of Manitoba is in a conflict situation as they should be the regulator, not the developer. He indicated that two major issues need to be resolved during consideration of this application, namely school sites and traffic needs. With respect to existing schools in the south end of the City, he indicated their capacity is saturated and in some cases, overcrowded.

In responding to questions from the Committee, relating to proceeding with the development in phases with the development being tied to transportation benchmarks (i.e. extension of Kenaston Boulevard to the Perimeter Highway), John Loewen indicated that he had no objections and suggested that the development commence at the northeast quadrant adjacent to the Waverley Heights area (close to Lee Boulevard).

Bill Elliott, President and Chief Executive Officer, Fort Whyte Centre, appeared for information, and read into the record his presentation, filed as Exhibit 86. He displayed a rendering entitled "Green Corridor 2004", filed as Exhibit 87.

Rodney McDonald appeared for information, and read into the record his submission, and provided a PowerPoint presentation, filed as Exhibit 88.

Lisa Hardess appeared for information, and read into the record her submission, and provided a PowerPoint presentation, filed as Exhibit 89. In addition, she submitted an excerpt from a Newsletter entitled "Select Environmentally Responsible Site" dated Winter 2004, filed as Exhibit 90.

Michael Van Walleghem appeared for information for himself and on behalf of his parents, Georges and Frances Van Walleghem. He advised that his family has resided for 4 generations in the area of Waverley West, and referred to a rendering of the subject area entitled "Waverley West Zoned A based on Assessment January 13, 2003". He advised that his family currently farms Lot 13, comprising 60 acres of agricultural land from Waverley Street through to Brady Road. He requested that his family be included in the (land assembly) process and that if the subject application proceeds, agricultural use be allowed to continue until such time as development takes place. He indicated that he was not opposed to the development, and asked to be treated respectfully and fairly throughout the process.

In summary, Harry Finnigan, Director of Planning, Property and Development, provided a rebuttal, and referred to the Department's PowerPoint presentation with respect to the application (Exhibit 48). Harry Finnigan responded to the following questions and concerns expressed by those in representation, namely; rapid transit; population growth; supply/demand of land and methodology used; participation by City of Winnipeg staff in the design charette; public consultation; the similar nature of area structure plans used in Alberta vs. the secondary planning process used by the City of Winnipeg. He indicated that if the subject application for a Plan Winnipeg amendment proceeds, the next step is the secondary planning process. In this connection, he clarified the process and submitted the "Alternative Approaches to Secondary Planning", filed as Exhibit 91. He further advised that the Planning, Property and Development Department is prepared to work collaboratively with the development industry on any of the secondary planning approaches, and would be awaiting Council's direction in this regard.

Councillor Thomas questioned if the current trend with respect to population growth and household size is that households will decrease to a little more than two people per household. Martin Grady responded that this is a trend across North America and not just Winnipeg.

Councillor Clement requested the Administration to elaborate on the development of the subject land on a "piece-meal" basis. Harry Finnigan responded by suggesting the approach to ensure a coordinated plan to address the whole area is through the secondary plan process, and in terms of phasing, the secondary plan process would address the whole issue of phasing and outline the entire game plan and vision.

Councillor De Smedt poised questions with respect to the following; adherence to Plan Winnipeg; financial analysis based on current or future proposed development standards; land assembly as it relates to the subject property; regional planning; and, the importance of timing.

In response, Harry Finnigan indicated that the principles of Plan Winnipeg have been adhered to. He interpreted comments expressed by those registered during the discussion of the Plan Winnipeg amendment as being wanting the City of Winnipeg to be more flexible in approaching applications, and that the City not operate in a vacuum. In this connection, he commented that ideally from the City's perspective, that the plan for the capital region needs be consistent with neighbouring municipalities. He indicated that he would like to have an approach that is a collaborative secondary planning process and that whatever the Planning, Property and Development can do to facilitate for the area, they will and take the lead role and work hard to facilitate a timely approach.

Councillor Steeves questioned the Administration on the estimated number of new dwelling units per acre and the revenue/cost projections. Martin Grady responded that based on a 18 to 25 years supply, the ND LEA study had estimated five gross units per acre. He indicated that the administrative number is based on discussions with developers and on the consideration of what the land uses may be. He further indicated that it is difficult to predict the land density use at this stage and therefore a gross overall average density is used as some areas may be low in density and others of higher density. Mike McGinn confirmed that the Planning, Property and Development Department has been conservative with its numbers and reiterated that current projections are based on an average of the mix of densities, and further, that revenue/cost projections would be sorted out in the secondary planning process.

Councillor Clement questioned the Planning, Property and Development Department with respect to its consultation with residents of the area, to which Jacquie East confirmed public consultation occurred on June 24, 2003.

Councillor Clement indicated that an important concern for those who live in the area is they may be affected by a higher level of assessment when the designation of land is changed. Harry Finnigan responded that the Planning, Property and Development Department will follow-up with the Property Assessment Department in this connection. Ursula Goeres, City Solicitor/ Manager of Legal Services, advised that The Municipal Assessment Act provides for different evaluations that can be used for property when utilized for farm purposes.

His Worship Mayor Katz questioned the Administration that if land designation is complimentary across the City borders, if the Province of Manitoba would have an active role for planning in the region. Harry Finnigan responded that there are two ways to deal with the impact of one municipality on another, and that he would prefer a capital region policy is it would ensure a collaborative planning process including representation from the Rural Municipality, School Division, and the Province of Manitoba.

His Worship Mayor Katz further questioned that if when doing the economic forecasts expenses were underestimated can we be assured that there will not be a negative impact on existing neighbourhoods. Harry Finnigan responded by indicating that as development is defined, a more accurate financial impact can be prepared. Jacquie East indicated that secondary plans are based on financial assumptions and that if an assumption is missed, every time a new phase is considered there is an opportunity during development agreement process to reconsider the financial assumptions. In this connection, His Worship Mayor Katz reiterated that he wants assurance that any negative impact will be avoided on existing neighbourhoods, to which the Administration indicated that the last opportunity to pass along costs would be at the development agreement stage.

Councillor Eadie indicated that he will be moving a motion to adjourn the public hearing to the Executive Policy Committee meeting to be held on January 19, 2005 to allow members of the Committee an opportunity to review the numerous submissions received.

RE: PLAN WINNIPEG AMENDMENT – WAVERLEY WEST

For submission to: **Executive Policy Committee**

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

Report date: December 7, 2004

Recommendation(s):

1. That By-Law No. 50/2004 be forwarded to Council for second reading to allow for a proposal to amend *Plan Winnipeg* By-Law No. 7630/2000 by:

   a. redesignating lands as identified on Attachment "A" from *Rural Policy Area* to *Neighbourhood Policy Area*.

2. That the future re-zoning, subdivision and development of the subject lands be managed by the City of Winnipeg through a comprehensive Secondary Plan adopted by Council.

REPORT SUMMARY

Key Issues:

- Plan Winnipeg Vision 2020(Section 3B-08iii) permits the conversion of land from Rural Policy Area to Neighbourhood Policy Area to facilitate future development "by allowing the redesignation of Rural land to Neighbourhood 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".

- A collaborative and integrated planning approach has been adopted for consideration of future development in Waverley West, in accordance with Plan Winnipeg policies.
- A case can be made for the redesignation of Waverley West from Rural Policy Area to Neighbourhood Policy Area, based on the depletion of land available for residential development in southwest Winnipeg and demand derived from moderate population growth and declining average household size.
- Background research and analysis has been completed to address a comprehensive set of relevant Plan Winnipeg policies including the impact of the proposed development on City's infrastructure.

- It is estimated that 1,740 of the 3,075 acres of land would be used for residential development, amounting to an 18-25 year supply. The balance of the land would be required for transportation, recreational facilities, utility corridors and other land uses.
- Housing market analysts, including CMHC, have suggested that Winnipeg's depleted land supply is one of several factors contributing to the recent rise in Winnipeg housing prices and limited consumer choice for housing types, prices and locations.

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):

- Second reading of the amending by-law indicates Council's decision to proceed with an amendment to Plan Winnipeg to re-designate Waverley West from *Rural Policy Area* to *Neighbourhood Policy Area*, subject to approval by the Minister of Intergovernmental Affairs, thereby permitting further planning and development in Waverley West.

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.

In April 2003, the major stakeholders met to discuss an approach to comprehensively plan for development of all 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 planning for the subject lands.

An inter-governmental and inter-sectoral 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.

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. In July 2004, ND Lea submitted a final revised draft of a study that examined the fiscal costs and benefits of Waverley West entitled *Waverley West Cost Benefit Study*.

The Plan Winnipeg Amendment application has moved forward through the following timeline:

- October 2003 – EPC considers the proposal to amend Plan Winnipeg to accommodate development in Waverley West and tables the item pending more information.
- January 2004 – Additional requested information is provided and EPC forwards the amending by-law to Council for first reading.
- March 2004 – Council gives first reading to the amending by-law and refers the matter back to EPC in order to set a date for the hearing.
- November 2004 – EPC established the hearing date of January 4, 2005.

DISCUSSION:

The entire area defined under the proposed Plan Winnipeg amendment is approximately 3,075 acres, bounded by the Perimeter Highway to 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 A. 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 after the provision of parkland/open space dedications, school sites, and business and commercial areas, about 1,740 acres of land would remain available for residential development and the internal street system. Using an average overall residential density of 6 units per acre (based on 20% multiple family and 80% single family housing), approximately 10,440 new dwelling units could be developed. With projected absorption rates, this could represent an 18 – 25 year supply of land in the Waverley West area.

A number of initial discussions took place with a variety of stakeholders in 2003. Public consultation will be a component of the Waverley West Secondary Plan planning process, the next level of planning policy following a Plan Winnipeg amendment.

- The University of Manitoba hosted a design charrette in the spring of 2003 and brought together interested stakeholders for three-days of intensive consideration of development options 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.

- 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 others to discuss issues related to Waverley West and encourage open communication with the community.

- The ongoing meetings of the Waverley West Working Group have ensured frequent communication among Manitoba Intergovernmental Affairs, Manitoba Housing and Renewal Corporation, Ladco, Planning, Property and Development and other departments within the City of Winnipeg.

Plan Winnipeg Vision 2020

Plan Winnipeg policies provide a basis for guiding and evaluating 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 and through analysis by various departments within the City. The relevant Plan Winnipeg policies are attached. (see *Attachment B: 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)

Plan Winnipeg Vision 2020(Section 3B-08iii) permits the conversion of land from Rural Policy Area to Neighbourhood Policy Area to facilitate future development "by allowing the redesignation of Rural land to Neighbourhood 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".

Plan Winnipeg (Section 3A-02i) also requires that new residential subdivisions only be approved where "there is a reasonable relationship between the supply of land and the projected demand".

These policies represent critical core Plan Winnipeg principles and are intended to ensure that new development continues to be planned in a manner that promotes an efficient and compact urban form. An understanding of the current supply of residential land throughout the City in relation to the projected demand for new residential land is therefore essential for evaluating the appropriateness of designating Waverley West to Neighbourhood Policy Area.

In response to the policy direction provided by Plan Winnipeg, the Planning, Property and Development Department initiated a study of the supply of residential land within the City early in the approval process for the Waverley West Plan Winnipeg amendment. The study culminated in the release of a report by the department titled "City of Winnipeg Residential Land Supply Study" dated October 2004. The following section summarizes the results of that study and discusses the implications for Waverley West.

Land Supply and Demand

The demand for land to accommodate residential development is a function of the demand for residential housing units or households as either single-family or multi-family forms of housing. Population increases and changing demographics are the primary drivers for housing demand and by forecasting population increases, an estimate of future demand for housing can be determined.

Population and Demographics

The Land Supply Study used the most recent population projections for the City of Winnipeg prepared by the Conference Board of Canada and released by the CAO Secretariat in October, 2004. These projections forecast a steady net annual increase in population over the next two decades and were used to estimate the future demand for housing.

A second important component of predicting future housing demand is the trend toward declining numbers of people per household which is forecasted to decline over the next twenty years. This results in an increasing demand for additional dwelling units to accommodate the growing population as fewer people are housed for every new household that is formed.

Lots Supply and Demand

The demand for new residential housing units was then calculated on the basis of forecasted population growth and declining household size. Since single-family housing is the greatest consumer of land, the study calculated the approximate demand for this housing form by discounting the demand forecast to account for ongoing multi-family development.

The Land Supply Study distributed the forecasted demand for single-family housing units between the four quadrants of the City based upon historical housing market share (North West,

North East, South East and South West) to determine which areas have a sufficient supply of land available and which areas have a shortage.

The study identified and quantified the location and type of vacant land potentially available for residential development throughout the City. This included all vacant land within those areas currently designated as Neighbourhood Policy Area under Plan Winnipeg. Two broad categories of land types were mapped and quantified consisting of "infill" lots within existing mature neighbourhoods and "greenfield" land located in the suburban periphery of the City. The inventory of vacant land was then further divided into lands that are serviced and un-serviced.

By comparing the projected demand for housing against the supply of both un-serviced and serviced land, the Study made a determination of the adequacy of land supply in various quadrants of the City by estimating the number of years of supply available.

Overall, the City of Winnipeg has approximately 8 to 10 years of total land supply available for single-family residential development in both new and mature neighbourhoods with the supply of serviced land at about 2 years. The southwest quadrant of the City has the least amount of land available and will begin to experience a severe shortage of new lots for housing construction within one year.

The forecasted steady demand for new housing combined with a traditional market preference for the south half of the City will likely result in the shifting of greater demand to the southeast areas leading to a more rapid depletion of supply there. In addition, lack of supply in these areas may result in an increase in demand for housing units outside the City of Winnipeg in Capital Region municipalities as the housing market seeks other alternatives in the face of restricted consumer choice.

Planning Implications

It is prudent long range planning practice to plan for a total land supply of serviced and un-serviced land for residential development purposes to at least a fifteen year to twenty year planning horizon in each quadrant of the City including infill land within mature neighbourhoods. This allows the development and housing industries to work toward maintaining a rolling supply of at least 5 years of land that is serviced, (Or easily serviced within one construction season.) in order to respond to market fluctuations in the demand for new housing. It also allows the City to plan comprehensively for growth and change over a longer term to facilitate strategic decision making for the provision of City services, municipal infrastructure and transportation improvements.

The City of Winnipeg Residential Land Supply Study has demonstrated that there is an ongoing, long term demand for new housing and residential land in the southwest quadrant of the City and that there is currently a shortage of new land available to meet this demand. The addition of Waverley West would increase the inventory of residential land in the southwest to provide a more suitable supply of approximately eighteen to twenty-five years. This is consistent with the past 20 years of lot absorption in the southwest which has included the build out of Linden

Woods, White Ridge, Waverley Heights and Richmond West subdivisions, which, when combined, represent the approximate land area of Waverley West.

Provision of Municipal Services

Plan Winnipeg requires that a full range of municipal services must be provided in a cost effective and efficient manner. This must be evaluated in the context of determining the appropriateness of designating land from Rural Policy Area to Neighbourhood Policy Area.

In order to address this requirement, an inter-departmental team led by PP&D reviewed the existing infrastructure and determined the extent of any improvements or extensions required to service Waverley West including water, wastewater, land drainage and transportation systems as well as police, fire and emergency services, recreation facilities and parks.

Water, Wastewater and Land Drainage

Regional water mains and wastewater trunk lines are located adjacent to Waverley West to the northeast along Waverley Street and Bishop Grandin Boulevard. These facilities are sized to accommodate development of the Waverley West lands and will be extended south through the site to provide service. A second option for servicing the site with wastewater services may be possible via a direct link from the southern portion Waverley West to the City's Southeast Water Pollution Control Centre. This second option is subject to a more thorough analysis by the Department of Water and Waste during the Secondary Plan formulation process.

Land drainage will be accommodated through a series of integrated on-site stormwater retention facilities constructed in stages as development proceeds and connected to three major existing outflow locations adjacent to the north, central and southeast boundaries of the site.

Transportation Systems

A transportation analysis was conducted by ND Lea engineering consultants using traffic modeling data generated by the Public Works Department under the direction and guidance of the Waverley West Steering Committee. The results of this analysis are published in the report by ND Lea entitled "Waverley West Transportation Review" and include an assessment of the impacts of Waverley West on the existing off-site road network and transit services.

The transportation review included an examination of the major road networks servicing the southwest including Kenaston Boulevard, Waverley Street, Pembina Highway, Roblin Boulevard, Grant Avenue, McGillivray Boulevard, Bishop Grandin Boulevard and Bison Drive. Existing traffic volume data for each of these roadways was obtained from the Public Works Department to provide a baseline for estimating future volumes at the expected build out horizon for Waverley West in 25 years.

Additional vehicle trips generated by Waverley West were estimated using a high and low trip generation rate based upon the expected mix of land uses and residential densities proposed for the development. These vehicle trips were then distributed amongst the surrounding road

network in accordance with the following assignments based upon existing traffic patterns in southwest Winnipeg:

East/West Bishop Grandin Boulevard	38%
North/South Kenaston Boulevard	22%
North/South Waverley Street	19%
East/West Bison Drive	12%
To/From the south on PTH 100 or Waverley Street	9%

The estimated additional Waverley West vehicle trips were then added to the existing background traffic on the surrounding off-site road network to determine potential impacts and required improvements resulting from Waverley West at the 25 year build out.

The analysis indicated that some of the required improvements to the southwest Winnipeg arterial road network would be required regardless of the development of Waverley West, due to the annual increase in background traffic occurring over the 25-year time frame. The following is a summary of improvements that would be triggered by Waverley West over twenty-five years:

Summary of Off-site Regional Road Network Improvements at 25-Year Build Out

Existing Road	**Improvements**
Kenaston Blvd.	Additional southbound and northbound lanes from Taylor to Bishop Grandin Blvd. to a 6 lane roadway.
Bishop Grandin Blvd.	Additional lanes in both directions to a 6 lane roadway to Pembina Hwy.
Bison Drive	Additional 2 lanes from Waverley to Pembina and dedicated lanes for rapid transit busway.
Waverley Street	Additional two lanes and grade separation at railway crossing.
Pembina Highway	Additional lanes required however widening beyond six lanes is not considered feasible due to right-of-way restrictions.

Waverley West will also require an extension of the regional road network through the site as follows:

1. Extension of Waverley Street west to Brady Road and improvements to the existing alignment of Waverley Street.

2. Intersection improvements at Waverley and Bison Drive and extension of Bison Drive west to Brady Road.

3. Extension of Bishop Grandin Blvd. From Kenaston to Brady Road.

4. Reconstruction of Brady Road to 4 lines from Bishop Grandin Blvd. To 1 km. North of the Perimeter Hwy.

These represent major extensions of the City's arterial road network to facilitate both direct access to and from Waverley West and to allow for the movement of regional traffic through the site to other destinations.

Kenaston Boulevard

Plan Winnipeg 2020 Vision identifies the extension of Kenaston Boulevard south to the Perimeter Highway through Waverley West as a major street addition on "Policy Plate C, Transportation Concept Plan to 2020 and Beyond". As such, Kenaston Boulevard will become a critical and vital component of the City's major road network providing a link from the Perimeter Highway to the airport and forming a component of the Provincially significant "North American Trade Corridor."

Transit Service

The demand for transit services in Waverley West was forecasted in consultation with Winnipeg Transit and is ranged based upon low (13 %) and high (25%) ridership mode splits. This forecast was used to determine the number of buses and routes required to service Waverley West at build out during regular service hours and at peak periods. In total, 13 to 18 peak period buses would be required with the lower mode split estimate, and 27 to 41 with the higher mode split estimate running along four bus routes.

The extension of the planned busway transit corridor from it's southern termination at Pembina Highway and Bison Drive into Waverley West would also require the construction of dedicated bus lanes along the Bison Drive alignment.

Police, Fire and Emergency Services - Community Centres and Recreation Facilities

Facilities for various emergency and community services represent both capital investment by the City and an ongoing requirement for the maintenance of the facilities and the service. As more detailed planning for Waverley West continues through the Secondary Planning process, the number and location of these facilities will be addressed in consultation with the various service providers.

Financial Considerations

Plan Winnipeg requires that the costs of extending or developing a new service infrastructure to support development be taken into consideration and examined in relation to the financial

benefits that might be accrued from the development. Specifically, Plan Winnipeg states the redesignation of land from rural to neighbourhood take place only "…. where a full range of municipal infrastructure can be provided in an environmentally sound, economical, and timely manner…".

One definition of economical is "giving good value or return in relation to the resources used or money spent". Excluding non-financial criteria, Waverley West would give "good value" to the City of Winnipeg provided that the tax revenues generated by the development outweigh the tax-supported costs. The approach taken and assumptions employed would have a significant effect on the results of such an analysis. Also, given the fiscal framework within which the City currently functions, the timeframe over which any analysis is prepared of how "economical" Waverley West would be is critical to the conclusion drawn. The secondary planning process, discussed below, must be undertaken prior to determining whether the development would be fiscally sustainable over time. Key to this process would be the exploration of alternative and innovative approaches to the financing of infrastructure as current practices limit stakeholders' ability to achieve mutually beneficial outcomes.

Planning Process – Waverley West Secondary Plan

Detailed planning for Waverley West would commence upon the successful completion of the Plan Winnipeg amendment and would involve the formulation of a Secondary Plan for the entire area.

The Secondary Plan could provide a comprehensive and detailed guide for the development of Waverley West including the form, function and location of land uses, roads, utilities, parks and open space, land drainage, community and recreation facilities, schools, and transit facilities. It is anticipated that it also would provide tools for managing the staging of development as well as the distribution of costs.

It is expected that the Secondary Plan would incorporate more innovative principles of community design and planning that lead to the development of whole communities with a mix of land uses, densities and housing forms linked by an extensive open space and pathway network. A more connected and integrated street and transportation system is also envisioned to create enhanced opportunities for transit and other forms of non-vehicular transportation.

The Secondary Plan formulation process would include participation by the City of Winnipeg, Planning, Property and Development Department, other City departments, the project developers, local stakeholders and the public. The process would also include opportunities for public input and consultation.

Financial Impact Statement Date: November 25, 2004

COMMENTS:

There are no financial implications specifically associated with the redesignation of the Waverley West area in Plan Winnipeg from rural to neighbourhood policy area. The financial implications associated with the redevelopment of these lands will be brought forward, assuming the land is redesignated, as part of the secondary planning process.

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

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: Martin Grady
PPD File #: PW 02/03

Attachments:
A: Bylaw
B: Land Ownership
C: Relevant Plan Winnipeg 2020 Policies

Document name: O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2004 Reports\Waverley West Second Reading.doc

ATTACHMENT A: BYLAW

REFERENCE: FILE NO: EP-1.1(PW 02/03)

THE CITY OF WINNIPEG

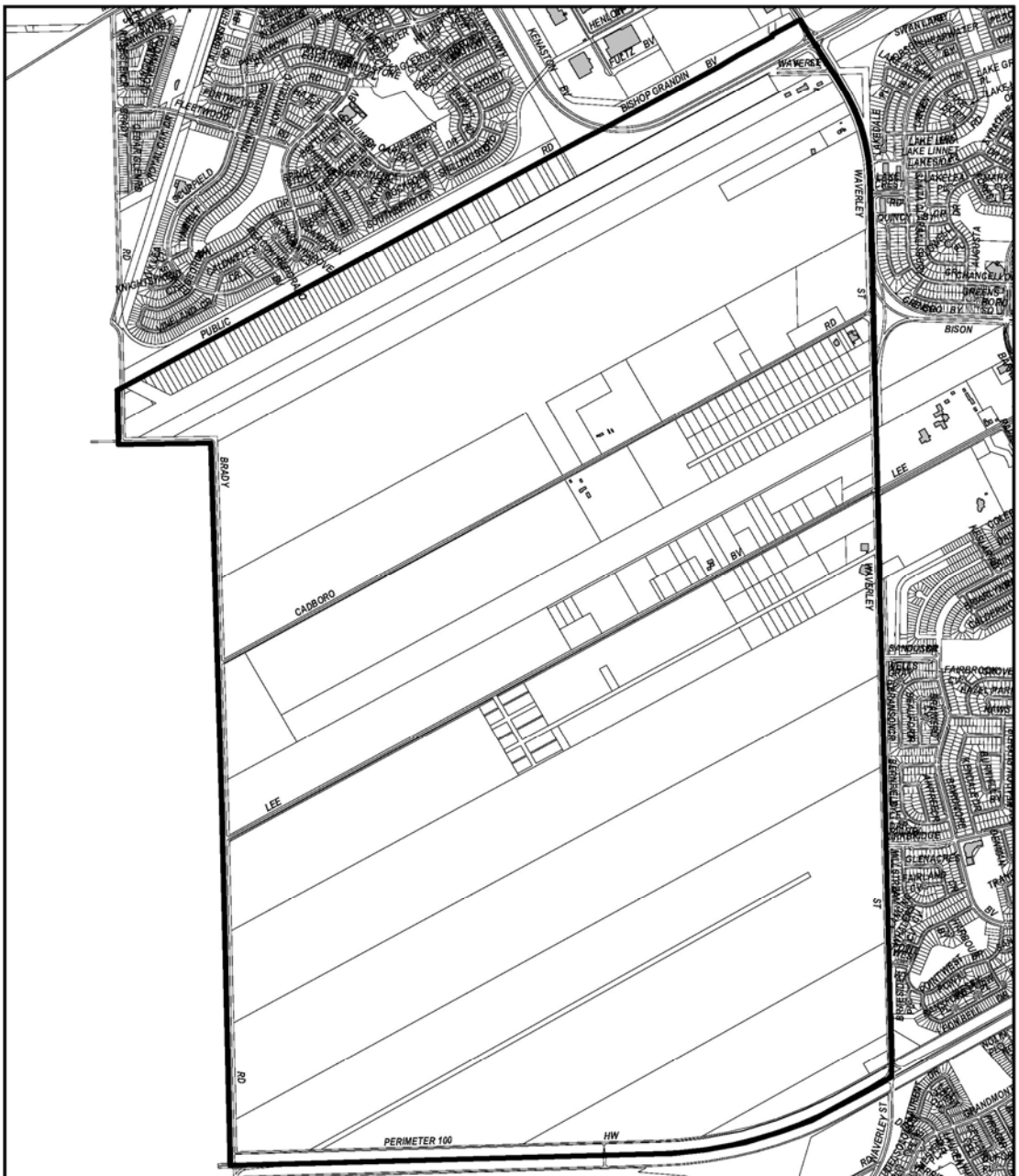
BY-LAW NO. 50/2004

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, south of a westerly extension of Bishop Grandin Boulevard, east of Brady Road, north of the Perimeter Highway, and west of Waverley Street, 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

NOTE:
Information displayed hereon has been compiled or computed from a variety of sources and should be used as a general guide only. No warranty is expressed or implied regarding the accuracy of such information.

WAVERLEY WEST:
PROPOSED NEIGHBOURHOOD POLICY AREA

SCALE 1:23500

Winnipeg

RECEIVED FIRST READING on this 24th day of March A.D., 2004.

RECEIVED SECOND READING on this _____day of _____ A.D., 2005.

RECEIVED THIRD READING on this _____day of _____ A.D., 2005.

DONE AND PASSED in Council assembled this _____ day of _____ A.D., 2005.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

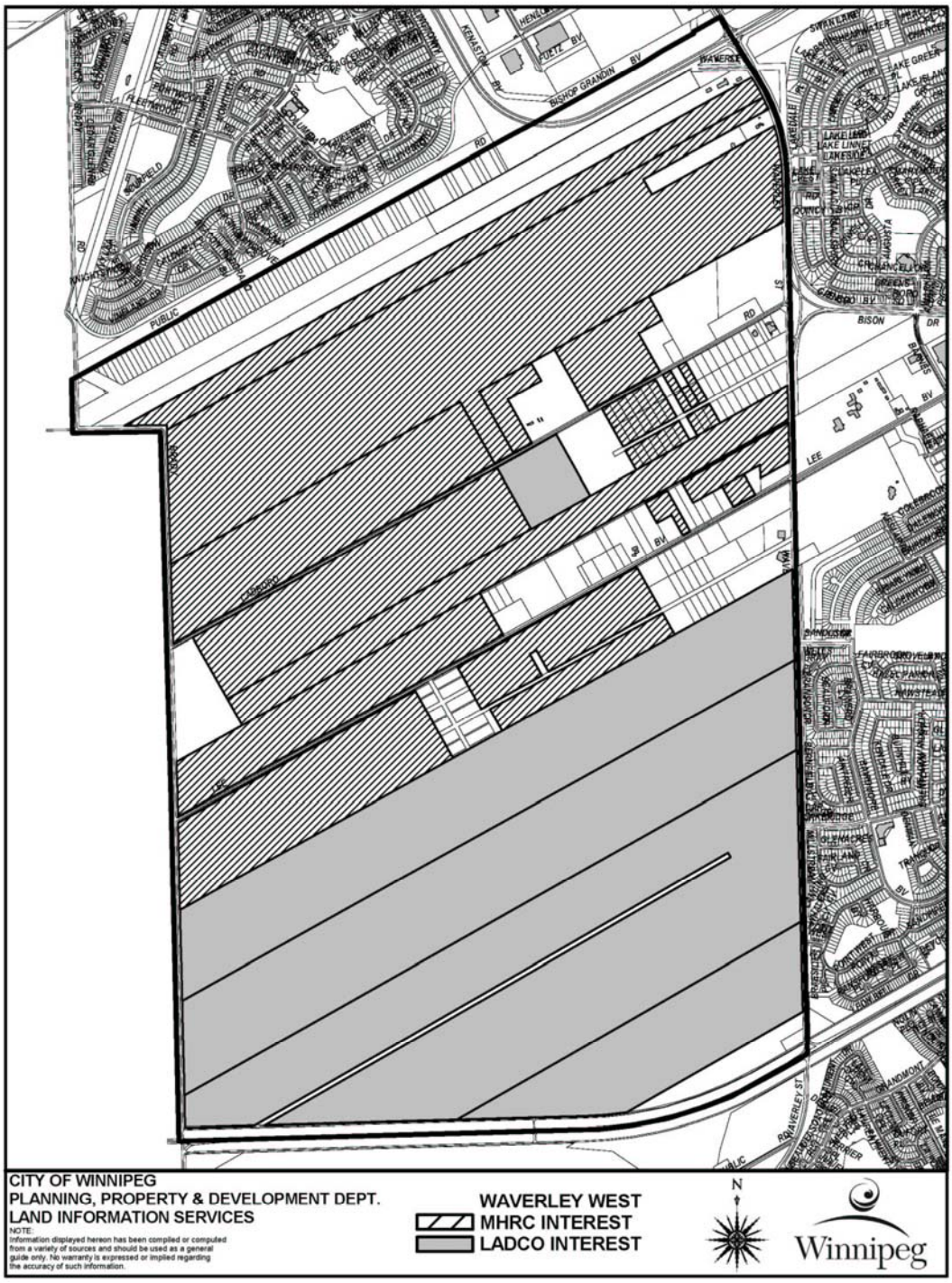
_____
for Chief Administrative Officer

Certified as to Form:

_____
for City Solicitor/Manager of
Legal Services

File No.

ATTACHMENT B: LAND OWNERSHIP


CITY OF WINNIPEG
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WAVERLEY WEST
MHRC INTEREST
LADCO INTEREST
N
Winnipeg

ATTACHMENT C: RELEVANT PLAN WINNIPEG 2020 POLICIES

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;