

# Executive Summary

This case study evaluates the implementation of a secondary land use plan. The area selected for this case study is the Northeast Neighbourhood, a part of Waverley West, which is located in Winnipeg, MB. The development of the Northeast Neighbourhood was guided by the Waverley West Northeast Neighbourhood Area Structure Plan (NNASP). This plan functions as a secondary plan for the Northeast Neighbourhood, an area of approximately 145 hectares (360 acres). The NNASP is one plan among seven total secondary plans for the Waverley West planning area, which is itself a planning district of for the City of Winnipeg.

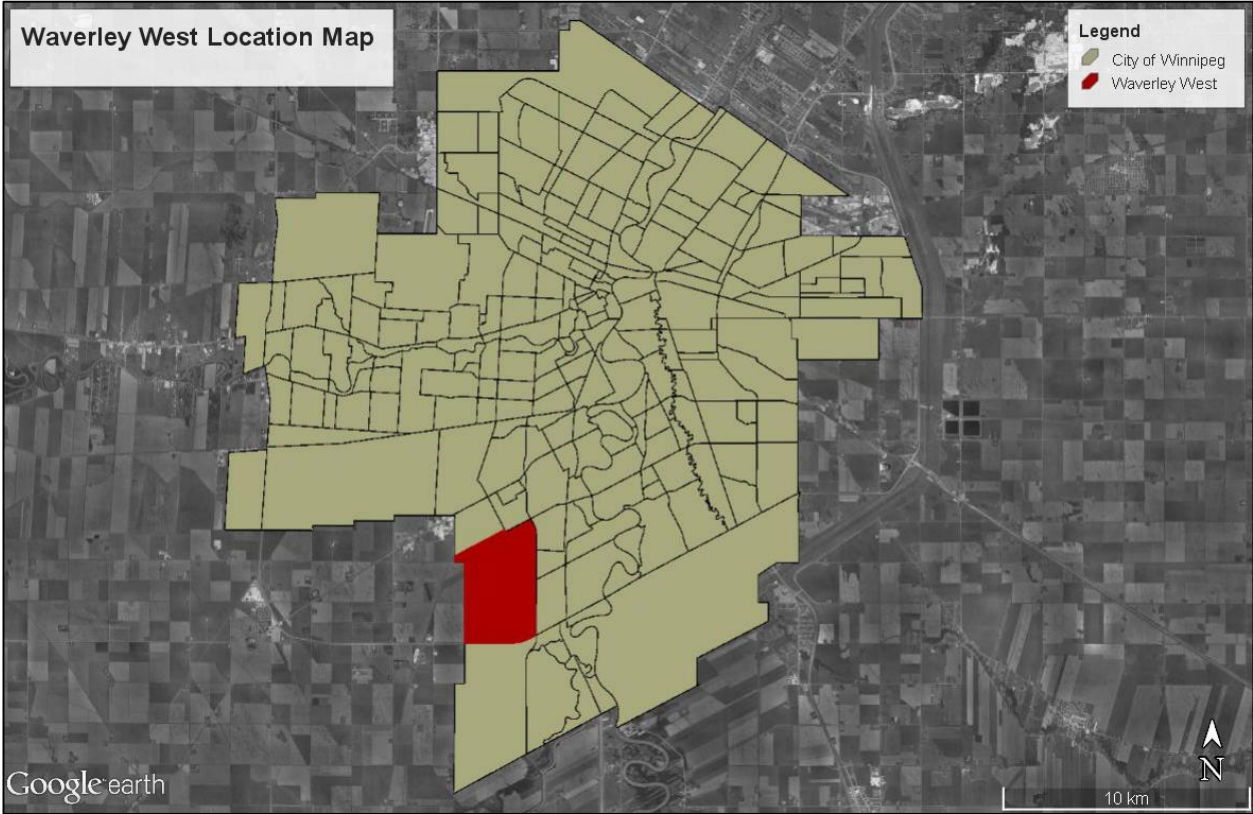


Figure 1 - Waverley West Location Map

The Waverley West subdivision is a 1214 hectare (3000 acre) area of land located in the southwest corner of Winnipeg. It is largely a joint development venture between the two primary

landowners, the Manitoba Housing and Renewal Corporation (MHRC), operated by the Provincial government, and Ladco, a private development company. The Northeast Neighbourhood was the first phase of development for Waverley West and experienced rapid development after the plan for the area was passed in 2006, and at the time of writing this report the area is nearly entirely developed.

There is an extra layer of interest for this case study because Waverley West and the NNASP was an attempt to begin doing greenfield suburban development differently in Winnipeg. This the proposal was controversial from the beginning since the need for additional land being made available for suburban development was criticized. Despite this, there was an effort made to plan for a development that incorporated good planning principles such as sustainability, access to transit, walkability, etc.

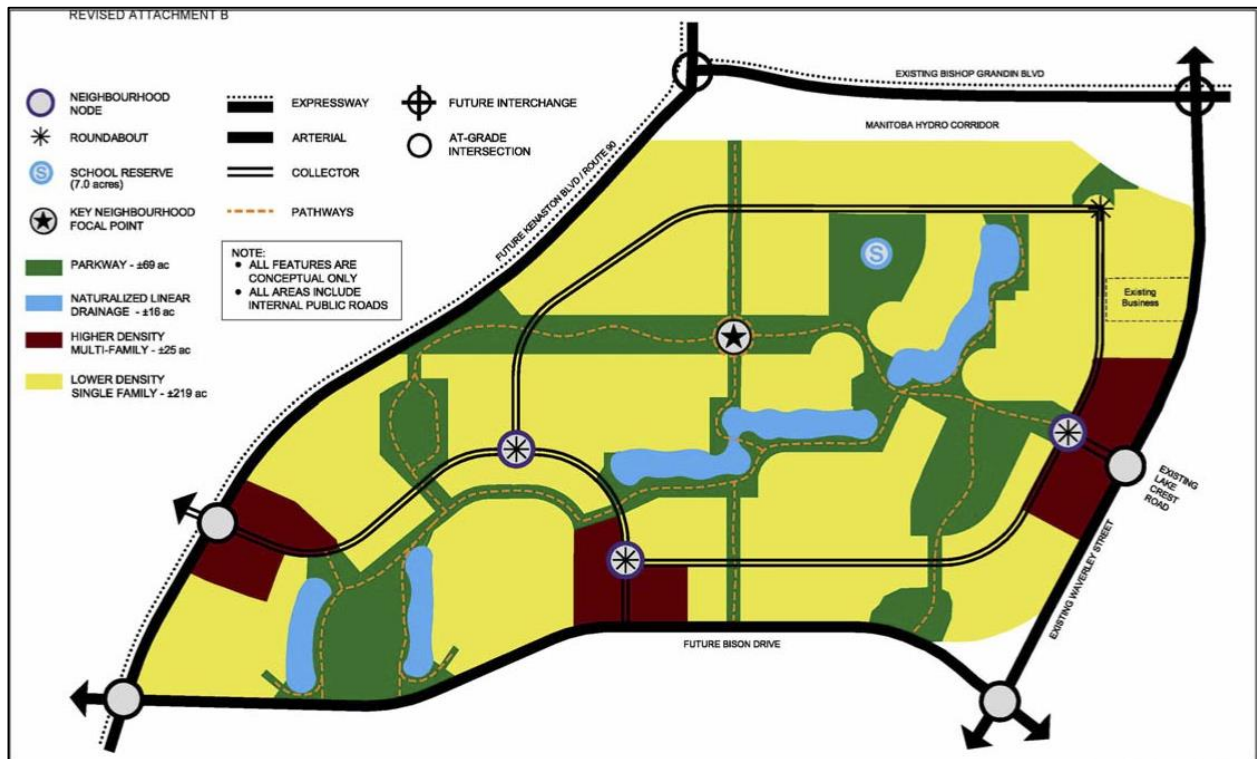


Figure 2- NNASP land use concept plan (amended)

This case study evaluates the plan implementation of the Northeast Neighbourhood of Waverley West through a conformance analysis which answers the following research questions:

- 1) Does the developed land use pattern in the NNASP area conform to what was planned?
- 2) Does the implementation of the NNASP conform to the goals, objectives, policies, and intent of the plan?

In order to evaluate the implementation of the NNASP 62 evaluation criteria were generated which were created based on the policies of the NNASP. In this way the development of the Northeast Neighbourhood is effectively evaluated against the requirements of the NNASP.

	Number of criteria	Full conformance	Partial conformance	Nonconformance
Land Use Concept Plan	3	2 (66%)	1 (33%)	-
<b>Housing and Density</b>				
Low Density Residential Areas	8	7 (87.5%)	-	1 (12.5%)
High Density Residential Areas	6	5 (83%)	1 (17%)	-
Density	1	1 (100%)	-	-
Neighbourhood Nodes	12	8 (67%)	2 (16%)	2 (16%)
School Reserve	3	2 (66%)	1 (33%)	-
Neighbourhood Greenway System	10	9 (90%)	1 (10%)	-
<b>Transportation</b>				
Road Network	9	6 (66%)	3 (33%)	-
Public Transit	3	1 (33%)	2 (66%)	-
Pathway and Pedestrian Networks	7	6 (86%)	1 (14%)	-
<b>Total Policies</b>	<b>62</b>	<b>47 (75.8%)</b>	<b>12 (19.4%)</b>	<b>3 (4.8%)</b>

The method for this conformity test utilized a threefold approach to evaluate the plan implementation. The first step was a conformity test between the Northeast Neighbourhood Area Structure Plan and the GIS parcel dataset. A ‘not equal’ analysis was conducted between layers

in GIS revealing areas in the Northeast Neighbourhood that do not conform to the land use plan of the NNASP. The GIS analysis was also used to evaluate the implementation of other aspects of the NNASP. A site visit of the Northeast Neighbourhood was also conducted to make on site observations and collect data for the purpose of completing the conformity test of any areas that could not be determined directly by GIS. Document analysis was conducted alongside the GIS and site visit portions of the conformity test. The document analysis entailed using the NNASP and supporting documents to complete the evaluation criteria by evaluating these documents against the data gathered through the GIS portion of the conformity test as well as the site visit. This method effectively identified areas of nonconformity between the NNASP and actual development of the Northeast Neighbourhood.



*Figure 3 - Aerial view of Northeast Neighbourhood (Google Earth, 2014)*

The results of the conformance analysis determined that the Northeast Neighbourhood was implemented according to the NNASP. Of the 62 evaluation criteria, 75.8% (47) were in full

conformity, 19.4% (12) were in partial conformity, and only 4.8% (3) were in non-conformance. Despite the Northeast Neighbourhood being in general in conformity with the plan, the end result does not appear to be substantially different from other conventional suburban developments in Winnipeg. Low density residential areas with strictly single-family detached housing, a largely conventional street network, limited transit service, all contribute to a developed product that appears very similar to conventional suburban development. Considering that a fairly conventional development is in conformance with the plan, with respect to development standards, the NNASP can therefore be considered to be a missed opportunity for the Provincial government to take a leadership role in achieving a more progressive form of development.

From the results of this case study there are several recommendations that can be made regarding future development in Winnipeg, future development of Waverley West, as well as future research into Waverley West.

Recommendations for Winnipeg and Waverley West:

- 1) The secondary plans for the undeveloped and partially developed areas should be re-examined to ensure that they are firm enough with respect to development standards and planning principles so that the developed product will be a significant improvement for suburban development in Winnipeg.
- 2) The evaluation of these secondary plans should ensure that external design features such as architectural guidelines are not emphasized at the expense of more important planning principles such as a mix of housing, higher densities, mixed uses, access to transit, and walkability.



- 3) The plans for the remaining undeveloped lands in Waverley West should be re-evaluated to ensure that the development of these areas achieves a higher standard of development with respect to progressive planning principles, as was the original stated intention.
- 4) As there was considerable controversy regarding whether or not Waverley West even needed to be developed to accommodate growth, the remaining vacant greenfield lands slated for development within the City of Winnipeg should be re-evaluated to determine whether it is necessary for these areas to be developed and that the projected growth cannot be accommodated in already developed areas.

Recommendations for future research in Waverley West:

A possible program of research is outline below:

- 1) The Waverley West Secondary Plan as well as the Neighbourhood Secondary Plans should be evaluated to ensure they have development standards sufficiently robust to ensure the development of these areas will occur at a higher standard than conventional suburban developments.
- 2) The remaining neighbourhoods of Waverley West should be evaluated to assess whether or not the developed product conforms to each respective plan.
- 3) A comparative case study should be conducted where the neighbourhoods of Waverley West are compared against other conventional suburban developments to determine whether Waverley West is an improvement compared to existing development with respect to development standards.