Report - Standing Policy Committee on Property and Development – September 5, 2006

Item No. 24 Waverley West Northeast Neighbourhood Area Structure Plan
File SP 5/2005

STANDING COMMITTEE RECOMMENDATION:

On September 21, 2006, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submits the following to Council:

1. That By-law No. 210/2006, and the amended Waverley West Northeast Neighbourhood Area Structure Plan dated August 2006, tabled at the Standing Policy Committee on Property and Development on September 5, 2006, be forwarded to Council for First Reading.

2. That the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-law No. 5893/92 and Section 234(3) of The City of Winnipeg Charter concurrently with related Development Application DASZ 1/2006.

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

Report - Standing Policy Committee on Property and Development – September 5, 2006

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On September 21, 2006, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On September 5, 2006, the Standing Policy Committee on Property and Development concurred in the administrative recommendation, with the following amendment, namely:

- That Recommendation No. 1 be amended by deleting the words “the Waverley West Northeast Neighbourhood Area Structure Plan (see Appendix "A") in the first and second lines thereof, and substituting the words “and the amended Waverley West Northeast Neighbourhood Area Structure Plan dated August 2006, tabled at the Standing Policy Committee on Property and Development on September 5, 2006”,

and submitted the matter to the Executive Policy Committee and Council.

Re: **WAVERLEY WEST NORTHEAST NEIGHBOURHOOD AREA STRUCTURE PLAN**

For submission to: **Standing Policy Committee on Property and Development**

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

Report date: March 29, 2006

Recommendation(s):

1. That By-law **No. 210/2006**, the **Waverley West Northeast Neighbourhood Area Structure Plan** (see Appendix "A") be forwarded to Council for First Reading.
2. That the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-Law (5893/92) and Section 234(3) of the City of Winnipeg Charter concurrently with related Development Application DASZ 1/06.

REPORT SUMMARY

Key Issues:

- A collaborative and consultative planning process to create an Area Structure (Secondary) Plan for the Northeast Neighbourhood in Waverley West has been completed.
- A Neighbourhood Area Structure Plan (Secondary Plan) (see Attachment A) with policies guiding the future development of lands within the northeast neighbourhood area has been prepared and is in conformity with the requirements of the Waverley West Area Structure Plan.
- The Plan has been prepared by NDLea Consultants on behalf of Manitoba Housing and Renewal Corporation (MHRC), the major landowner and developer within the plan area, in consultation with the City of Winnipeg.
- Other land owners within the plan area have been consulted through a public advisory committee; targeted resident consultations and area residents also attended open houses to view the proposed plans for future development.
- Civic departments have reviewed the Secondary Plan to ensure the appropriate conditions and requirements to accommodate development have been included in the plan's policies.
- The adoption of the Secondary Plan as a by-law requires First Reading at Council and then a Public Hearing prior to Second and Third Reading at Council.
- The committee of council designated for the purpose of conducting the hearing respecting the proposed by-law is the Riel Community Committee.

- A second report providing more detailed analysis of the Northeast Neighbourhood Area Structure Plan content will be provided at the public hearing.

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):

The Secondary Plan provides policy to guide the development of lands within the Northeast Neighbourhood of Waverley West over a 4 to 5 year time frame.

Policy implications:

	No
X	**Yes**

Comment(s):

Policies in the Northeast Neighbourhood ASP specify the location, type and form of infrastructure and development within the planning area.

Environmental implications:

X	**No**
	Yes

Comment(s):

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):

REASON FOR THE REPORT:

The Standing Policy Committee on Property and Development has the authority to forward the Secondary Plan By-Law to Council for First Reading.

HISTORY:

In March 2003, a process to amend Plan Winnipeg to re-designate the Waverley West lands from Rural Policy Area to Neighbourhood Policy Area was initiated by Ladco Developments and the Province of Manitoba (Manitoba Housing and Renewal Corporation) as the major landowners within the area. Upon conclusion of a public hearing before the City of Winnipeg's Executive Policy Committee in January 2005, Council provided final approval of the Plan Winnipeg Amendment in April 2005.

During the subsequent months of 2005, staff of the Planning, Property and Development Department have worked with the City's other affected departments to collaborate with the principle landowners and their consultants toward the formulation of an Area Structure Plan (Secondary Plan) to guide the development of Waverley West. A draft of the Waverley West Area Structure Plan has now been completed and was given first reading on Feb.22, 2006.

The Northeast Neighbourhood Area Structure Plan (NASP) is the first of seven neighbourhood plans identified for preparation under the overall direction for planning provided by the Waverley West Area Structure Plan. MHRC is the principle landowner and major development interest in the plan area and has worked collaboratively with the City's administration during the later half of 2005 to formulate a draft plan for the northeast neighbourhood.

DISCUSSION:

Plan Winnipeg

The area referred to as "Waverley West" is located in the southwest quadrant of the City of Winnipeg and comprises approximately 1214 hectares (3000 acres) of land. The area is designated Neighbourhood Policy Area by Plan Winnipeg 2020 Vision which allows for 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."

Section 3B-02 of Plan Winnipeg 2020 Vision requires that the development of new residential areas designated as Neighbourhood Policy area must be guided by the preparation of Secondary Plans. The requirement for a secondary plan was also a condition of the Plan Winnipeg Amendment approval imposed by both Council and the Province of Manitoba.

The Waverley West Area Structure Plan was prepared in order to comply with these requirements and as a means to implement the broader strategic policy directions expressed through the policies of Plan Winnipeg 2020 Vision.

Waverley West Area Structure Plan

The City of Winnipeg and the principal landowners in Waverley West agreed to a two-tiered planning process for Waverley West. This two-tiered approach includes the Waverley West Area Structure Plan to address broad, high-level community wide issues – to be followed by specific Neighbourhood Area Structure Plans for each neighbourhood in Waverley West.

This two-tiered approach ensures that the high-level community issues (transportation, servicing, neighbourhood delineation etc.) can be dealt with through one overall plan, while providing needed flexibility for each developer to proceed with specific neighbourhood level plans on their own timeline and incorporating their own development priorities.

The Area Structure Plan (ASP) establishes broad planning objectives for Waverley West and provides the following key functions:

1. A set of planning principles that apply to all neighbourhood plans to be implemented by the specific policies of each.
2. Guidance for any aspect of land use, development or the regional service infrastructure that crosses the boundaries of individual neighbourhood plans. This ensures that the larger community scale elements are planned for comprehensively and the neighbourhood plans have a clear direction for building these elements piece by piece over time. This is the "master plan" function and should also include a framework for staging of infrastructure.
3. Instructions for neighbourhood plan formulation and content.

The Northeast Neighbourhood Area Structure Plan has been prepared in accordance with the overall requirements of the draft Waverley West Area Structure Plan and implements policies contained within this plan that are specific to the preparation of neighbourhood plans. As such, the draft Northeast Neighbourhood Area Structure Plan is in conformity with the policy provisions of the draft Waverley West Area Structure Plan.

The Northeast Neighbourhood Area Structure Plan Process

A consultation program was implemented during the preparation of the Area Structure Plan. This process included advice through a neighbourhood Advisory Committee, stakeholder discussion sessions, and public input through an open house.

MHRC and their consultants have also collaborated with City staff from a variety of departments to work toward the preparation of the draft plan and administration is satisfied with its content.

Northeast Neighbourhood Area Structure Plan (NASP)Content

The goals of the NASP are as follows:

- **Creation of a cohesive and diverse neighbourhood**
- **Development of an efficient, multi-modal transportation system**
- **Protection of existing natural areas**
- **Compatibility and connectivity with existing and future neighbourhoods**
- **Creation of an innovative and unique neighbourhood design**
- **Greater use of alternative energy sources**
- **Access to a wide choice of housing alternatives**

The policies of the NASP provide the necessary mechanisms to achieve the plan's goals at the neighbourhood planning level and also implement the broader policy requirements contained within the Waverley West Area Structure Plan. The plan also provides policy that guides the preparation of development applications for re-zoning and subdivision which represents the third and final level of approvals required prior to development proceeding.

This report has been prepared in support of first reading as there is sufficient information to allow for a public hearing to be conducted. A more detailed analysis of the plan's content will be provided by administration prior to the public hearing and will include recommendations respecting second and third reading to the bylaw adopting the NASP as a Secondary Plan.

Public Hearing On Secondary Plans

The Neighbourhood Area Structure Plan document with policies guiding the future development of the Waverley West Area has been prepared as a by-law for consideration at a public hearing. Pursuant to the Development Procedures By-Law **No. 5893/92:**

5. (1) A proposed Secondary Plan By-law shall, after first reading and before second reading, be referred for conduct of a public hearing in accordance with the City of Winnipeg Charter:

(a) where the land to which the proposed Secondary Plan By-law applies is located in one community to the community committee for that community;

but if council deems it more appropriate it may by resolution designate either the executive policy committee or a standing committee to conduct the public hearing.

The Waverley West ASP area is located in the ward of St. Norbert and within the boundaries of the Riel Community Committee. (See Attachment C: Secondary Plan Approval Process.)

THE DEVELOPMENT PROCEDURES BY-LAW NO.5893/92 ALSO REQUIRES THAT ANY RELATED DEVELOPMENT APPLICATION MUST BE CONSIDERED CONCURRENTLY AT THE SAME HEARING AND SINCE AN APPLICATION TO REZONE AND SUBDIVIDE LANDS WITHIN THE NASP PLAN AREA HAS BE FILED WITH THE DEPARTMENT, IT SHOULD ALSO BE CONSIDERED AT THE HEARING BEFORE RIEL COMMUNITY COMMITTEE.

Financial Impact Statement

Date: March 8, 2006

Northeast Neighbourhood Area Structure Plan

COMMENTS:

The recommendations in this report are that By-law No. xxxx/2006, the Northeast Neighbourhood Area Structure Plan, be forwarded to Council for First Reading and that the Riel Community Committee schedule a Public Hearing in accordance with the Development Procedures By-Law (5893/92) and Section 234(3) of the City of Winnipeg Charter. There are no financial implications associated with these recommendations.

"Original signed by"
Mike McGinn, CA
Manager of Finance

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

Water and Waste

Public Works

Planning, Property and Development

Transit

Legal Services

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Planning and Land Use
Prepared by: Martin Grady
PPD File #: SP 05/2005

Document name: O:\Reports Directive\Planning and Land Use\Urban Planning Reports\2006 Reports\Waverley West NE Neighbourhood ASP 1st Reading.doc

APPENDIX "A"

REFERENCE: FILE NO: SP 05/05

THE CITY OF WINNIPEG

BY-LAW NO. 210/2006

A By-law of **THE CITY OF WINNIPEG** to adopt a Secondary Plan for the Waverley West Northeast Neighbourhood.

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

1. This By-Law may be referred to as the **"Waverley West Northeast Neighbourhood Area Structure Plan By-law".**

2. The document entitled "Waverley West Northeast Neighbourhood Area Structure Plan" attached hereto and marked as Schedule 1 to this By-law, is hereby adopted as a secondary plan for the Waverley West Northeast Neighbourhood.

DONE AND PASSED in Council assembled this day of A.D., 20__.

_____
Mayor

_____
City Clerk

Certified as to Planning Details:

_____
for Director of Planning, Property & Development
File No. SP 05/2005

Certified as to Form:

_____
for City Solicitor/Manager of Legal Services
[File No. P.7.5/2006(1)WRS]

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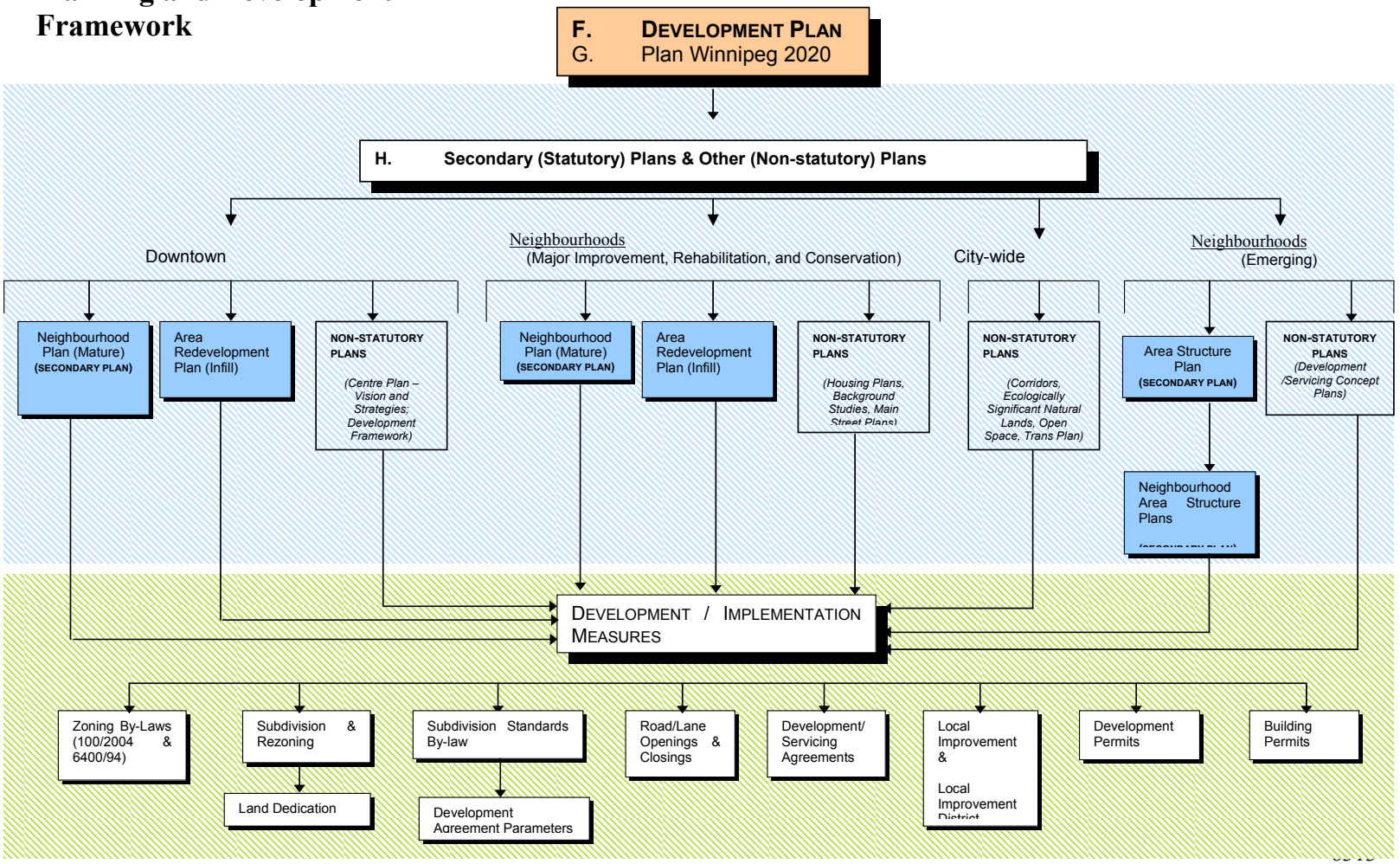
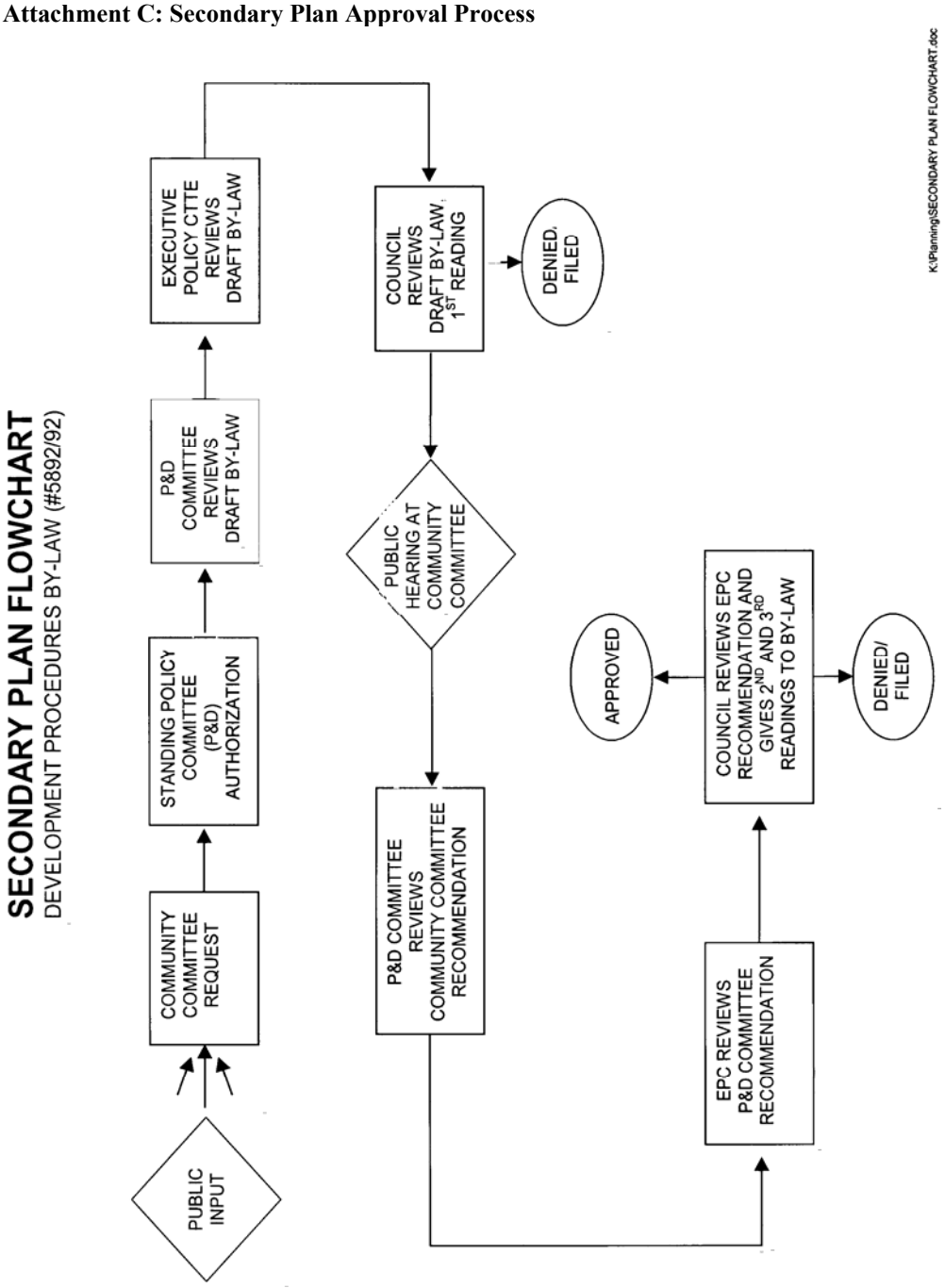
Attachment B: The Planning and Development Framework

Winnipeg Planning and Development Framework



Attachment C: Secondary Plan Approval Process



Northeast Neighbourhood

Neighbourhood Area Structure Plan

August 2006

TABLE OF CONTENTS

Page No.

PREFACE ..... **I**

1.0 INTRODUCTION **1**
1.1 Purpose of the Plan 1
1.2 Authority – Waverley West Area Structure Plan 1
1.3 Timeframe of the Plan 2
1.4 Plan Preparation Process 3
1.5 Interpretation 3
1.6 Amendment to the Plan 4
1.7 Monitoring, Review and Evaluation 4

2.0 PLANNING AREA **5**

3.0 PLANNING VISION AND GOALS **7**

3.0 PLANNING VISION AND GOALS **7**
3.1 Planning Vision 7
3.2 Planning Goals 8

4.0 LAND USE CONCEPT **10**
4.1 Land Use Concept Plan 10

5.0 LAND USE POLICY AREAS AND SYMBOLS **12**
5.1 Lower Density Residential Area 13
5.2 Higher Density Residential Areas 14
5.3 Neighbourhood Nodes 15
5.4 School Reserves 16
5.5 Parks 16

6.0 DENSITY POLICIES **19**

7.0 TRANSPORTATION POLICIES **20**
7.1 Hierarchy 20
7.2 External Road Network Alignment 20
7.3 Internal Road Network 21
7.4 Alternative Transportation 22

8.0 UTILITIES AND SERVICING POLICIES **24**
8.1 Servicing 24
8.2 Utilities 25

9.0 IMPLEMENTATION **26**
9.1 Development Timing 26
9.2 Approval Process 28

10.0 DEFINITIONS **29**

PREFACE

Waverley West is an area of land approximately 3000 acres in size located in southwest Winnipeg (see Figure 1 – Waverley West Location Plan). The development of Waverley West began in 2003 with the preparation of several background studies including market analyses, cost-benefit analyses, regional reviews, and preliminary transportation and traffic impact studies. An amendment to Plan Winnipeg was initiated with supporting documents compiled in the background research. The amendment to identify Waverley West as a Neighbourhood Policy Area was approved in early 2005.

Following the approval to amend Plan Winnipeg, an Area Structure Plan was initiated for the entire Waverley West area to address broad planning issues such as transportation, general land use, and servicing. Using the Area Structure Plan as a framework, this Neighbourhood Area Structure Plan has been prepared to direct the development of the first part of Waverley West.

The policies within this plan respond to and expand upon those adopted in the Waverley West Area Structure Plan.

The Northeast Neighbourhood Area Structure Plan is built upon the following guiding principles:

- **Creation of a cohesive and diverse neighbourhood**
- **Development of an efficient, multi-modal transportation system**
- **Protection of existing natural areas**
- **Compatibility and connectivity with existing and future neighbourhoods**
- **Creation of an innovative and unique neighbourhood design**
- **Greater use of alternative energy sources**
- **Access to a wide choice of housing alternatives**

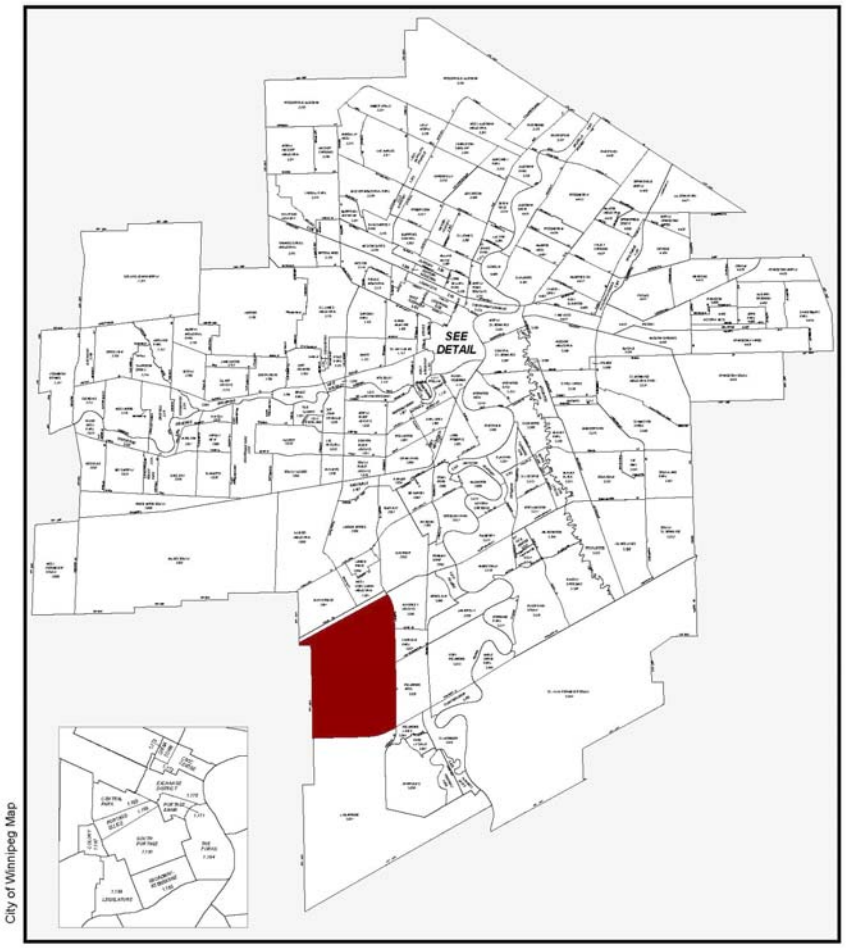


Figure 1 : Waverley West Location Plan

Waverley West Planning Area

1.0 INTRODUCTION

1.1 Purpose of the Plan

The purpose of this plan is to ensure that the growth and development of the first Neighbourhood Plan area occurs in a logical and integrated manner. The plan will ensure that the development of Northeast Neighbourhood is set within the context of the existing, adjacent neighbourhoods, and within the context of the future development phases of Waverley West.

1.2 Authority – Waverley West Area Structure Plan

The Northeast Neighbourhood Area Structure Plan is authorized by the City of Winnipeg and is an adopted by-law of City Council. Plan Winnipeg provides the policy framework for the development of Neighbourhood Policy areas. The Area Structure Plan for Waverley West provides high-level information on the regional road system, transportation network, servicing, transit, and greenspace locations and policies. Using the Area Structure Plan for Waverley West as a framework, the first phase of development, Northeast Neighbourhood, is guided by the Northeast Neighbourhood Area Structure Plan.

The policies of this document are in conformity with and seek to fulfill the goals as outlined in the Area Structure Plan for Waverley West which include:

i. **Neighbourhoods:** To provide a framework for the creation of planned neighbourhoods that fulfill market demands and needs.

ii. **Pedestrian Connectivity:** To provide pedestrian linkages between and within the neighbourhoods of Waverley West, for recreation and alternative transportation purposes.

iii. **Town Centre – North:** To establish a town centre where mixed-use development can occur, providing opportunities for a combination of land uses.

iv. **Greenway Network:** To create a linear greenway network linking the neighbourhoods of Waverley West to one another and beyond, where naturalized land drainage systems, pedestrian trails, parks, and open spaces can be created in shared corridors.

v. **Community Pathways:** To provide a system of pathways that effectively integrates the neighbourhoods and amenities.

vi. **Transportation System:** To provide a safe, efficient and functional transportation system including a hierarchy of public streets, provision of public transit and a community pedestrian network.

vii. **Commercial Core Areas:** To provide commercial areas to service the surrounding communities.

viii. **Community Recreational Facility:** To provide a Community recreation facility that is centralized, and accessible to both vehicular and non-vehicular traffic.

ix. **Residential Development:** To provide a framework for housing development that is capable of meeting the needs and desires of the housing market.

x. **Commercial Development:** To establish a full range of retail and commercial services.

xi. **Mixed-Use Development:** To provide mixed-use development opportunities within the town centre, and commercial core areas.

xii. **Emergency Services:** To provide fire, police and ambulance protection to meet the emergency service demands for the area.

xiii. **Environmental Awareness:** To raise an awareness of environmental conservation including the integration of existing sensitive areas into development plans, and through the use of environmental technologies where feasible.

xiv. **Park Space:** To provide outdoor recreation and park space to meet the needs of the local residents.

Policy

1.2.1 All policies within this Northeast Neighbourhood Area Structure Plan shall be in conformity with the Area Structure Plan for Waverley West.

1.3 Timeframe of the Plan

This plan is future-oriented and is intended to guide development over the next 5-10 years. The timing of development will be influenced over the long-term by market changes, supply and demand in housing, and the general health of Winnipeg's economy. It is expected that other neighbourhoods, within and outside of Waverley West will be developing concurrently.

1.4 Plan Preparation Process

The Northeast Neighbourhood Area Structure Plan was developed in consultation with a wide range of stakeholders including the landowners, existing residents, adjacent neighbourhoods, and interested citizens from throughout Winnipeg. A series of public workshops were held in conjunction with the development of the Area Structure Plan, which sets out the high-level planning direction for Waverley West.

1.5 Interpretation

1.5.1 Maps

The boundaries and symbols shown on the maps contained herein are intended to be approximate only and should be considered as such. They are not intended to identify specific locations, except where a boundary is located on an easily identifiable natural or manmade landmark such as a river or roadway.

1.5.2 Policies Application and Interpretations

(1) Where an intent statement accompanies a policy, it is provided for information purposes only to enhance the understanding of the policy. Should an inconsistency arise between the intent statement and the policy, the policy shall take precedence.
(2) Where "may" is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy.
(3) In cases where the word *shall* is included in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved.
(4) In cases where the word *should* is used in a policy, the policy is intended to apply to a majority of situations. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, or to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.
(5) Where a policy requires compliance at the Development application stage, that requirement may be deferred to the Subdivision Approval (Plan Registration) or Building Permit stage without requiring an amendment to the Plan.
(6) Where a policy requires submission of studies, analysis or information, the exact requirements and timing of the studies, analyses or information shall be determined at the Development Application stage.

1.6 Amendment to the Plan

Application to amend this Plan can be submitted to the Planning, Property and Development Department, and are subject to the process of amending a City of Winnipeg Secondary Plan By-law in accordance with the City of Winnipeg Charter. Supporting information required to evaluate and justify the amendment may be required.

1.7 Monitoring, Review and Evaluation

This plan is intended to be a flexible document that will change as circumstances change within and adjacent to the Plan Area. Periodic review and amendment of the plan will occur as development conditions within the Plan Area and adjacent areas change.

2.0 PLANNING AREA

This Neighbourhood Area Structure Plan applies to approximately 360 acres in the northeast corner of Waverley West. The area is bounded on the north by the Manitoba Hydro right-of-way and the east by Waverley Street, on the west by the future extension of Kenaston Boulevard, and to the south by Cadboro Road (Figure 2 – Northeast Neighbourhood Location Plan).

Careful consideration will be given to the existing rural residential development area along Cadboro Road to ensure compatibility existing and proposed development. There are also existing agricultural/commercial uses located on the west side of Waverley Street, which will be considered in the development and phasing plans for the Northeast Neighbourhood.

To the north and east are the existing communities of Whyte Ridge and Waverley Heights. These existing neighbourhoods will be considered in the planning of greenspaces, services, and pedestrian and transportation networks.

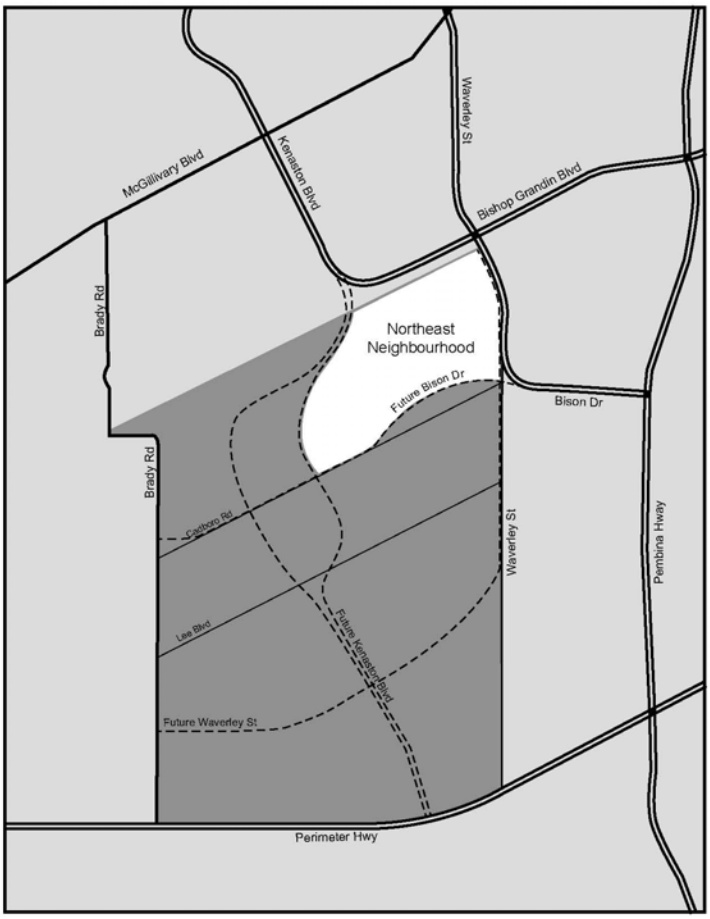


Figure 2 : Northeast Neighbourhood Location Plan

3.0 PLANNING VISION AND GOALS

3.1 Planning Vision

The Northeast Neighbourhood of Waverley West is unique in all of Waverley West in that it contains nearly 12 hectares (30 acres, or about 10% of the neighbourhood) of existing forested area throughout the neighbourhood. Key neighbourhood design decisions are made to maximize the potential of this important community asset.

While providing a rich amenity for the neighbourhood, the woodlands are a sensitive environmental area. With careful planning, nearly all of the woodlands are retained as dedicated parkland, preserving habitat and forming the basis for a substantial linear park system. This system enhances the ability for residents to walk or ride throughout the neighbourhood for recreation and travel.

The system of land drainage required to retain rainwater is integrated with the woodlands so that it becomes a second linear park system connected to the woodlands to form an overall park system route. This overall neighbourhood system includes connections to adjacent future communities and the TransCanada Trail. Special care is taken to minimize the road crossings of the linear park system, thus minimizing the impact on habitat as well as maximizing the open space experience for residents.

The park system contains an extensive pathway system that is fully integrated into the neighbourhood providing an independent walking and bicycle system in addition to the normal street and sidewalk system of the community. All collector streets have sidewalks or frontage roads.

The collector street system surrounds the two major open space systems, providing maximum transit connectivity to the surrounding residential area. Bus routes follow the built up residential areas that surround the open space system, providing transit 400 metres or less from nearly every residence.

A critical part of the overall Waverley West development is the creation of a Town Centre at the centre of the community. The Town Centre is a mixed-use district including commercial uses, residential uses, institutional uses and recreational uses, all forming the basis for opportunities to live, work and play minimizing the burden to existing municipal infrastructure and the creation of automobile trips. Transit coverage to all higher density residential areas is located to be within 200 metres from most homes.

The neighbourhood is focused on a series of nodes where important community features are concentrated and pathways and streets intersect. A major central node is located at the centre of the neighbourhood within the large open space system and independent of the road system thus reinforcing the primary nature of walkability to this neighbourhood. It forms a meeting place for all.

The Northeast Neighbourhood is environmentally friendly. The retained woodlands form a carbon sink. Alternate forms of energy are encouraged in order to minimize the use of fossil fuels. The Northeast Neighbourhood makes use of ground source heat pump technology for residential heating and cooling. The street system is designed to maximize the use of passive solar energy for a substantial majority of homes by orienting lots to within 30 degrees of due south. The retention pond system is designed to take advantage of naturalized solutions that enhance water quality and make use of native plant species. LEED Standards for neighbourhood development are promoted and incorporated wherever possible.

3.2 Planning Goals

The Northeast Neighbourhood Area Structure Plan is built upon the following guiding principles:

- **Creation of a cohesive and diverse neighbourhood**
- **Development of an efficient, multi-modal transportation system**
- **Protection of existing natural areas**
- **Compatibility and connectivity with existing and future neighbourhoods**
- **Creation of an innovative and unique neighbourhood design**
- **Greater use of alternative energy sources**
- **Access to a wide choice of housing alternatives**

These principles reflect many of the key interests of the residents, stakeholders, and community that were identified through the consultation processes and represent a natural extension of the goals outlined in the Area Structure Plan for Waverley West (see Section 1.2). The following planning goals are based on the guiding principles, and provide an overall framework that guides and informs the specific policies in this Plan.

- **Housing Diversity:** To provide for a diverse mix of housing that includes a variety of housing types and market groups.
- **Recreational Amenities:** To create passive and active recreational opportunities for residents and the general public.
- **Densification:** To provide opportunities to increase the overall density of residential areas.
- **Energy Efficiency:** To encourage the use of energy efficient design and alternative energy technologies.
- **Unique Identity:** To create a unique identity for the Northeast Neighbourhood.
- **Transportation Alternatives:** To encourage the use of alternative and active transportation modes.
- **Traffic Management:** To ensure efficient and effective traffic management strategies within the Northeast Neighbourhood, that give priority to pedestrians.

- **Ecological Preservation:** To protect existing natural areas from development and to enhance ecological habitats.
- **Connectivity:** To consider the principle of connectivity underlies the development of transportation and greenspace systems.
- **Environmental Design:** To encourage low impact, energy efficient building and site design.
- **Walkability:** To encourage a substantial walkable system that is independent of the traditional street system.

4.0 LAND USE CONCEPT

4.1 Land Use Concept Plan

The land use concept for the Northeast Neighbourhood is illustrated on Figure 3- Land Use Concept Plan. Section 4.0 and 5.0 of the Plan contain policies that apply to specific land use areas and symbols on the Figure 3 - Land Use Concept Plan. The remaining sections of the Plan provide for broader planning goals including environmental goals, community development, parks and open space planning, transportation and servicing that will be applied to the Northeast Neighbourhood area as determined appropriate.

The symbols and areas on the Plan establish a series of land uses for the plan area. The land use concept plan is conceptual and therefore flexible with respect to the precise location of land use areas and symbols, however, the spatial relationship among the various land use areas and features is intentional; development applications must therefore be generally in accordance with the Land Use concept plan as illustrated.

Policies

4.1.1 The Northeast Neighbourhood land use concept plan shall be considered flexible with respect to the precise location of land use areas and symbols,

4.1.2 The Northeast Neighbourhood land use concept plan shall be considered precise with respect to the spatial relationship among land use areas and symbols.

4.1.3 Development applications that propose changes in zoning shall be in conformity with the Northeast Neighbourhood land use concept plan. Development applications that are not in conformity with the plan shall not be accepted without an appropriate amendment to the plan.

4.1.4 Existing parcels of land not brought forward for development by respective landowners will not be subject to the policies in this section until such time as such lands are developed.

4.1.5 Any development application for subdivision within the Northeast Neighbourhood adjacent to or near existing business operations as illustrated on Figure 3 – Land Use Concept Plan must either:

i.) incorporate the existing lands within the fabric of the proposed subdivision for any suitable use in accordance with this plan; or
ii.) demonstrate the ability to incorporate the lands in the future.

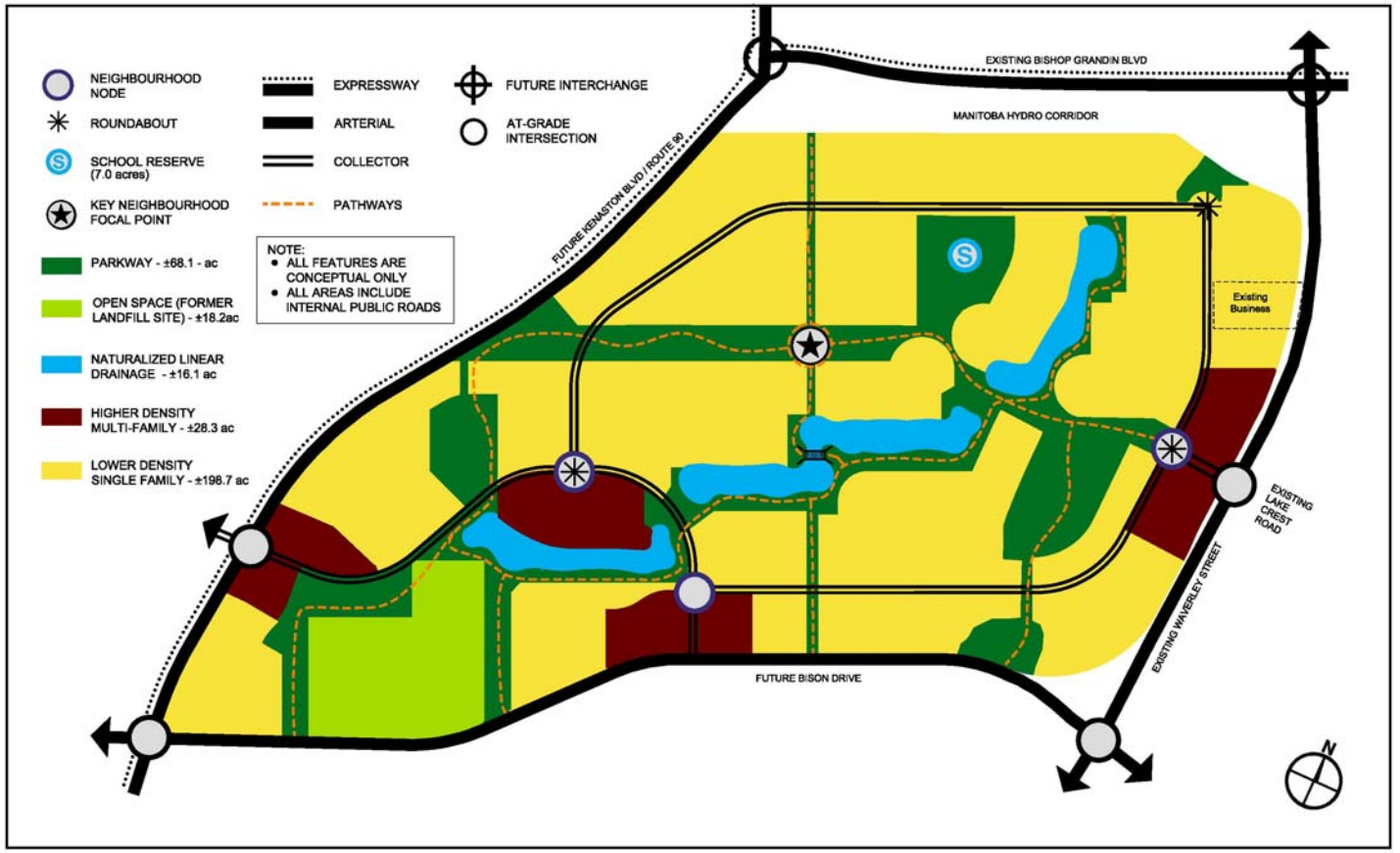


Figure 3 : Land Use Concept Plan
August 29, 2006

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Land Use Policy Areas And Symbols

The following sections outline the intent of each land use area and feature as illustrated on Figure 3 – Land Use Concept Plan. The Northeast Neighbourhood includes lower density residential, higher density residential, parks, stormwater retention facilities, roadways, and a school reserve. The following chart illustrates for information purposes only, the approximate land area dedicated to each land use. These land areas do not include regional streets adjacent to the land but do include all internal public roads.

LAND USE	**ACRES (approx.)**	**%**
Lower Density Residential (incl. 6 acre church site)	199a	60%
Higher Density Residential	28a	8.5%
Parkway (incl. 7 acre school site)	68a	21%
Open Space (former landfill)	18a	5.5%
Naturalized Linear Drainage	16a	5%
TOTAL	app.329a	100.0%
Developable land excluding parks, church site, drainage and former landfill	220	

Each of the policies for land uses and symbols in this section aligns with the policies of the Area Structure Plan for Waverley West accordingly.

5.1 Lower Density Residential Area

Intent
The purpose of the Lower Density Residential Area is to provide for lower density residential development (generally single family residential) that is compatible and complementary with adjacent uses. The linear open space system will be interspersed throughout the Lower Density Residential Area to serve the recreational needs of residents. The residential design will be determined through the Development Application process.

Policies

5.1.1 Composition of Lower Density Residential Areas

(1) Single family uses shall be the predominant land use;
(2) Alternative housing forms, institutional uses, recreational uses, public uses, and local commercial sites, and other similar and accessory uses to the above, may be allowed within the Residential Area where determined to be compatible and appropriate, and;
(3) Open space shall be provided throughout the Low Density Residential Area to contribute to the active and passive recreational needs of residents.

5.1.2 Design of Lower Density Residential Areas

(1) The design of the Lower Density Residential Area shall be determined through the Development Application process,
(2) The design of the Lower Density Residential Areas shall:

i) emphasize opportunities for distinct neighbourhoods that incorporate a variety of housing types and housing alternatives,
ii) provide for a unique neighbourhood character through the implementation of tools such as architectural and neighbourhood design standards, the inclusion of both laned and non-laned lots, the inclusion of neighbourhood scale round-abouts, and the inclusion of nodal development in keeping with the policies of this plan (see Section 5.3)
iii) provide for neighbourhood connections through the incorporation of a neighbourhood pathway system for pedestrians and cyclists
iv) maximize exposure and access to the neighbourhood greenway system
v) encourage the use of passive solar energy by emphasizing a north-south lot orientation
vi) maximize density in lower density residential areas by minimizing front yard setbacks subject to market demand and required City of Winnipeg approvals
vii) accommodate policies of this plan with respect to alternative transportation (see 7.4.1, 7.4.2, 7.4.3)

5.2 Higher Density Residential Areas

Intent

The purpose of the Higher Density Residential Area is to provide for higher density residential development (generally multi-family residential) that is compatible and complementary with adjacent institutional, recreational and lower density housing. The location of higher Density Residential Areas should generally be near the Town Centre or along bus routes (with the exception of the Waverley Street entrance) in order to provide enhanced access to services and to improve the viability of the Town Centre as a prominent node. The linear open space system will be located near the Higher Density Residential Area to serve the recreational needs of residents.

Policies

5.2.1 Composition of Higher Density Residential Areas

(1) Small lot single family or high density single family, two family and greater density uses shall be the predominant use with target densities of approximately 7-20 units per acre

(2) Alternative housing forms, institutional uses, recreational uses, public uses, and local commercial sites, and other similar and accessory uses to the above, may be allowed within the Residential Area where determined to be compatible and appropriate, and

(3) Open space shall be provided throughout the Higher Density Residential Area to meet the active and passive recreational needs of residents

(4) Higher density residential areas will generally be located near the Town Centre, or along bus routes, with the exception of a site at the Waverley Street entrance to the plan area.

5.2.2 Design of Higher Density Residential Areas

(1) The design of Higher Density Residential Areas shall be determined through the Development Application process,

(2) The design of Higher Density Residential Areas shall:

- i) include appropriate buffering features to separate the area from incompatible uses and adjacent roadways
- ii) incorporate appropriate connections to adjacent land uses including the neighbourhood greenway system
- iii) include appropriate landscaping features including parking lot landscaping
- iv) provide for unique residential design through the use of architectural standards

5.3 Neighbourhood Nodes

Intent

The purpose of Neighbourhood Nodes is to provide a transit focus and meeting place for the surrounding Residential Area. Connectivity of the Neighbourhood Node to the surrounding neighbourhood will be achieved through the convergence of roads and pathways on the node. The design of the Neighbourhood Node will ensure a strong pedestrian orientation and emphasize the street as the focus to the neighbourhood activity.

Policies

5.3.1 Composition of Neighbourhood Nodes

(1) A Neighbourhood Node shall contain any combination of the following:
- i) a transit stop;
- ii) a concentration of housing which may include multi-unit residential;
- iii) a park;
- iv) a school;
- v) a pathway connection;
- vi) institutional, recreational, community, local commercial, or other uses determined to be transit-supportive.

(2) The composition of the Neighbourhood Node shall be refined and addressed through the zoning applied to the site, as determined appropriate at the Development Application stage.

5.3.2 Design of Neighbourhood Nodes

(1) A Neighbourhood Node should be complementary to the surrounding neighbourhood while maintaining a distinct and identifiable character.

(2) At the time a development application is brought forward, features such as suitable buffers, building scale, and compatibility with adjacent uses will be considered.

5.3.3 Connections to Neighbourhood Nodes

(1) Pedestrian routes from the surrounding residential area should converge at the Neighbourhood Node providing multiple and convenient connections to the node from the surrounding residential area.

(2) A Neighbourhood Node should be located along a collector road system in the general vicinity of the area shown on the Land Use Concept map, and in an appropriate location relative to the surrounding neighbourhood.

5.4 School Reserves

Intent

The purpose of the school reserves is to provide locations for required schools central to the neighbourhood and with connections to recreational areas. Through consultation with the Pembina Trails School Division a proposed location for an elementary/middle years school has been identified (see Figure 3 – Land Use Concept Plan). The final location and size of the sites will be determined at the Development Application stage.

Policies

5.4.1 School Reserve Criteria

(1) An elementary/middle years school reserve shall be included in a development application for subdivision in the Northeast Neighbourhood.

(2) A school reserve shall be suitably located in relation to its student catchment area and have frontage on a collector road or greater standard.

(3) Any elementary/middle years school reserve shall be a minimum of 5 acres and a maximum of 7 acres (or other subject to agreement by the Pembina Trails School Division) depending on specific site characteristics, particularly adjacency to park sites.

(4) Elementary/middle years school reserves shall be considered reserve land and zoned residential, and do not ensure that a school will be constructed at that location.

(5) A residential use on a school reserve shall not require amendment to this plan.

5.5 Parks

Intent

Greenspaces will be designed to meet several functions including on-site drainage, passive and active recreation, and active transportation networks. The Northeast Neighbourhood includes approximately 102 acres of forest cover, open space, naturalized retention areas, parkways, and walkways.

As a result of the high percentage of open space the Northeast Neighbourhood has minimal opportunities for active recreation areas, however, pedestrian connections will be incorporated to access future development cells that will provide active park space.

Policies

5.5.1 Existing Forest Cover

(1) The Northeast Neighbourhood shall maximize the preservation of existing forest cover where feasible (excluding required arterial or expressway rights-of-way).

(2) Where existing forest cover is removed a comparable area will be reforested by the developer.
(3) The Northeast Neighbourhood shall incorporate existing natural areas with parkway systems to the greatest degree possible.

5.5.2 Public Access to Parks

(1) Public access shall be provided to all linear lakes and/or retention ponds.
(2) Public access shall be provided to all significant existing forest cover areas.

5.5.3 Public Recreation

The Northeast Neighbourhood includes a significant percentage of open space, particularly in relation to the linear drainage system and the retention of existing natural areas. As a result, this neighbourhood has minimal opportunities for active recreation areas. Therefore, the former landfill site may constitute the open space requirements for active recreation purposes (see Section 5.5.6)

5.5.4 Greenspace Variety

A variety of greenspaces will be provided to meet different functions including linear parks, naturalized areas, neighbourhood parks, and active and passive recreation areas.

5.5.5 Greenspace Connectivity

(1) Greenspaces shall be connected to one another through a neighbourhood greenway system that facilitates a generally uninterrupted network of habitats and/or pathways.
(2) Efficient pathway or sidewalk connections shall be provided from residential areas to access the neighbourhood greenway system.
(3) The neighbourhood greenway system shall be connected with the community greenway system for Waverley West as outlined in the Area Structure Plan for Waverley West.

5.5.6 Former Landfill Sites

(1) The former landfill site is to remain as open space.
(2) A minimum 45m buffer around the former landfill shall only be used for parkland, recreation, land drainage, or rights-of-way.
(3) Any required environmental mitigation measures, appropriate buffering for land uses adjacent to the site, or any other relevant issues shall be undertaken as appropriate.

5.5.7 Parkland Dedication

(1) Parkland dedication requirements shall be determined at the Development Application Stage

(2) Parkland dedication improvement requirements (funds) may be transferred to other areas of the plan area as agreed to by the City at the Development Application stage.

(3) As a result of the desire to maximize the protection of existing forest cover (see policy 5.5.1(1)), a landowner in Phase 2b may be required to dedicate land in excess of 8% of the total land area, which is the standard City requirement for land dedication. In this case, the landowner may be fairly compensated by the City for the excess land dedicated.

6.0 DENSITY POLICIES

Intent

To ensure that residential development in the neighbourhood occurs within an acceptable density range in order to reduce land consumption and servicing costs and to promote transit use. Accordingly, the policies in this section establish a target density range for the Northeast Neighbourhood. Compliance with this target density range will be evaluated at the Development Application stage.

The overall development of Waverley West will include a mixed-use Town Centre that will generally consist of higher densities than the adjacent neighbourhoods. The Town Centre will therefore increase the overall density calculations for Waverley West when calculated as a whole.

The Northeast Neighbourhood includes a significant amount of land in the form of existing forest cover and a former landfill, both of which will remain as open space. As a result of the high amount of open space, the Northeast Neighbourhood may have a lower density than future neighbourhoods. As in policy 6.1.1, the gross density range shall be calculated excluding the undevelopable lands, which includes forest preservation and park areas, impoundment areas, school reserves and a proposed church site.

Policies in this section create an opportunity for transferring density between Neighbourhood Areas in order to achieve overall density targets.

Policies

6.1.1 Density Range

The required residential density to be achieved within the Northeast Neighbourhood shall be a minimum of 5 units per gross developable acre (2.0 units per gross developable hectare) and a maximum of 8 units per gross developable acre (2.8 units per gross developable hectare).

6.2.1 Density Flexibility

The required residential density to be achieved within the Northeast Neighbourhood may be amended subject to the approval of the Director of Planning, Property and Development without requiring amendment to this plan.

7.0 TRANSPORTATION POLICIES

Intent
To provide an efficient transportation system that includes a variety of transportation modes to effectively move pedestrians, vehicles and public transit through the neighbourhood and to other destinations in the city. The following policies focus on ensuring the compatibility and safety of these systems, while making a concerted effort to create an environment that facilitates and encourages pedestrian activity. Principles such as connectivity, access to active transportation systems, and convenient public transit are reflected in the following policies.

Policies

7.1 Hierarchy

7.1.1 Street Hierarchy

The Northeast Neighbourhood includes hierarchy of streets that include expressways, arterial streets, collectors and local streets as illustrated in Figure 3 – Land Use Concept Plan. Detailed alignment of collector and local streets will be identified in the Development Application phase.

7.2 External Road Network Alignment

7.2.1 Alignment

The external road rights-of-way, and the related interchange areas, shall be generally located as illustrated on Figure 3 - Land Use Concept Plan.

7.2.2 Sound Attenuation

Residential development adjacent to major arterial roads shall incorporate appropriate sound attenuation measures as outlined in the Development Agreement Parameters.

7.2.3 City Acquisition of Right of Way

The City may acquire additional right-of-way for arterial roads and expressways at the Development Application stage.

7.2.4 Access to Expressways

Direct private access to roads classified as Expressways shall not be permitted.

7.2.5 Signalization

At grade intersections as illustrated on Figure 3 – Land Use Concept Plan shall be signalized as warranted.

7.2.6 Emergency Access

As required, emergency access to the developing portion of the neighbourhood shall be identified at the Development Application stage, and maintained in a satisfactory manner.

7.2.7 Cost Sharing

Equitable cost sharing of boundary and arterial roads, including intersections, and land costs, shall be accomplished through the development of a transportation area charge for Waverley West as outlined in the Area Structure Plan for Waverley West.

7.2.8 Calculation of Cost Sharing

All developable land in the NEN shall participate in cost sharing of the collector road system. The cost of the system shall be calculated to include the cost of collector roads, roundabouts, lanes and frontage roads.

7.3 Internal Road Network

7.3.1 Alignment

The internal road network shown on the Land Use Concept map is preliminary only and shall be refined at the Development Application stage.

7.3.2 Amendment

Where a Development Application is substantially different from the Land Use Concept Plan, the Land Use Concept Plan shall be amended as determined appropriate.

7.3.3 Design

The design of the internal road network should provide for the following:

(i) sensitivity to future stormwater management facilities;

(ii) convenient connections and multiple route choices to origin/destination points within the neighbourhood;

(iii) walkway connections between streets, to meet transit coverage requirements;

(iv) residential streets shall be for the use of motorized vehicles, cyclists and pedestrians;

(v) collector streets shall be for the use of motorized vehicles (including buses) and cyclists and shall require either frontage roads or lanes

(vi) arterial streets shall be for the use of motorized vehicles (including buses) and cyclists and shall require either a sidewalk, pathway, or trail on each side

(vii) interconnected pedestrian systems within the residential neighbourhood;

(viii) transit routes that are efficient.

7.4 Alternative Transportation

Intent

Alternative Transportation modes shall be promoted and accommodated in the Northeast Neighbourhood in keeping with Plan Winnipeg Policies of Section 3C.

Policies

7.4.1 Walkable Neighbourhoods

Pathways, walkways and sidewalks should include the following:

i) Short, convenient, and direct connections to activity nodes;

ii) Connections to regional pathway systems including the TransCanada Trail, and Fort Whyte Centre;

iii) Linkages to destination points within the Northeast Neighbourhood and Waverley West such as schools, recreation facilities, etc.;

iv) Access to transit routes.

7.4.2 Multi-Use Active Transportation

Major pathways shall be constructed to accommodate the shared use of a variety of active transportation modes including walking, cycling, and in-line skating.

7.4.3 Walkway Access

All housing units shall be located within 400m of a recreational path access. Sidewalks will be provided on both sides of collector streets.

7.4.4 Transportation Connectivity

Direct connections and multiple route choices should be provided to allow for efficient traffic movements within the neighbourhood, and to destination points outside of Waverley West.

7.4.5 Public Transit

Public transit routes and stops shall be identified in cooperation with the City of Winnipeg Transit department. The following features should be taken into consideration:

i) Transit stops should be located in close proximity to neighbourhood facilities including schools, libraries, community centres etc.;

ii) Transit nodes should be easily accessible from all higher density residential areas as identified in 5.2.1.

iii) Most housing shall be within 400m of a City Transit route.

7.4.6 Rapid Transit

The proposed right-of-way on Bison Drive shall be designed to accommodate the possibility for a future Rapid Transit corridor.

8.0 UTILITIES AND SERVICING POLICIES

Intent
The purpose of these policies is to ensure that adequate utility infrastructure is provided to serve urban development throughout the community. Any development within the area will need to be fully serviced with piped municipal utilities as well as shallow utilities. Utilities will need to be constructed prior to or in conjunction with the first phase of development, and rights-of-way and easements will need to be provided to accommodate the extension of utility services through the development. Utility alignments will be identified at the Development Agreement Stage and confirmed prior to or during construction drawing approval.

Policies

8.1 Servicing

8.1.1 General Provision of Services

Urban development within the planning area shall be serviced with piped municipal water, wastewater and land drainage facilities. The alignment and capacity of watermains, wastewater sewers, land drainage sewers and stormwater management facilities shall be to the satisfaction of The City of Winnipeg, based upon engineering studies and analysis.

8.1.2 Water Distribution System

The water distribution system for the planning area shall be designed to adequately and efficiently serve the ultimate development of the area.

8.1.3 Wastewater Collection System

The wastewater collection system for the planning area shall be designed to adequately and efficiently serve the ultimate development of the area.

8.1.4 Land Drainage System

Land drainage and stormwater management facilities shall be designed to reduce the impact on the regional infrastructure system and shall be developed generally in conjunction with a linear park and path system that serves as a connection through the neighbourhoods (see also 9.2.1).

8.2 Utilities

8.2.1 Shallow Utilities

Urban development within the planning area shall be serviced with shallow utilities.

The location of all shallow utilities and the provision of rights-of way and easements and related line assignments should be addressed to the mutual satisfaction of The City, the landowner and the utility companies.

8.2.2 Utility Alignments and Easements

(1) Utility rights-of-way and easements shall be provided to accommodate utilities as determined necessary. Where possible, utilities will be located within the same easement area.

(2) Utility rights-of-way and easements, public utility lots and road rights-of-way may be required to be pre-dedicated or registered across undeveloped land as determined necessary to facilitate orderly and sequential urban development.

(3) Utility rights-of-way and easements shall be provided to accommodate shallow utilities as determined necessary.

(4) Utility rights-of-way and easements and public utility lots shall be provided as required to accommodate the development or the extension of municipal utilities necessary for development.

(5) Utility alignments will generally comply with the standard locations for placement of utilities adopted by the Underground Structures Committee.

(6) A developer may be required to provide, or enter into an agreement to provide when required, the utility rights-of-way or easements necessary to accommodate the extension of municipal utilities through or adjacent to a site in advance of development in order to allow for the servicing of a site.

(7) Utility rights-of-way and easements may be provided to accommodate geothermal utilities as determined necessary.

8.2.3 Cost

A developer may be required to finance, or enter into an agreement to finance when required, the costs associated with the extension of municipal utilities through or adjacent to a site in advance of development in order to allow for the servicing of a site.

9.0 IMPLEMENTATION

Intent
The following policies outline the details of the implementation of this plan including phasing and development approval procedures.

Policies

9.1 Development Timing

9.1.1 Staging and Phasing

Staging and phasing of development will be largely driven by market conditions and by the extension of municipal services

The proposed phasing scheme is illustrated in Figure 4 – Phasing Plan. The phasing scheme is for information purposes only. Phasing shall occur in a logical and contiguous fashion as determined through the development application. The Phase numbering scheme will not preclude the ability to develop logical phasing in an alternative order.

The stormwater retention area as generally illustrated on Figure 4 – Phasing Plan will be initiated with the development of Phase 1 and continued either prior to or in conjunction with subsequent Phases.

The infrastructure generally illustrated on Figure 4 – Phasing Plan will be installed in conjunction with each respective phase.

The development of Phases 1, 2 and 3 will not be delayed pending the development of Phases 1b, 2b.

The southwest portion of Phase 2 will be accessed ultimately via a new connection to future Bison Drive; a temporary connection may be provided to Cadboro Road, with temporary upgrades as determined through the Development Application process.

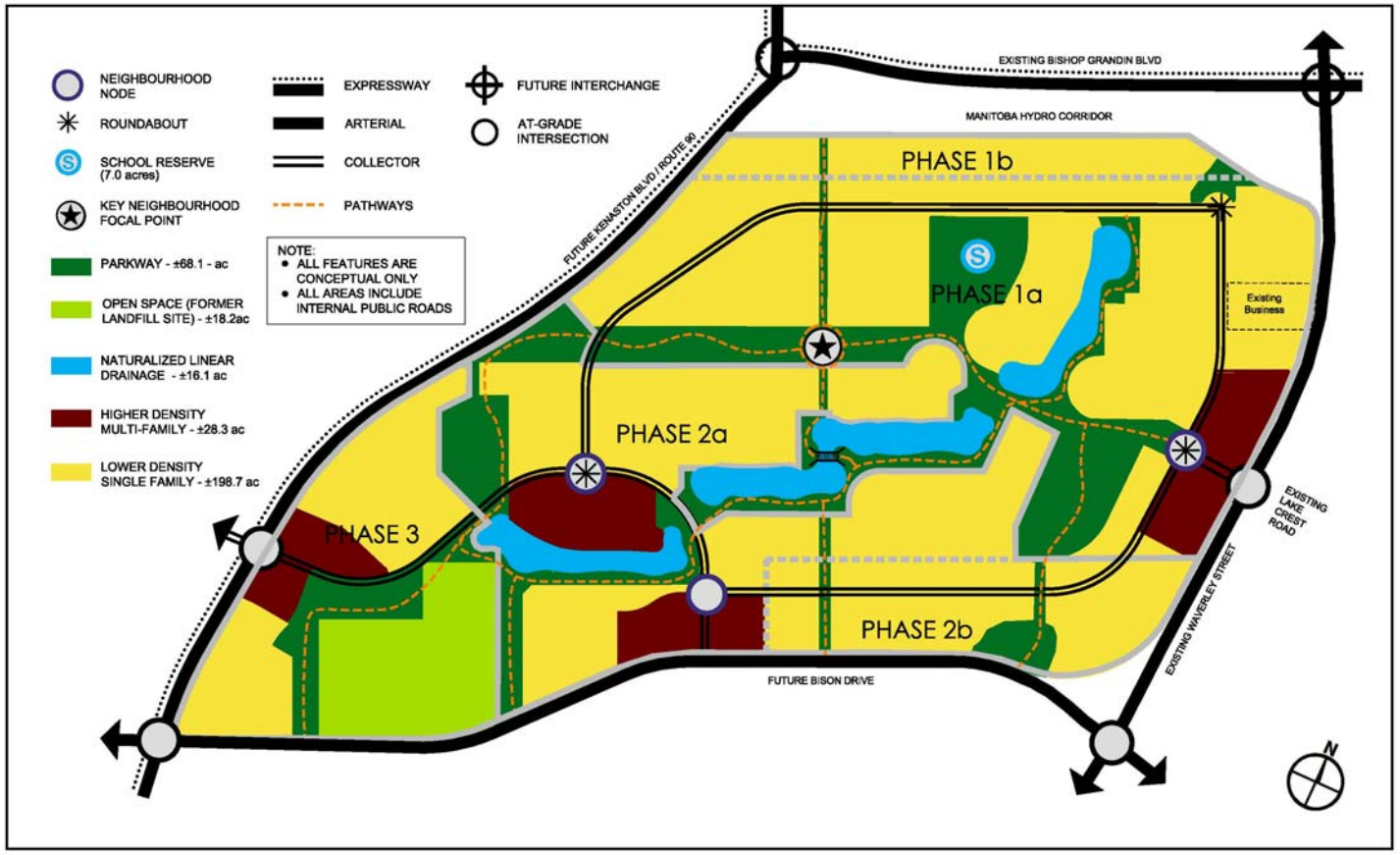

Figure 4 : Phasing Plan
August 29, 2006

Approval Process

9.2.1 Approval Process

Prior to issuance of any development permit, approval by the Director of Planning Property and Development of landscape and development plans is required.

9.2.2 Subdivision and Processing

Development applications for subdivision and rezoning shall comply with the terms and conditions of the Secondary Plan, including approval of landscape and development plans.

9.2.3 Plan Amendments

In situations where the implementation of development standards are not feasible as deemed by the Director of Planning, Property and Development, alternative standards that meet the general intent of this plan may be approved by order of the Director.

9.2.4 Appeal of Decision

Appeal by the applicant of the decision of the Director of Planning, Property and Development can be made to the Standing Policy Committee on Property and Development.

10.0 DEFINITIONS

(1) **Community** means a logical, physical and social planning area, which is predominately residential in character, defined by significant natural or man-made features and containing an adequate population base to support schools, parks and community facilities necessary to serve the residents. In this document the planning area related to the use of the word community means Waverley West as defined in the Area Structure Plan for Waverley West

(2) **Community Committee** means the Riel Community Committee, a committee comprised of the City Councillors from the Riel Community.

(3) **Council** means the Council of the City of Winnipeg.

(4) **Expressways** accommodate large traffic volumes at high speeds and under relatively unimpeded flow conditions. Expressways are intended to serve longer trips including intra-urban travel and trips destined to major centers of activity. Expressways are full time truck routes. Direct access to adjacent lands is prohibited. Only arterial streets or higher classification intersect this type of facility. At a minimum, expressways feature a four-lane divided cross-section. Signalized intersections are widely spaced (a minimum of 800 metres between intersections). Traffic volumes are greater than 20,000 vehicles per day. In this plan, Kenaston Boulevard is the only directly adjacent Expressway.

(5) **Gross Area** means the total area of land contained within the property lines of a site.

(6) **Gross Density:** Gross Density for the plan area shall be calculated excluding undevelopable lands, which shall include forest preservation and park areas, impoundment areas, school reserves and the proposed church site (unless the latter is developed for residential purposes). Gross Density (units per acre) will thus be calculated as follows: Total Housing Units divided by Total Developable Lands (acres).

(7) **Institutional Use** means the use of land, buildings or structures for the purpose of religious, charitable, education, health, welfare or correctional activities and may include, but is not limited to, places of worship, public or private schools, post-secondary institutions, hospitals, reformatory or correctional facilities, medical clinics, cemeteries, and daycare centres in accordance with the Land Use By-Law.

(8) **Local Commercial Use** means the use of land, buildings or structures for the purpose of providing retail goods and service on a limited scale to primarily employees or residents in the area and may include, but is not limited to, day cares, restaurants, convenience stores, and financial institutions in accordance with the Land Use By-Law.

(9) **Multi-Unit Residential Use** means a residential building containing two or more dwelling units and includes a semi-detached dwelling, a duplex, a townhouse and an apartment in accordance with the Land Use By-Law.

(10) **Neighbourhood** means a portion of a community. In this document Neighbourhood means the Northeast Neighbourhood that is a portion of the overall Waverley West community.

(11) **Office Use** means the use of land, buildings or structures for the purpose of conducting executive, professional, research, administrative or similar affairs of business including ancillary services for office workers, and may include, but is not limited to, administrative offices, consultations offices and research offices in accordance with the Land Use By-Law.

(12) **Public Use** means the use of land, buildings or structures for the purpose of accommodating public or quasi-public services, utilities or facilities and may include, but is not limited to, essential public services, municipal utilities and public facilities in accordance with the Land Use By-Law.

(13) **Recreational Use** means the use of land, buildings or structures for the purpose of active or passive leisure pursuits, sporting activities and other customary and usual recreational pursuits and may include, but is not limited to, golf courses and driving ranges, ice skating rinks, sport fields, recreational centres, and parks and playgrounds in accordance with the Land Use By-Law.

(14) **Residential Use** means the use of land, buildings or structures for a residential purpose and may include, but is not limited to, single-detached dwellings, mobile homes, semi-detached dwellings, duplex dwellings, townhouses, apartments and secondary dwellings in accordance with the Land Use By-Law.