**Minute No. 24**
**Report - Standing Policy Committee on Property and Development – October 30, 2007**

**Item No. 5** **Waverley West Southeast Neighbourhood Area Structure Plan (St. Norbert Ward)**
**File SP 2/2007**

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendations of the Standing Policy Committee on Property and Development and the Riel Community Committee, as amended, and submits the following to Council:

1. That By-law No. 140/2007, the Waverley West Southeast Neighbourhood Area Structure Plan, as amended, be forwarded to Council for Second and Third readings, with the following amendments:

   A. Add the words "or Asphalt" after the words "pervious granular material" in Recommendation 5.7.2(3).

   B. Delete Recommendation 6.4.3 in its entirety and replace with the following.

      6.4.3 Surfacing
      Trails should be surfaced with either a granular material or asphalt.

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

**Minutes - Executive Policy Committee – November 14, 2007**

**Report - Standing Policy Committee on Property and Development – October 30, 2007**

DECISION MAKING HISTORY:

Moved by Councillor Swandel,

That the recommendations of the Standing Policy Committee on Property and Development and the Riel Community Committee, as amended, be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On October 30, 2007, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee with the following amendment, namely:

- Add the words "or Asphalt" after the words "pervious granular material" in Recommendation 5.7.2(3).

- Delete Recommendation 6.4.3 in its entirety and replace with the following.

  "6.4.3 Surfacing
  Trails should be surfaced with either a granular material or asphalt."

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

COMMUNITY COMMITTEE RECOMMENDATION:

On October 9, 2007, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and and submitted its recommendation to the Standing Policy Committee on Property and Development.

**RE:** **Waverley West Southeast Neighbourhood Area Structure Plan (St. Norbert Ward) File SP 2/2007**

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

**Prepared by:** **Marc Pittet, Senior Committee Clerk, Riel Community Committee**

**Report date:** **October 16, 2007**

COMMUNITY COMMITTEE RECOMMENDATION:

On October 9, 2007, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and recommends to the Standing Policy Committee on Property and Development:

1. That By-law No. 140/2007, the Waverley West Southeast Neighbourhood Area Structure Plan, as amended, be forwarded to Council for second and third reading.

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

The Riel Community Committee provided the following supporting reason for its recommendation:

1. The Riel Community Committee agreed with the administrative comments contained the report from the Planning, Property and Development Department dated September 17, 2007.

## PUBLIC HEARING SUMMARY

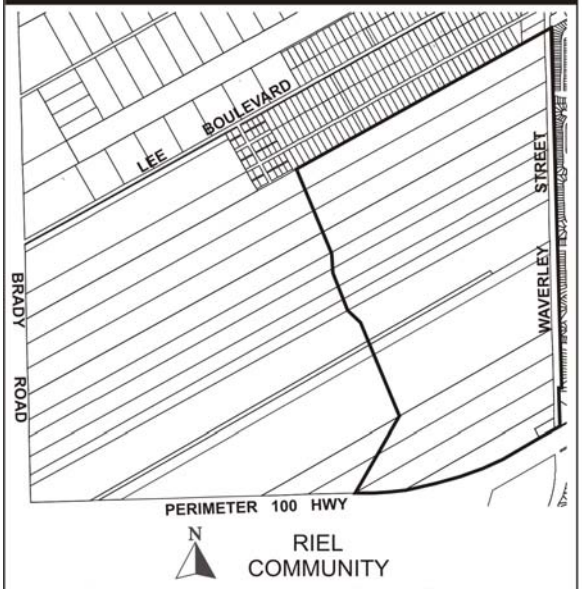
File: SP 2/2007

Before: Riel Community Committee
Councillor Swandel, Chairperson
Councillor Steeves
Councillor Vandal

Public Hearing: October 9, 2007
Council Chambers, Council Building, 510 Main Street

Subject:

**WAVERLEY WEST SOUTHEAST NEIGHBOURHOOD AREA STRUCTURE PLAN (REVISED)**
**SP 2/2007**
**PLAN DE STRUCTURE DU WAVERLEY WEST QUARTIER SUD-EST (REVISÉ)**




An *Area Structure Plan* provides direction for the efficient and orderly development of lands. These Plans incorporate land use concepts and transportation networks, municipal service delivery, and open spaces.
Council has given first reading to the Plan as By-Law No. 140/2007 and authorized a Public Hearing (pursuant to Section 234(3)of the City of Winnipeg Charter) at the Riel Community Committee.
**For information, phone Kevin Lalor at 986-5069. The Area Structure Plan can be found on-line at http://www.winnipeg.ca/ppd/planning.stm**
Les plans de structure servent à orienter l'aménagement de biens-fonds de façon ordonnée. Ces plans tiennent compte des principes d'utilisation des sols, des réseaux de transport, de la prestation des services municipaux et des espaces ouverts. Le Conseil a adopté en première lecture le *Règlement municipal n° 140/2007* et autorise la tenue d'une audience publique (en conformité avec le paragraphe 234(3) de la *Charte de la ville de Winnipeg*) dans le district de Riel.
**Pour plus de renseignements, communiquez avec Kevin Lalor au 986-5069. Le plan de structure du secteur se trouve à http://www.winnipeg.ca/ppd/planning.stm**

Exhibits Filed:

1. Council Decision of July 18, 2007; contains report from the Director of Planning, Property and Development dated June 13, 2007
2. First Reading of By-law 140/2007 by Council on July 18, 2007
3. Advertising Notice
4. Report from the Planning, Property and Development Department dated September 17, 2007
5. General Phasing Scheme
6. Communication from Phyllis Watson, Civic Issues Chair, The Council of Women of Winnipeg, in opposition to the application dated October 9, 2007,
7. Presentation in support of the application submitted by Michael Carruthers, Ladco Company Limited, at the public hearing on October 9, 2007
8. Presentation in opposition to the application submitted by Mark Cohoe at the public hearing on October 9, 2007
9. Presentation and supporting documentation in opposition to the application submitted by J. A. Paterson at the public hearing on October 9, 2007
10. Presentation in opposition to the application submitted by David Watson at the Public Hearing on October 9, 2007

REPRESENTATIONS:

In Support:

Ms. D. Beaton, Park Strategic Planner, Planning, Property and Development Department
Mr. E. Carriere, Land Development Administrator, Planning, Property and Development Department
Ms. A. Clark, Planner, Planning, Property and Development Department
Ms. D. Emerson, Traffic Management Engineer, Public Works Department
Mr. T. Josephson, Services Development Engineer, Water and Waste Department
Mr. K. Lalor, Senior Planner, Planning, Property and Development Department

Alan Borger
David Borger
Henry Borger
Michael Carruthers
Frank Curtis
Spencer Curtis
Leonard Hoey
Peter Johnston
Mark Kneale

Ken Loscerbo
Cheryl Oakden
Ken Oblik
Brian McIntosh
Peter Muir
Garth Steek
Gordon Steiss
Brent Wara

In Opposition:

Mark Cohoe
J. A. Paterson
David Watson

For Information:

Chuck and Lisanne Arnason
Doug Dobrowski
Dan Krebs
B. Nanowski

SUMMARIZATION OF REPRESENTATIONS AND SUBMISSIONS MADE AT THE COMBINED PUBLIC HEARING FOR THE WAVERLEY WEST SOUTHEAST NEIGHBOURHOOD AREA STRUCTURE PLAN FILE SP 2/2007 AND SUBDIVISION / REZONING FILE DASZ 22/2007

Angie Clark, Planner, Planning, Property and Development Department, appeared in support and provided an overview of the Waverley West Southeast Neighbourhood Area Structure Plan (WWSNASP). Ms. Clark introduced Donna Beaton, Park Strategic Planner, Planning, Property and Development Department, Ernie Carriere, Land Development Administrator, Planning, Property and Development Department, Diana Emerson, Traffic Management Engineer, Public Works Department, Terry Josephson, Services Development Engineer, Water and Waste Department, and Kevin Lalor, Senior Planner, Planning, Property and Development Department, members of the City of Winnipeg Administration appearing in support of the Area Structure Plan.

Ms. Clark stated that since first reading of the by-law on July 18, 2007, the WWSNASP has been amended; the major amendments, mutually agreed upon by the Winnipeg Public Service and the Developer, include but are not limited to the following:

- Transit: increased requirements for service and infrastructure;
- Land drainage system as it relates to the greenway system;

- Parks and Open Space to ensure a balance of active/passive greenspace;
- School site: including further conditions should the site in question not be developed as a school site.

In response to a question from Councillor Vandal, Ms. Clark stated that the westerly extension of Waverley Street will occur as part of the first phase of development.

Michael Carruthers, Development Officer, accompanied by Alan Borger, President, Mark Kneale, Chief Financial Officer and Ken Oblik, Manager of Land Development, Ladco Company Limited, the applicants for the subdivision/rezoning, appeared in support of the WWSNASP and the subdivision/rezoning. Mr. Carruthers gave a brief overview of the proposal and read into the record a presentation, filed as Exhibit 7. The Applicants indicated concurrence in the recommendations contained in the administrative reports from the Planning and Land Use Division dated October 2, 2007, and the Administrative Coordinating Group dated October 1, 2007, with the following exception:

- The applicants did not concur in Recommendation 17 in the report from the Administrative Coordinating Group and provided two options to amend said recommendation as outlined in their submission, filed as Exhibit 7.

Discussion ensued with respect to:

- Infrastructure phasing;
- The flow of traffic to/from the subdivision;
- The proposed school site and the amendment requested by the applicant;
- The projected build-out of the subdivision, which is anticipated to take 7.5 - 10 years based on today's market conditions.

Mark Cohoe appeared in opposition to the applications and summarized his presentation, filed as Exhibit 8.

J. A. Paterson appeared in opposition to the applications and read into the record a presentation, filed as Exhibit 9.

David Watson appeared in opposition to the applications and read into the record a presentation, filed as Exhibit 10.

Michael Carruthers, Alan Borger, Mark Kneale, and Ken Oblik returned in rebuttal on the subdivision/rezoning application. The Applicants provided the following responses to questions raised during the public hearing and by the members of the Committee:

- There are approximately five (5) kilometres of trails identified in the plan and a trail may be built on the southern portion of Waverley Street once it has been decommissioned;
- Sidewalks and/or pathways will be constructed on both sides of all collector streets;
- Asphalt pathways would not be appropriate in the naturalized parkway system, should be located along major roadways and would require increased maintenance;
- When Waverley Street is extended into the neighbourhood, traffic breaks will slow traffic;

- The Developer would be willing to enter into discussions with the City of Winnipeg with respect to front-ending the cost of extending Waverley Street from Bison Drive to Sandusky Drive;
- For the future extension of Kenaston Boulevard, the Developer is responsible for providing land and berming;
- Traffic should flow to and from the development at Sandusky Drive as the two neighbourhoods will eventually become one;
- In the early years of development, vehicular traffic may use Sandusky Drive as a short cut to Pembina Highway but in the long term, traffic should be contained within the community;
- The Applicants concur with the amendments to the WWSNASP as per the submission from the Winnipeg Public Service;
- The Developer envisions the speed limit on the extension of Waverley Street to be sixty kilometres per hour (60 km/h);
- The development provides for approximately fifteen hundred (1,500) single-family units and, depending on what occurs with the proposed school site, between two-hundred and fifty (250) and four-hundred and fifty (450) multiple family units.

Angie Clark, Donna Beaton, Ernie Carriere, Diana Emerson, Terry Josephson, and Kevin Lalor returned in rebuttal. In response to questions arising out of the representations and questions from Committee, the following responses were provided:

- The plan provides a good balance of asphalt and granular pathways;
- The extension of Waverley Street will not exceed the threshold of vehicles to warrant the construction of a cycling lane as per Transportation Association of Canada (TAC) guidelines;
- The Winnipeg Public Service will be required to make application to the Provincial Highway Traffic Board to reduce the speed limit on Waverley Street.

Exhibit "4" referred to in File SP 2/2007

**Planning, Property and Development Department Report**
**To the Riel Community Committee**

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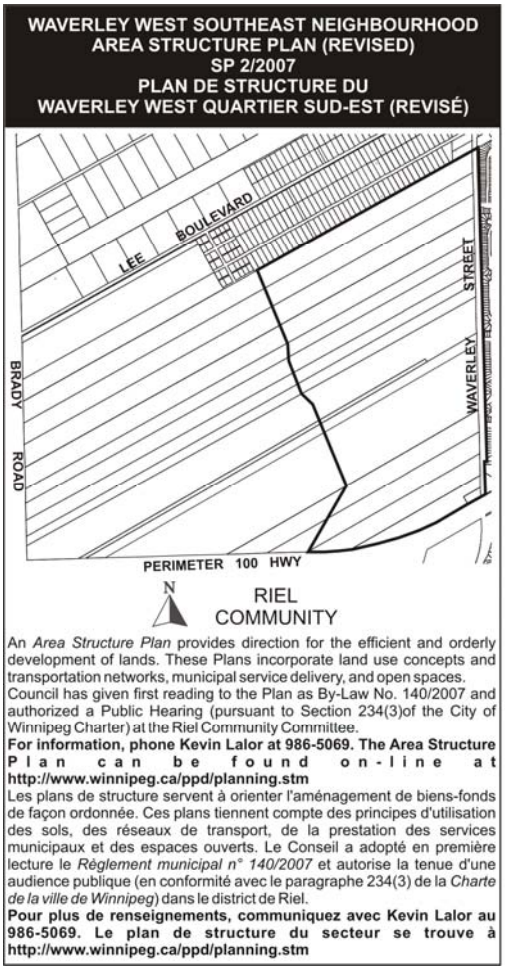
**Date:** **September 17, 2007**
**File:** **SP 2/2007**
**Subject:** **Waverley West Southeast Neighbourhood Area Structure Plan**

**Location:** The Waverley West Southeast Neighbourhood Area Structure Plan is located in the southeast portion of Waverley West, north of the Perimeter Highway and west of Waverley Street. It comprises approximately 200 hectares (495 acres) of land.



**Submitted** for Consideration as a Secondary Plan by the Planning, Property and Development Department.

**Owner:** Ladco Company Limited and various owners

**Recommendation:** That the Riel Community Committee recommend By-law No. 140/2007, the Waverley West Southeast Neighbourhood Area Structure Plan, as amended, be forwarded to Council for Second and Third reading.

**Report Summary:**

- An area structure plan for the entire Waverley West area (approximately 3000 acres) has been adopted following a collaborative and consultative planning process. The intent of that Area Structure Plan is that secondary plans will be prepared and adopted for each of the neighbourhoods defined in that area. The Ladco Company Limited lands will be the second neighbourhood to develop.
- A Secondary Plan with policies guiding the future development of the Waverley West Southeast Neighbourhood has been prepared (see Attachment B).
- Ladco Company Limited, the major landowner and developer within the plan area, has prepared the Secondary Plan in close consultation with City of Winnipeg departments.
- Other landowners within the plan area have been directly consulted and area residents attended an open house to view the proposed plans for future development.
- Civic departments have reviewed the Secondary Plan to ensure the appropriate conditions and requirements to accommodate growth 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.

## Background

In 2005 Council adopted an amendment to Plan Winnipeg to designate the entire Waverley West area (west of Waverley and south of Bishop Grandin) as a Neighbourhood Policy Area.

On July 26, 2006 Council adopted the Waverley West Area Structure Plan. That plan identifies seven Neighbourhood Plan Areas that define "the logical extension of community access networks (primarily roadways)". Under that plan the second land to be developed (Neighbourhood "C") is the Ladco Company Limited land that is the subject of this Neighbourhood Area Structure Plan.

The department has worked closely with Ladco Company Limited and their consulting team to prepare the area structure plan. This process also included close consultation with all affected

City departments to address any issues related to the development of the subject lands and to ensure that the City's requirements were incorporated into the plan's policies.

On July 18, 2006 Council gave first reading to By-law 140/2007 to adopt the Waverley West Southeast Neighbourhood Area Structure Plan as a Secondary Plan and directed that the Riel Community Committee conduct a public hearing respecting the proposed by-law and plan.

**Discussion**

**Plan Winnipeg**

The Waverley West Southeast Neighbourhood Area Structure Plan is located in the Southeast corner of Waverley West, just north of the Perimeter Highway and west of Waverley Street. It comprises approximately 200 hectares (495 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 Waverley West Area Structure Plan reinforces this by requiring secondary plans for each of the seven neighbourhoods identified defined in that area.

The Waverley West Southeast Neighbourhood Area Structure Plan covers the second neighbourhood and was prepared in order to comply with this requirement. It serves as a means to implement the broader strategic policy directions expressed through the policies of the Waverley West Area Structure Plan and Plan Winnipeg 2020 Vision.

This Neighbourhood Area Structure Plan represents the continuing efforts toward building an integrated hierarchy of plans within the City of Winnipeg. (See Attachment A: Planning and Development Framework)

**The Waverley West Southeast Neighbourhood Area Structure Plan**

The Neighbourhood Area Structure Plan (NASP) will guide and direct specific land uses, residential densities, road and servicing infrastructures, subdivision and development decisions that collectively will determine the form of the future community. (See Attachment B: The Waverley West Southeast Neighbourhood Area Structure Plan)

To accomplish this, the NASP provides a framework that includes a future vision of the community, a land use concept and a series of policies designed to collectively achieve the plan.

The guiding principles of the Southeast NASP are:

**Creating a vibrant and sustainable suburban community**

**Providing opportunities for a range of housing**

**Creating a primary commercial area**

**Developing an efficient and safe transportation network**

**Establishing a community wide Greenway System**

**Meeting the active and passive recreational and educational needs of residents**

**Achieving compatibility and connectivity with existing and future neighbourhoods**

**Creating live-work-play opportunities for community residents**

**Developing necessary utility infrastructure**

**Creating opportunities for pedestrians and cyclists and promoting the use of public transit.**

The plan seeks to fulfill the goals of the Area Structure Plan for Waverley West, which are:

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

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

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

- **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.

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

- **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.

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

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

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

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

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

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

- **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.

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

The policies of the NASP provide the necessary mechanisms to achieve the plan's guiding principles goals and will result in the development of a contemporary and viable new neighbourhood for the southwest area of Winnipeg.

The plan applies to those lands shown in the Neighbourhood Location Plan (Map 1) and the Land Use Concept Plan (Map 2) and all development applications submitted with respect to any lands within the plan area will be reviewed pursuant to compliance with the policies contained in the plan. The combined effect of all the policies within the plan provide a tool for the City to manage and evaluate individual applications for zoning, subdivision and development against an overall long term vision and strategy for how the plan area will develop.

**The Planning Process**

The Neighbourhood Area Structure Plan was prepared by a team of consultants working on behalf of Ladco Company Limited, the major landowner within the plan area, in close consultation with staff from the Planning, Property and Development Department with additional input and analysis from all of the City's affected departments. The NASP represents the culmination of this collaborative effort.

A detailed preliminary background engineering study was also prepared and submitted to the City for a review of the technical aspects of servicing the plan area with the full range of municipal services. This allowed for the identification of any potential issues early in the planning process and has also ensured that policies within the plan provide the City with tools for managing and evaluating ongoing infrastructure service needs as development continues.

As the alternative land drainage servicing scheme being proposed for this project is a significant departure from normal practice, the City, through the Water and Waste Department, have been diligent to make sure that the proposed scheme will perform as designed. Through meetings held by the Water and Waste Department and Ladco Company Limited it has been determined that the proposed system is acceptable. The detailed design details will be submitted as part of the accompanying subdivision rezoning application for the Southeast Neighbourhood Plan area.

Following the NASP receiving First reading by Council on July 18, 2007 a number of changes have been made. These changes are mutually agreed upon by the City and Ladco Company

Limited and are highlighted in the attached NASP document. Predominantly, changes include policies related to:

- details related to transit service and infrastructure;
- the linear pathway/greenway system as it relates to Parks and Open Spaces allocation;
- the calculation of land dedication as it relates to the proposed greenway system.

**Public Consultation**

A public consultation process included workshops, discussions with a neighbourhood advisory committee and a public open house held on February 1, 2007. Approximately 150 people attended this open house. Overall, attendees responded positively through conversations and a questionnaire. Attendees expressed interest in the proposed naturalized wetlands and linear trail system. Positive feedback was also given for the proposed land use configuration. Concerns were primarily related to potential transportation impacts, pedestrian and cycling crossings of major roadways and accommodation of public transit. Ladco Company Limited also met with the Pembina Trails School Division, other land owners in the NASP area and Manitoba Infrastructure and Transportation.

**Neighbourhood Area Structure Plan Contents**

The contents of the NASP are organized around the elements shown on the Land Use Concept Map in section 4.0 of the Plan. The map illustrates the location and type of all major land uses proposed within the plan area as well as the extension of the major road network.

The following is an overview of the policy direction and intent of each section of the plan:

**Residential Areas**

The NASP provides for the development of a residential neighbourhood at predominantly low densities (80-90% of the residential area). Limited higher density residential may be located at the neighbourhood nodes (shown on Map 2). Other complimentary uses are also recognized as appropriate within these areas and might include recreational amenities, local commercial uses and institutional uses such as schools and churches.

The detailed layout of local streets, lots, housing forms, park spaces etc. are part of the development application stage. This DASZ application is being considered concurrently with this plan.

**Neighbourhood Nodes**

Neighbourhood nodes are intended to provide a focal point at the neighbourhood level and to create a more diverse and vibrant suburban environment. They incorporate a mix of uses that might include a concentration of higher density multi-family residential development in association with a park space, recreation amenity, or school site designed around a transit stop.

Three neighbourhood nodes are distributed throughout the plan area, all located on a collector street, at a key intersection and linked to the surrounding residential neighbourhood by the convergence of roads, linear open space systems and pathways.

**School Site**

Through direct consultation with the Pembina Trails School Division, a school site location has been identified for an elementary/middle years school. This is centrally located, adjacent to the major collector roadway and incorporated into the greenspace, parks and playground network.

**Parks and Open Space**

Policies in the Parks and Open Space section provide for the dedication of park land to achieve several functions including on-site drainage, passive and active recreation areas and active transportation networks. Linear parkways are intended to complement the stormwater management system as well as to provide linkages through the neighbourhood and to future Waverley West neighbourhoods. Open space also includes large areas of natural forest.

The exact location, size and configuration of the parks and open space will be determined as part of the Development Application stage.

**Development Density**

Plan Winnipeg encourages the development of new residential areas to be "compact" in order to reduce land consumption and overall servicing and maintenance costs. A higher residential density in suburban areas also improves the efficiency of transit routes by exposing a greater potential ridership to the transit route.

Policies in this section of the plan are designed to result in an overall density for the plan area that is slightly higher than what as been the experience in most newer suburban areas in Winnipeg to date. There are also provisions for flexibility in the application of density ranges as the area develops.

**Transportation**

The Land Use Concept Map identifies the eventual configuration and design of both the external road network immediately adjacent to the Plan Area and the internal network of major roads and collector streets. Policies in this section of the NASP provide for the protection of lands needed for future road right-of-ways and the location and type of major intersections.

Alternative transportation modes including pedestrian and bike trail network and access to transit service is also addressed with a strong emphasis on the need to provide convenient and efficient access to these facilities by all future residents.

**Servicing and Phasing**

Existing sewer, water and land drainage services are located adjacent to the plan area and will be extended to service the proposed development. Policies within this section require the submission of detailed engineering reports and servicing criteria for water and sewer services in conjunction with the initial development applications. The proposed land drainage system is based upon principles that advocate the use of low impact designs using naturalized wetlands for stormwater retention incorporated into a series of linear greenspaces.

The NASP identifies phasing for development of this neighbourhood starting in the northeast quadrant towards the south along Waverley Street in Phase 1 and 2. Phase 1 will include all drainage system work. Phases 3, 4 and 5 develop from the northwest quadrant to southern limit of the NASP. However, market and other forces will determine the precise timing and details of this phasing. The proposed land drainage system is based upon principles that advocate the use of low impact designs using naturalized wetlands for stormwater retention incorporated into a series of linear greenspaces.

**Summary**

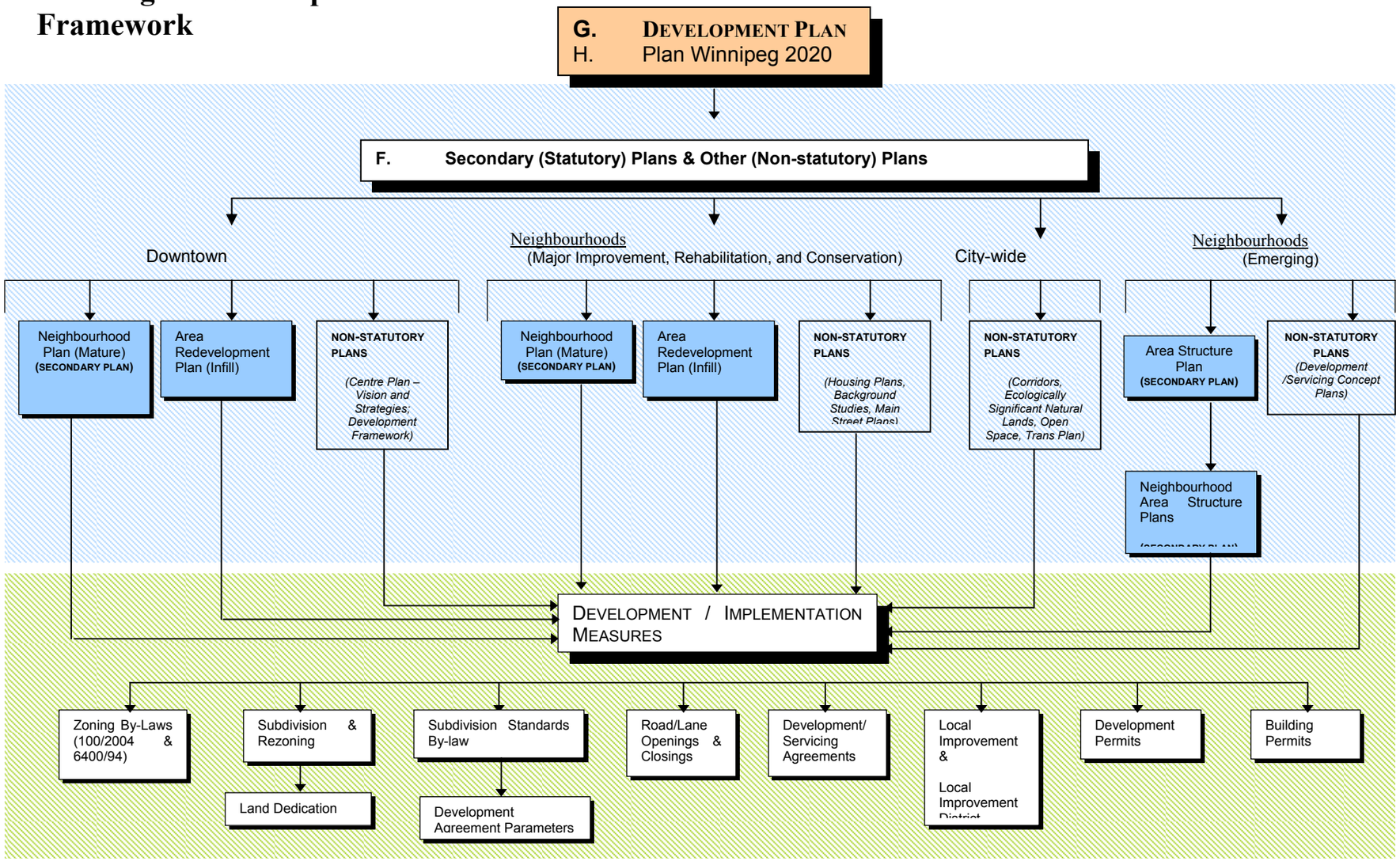
The Waverley West Southeast Neighbourhood Area Structure Plan provides a comprehensive set of guidelines for managing the development of land within the Waverley West Southeast Neighbourhood plan area and implements the broad policy directions of the Waverley West Area Structure Plan and Plan Winnipeg. It is an important tool that provides a means for ongoing collaboration and consensus between the City and the proponents of development as the process of developing this new community moves forward.

This Report Submitted by:
Planning, Property and Development Department
Planning and Land Use Division

Report Prepared by: Angie Clark
PPD File # SP 2-07

**Attachment A: The Planning and Development Framework**

# Winnipeg Planning and Development Framework



**Attachment B: The Waverley West Southeast Neighbourhood Area Structure Plan**



# Waverley West
# Southeast Neighbourhood
# Area Structure Plan
# DRAFT 3

DRAFT

**August 23, 2007**

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## *PREFACE*

Waverley West is an area comprised of approximately 2,900 acres in southwest Winnipeg bound by the Manitoba Hydro Corridor to the north, Waverley Street to the east, the Perimeter Highway to the south and Brady Road to the west.

Following the approval to amend Plan Winnipeg, a two tiered planning process for Waverley West was adopted and the Area Structure Plan (ASP) for all of Waverley West was passed by City Council in July 2006 as By-law No. 10/2006. The ASP identified and addressed key land use, transportation, recreation and servicing components that require coordination and detailed planning. The ASP also established a process to ensure the logical growth and sequencing of development within Waverley West occurs through the preparation of Neighbourhood Area Structure Plans, which would further define development within individual neighbourhood planning areas.

This Plan will guide and direct the development of the Southeast Neighbourhood. It is built upon the following guiding principles:

- Creating a vibrant and sustainable suburban community
- Providing opportunities for a range of housing
- Creating a primary commercial area
- Developing an efficient and safe transportation network
- Establishing a community wide Greenway System
- Meeting the active and passive recreational and educational needs of residents
- Achieving compatibility and connectivity with existing and future neighbourhoods
- Creating live-work-play opportunities for community residents
- Developing necessary utility infrastructure
- Creating opportunities for pedestrians and cyclists and promoting the use of public transit.

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# 1.0 INTRODUCTION

## 1.1 Purpose

To guide the orderly growth and development of the Southeast Neighbourhood based on a vision statement and goals that direct a policy framework for land use, transportation, recreation, servicing and phasing.

## 1.2 Process

The Plan was developed through an extensive consultation process including participation by and direction from various City departments, other property owners in the Southeast Neighbourhood, the Pembina Trails School Division, discussions with a neighbourhood advisory committee and a public open house.

## 1.3 Authority

The City of Winnipeg Charter authorizes the adoption of secondary plans (234(1)) and Plan Winnipeg 2020 Vision provides the framework for the development of new residential areas. Plan Winnipeg (3B-02) provides:

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> "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."

The ASP provided guidance on regional issues and required more detailed planning in the form of a neighbourhood area structure plan that will be prepared for each neighbourhood plan area. The policies within this Plan are in conformity with and seek to fulfill the overall planning principles for Waverley West as outlined in Section 3.2 of the ASP.

Every Development Application with respect to any land within the Southeast Neighbourhood shall be reviewed for consistency with this Plan.

## 1.4 Interpretation

### 1.4.1 Map

The boundaries and locations of any symbols or areas shown on the maps attached to and forming part of this Plan are approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol or area coincides

with a known physical feature or a fixed boundary such as existing property lines or existing rights-of-way.

### 1.4.2 Policy

Where an intent statement accompanies a policy, it is provided for information purposes only. Should an inconsistency arise between the intent statement and the policy, the policy shall take precedence.

Where "may" is used in a policy it is intended that the policy be used as a guideline or suggestion toward implementing the original intent of the policy.

Where "should" is used in a policy it is intended that the policy should be complied with, however, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances or to allow an alternate means of satisfying the original intent of the policy.

Where "shall" is used 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.

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Where a policy requires compliance at the Development Application stage that requirement may be deferred to the Development Permit or Building Permit stage without an amendment to this Plan.

Where a policy requires submission of studies, analyses, concept plans or other information the exact requirements and timing of the studies, analyses, concept plans or information shall be determined at the Development Application stage.

## 1.5 Amendments

Except as otherwise provided in this Plan, to make any change to the text or maps in this Plan, an amendment that includes a public hearing before the Riel Community Committee shall be required in accordance with the City of Winnipeg Charter and the Development Procedures By-law.

Where an amendment to this Plan is requested, the applicant shall be required to submit supporting information that is necessary to evaluate and justify the amendment.

## 1.6 Monitoring

This Plan is intended to be a flexible document that will change as circumstances change and as development proceeds in the Southeast Neighbourhood. As such, the policies

within the Plan shall be monitored over time in relation to development in order to ensure they remain current and relevant. Where determined necessary, these policies shall be updated through the plan amendment process generally or in response to a specific issue.

## 1.7 Timeframe

This Plan is future-oriented and intended to guide development over the next 5 - 10 years. The timing of development will be influenced by market changes, supply and demand of housing, macroeconomic factors and the general health of Winnipeg's economy.

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## 2.0 PLAN AREA

This Plan applies to the Southeast Neighbourhood as shown in Map 1. The Plan Area comprises approximately 200 hectares (495acres) of land bound by the existing Waverley Street right-of-way to the east, the Perimeter Highway to the south, the future Kenaston Boulevard to the west and the northern limit of RL 121, Parish of St. Norbert OTM to the north. The Plan Area represents Neighbourhood Development Cell "C" as identified in the Waverley West Area Structure Plan (By-law No. 10/2006).

**MAP 1: Southeast Neighbourhood**



# 3.0 VISION AND GOALS

## 3.1 Vision

The Southeast Neighbourhood is a vibrant suburban community that is focused on a linear greenway of parks and open spaces and a centrally located commercial core area. The neighbourhood provides opportunities for market-based growth and development that is logical, orderly, sequential and sustainable. Residents will form a community supported by a range of housing, shopping, employment, recreation and community services.

Residential areas provide a variety of housing opportunities that will satisfy new home market demand and provide choice for existing and future citizens of Winnipeg. Commercial areas including the centrally located multiple use district located at the key intersection of Kenaston Boulevard and Waverley Street provide shopping, retail, services, entertainment and employment opportunities for area residents.

A carefully planned transportation system provides a safe and efficient street network for area residents and business. Convenient transit service is available with most residences located within a short walk of transit routes. The neighbourhood is walkable, with pedestrian and cycling linkages throughout the entire length of the Greenway System and sidewalks along collector streets and Waverley Street.

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Neighbourhood nodes provide opportunities for multiple-family housing, secondary commercial activity and other important community features. The nodes will act as key reference points along the expansive park system.

A key feature of the neighbourhood is the Greenway System, an innovative approach to land drainage and recreation that promotes environmental awareness and encourages passive recreation. The Greenway System supports an environmentally conscious and clean approach to development by retaining and enhancing an existing drainage system with wetlands, native vegetation and open spaces. The combined park and land drainage system provides wildlife habitat, clean water and abundant recreational opportunities.

The linear nature of the Greenway System provides residents with convenient access to active park sites, passive recreation trails and neighbourhood services. Over 15 kilometres of recreation trails and sidewalks will be located in the neighbourhood.

## 3.2 Goals

The Plan builds upon the planning principles set out in the ASP, including:

- Creating a vibrant and sustainable suburban community
- Providing opportunities for a range of housing
- Creating a primary commercial area
- Developing an efficient and safe transportation network
- Establishing a community wide Greenway System

- Meeting the active and passive recreational and educational needs of residents
- Achieving compatibility and connectivity with existing and future neighbourhoods
- Creating live-work-play opportunities for community residents
- Developing necessary utility infrastructure
- Creating opportunities for pedestrians and cyclists and promoting the use of public transit.

These principles reflect many of the key interests that were identified through the consultation process and represent an extension of the goals outlined in the ASP. More specifically, the following goals provide a framework for the policies specified in this Plan:

**Housing**

To provide opportunities for a range of housing that meets and responds to the market based demand for housing.

**Commercial**

To provide commercial areas offering a range of retail and commercial services including a primary commercial area and possibly a secondary commercial site.

**Employment**

To offer and encourage some opportunities for employment to people who can work in close proximity to their homes.

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**Mixed Use**

To promote and encourage opportunities for Mixed Use development within and adjacent to the primary commercial area and to the Neighbourhood Nodes.

**Recreation**

To create passive and active recreational opportunities within a Greenway System for residents and the general public.

**Greenway System**

To create a Greenway System comprised of trails, parks, open spaces and the land drainage system. The Greenway System will provide opportunities for active and passive recreation and will encourage and promote walking and cycling by linking various uses and different areas within the Southeast Neighbourhood and by linking the Southeast Neighbourhood to the adjacent neighbourhoods.

**Education**

To provide a suitable site for a school.

**Public Facilities**

To provide suitable sites for public facilities to serve the recreational and spiritual needs of residents.

**Transportation**

To provide a safe, efficient and functional transportation system including a hierarchy of public streets, provision of public transit and a pedestrian network.

**Compatibility**

To promote compatibility and connectivity with existing and future neighbourhoods.

**Utility Infrastructure**

To supply water, wastewater sewer, land drainage and other infrastructure.

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# 4.0 LAND USE CONCEPT

## 4.1 Land Use Map

The land use concept for the Southeast Neighbourhood is shown on Map 2. It is conceptual and therefore flexible with respect to the precise location of land use areas and symbols; however, the spatial relationship is intentional. Development Applications are to be generally in accordance with the land use concept.

Section 5.0 of the Plan contains policies that apply to specific land use areas and symbols on Map 2. The remaining sections of the Plan provide for density, transportation, servicing and phasing that will be applied to the Southeast Neighbourhood as determined appropriate.

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**MAP 2: Land Use Concept**



# 5.0 LAND USE POLICIES

## 5.1 Residential

**Intent**

Residential areas will provide opportunities for a range of housing that meets and responds to the market based demand for housing. Single-family and two family housing will be the predominant land use (80-90% of the residential area), however compatible and complementary multiple-family housing and other uses may be developed around the Neighbourhood Nodes and along Waverley Street.

To promote and encourage the use of transit, most homes (at least 80%) will be located within a five minute walk (400 metres) of a collector street and related transit routes. The Greenway System will link Residential areas and other uses in the Southeast Neighbourhood. The specific design of the Residential areas will be determined through the Development Application process.

**Policies**

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### 5.1.1 Composition

(1) Single-family and two family Residential shall be the predominant land use.

(2) Multiple-Family Residential, Community Scale Commercial, Local Commercial, Non-Retail Commercial, Institutional, Recreational and other compatible uses shall be permitted in the vicinity of Neighbourhood Nodes (see also section 5.3).

(3) Multiple-Family Residential (including Higher Density Multiple-Family Residential), Local Commercial, Non-Retail Commercial, Institutional, Recreational and other compatible uses shall be permitted adjacent to Waverley Street.

(4) The general categories of uses identified under section 5.1.1 shall be refined through the Development Application process.

### 5.1.2 Transit

Most homes will be within a five-minute walk (400 metres) of a collector or higher classification street and related transit route (see also section 6.5).

#### 5.1.3 Design

The design shall:

i) Permit a range of housing that fulfills market demands and needs.
ii) Provide residents with linkages to access adjacent neighbourhoods through roadway and pedestrian connections.
iii) Be determined through the Development Application process.

## 5.2 Residential Density

**Intent**

This Plan establishes a target density range to ensure that residential development: occurs within an acceptable range that is compatible with the adjacent neighbourhoods; meets the needs of the housing market; and reduces the spatial consumption of land and servicing costs. Compliance will be evaluated at the Development Application stage.

**Policies**

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#### 5.2.1 Range

(1) The residential density shall be a minimum of 11.1 units per Gross Developable Hectare (4.5 units per Gross Developable Acre) and a maximum of 19.7 units per Gross Developable Hectare (8.0 units per Gross Developable Acre).

(2) Multiple-Family Residential shall be a minimum of 19.7 units per Gross Developable Hectare (8.0 units per Gross Developable Acre).

#### 5.2.2 Application

The density requirements of subsection 5.2.1 shall apply to:

(1) Each ownership area comprising no less than 35 acres, unless two or more land owners enter into a satisfactory arrangement that ensures the density requirements will be met through a transfer of units among the ownership areas; and

(2) Each Development Application unless a developer can demonstrate that any inconsistency with these requirements can be addressed through a future Development Application.

## 5.3 Neighbourhood Nodes

**Intent**

Neighbourhood Nodes provide a focal point where Multiple-Family Residential, Local Commercial, Non-Retail Commercial, Institutional, Recreational, school and other suitable uses can be located. Connectivity of the Neighbourhood Node to the surrounding neighbourhood will be achieved through the convergence of roads, trails and sidewalks.

Each Neighbourhood Node will be strategically located on a collector street, at a key intersection and will have multiple routes to the surrounding neighbourhood. Each node is generally described as follows:

**Node 1:** located at the intersection of Waverley Street and Sandusky, represents the northern entry point into the neighbourhood. Uses surrounding this node may include a secondary commercial site or Multiple-Family Residential development (northwest corner) and park space (southwest corner). A gateway feature identifying the entry into the community may be incorporated into the design. This node is connected to the surrounding neighbourhood by the Greenway System, sidewalks and the intersection of Collector Street "A" and Waverley Street.

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**Node 2**: located at the northeast corner of the primary commercial area along Collector Street "A", may consist of higher intensity uses including a school reserve or Multiple-Family Residential development (southeast corner) and Multiple-Family Residential development or Community Scale Commercial (southwest corner). This node is connected to the surrounding neighbourhood by the Greenway System, sidewalks and Collector Street "A".

**Node 3**: located at the intersection of Collector Street "A" and Collector Street "C", may consist of higher intensity uses including Multiple-Family Residential development (northeast corner) and Multiple-Family Residential development or Community Scale Commercial (northwest corner). This node is connected to the surrounding neighbourhood by sidewalks and two collector streets with close proximity and access to the Greenway System.

**Policies**

### 5.3.1 Composition

(1) A Neighbourhood Node may contain any combination of the following:

i) Multiple-Family Residential;
ii) a school;
iii) a transit stop;
iv) a park; or

v) Community Scale Commercial, Local Commercial, Non-Retail Commercial, Office, Institutional, Recreational or other compatible use.

(2) The composition of the Neighbourhood Nodes shall be refined and addressed through the Development Application process.

#### 5.3.2 Design

The Neighbourhood Nodes should be complementary to the surrounding area while maintaining a distinct and identifiable character.

#### 5.3.3 Connections

(1) Pedestrian routes from surrounding areas should provide multiple and convenient connections to Neighbourhood Nodes.

(2) A Neighbourhood Node should be located along a collector street in the general vicinity of the areas displayed on Map 2.

## 5.4 Primary Commercial

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**Intent**

The ASP identified the strategic intersection of Kenaston Boulevard and Waverley Street as the location of one of two primary commercial areas in Waverley West. Kenaston Boulevard is expected to be the primary traffic route connecting Winnipeg to the economic centres of the mid-continental trade corridor. Waverley Street is the first intersection on this important Expressway within Winnipeg.

The primary commercial area permits and may include a variety of Community Scale Commercial, Local Commercial, Office, Institutional, Residential and Mixed Uses. The primary commercial area may be integrated with Higher Density Multiple-family Residential and various community facilities.

This area is integral to the Southeast Neighbourhood and the wider Community, providing retail services, employment opportunities, entertainment and other community services. The design will include convenient vehicle, transit and pedestrian connections to the surrounding area including connections to Waverley Street, the collector street network and the Greenway System. Commercial uses will be integrated with residential areas through appropriate buffering, landscaping and setbacks.

**Policies**

### 5.4.1 Composition

(1) Community Scale Commercial shall be the predominant land use.

(2) Local Commercial, Office, Non-Retail Commercial, Residential, Multiple-Family Residential, Higher Density Multiple-family Residential, lodging, Institutional, Recreational and other compatible uses that complement the primary commercial area shall be permitted.

### 5.4.2 Transit

(1) The primary commercial area shall be serviced by public transit.

(2) Transit routes shall be provided on Waverley and/or the collector street.

(3) The primary commercial area shall contain convenient pedestrian connections to public transit.

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### 5.4.3 Size

The primary commercial area east of Kenaston Boulevard shall comprise a minimum of 12.1 hectares (30 acres) and a maximum of 24.3 hectares (60 acres), as shown on Map 2.

### 5.4.4 Design

Design of the primary commercial area should take into consideration and provide for the following:

i) Minimizing the intermixing of commercial and residential traffic on internal roads within the adjacent residential areas;
ii) A visually appealing site layout and landscape treatment particularly where visible from roads with higher traffic volumes;
iii) Incorporate appropriate buffering measures where commercial uses abut residential areas through the use of landscaping, screening and building setbacks;
iv) Suitable integration with any Residential, Institutional or Recreational uses within or adjacent to the area;
v) Convenient access with connections to pedestrian trails;
vi) An efficient road, pedestrian and trail network; and
vii) Parking areas designed to maximize direct access to adjacent uses while not visually overwhelming the landscape. Methods by which this may be implemented include:

a. landscaping through earth berms, tree/shrub planting, and/or fencing;
b. on-street parking along Collector Street "A"; and
c. parking areas between buildings.

#### 5.4.5 Landscaping and Buffering Plan

Prior to issuance of Development Permits in the primary commercial area, a landscaping and buffering plan shall be submitted demonstrating how items in 5.4.4 and the requirements of the Zoning By-law have been addressed.

## *5.5 Secondary Commercial*

**Intent**

The ASP contemplates the creation of neighbourhood commercial areas that provide retail goods and services to the surrounding neighbourhoods (herein referred to as secondary commercial sites). A secondary commercial site may be developed at Node 1 (northwest corner of Waverley Street and Collector Street "A"). This secondary commercial site is intended to provide retail goods and commercial services to the surrounding neighbourhoods. Local Commercial, Multiple-family Residential and Mixed Use development are all permitted. Any secondary commercial site located directly adjacent to a residential area will be appropriately buffered through the use of landscaping, fencing and building setbacks.

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**Policies**

#### 5.5.1 Composition

(1) Local Commercial shall be the predominant land use.

(2) Multiple-family Residential, Non-Retail Commercial, Office, Institutional, Mixed Use and Recreational shall be permitted

#### 5.5.2 Transit

(1) Secondary commercial sites shall be located along a collector or greater standard street and shall be serviced by public transit.

(2) Secondary commercial sites shall contain convenient pedestrian connections to public transit.

### 5.5.3 Size

A secondary commercial site is shown on Map 2 and shall comprise a minimum of 2.0 hectares (5.0 acres) and a maximum of 2.8 hectares (7.0 acres).

### 5.5.4 Design

Design of a secondary commercial site should take into consideration and provide for the following:

i) Minimizing the intermixing of commercial and residential traffic on internal roads within the adjacent residential areas;
ii) A visually appealing site layout and landscape treatment particularly where visible from roads with higher traffic volumes;
iii) Incorporate appropriate buffering measures where commercial uses abut residential areas through the use of landscaping, screening and building setbacks;
iv) Convenient access with connections to pedestrian trails;
v) An efficient road, pedestrian and trail network; and
vi) Parking areas designed to maximize direct access to adjacent uses while not visually overwhelming the landscape. Methods by which this may be implemented include:
    a. landscaping through earth berms, tree/shrub planting, and/or fencing;
    b. on-street parking; and
    c. parking areas between buildings.

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### 5.5.5 Landscaping and Buffering Plan

Prior to issuance of Development Permits in a secondary commercial site, a landscaping and buffering plan shall be submitted demonstrating how items in 5.5.4 and the requirements of the Zoning By-law have been addressed.

## *5.6 Schools*

**Intent**

The Pembina Trails School Division (PTSD) has identified the potential need for a future school in the Southeast Neighbourhood. A site that is centrally located, readily accessible by vehicle, transit and pedestrian traffic and located in the direct vicinity of a park will be reserved. The decision to develop a school ultimately rests with the PTSD and the Public Schools Finance Board. The specific location and size of the school site will be determined at the Development Application stage.

**Policies**

**5.6.1 Criteria**

(1) A site that can accommodate an elementary/middle years school shall be identified in the Southeast Neighbourhood.

(2) The site shall be located in relation to its student catchment area, have frontage on a collector street and direct access to transit service.

(3) The site shall be a minimum of 5 acres if located adjacent to a public park and a maximum of 7 acres if not located next to a public park (see also subsection 5.7.3(1)).

(4) The school site is proposed only and may not necessarily be developed for school purposes.

(5) The school site shall initially be zoned Multiple-Family Residential in the event the site is not developed for school purposes.

(6) The PTSD shall have a five (5) year option from the time the school site is established, to purchase the site from the developer as set out in the Development Agreement Parameters, or alternate option terms as mutually agreed to by the developer and the PTSD.

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## *5.7 Parks and Open Spaces*

**Intent**

To provide a balance between active and passive recreation areas that will meet the needs of the residents of the Southeast Neighbourhood, a variety of parks and open spaces will be provided. A key feature of the Southeast Neighbourhood as identified in the ASP, will be the Greenway System, which is centrally located and provides a number of recreational opportunities. Recreation trails that provide opportunities for passive use, along with two play fields will be an integral component of the Greenway System.(see also subsection 6.4.1)

Native vegetation will be incorporated into the parks and open spaces, which will improve the aesthetics of the urban environment and reduce the cost of maintenance.

The existing alignment of Waverley Street from Sandusky Drive southward will eventually be incorporated into the Greenway System by the City of Winnipeg as a recreation, commuter and utility corridor.

The Greenway System is conceptually identified in Map 2. The exact location, size and configuration of the Greenway System, parks and open spaces will be determined at the Development Application stage.

**Policies**

**5.7.1 Greenway System**

(1) The Southeast Neighbourhood shall include a Greenway System consisting of the land drainage system, trails and active parks.

(2) Where feasible, the Greenway System should link different land uses including the primary commercial area, residential areas, the school site and secondary commercial areas.

(3) The Greenway System shall serve as a connection to adjacent neighbourhoods.

**5.7.2 Trails**

(1) Where feasible, trails should connect land uses throughout the Southeast Neighbourhood and provide passive recreation, walking and cycling opportunities for neighbourhood residents.

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(2) Where feasible and appropriate, trails should include an alignment along one side of the land drainage system, and be constructed by the developer.

(3) The trails in naturalized areas shall consist of pervious granular material (see also subsection 6.4.3).

(4) Trail locations are conceptually illustrated on Map 2.

**5.7.3 Active Parks**

(1) An active park which may include playfields, playgrounds and other facilities should be located adjacent to the proposed school site (see also subsection 5.6.1(3)).

(2) A second active park should be developed in the southern portion of the Southeast Neighbourhood and should be connected to and incorporated into the Greenway System.

### 5.7.4 Passive Parks

Passive park areas within the Greenway System shall be planted with native plants to replicate a natural environment, provide wildlife habitat and reduce the cost of maintenance.

### 5.7.5 Waverley Street Right-of-way

(1) Once the intersection at the Perimeter Highway and Waverley Street is closed, any remaining right-of-way along Waverley Street may become a recreation and utility corridor (see also section 6.2).

(2) The City of Winnipeg shall be responsible for construction of a recreation corridor within the existing Waverley Street right-of-way (see also subsection 6.2.2).

### 5.7.6 Dedication

(1) Dedication of lands for parks and open spaces shall be in accordance with the Development Agreement Parameters or similar agreements adopted by Council.

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# 6.0 TRANSPORTATION

## 6.1 External Roads

**Intent**

To provide external roads that are functional, safe and efficient. The external roads within or adjacent to the Southeast Neighbourhood include an Expressway (future Kenaston Boulevard), an arterial street (Waverley Street) and a provincial highway (the Perimeter Highway-PTH 100). The general location of the existing and proposed external roads is shown on Map 3: Transportation.

**Policies**

### 6.1.1 Alignment

(1) The external road rights-of-way and related interchange areas shall be generally located as shown on Map 3.

(2) Specific rights-of-way requirements shall be further defined at the Development Application stage.

(3) Residential development adjacent to arterial and higher level roads shall incorporate appropriate sound attenuation measures as outlined in the Development Agreement Parameters.

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### 6.1.2 Additional Right-of-Ways

The City of Winnipeg shall have the opportunity to acquire additional road right-of-ways for arterial and higher level streets at the Development Application stage.

### 6.1.3 Expressway

(1) The Expressway (Kenaston Boulevard) is for use by motorized vehicles (including buses) with a trail constructed by the City of Winnipeg for pedestrians and bicycles on one side where feasible and appropriate.

(2) There shall be no direct private access to the Expressway.

### 6.1.4 Signalization

The at-grade intersections shown on Map 3 shall be developed and signalized as development proceeds and as warranted.

**MAP 3: Transportation**



### 6.1.5 Cost Sharing

The City shall establish a transportation area charge for the Southeast Neighbourhood to effect an equitable sharing of all developer costs among all landowners for external roads including, but not necessarily limited to land right-of-way, road construction, intersection works, signing and traffic control signals.

## *6.2 Waverley Street*

**Intent**

The intersection at Waverley Street and the Perimeter Highway will be closed by the Province of Manitoba once Kenaston Boulevard is extended to the Perimeter Highway. Waverley Street will be realigned and will bend south and westward through Waverley West to intersect Kenaston Boulevard and will eventually be extended to Brady Road. The realignment and extension of Waverley Street will depend on timing of development.

Portions of the existing Waverley Street right-of-way will be incorporated into the collector street network for the Southeast Neighbourhood. The remaining portions of the right-of-way will become a recreation and utility corridor that will continue to contain an existing water feedermain and a Manitoba Hydro transmission line.

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**Policies**

### 6.2.1 Concept and Timing

(1) As development progresses, Waverley Street shall be realigned and extended westward toward Kenaston Boulevard.

### 6.2.2 Existing Right-of-way

(1) Portions of the existing right-of-way for Waverley Street shall be incorporated into the internal collector street network for the Southeast Network as shown on Map 3.

(2) The balance of the existing right-of-way in Waverly Street may become a recreation and utility corridor (see also subsection 5.7.5).

(3) The City of Winnipeg shall be responsible for construction of a recreation corridor within the existing Waverley Street right-of-way (see also subsection 5.7.5 (2)).

### 6.2.3 Cost Sharing

The City shall establish a transportation area charge for the Southeast Neighbourhood to effect an equitable sharing of all developer costs among all landowners for Waverley Street including, but not necessarily limited to land right-of-way, roadway construction, intersection works, signing and traffic control signals.

## *6.3 Internal Roads*

**Intent**

To provide internal roads that are functional, safe and efficient. Internal roads are to be designed to meet the appropriate City of Winnipeg design standards. The detailed alignment will be determined through the Development Application process.

**Policies**

### 6.3.1 Internal Roads

(1) The internal road network shown on Map 3 is preliminary only and shall be refined at the Development Application stage.

(2) Where a Development Application contemplates a road layout that is not substantially different from the concept shown in Map 3, the map may be changed without an amendment to this Plan.

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### 6.3.2 Design

The design of internal roads should provide:

i) convenient connections and multiple routes to different destinations within the Southeast Neighbourhood;
ii) local streets for use by motorized vehicles, bicycles and pedestrians. ;
iii) collector streets for use by motorized vehicles (including buses) and bicycles. Collector streets shall have a sidewalk or trail on both sides for pedestrians;
iv) arterial streets and major collector streets for use by motorized vehicles (including buses) and bicycles. These roads shall have a sidewalk or trail on both side.
v) walkway connections between streets to meet transit coverage requirements;
vi) an interconnected pedestrian system; and
vii) efficient transit routes.

### 6.3.3 Emergency/Temporary Access

Any emergency or temporary access that is required shall be identified at the Development Application stage.

### 6.3.4 Cost Sharing

The City shall establish a transportation area charge for the Southeast Neighbourhood to effect an equitable sharing of all developer costs among all landowners for internal roads with pavements over 10 meters in width including, but not necessarily limited to, land for right-of-way, road construction, intersection works, signing and traffic control signals.

## 6.4 Pedestrian and Bicycle Circulation

**Intent**

To provide convenient pedestrian and bicycle circulation by means of a network of trails, sidewalks, pedestrian crossings, and other elements, including residential streets and walkway connections. 15 kilometres of trails and sidewalks will link different uses within the Southeast Neighbourhood and will create connections through the Southeast Neighbourhood and to other neighbourhoods. The network creates an interconnected system within the Southeast Neighbourhood (see also section 5.7).

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**Policies**

### 6.4.1 Trails

Trails should:

i) be developed as conceptually shown on Map 3;
ii) be located or integrated within parks and the land drainage system. Where a trail cannot be located or integrated within a park or the land drainage system, it shall be located within a road right-of-way and may be constructed in place of a sidewalk;
iii) promote and encourage walking and cycling;
iv) link various origin and destination points;
v) provide connections to adjacent neighbourhoods; and
vi) promote and encourage the use of transit by providing linkages from the surrounding area.

### 6.4.2 Crossings

At-grade pedestrian crossings should be provided in conjunction with traffic signals across:

i) Kenaston Boulevard at Waverley Street;
ii) Waverley Street at Sandusky Drive (Collector "A");

iii) Waverley Street at Collector "A" adjacent to the primary commercial area.
iv) Waverley Street at Collector "B".

### 6.4.3 Surfacing

Trails should be predominantly surfaced with granular material but may be surfaced with asphalt where located adjacent to roadways. Trails through passive recreation areas shall be constructed with granular materials to complement the natural environment (see also subsection 5.7.2 (3)).

## *6.5 Transit*

**Intent**

To promote, encourage and provide for convenient and efficient access to transit service within the neighbourhood. The Southeast Neighbourhood will be serviced by transit services that operate throughout the area.

**Policies**

### 6.5.1 Transit Service

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Transit use shall be promoted and encouraged through convenient roadway connections and pedestrian access within the residential areas through:

i) the provision of a network of streets, sidewalks and trails that provide pedestrian access to transit stops that are:
   a. within 400 metres of most homes;
   b. within 200 metres of most Higher Density Multiple-Family Residential sites; and
   c. within 200 metres of most development in commercial areas .

ii) fronting school sites onto a collector or greater standard street, providing direct and cost-effective transit service from residential areas in the Southeast Neighbourhood.

### 6.5.2 Infrastructure

Infrastructure to support transit service shall be achieved through:

i) a comprehensive network of collector and arterial streets that:

   a. accommodate the operating needs of transit vehicles, and
   b. permit the operation of an efficient transit network providing direct travel for passengers and excellent coverage of the area.

ii) a network of transit stops that are within 400 metres of most homes, within 200 metres of most Higher Density Multiple-Family Residential sites, within 200 metres of most development in commercial areas and in close proximity to school sites.

iii) transit terminals in commercial areas where feasible, that provide comfortable waiting amenities for passengers and efficient transit vehicular access/egress to adjacent collector or greater standard streets.

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# 7.0 SERVICING

## 7.1 Infrastructure

**Intent**

To ensure that adequate infrastructure including paved streets, piped municipal utilities (water and wastewater), land drainage and shallow utilities (gas, electrical and telecommunications) are provided to serve the Southeast Neighbourhood. Infrastructure will be constructed in a phased manner as development progresses. Rights-of-way and easements will be provided to accommodate the extension of services. Infrastructure alignments will be identified at the Development Application stage and confirmed prior to or during approval of the construction drawings.

**Policies**

### 7.1.1 Municipal Infrastructure

(1) Development shall be serviced with paved streets, piped municipal water, wastewater and land drainage facilities.

(2) The alignment and capacity of streets, water distribution mains, wastewater sewers and land drainage sewers should be determined to the satisfaction of the City, based upon utility servicing studies and analyses.

(3) Rights-of-way and easements shall be provided to accommodate the necessary municipal utilities.

(4) It may be necessary to dedicate, register or create various rights-of-way, easements or public utility lots to facilitate orderly, sequential development.

### 7.1.2 Shallow Utilities

(1) Development shall be serviced with shallow utilities (i.e. gas, electricity, and telecommunications).

(2) The location of 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 developer and the utility companies.

(3) Rights-of-way and easements shall be provided to accommodate the necessary shallow utilities.

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#### 7.1.3 Alignments

(1) Utility alignments should generally comply with the standards adopted by the Underground Structures Committee.

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

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

## *7.2 Water Distribution*

**Intent**

To provide a water distribution system for the Southeast Neighbourhood and beyond. The Southeast Neighbourhood will be served by the existing feedermain located within the Waverley Street right-of-way which will be extended westerly as development progresses. A future extension of the feedermain from the northern portion of Waverley West, following the Kenaston Boulevard alignment, will provide additional service during later phases of development.

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**Policies**

#### 7.2.1 Design

The water distribution system shall be designed to adequately and efficiently serve the ultimate development of the south half of Waverley West.

#### 7.2.2 Analysis

As part of the initial Development Application, the developer shall submit water servicing criteria including a water distribution analysis along with current development phasing plans to demonstrate that any future development sites can be serviced in accordance with the overall design of the water distribution system.

## 7.3 Wastewater Collection

**Intent**

To provide a wastewater collection system for the Southeast Neighbourhood and beyond. The Southeast Neighbourhood will be serviced by the extension of the Killarney Interceptor Sewer along the re-aligned Waverley Street as development progresses.

**Policies**

**7.3.1. Design**

The wastewater collection system shall be designed to adequately and efficiently serve at minimum the development of neighbourhood cells "C", "D" and the Special Planning Area (neighbourhood cells as described in the Waverley West Area Structure Plan By-law No. 10/2006) as required.

**7.3.2 Analysis**

As part of the initial Development Application, the developer shall submit wastewater servicing criteria to demonstrate that the development can be serviced in accordance with the overall design of the wastewater collection system.

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## 7.4 Land Drainage System

**Intent**

To guide the design and development of a land drainage system to manage stormwater runoff from the Southeast Neighbourhood, Kenaston Boulevard and the City of Winnipeg drain. Stormwater management plans will be prepared in accordance with the Regional Land Drainage Plan that provides for an integrated network of land drainage facilities.

Stormwater will be detained in a linear retention system consisting of a series of small basins connected by an open channel for conveyance. Water will be released into the Beaujolais Coulee in accordance with predetermined discharge rates.

The land drainage system is an integral part of the overall greenway system (see section 5.7). As such, it is intended to be an aesthetically appealing system that will be constructed to replicate a natural functioning wetland and watercourse, provide a unique environment for wildlife and provide necessary land drainage protection.

Some of the many advantages of the proposed naturalized channel and basin system include:

- The reintroduction of native grasses, aquatic plants, trees and other vegetation;

- The creation of wildlife habitat;
- The creation of a system that will reduce the nuisance associated with geese;
- Better water quality by filtering and cleaning surface runoff;
- Lower long term maintenance costs;
- Better opportunities for recreation by incorporating and linking the land drainage system with parks and trails; and
- Opportunities for education regarding the importance of natural systems and habitats.

The proposed land drainage system will deviate from the conventional lake and pipe system but will achieve the goals and requirements contemplated by the established policies and guidelines. The location, size and configuration of the facilities will be determined at the Development Application stage.

**Policies**

**7.4.1 Design**

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(1) The land drainage system shall be designed to adequately and efficiently provide land drainage protection for the Southeast Neighbourhood, Kenaston Boulevard and an existing City of Winnipeg drain (drain location identified on Map 2).

(2) Water from the City of Winnipeg drain shall be redirected into the land drainage system. The City shall transfer the existing drain to the developer as part of the initial Development Application.

(3) The land drainage system shall be designed to reduce the impact on the regional infrastructure system and as a linear park and trail system that also serves as a connection through the Southeast Neighbourhood.

(4) As part of the initial Development Application, the developer shall submit land drainage servicing criteria including a stormwater management plan consistent with the intent of the Regional Land Drainage Plan to demonstrate that the development can be serviced by the proposed land drainage system.

(5) The land drainage system shall manage stormwater runoff based on established hydraulic requirements in an environmentally sound manner in order to minimize the impact on surrounding lands and downstream reaches.

(6) The land drainage system should be planted with a variety of native plant species including aquatic vegetation, grasses, flowers, shrubs and trees to replicate a natural environment and to provide a variety of different treatments.

(7) Land included for dedication as Public Reserve shall include shoreline at normal water level adjacent to the public portion only of the Greenway System. (se also section 5.7.6)

(8)

(9)

### 7.4.2 Cost Sharing

The City shall establish an area charge for the Southeast Neighbourhood to effect an equitable sharing of all developer costs among all landowners for the land drainage system.

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# 8.0 IMPLEMENTATION

## 8.1 Phasing

**Intent**

To provide certainty for the City of Winnipeg that major infrastructure is appropriately budgeted as development proceeds.

**Policy**

**8.1.1** Phasing of development will be largely driven by market conditions and by the extension of municipal services.

**8.1.2** The proposed phasing plan is illustrated in Map 4. The phasing plan is for information purposes only. Extension of services shall occur in a logical and contiguous fashion as determined through the Development Application process.

**8.1.3** A traffic review shall be submitted with the initial Development Application.

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**8.1.4** The phasing plan and traffic review shall be reviewed and updated as needed with subsequent Development Applications in order to determine the timing, design and upgrading of any major roads that are required to service development.

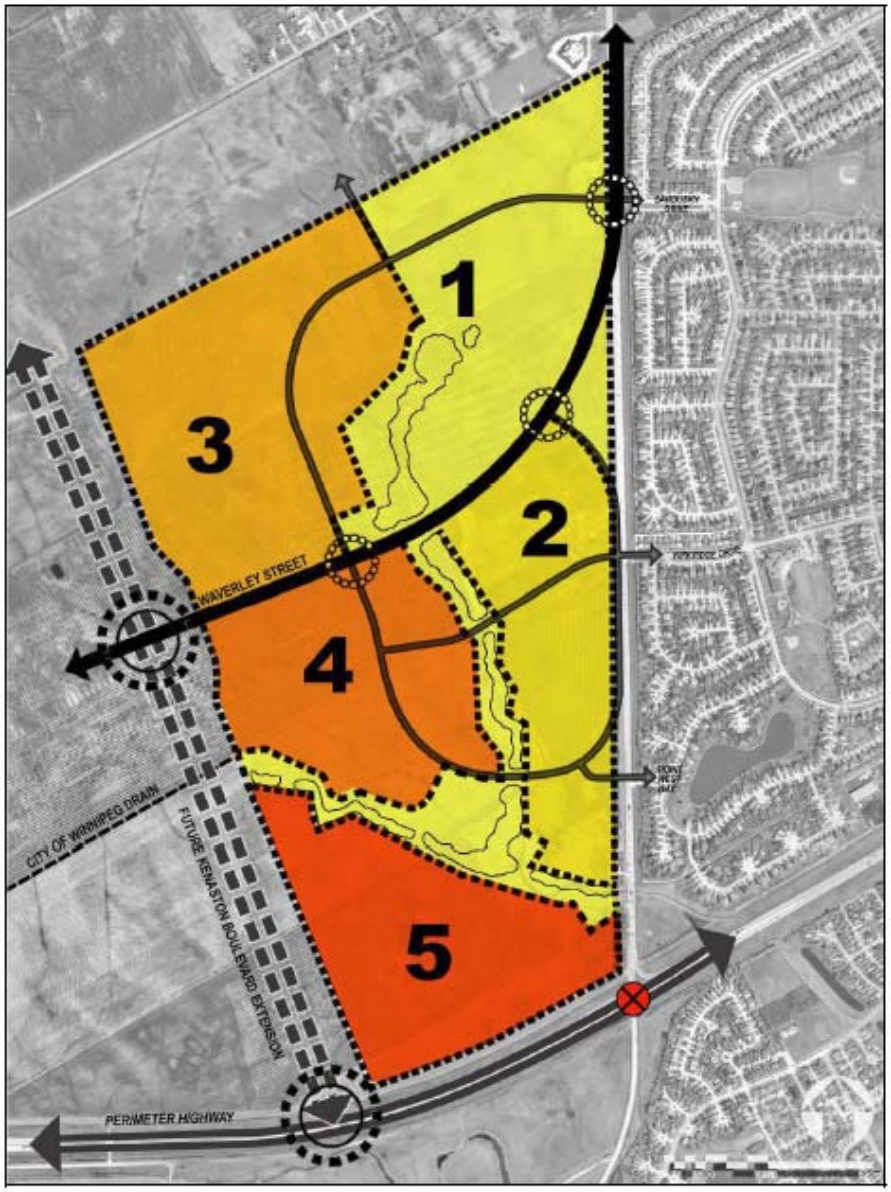
**8.1.5** Transportation area charges shall be reviewed and updated with each Development Application.

**8.1.6** The registration of plans of subdivision and zoning should be phased in as development progresses. The initial plan of subdivision and zoning shall include the registration of the following:

(1) all collector and greater standard roadway alignments;
(2) all public lands including land dedicated for parks and open space and the land drainage system;
(3) the potential school site; and
(4) all local roads and land zoned for residential use within the first stage of Phase 1.

All other lands including local street ROW, will be opened and registered during subsequent phases as generally illustrated in Map 4, through the DASSF process.

**MAP 4: Phasing**



## 9.0 DEFINITIONS

**Arterial Street:** Means a roadway that carries a large volume of traffic and connects residential, employment, shopping and recreational areas. Arterials may be designated as full time or part time truck routes. Typically have a four-lane cross-section, and traffic volumes are approximately 20,000 or more vehicles per day.

**ASP:** Means the Waverley West Area Structure Plan

**City Council:** Means the Council of the City of Winnipeg.

**Community:** Means the entire Waverley West plan area (as defined in the ASP) plus adjoining neighbourhoods.

**Community Scale Commercial:** Means commercial development which provides a wide variety of goods and services to an area beyond the immediate Community and which may include office and other non-commercial uses.

**Development Agreement Parameters:** Means the City of Winnipeg's development agreement parameters.

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**Development Application:** Means development applications for subdivision and rezoning (DASZ).

**Development Permit:** Means a permit issued by the City of Winnipeg authorizing a development that is subject to the development by-law.

**Expressway:** Means a roadway that can 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 centres of activity. Expressways are full time truck routes. Direct access to adjacent lands is prohibited. Generally, only arterial and higher classification roadways intersect this type of facility. At a minimum, expressways feature a four-lane divided cross-section. Signalized intersections are widely spaced (generally a minimum of 800 metres between intersections). Traffic volumes are greater than 20,000 vehicles per day. Kenaston Boulevard within Waverley West is defined as an expressway.

**Greenway System**: Means the network of trails, parks, land drainage system and other open spaces as generally shown on Map 2.

**Gross Developable Hectare/Acre:** For the purpose of calculating residential density, means the gross area expressed in hectares/acres excluding undevelopable lands including Expressways, arterials, interchanges, commercial sites, school sites, private recreational sites and any land acquired by the City of Winnipeg including Public Reserves and land drainage areas.

**Higher Density Multiple-Family Residential:** Means Multiple-Family Residential housing that is greater than three storeys in height.

**Institutional:** Means the use of land, buildings or structures for the purpose of religious, charitable, education, health, governmental, 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, offices, cemeteries, and daycare centres.

**Local Commercial**: Means the use of land, buildings or structures for the purpose of providing retail goods and services to primarily employees and residents in the Southeast Neighbourhood, surrounding neighbourhoods and the broader community.

**Mixed Use:** Means the grouping of complementary uses either within a geographic area, on a particular site, or within a specific building.

**Multiple-Family Residential:** Means housing that includes more than two housing units on the same lot.

**Neighbourhood Node:** A neighbourhood node is an area where Multiple-Family Residential, Community Scale Commercial, Local Commercial, Office, Institutional and other suitable uses can be focused. A Neighbourhood Node is considered to be of significance to the surrounding area.

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**Non-Retail Commercial:** Means commercial, office and other uses that do not directly provide goods and services to an end-user.

**Office:** 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.

**Plan:** The Waverley West Southeast Neighbourhood Area Structure Plan.

**Public Reserve:** Means land acquired by the City of Winnipeg for parks and open space.

**Recreational:** 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.

**Regional Land Drainage Plan:** Means the City of Winnipeg Land Drainage Collection and Retention Pond Map (April 4, 2005).

**Residential:** 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.

**Southeast Neighbourhood:** The approximately 480 acres of land bound by the existing Waverley Street right-of-way to the east, the Perimeter Highway to the south, the future Kenaston Boulevard to the west and the northern limit of RL 121, Parish of St. Norbert. L

**Underground Structures Committee:** Means a committee of City of Winnipeg and utility company representatives, whose purpose is to approve utility locations in the street, co-ordinate the use of the streets for utility installations and maintain records of utility installations.

**Zoning By-law:** Means the City of Winnipeg zoning by-law.

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# SECONDARY PLAN FLOWCHART

DEVELOPMENT PROCEDURES BY-LAW (#5892/92)

