**Minute No. 63**
**Report - Standing Policy Committee on Property and Development - November 28, 2006**

**Item No. 1 Waverley West Northeast Neighbourhood Area Structure Plan**
**File SP 5/2005 [c/r DASZ 1/2006]**

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

1. That By-law No. 210/2006, the Waverley West Northeast Neighbourhood Area Structure Plan, 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.

**Report - Standing Policy Committee on Property and Development - November 28, 2006**

DECISION MAKING HISTORY:

Moved by Councillor Swandel,
That the recommendation of the Standing Policy Committee on Property and Development be adopted.

Carried

Councillors Gerbasi and Thomas asked to be recorded as having voted against the item in accordance with Rule 50.7 of the Procedure By-law.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On November 29, 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 November 28, 2006, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 14, 2006, the Riel Community Committee concurred in the administrative recommendation and submitted its recommendation to the Standing Policy Committee on Property and Development.

COUNCIL:

On September 27, 2006, Council concurred in the recommendation of the Standing Policy Committee on Property and Development and adopted the following:

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.

**Report - Standing Policy Committee on Property and Development - November 28, 2006**

DECISION MAKING HISTORY (continued):

COUNCIL (continued):

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.

**RE:** **Waverley West Northeast Neighbourhood Area Structure Plan File SP 5/2005 [c/r DASZ 1/2006 and DAV 113824/2006D]**

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

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

**Report date:** **November 24, 2006**

COMMUNITY COMMITTEE RECOMMENDATION:

On November 14, 2006, the Riel Community Committee concurred in the administrative recommendation and recommends to the Standing Policy Committee on Property and Development:

1. That By-law No. 210/2006, the Waverley West Northeast Neighbourhood Area Structure Plan, 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.

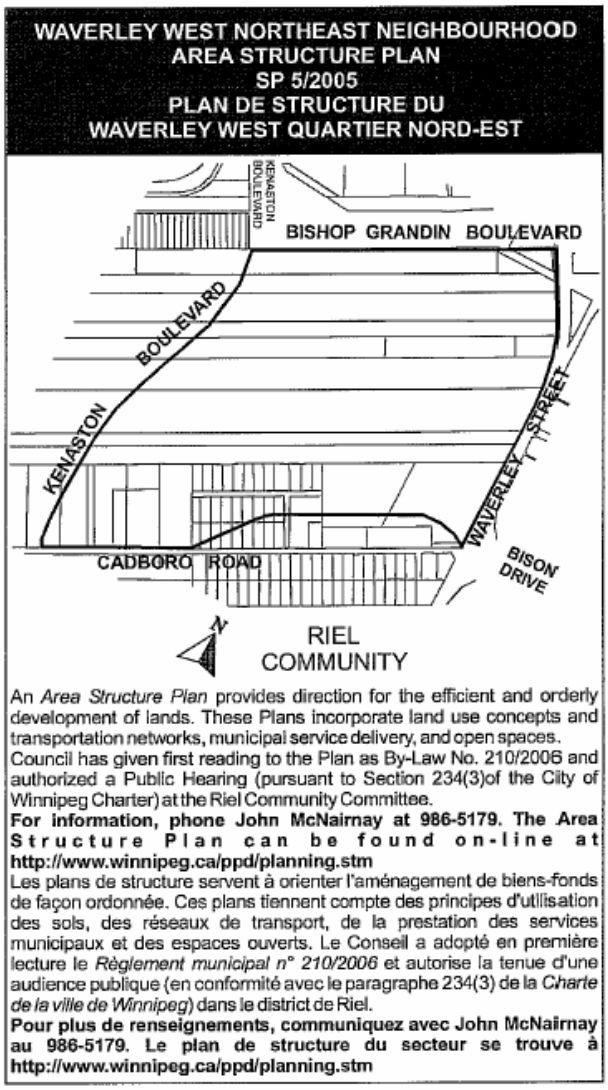
The Riel Community Committee provided the following supporting reason for its recommendation:

1. The Riel Community Committee agreed with the administrative comments contained in the report of the Coordinator of Urban Neighbourhood Planning, Planning, Property and Development Department, dated October 30, 2006.

## PUBLIC HEARING SUMMARY

| | |
|---|---|
| File: | SP 5/2005 [c/r DASZ 1/2006 and DAV 113824/2006D] |
| Before: | Riel Community Committee<br>Councillor Steeves, Chairperson<br>Councillor Swandel<br>Councillor Vandal |
| Public Hearing: | November 14, 2006<br>Council Building, 510 Main Street |
| Applicant: | Director of Planning, Property and Development |

Subject:




Exhibits Filed:

1. Council Decision of September 27, 2006; contains report from the Director of Planning, Property and Development dated March 29, 2006
2. First Reading of By-law No. 210/2006 by Council on September 27, 2006
3. Advertising Notice
4. Report from the Coordinator of Urban Neighbourhood Planning, Planning, Property and Development Department, dated October 30, 2006
5. Presentation dated November 14, 2006 in support of the application submitted by Mr. J. McNairnay, Coordinator of

Urban Neighbourhood Planning, Planning, Property and Development Department at the public hearing

6. PowerPoint presentation dated November 14, 2006, in support of the application submitted by ND Lea Inc. at the public hearing
7. Presentation dated November 14, 2006, in support of the application submitted by Craig M. Stahlke, Secretary-Treasurer, Pembina Trails School Division, at the public hearing
8. Presentation in opposition to the application submitted by Gareth Simons at the public hearing
9. Presentation dated November 14, 2006, in opposition to the application submitted by Phyllis Watson, Chair of Urban Issues, The Council of Women of Winnipeg, at the public hearing
10. Presentation dated November 14, 2006, with respect to the application submitted by Tim Hunt at the public hearing
11. Communication dated November 14, 2006, from Garth Steek, Manitoba Home Builders' Association in support of the application
12. Communication dated November 14, 2006, from Katy Walsh, Planners Network Manitoba, with respect to the application

REPRESENTATIONS:

In Support:
Mr. J. McNairnay, Coordinator of Urban Neighbourhood Planning, Planning, Property and Development Department
Mr. K. Raban, Land Development Administrator, Planning, Property and Development Department
Mr. K. Lalor, Senior Planner, Planning, Property and Development Department
Mr. E. Carriere, Land Development Engineer, Planning, Property and Development Department
Mr. R. Hartman, Traffic Assessment Engineer, Public Works Department
Alan Borger
Ted Fransen
James Gallagher
Laureen Goodridge
Veronica Hicks, ND Lea Inc.
Janice Lukes, Winnipeg Trails Association
Lawrence Lussier
Dan Mases
Paul McNeil, ND Lea Inc.

Roger Petursson, ND Lea Inc.
Jerry Pilipowicz, ND Lea Inc..
Craig Stahlke, Pembina Trails School Division
Garth Steek, Manitoba Home Builders' Association
Robert Swan
Richard Tebinka
Marilyn Thomas

In Opposition:
David Friedman
Gareth Simons
Phyllis Watson

For Information:
Ernest Arnason
Tim Hunt
Jean A. Paterson
Paul Sunderland
Glenn Swift
Katy Walsh, Planners Network Manitoba

For the City:
Mr. W. Stovel, Solicitor, Legal Services Division, Corporate Services Department

SUMMARIZATION OF REPRESENTATIONS AND SUBMISSIONS MADE AT THE COMBINED PUBLIC HEARING FOR THE WAVERLEY WEST NORTHEAST NEIGHBOURHOOD AREA STRUCTURE PLAN FILE SP 5/2005 AND SUBDIVISION / REZONING FILE DASZ 1/2006

John McNairnay, Coordinator of Urban Neighbourhood Planning, Planning, Property and Development Department, appeared in support of the application and provided an overview of the Waverley West Northeast Neighbourhood Area Structure Plan by way of a presentation, filed as Exhibit 5. Mr. McNairnay introduced Kim Raban, Land Development Administrator, Planning, Property and Development Department, Kevin Lalor, Senior Planner, Planning, Property and Development Department, Ernest Carriere, Land Development Engineer, Planning, Property and Development Department, and Roy Hartman, Traffic Assessment Engineer, Public Works Department, members of the City of Winnipeg Administration appearing in support of the application.

Paul McNeil, ND Lea Inc., appeared in support of the application and provided an overview of the proposal by way of a PowerPoint presentation, filed as Exhibit 6.

With respect to the Subdivision/Rezoning application, Mr. McNeil indicated concurrence in the revised report from the Planning and Land Use Division dated November 8, 2006, with the following exceptions:

- The Developer proposes to install sidewalks on both sides of all residential streets within the proposed development but is opposed to the requirement to provide the City with an upfront lump sum payment to cover on-going operating/maintenance costs and the cost of replacement referenced in Recommendation 1 of the "Sidewalks on Local Residential Streets" section of the report.

- The Developer is willing to comply with including highly restrictive snow storage easements on all residential properties fronting a sidewalk on local residential streets to include an indemnity provision whereby the developer agrees to assume all costs of litigation and any costs following should such an easement be legally challenged, but indicated that this would send the wrong message to other developers who would likely not be willing to install sidewalks in future developments.

Mr. McNeil indicated concurred in the Report from the Administrative Coordinating Group dated October 27, 2006, with the following exceptions:

- Delete Recommendation C (Alternative Stormwater Management) in its entirety;

- Amend Recommendation D (Development Agreement Conditions) by incorporating the following in the preamble:

"Primary access to the development at the build-out proposed under DASZ 1/06 will be provided via a collector street off Waverley Street opposite Lakecrest Boulevard and also via Kenaston Boulevard from Bishop Grandin Boulevard to the main collector into the subdivision (Scenario 1) or via Bison Drive from Waverley Street to the main collector into the subdivision (Scenario 2). Depending on which scenario is implemented, certain development agreement conditions included in this report are not immediately necessary to provide access to this neighbourhood. These development conditions may not be required to be fulfilled until additional neighbourhoods are developed however they have been recommended as development conditions for this neighbourhood as they are either to serve this neighbourhood or are within or adjacent to this neighbourhood. The timing of implementation of these development conditions is to be when and as determined by the Director of Public Works."

- Amend Condition 17 contained in Recommendation D (Development Agreement Conditions) by inserting the words "and intersection costs" after the word "pavement" in the second line thereof;

- Amend Condition 32 under Recommendation D (Development Agreement Conditions) by deleting the words "of approximately 7.2 acres" and replacing with the words "7.0 acres" and by adding the words "All parties will endeavour to protect as much of the existing significant tree cover as is practical";

Discussion ensued with respect to the following: the lineal drainage system, access to Waverley Street adjacent to Lake Crest Road, geothermal heating, phasing of the infrastructure, back lanes, neighbouring landowners, timeline for the construction of the first commercial node, density per acre and density flexibility, traffic flow and the preservation of existing trees.

Craig M. Stahlke, Secretary-Treasurer, Pembina Trails School Division, appeared in support of the application and read from a presentation, filed as Exhibit 7. Mr. Stahlke indicated that access to Waverley Heights via Lake Crest Road from Waverley West would be crucial for students. In response to questions from the Committee, Mr. Stahlke responded:

- The Pembina Trails School Division does plan to construct a school in the Waverley West area and have submitted a proposal for said school to the Public Schools Finance Board;

- The Pembina Trails School Division does envision the eventual construction a high school in the northwest quadrant of Waverley West.

Alan Borger, President, Ladco Company Ltd, appeared in support of the application. Mr. Borger stated that there is a shortage of buildable lots in Winnipeg and should this development not be initiated expeditiously, lot prices will escalate substantially.

Robert Swan, President, Huntington Homes, appeared in support of the application. Mr. Swan reiterated concerns raised by Alan Borger regarding the shortage of lots in Winnipeg.

Janice Lukes, Winnipeg Trails Association, appeared in support of the application. Ms. Lukes stated that the proposed development has great trail connectivity but asked how trails within Waverley West will connect to outside trail systems.

Gareth Simons appeared in opposition to the application and read from a presentation, filed as Exhibit 8.

Phyllis Watson appeared in opposition to the application and read from a presentation, filed as Exhibit 9.

Tim Hunt appeared for informational purposes and submitted supporting documentation, filed as Exhibit 10. Mr. Hunt stated that he would like to see a transportation plan for the area that would include dedicated bike lanes, reduced speed limits, more bike paths and enhanced traffic calming measures.

Paul McNeil returned in rebuttal. Mr. McNeil and Richard Tebinka, ND Lea Inc., provided four (4) options to address ingress/egress to the proposed development adjacent to Lake Crest Road which are included in the PowerPoint presentation, filed as Exhibit 6. Discussion ensued with respect to adding a condition that would limit the construction to certain phases until a school is constructed.

Exhibit "4" referred to in File SP 5/2005 [c/r DASZ 1/2006 and DAV 113824/2006D]

Winnipeg

## Planning, Property and Development Department Report

### To the Riel Community Committee

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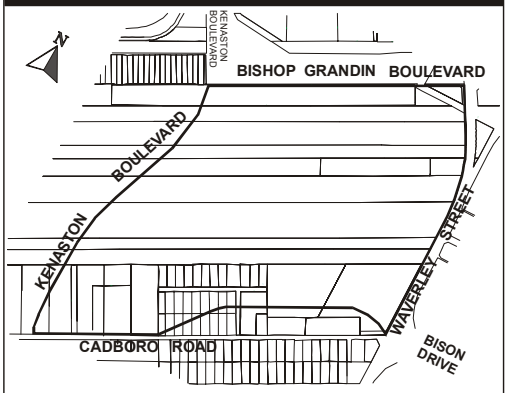
**Date: October 30, 2006**
**File: SP 5/2006**
**Subject: Waverley West Northeast Neighbourhood Area Structure Plan**

**Location:** The Waverley West Northeast Neighbourhood Area Structure Plan is located in the northeast portion of Waverley West, south of Bishop Grandin Blvd and west of Waverley Street. It comprises approximately 145 hectares (360 acres) of land.

**WAVERLEY WEST NORTHEAST NEIGHBOURHOOD AREA STRUCTURE PLAN**
**SP 5/2005**
**PLAN DE STRUCTURE DU WAVERLEY WEST QUARTIER NORD-EST**




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. 210/2006 and authorized a Public Hearing (pursuant to Section 234(3)of the City of Winnipeg Charter) at the Riel Community Committee.
**For information, phone John McNairnay at 986-5179. 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° 210/2006* 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 John McNairnay au 986-5179. Le plan de structure du secteur se trouve à http://www.winnipeg.ca/ppd/planning.stm**

**Submitted** for Consideration as a Secondary Plan by the Planning, Property and Development Department.
**Owner:** Manitoba Housing and Renewal Corporation (MHRC) and **v**arious owners

**Recommendation:** That the Riel Community Committee recommend By-law No. 210/2006, the Waverley West Northeast Neighbourhood Area Structure Plan, be forwarded to Council for second and third reading.

**Report Summary:**

- An area structure plan for the entire Waverley West area (about 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 MHRC lands will be the first neighbourhood to develop.
- A Secondary Plan with policies guiding the future development of the Waverley West Northeast Neighbourhood has been prepared (see Attachment B).
- MHRC, the major landowner and developer within the plan area, has prepared the Secondary Plan in close consultation with the City of Winnipeg.
- Other land owners 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 Are.
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 first land to be developer (Neighbourhood A) is the MHRC land that is the subject of this Neighbourhood Area Structure Plan.
The department has worked closely with MHRC 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 September 27, 2006 Council gave first reading to By-law SP 5/2005 to adopt the Waverley Wets Northeast 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 Northeast Neighbourhood Area Structure Plan is located in the Northeast corner of Waverley West, just south of Bishop Grandin Blvd and west of Waverley Street. It comprises approximately 145 hectares (360 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 Northeast Neighbourhood Area Structure Plan covers the first neighbourhood and was prepared in order to comply with this requirement and 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 Northeast 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 Northeast 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 NASP are:

**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 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 an contemporary and viable new neighbourhood for the southwest area of Winnipeg.

The plan applies to those lands shown in the Neighbourhood Location Plan (Figure 2) and the Land Use Concept Plan (Figure 3) 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 MHRC, 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.

**Neighbourhood Area Structure Plan Contents**

The contents of the NASP are organized around the elements shown on the Land Use Concept Map in section 4.1 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 with limited higher density residential on the east, next the Waverley Street entrance, and the west, adjacent to the future Town Centre neighbourhood. 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.
The neighbourhood nodes are distributed throughout the plan area and linked to the surrounding residential neighbourhoods by the convergence of major roads, linear open space systems and pathways.

**School Site**

Through direct consultation with the 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 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, including the proposed town centre. 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. Higher residential densities 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 pathways 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 and the creation of a "walkable neighbourhood".

**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 NASP identifies phasing for development of this neighbourhood moving from east (Waverley) to west (Kenaston). 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 Northeast Neighbourhood Area Structure Plan provides a comprehensive set of guidelines for managing the development of land within the Waverley West Northeast 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: John McNairnay
PPD File # SP_-05

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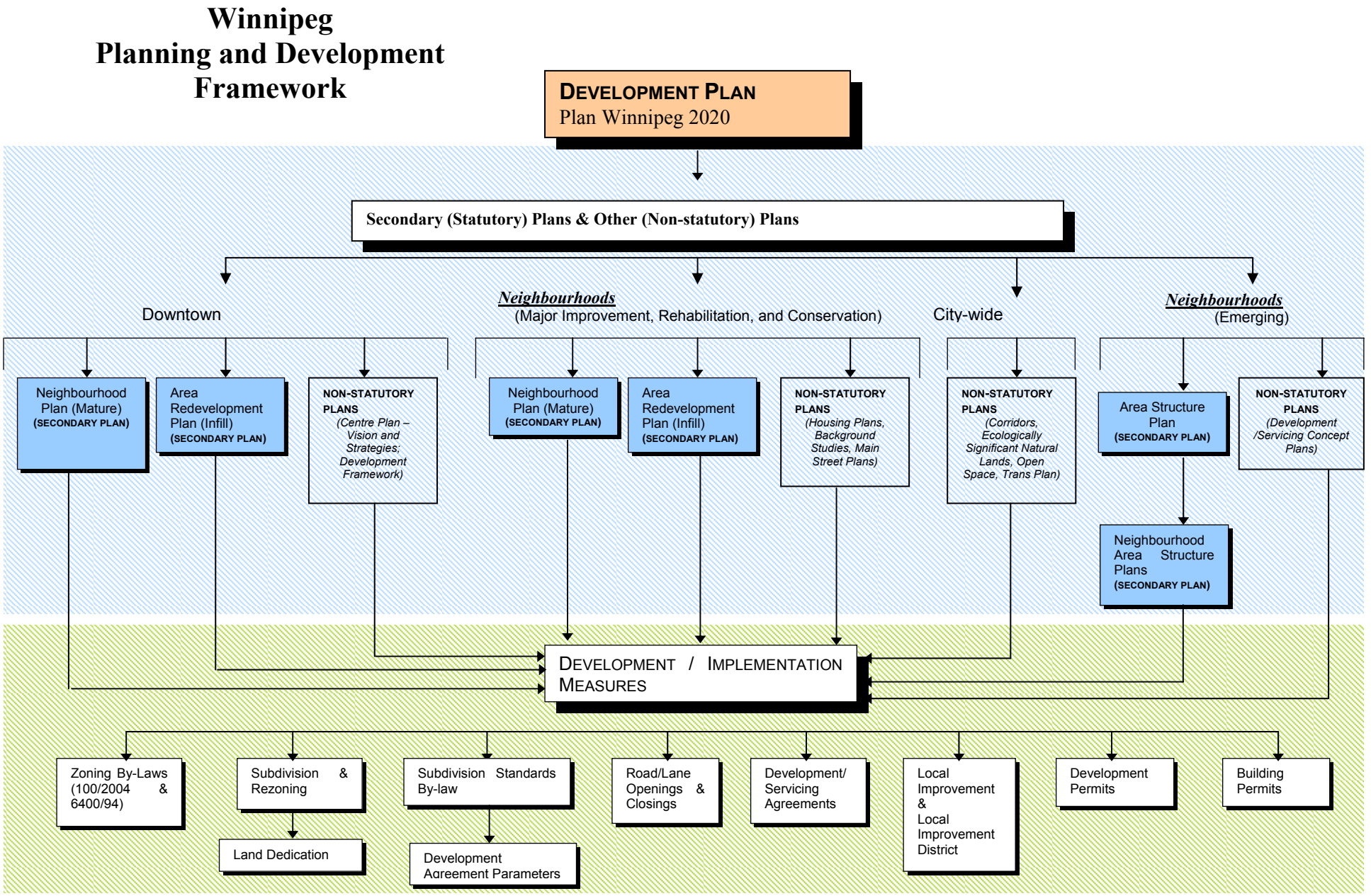
**Attachment A: The Planning and Development Framework**



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



# Northeast Neighbourhood

# Neighbourhood Area Structure Plan

# August 2006

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## *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**

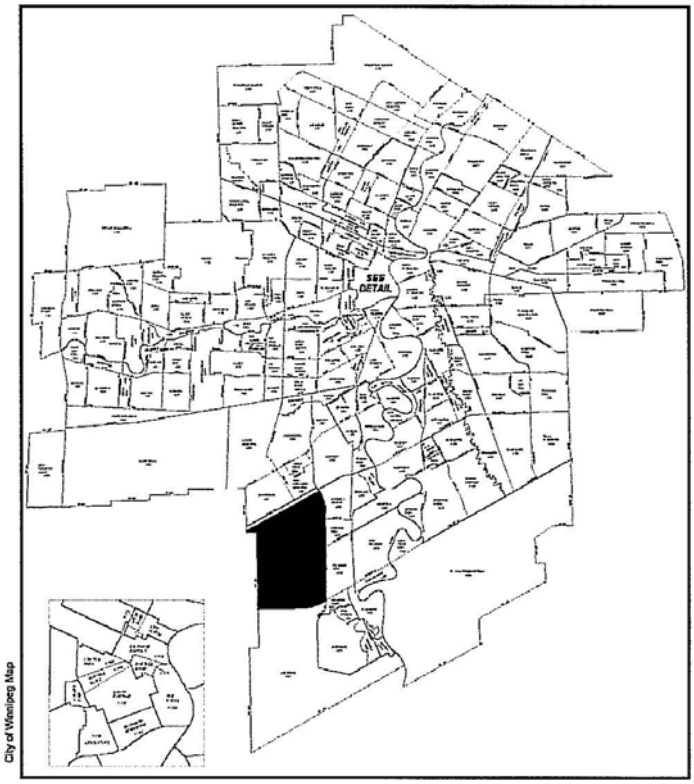


Figure 1 : Waverley West Location Plan

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.

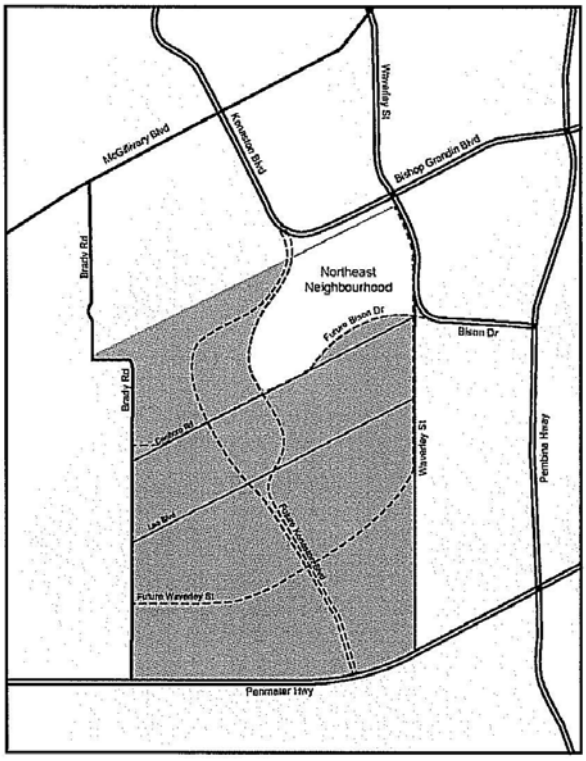


**Figure 2 : Northeast Neighbourhood Location Plan**

# 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.

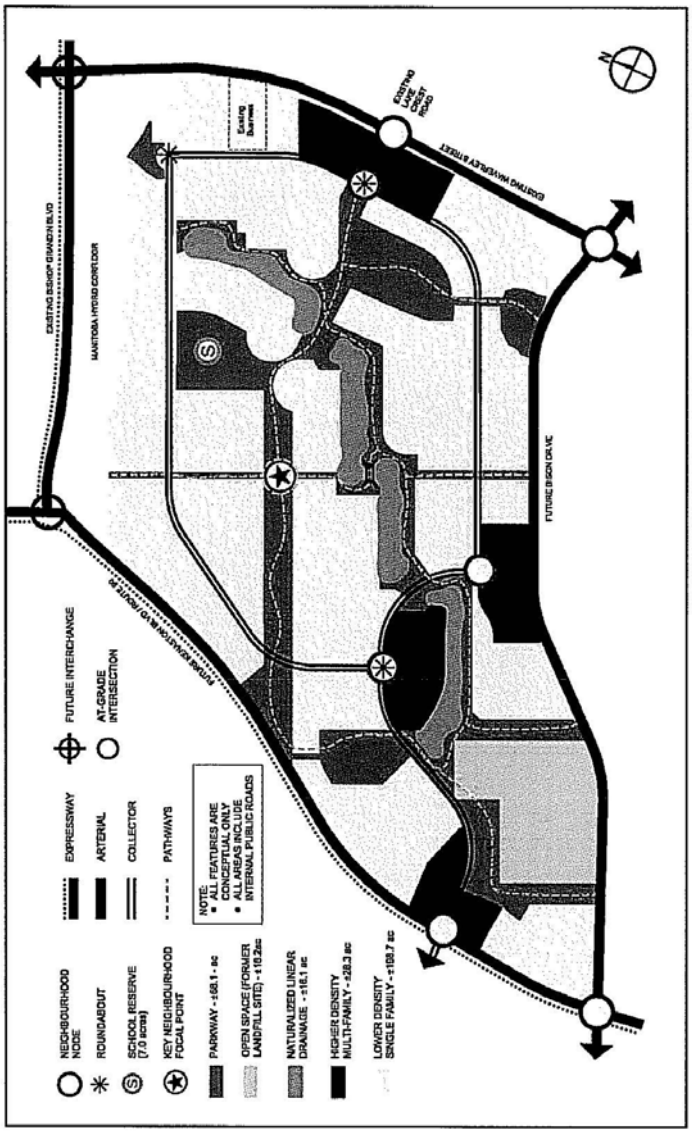


Figure 3 : Land Use Concept Plan
August 29, 2006

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## 5.0 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.

Northeast Neighbourhood Area Structure Plan August 2006

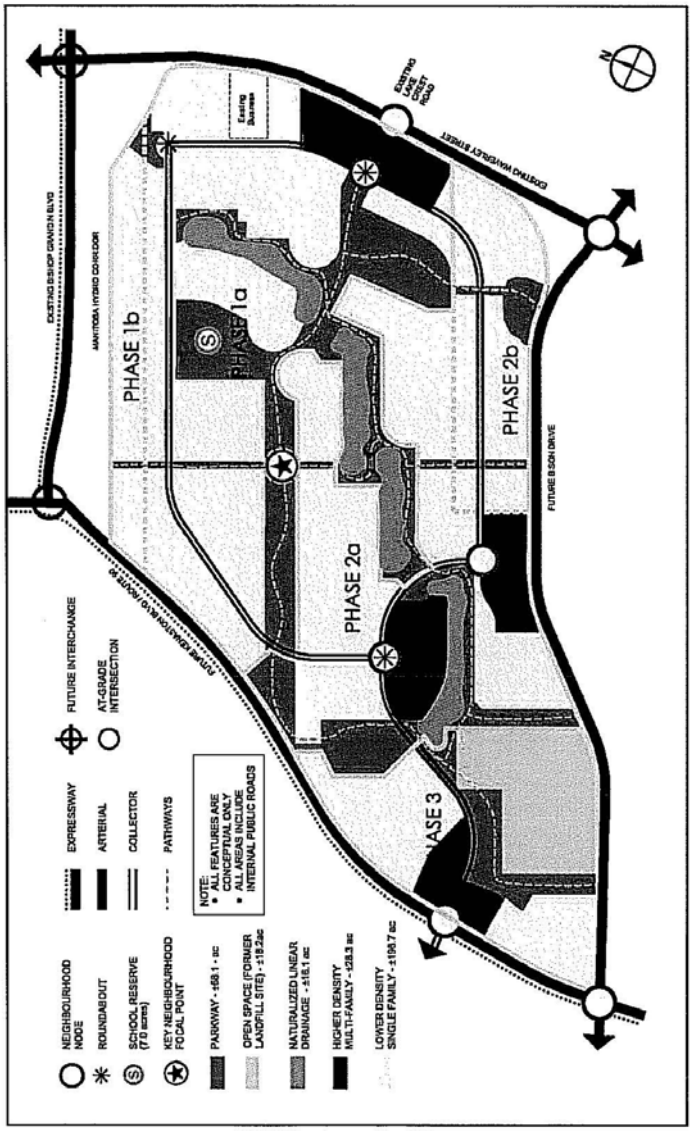


Figure 4 : Phasing Plan
August 21, 2006

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## 9.2 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.

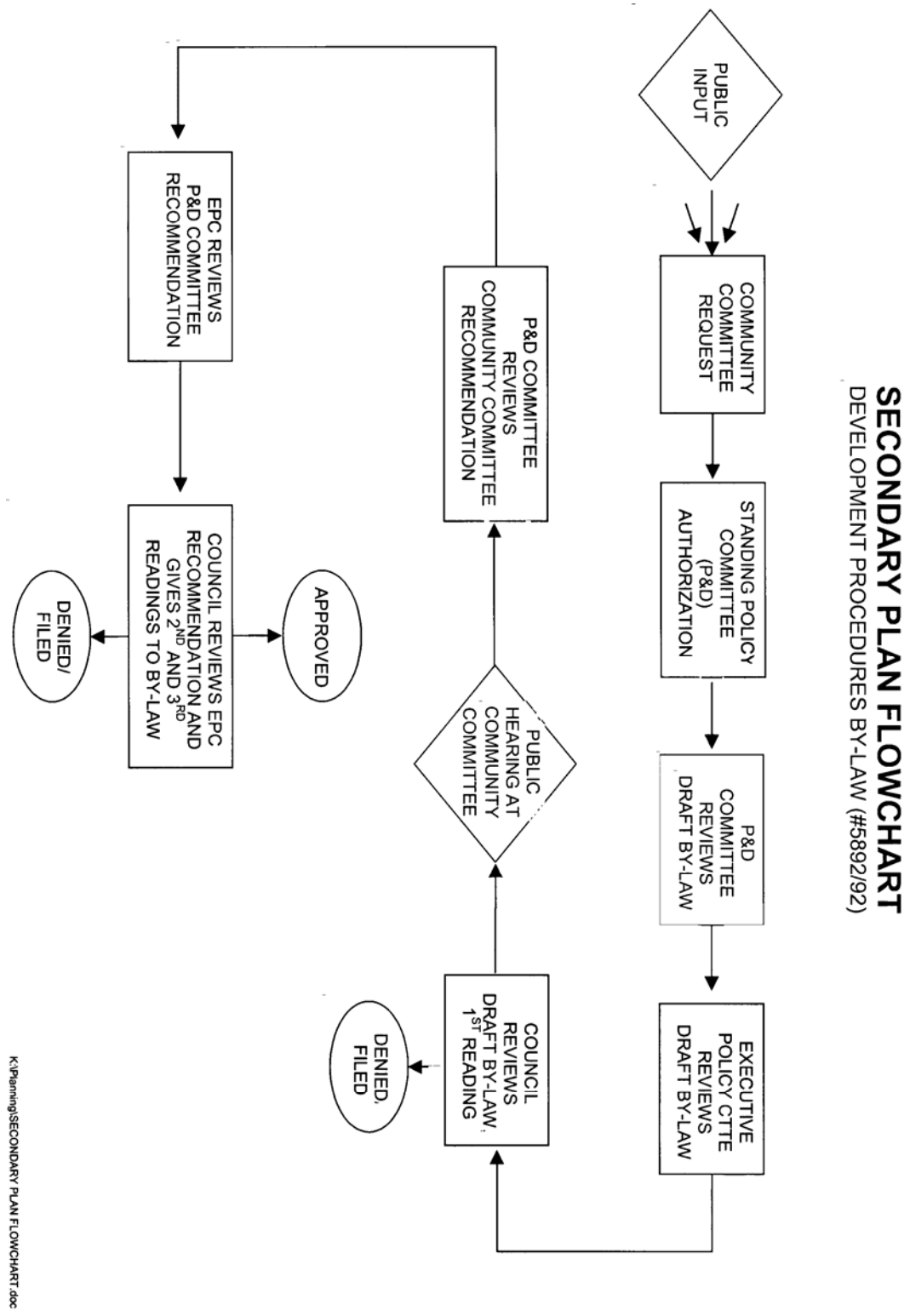
(10) **Neighbourhood** means a portion of a community. In this document Neighbourhood means the Northeast Neighbourhood that is a portion of the overall Waverley West community.

(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.


SECONDARY PLAN FLOWCHART
DEVELOPMENT PROCEDURES BY-LAW (#5892/92)
PUBLIC INPUT
COMMUNITY COMMITTEE REQUEST
STANDING POLICY COMMITTEE (P&D) AUTHORIZATION
P&D COMMITTEE REVIEWS DRAFT BY-LAW
EXECUTIVE POLICY CTTE REVIEWS DRAFT BY-LAW
COUNCIL REVIEWS DRAFT BY-LAW 1ST READING
DENIED, FILED
PUBLIC HEARING AT COMMUNITY COMMITTEE
P&D COMMITTEE REVIEWS COMMUNITY COMMITTEE RECOMMENDATION
EPC REVIEWS P&D COMMITTEE RECOMMENDATION
COUNCIL REVIEWS EPC RECOMMENDATION AND GIVES 2ND AND 3RD READINGS TO BY-LAW
APPROVED
DENIED/ FILED
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