**Agenda - Executive Policy Committee – July 14, 2010**

**Report - Standing Policy Committee on Property and Development – July 6, 2010**

**Item No. 12 Secondary Plan – Waverley West Northwest Neighbourhood (St. Norbert Ward) File SP 1/2010 [c/r SP 2/2010 and DASZ 4/2010]**

STANDING COMMITTEE RECOMMENDATION:

On July 6, 2010, the Standing Policy Committee on Property and Development concurred in the recommendation of the Riel Community Committee and submits the following to Council:

1. That By-law No. 37/2010, the Waverley West Northwest Neighbourhood Area Structure Plan, be forwarded, as amended, 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.

**Agenda - Executive Policy Committee – July 14, 2010**

**Report - Standing Policy Committee on Property and Development – July 6, 2010**

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On July 6, 2010, 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 June 15, 2010, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service and forwarded the matter to the Standing Policy Committee on Property and Development.

**RE:** **Secondary Plan – Waverley West Northwest Neighbourhood**
**File SP 1/2010 [c/r SP 2/2010 and DASZ 4/2010]**

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

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

**Report date:** **June 16, 2010**

COMMUNITY COMMITTEE RECOMMENDATION:

On June 15, 2010, 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. 37/2010, the Waverley West Northwest Neighbourhood Area Structure Plan, be forwarded, as amended, 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 Planning and Land Use Division dated June 7, 2010.

**PUBLIC HEARING SUMMARY**

File: SP 1/2010 [c/r SP 2/2010 and DASZ 4/2010]

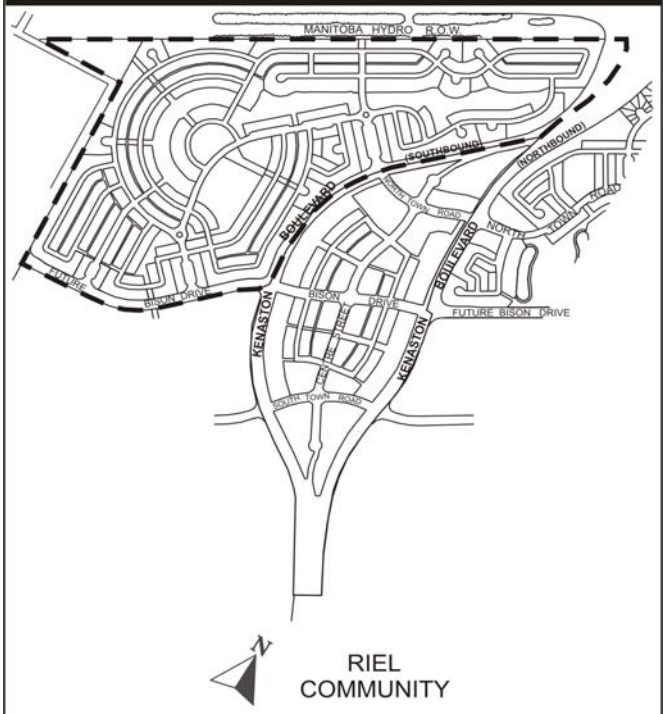
Before: Riel Community Committee
Councillor Vandal, Chairperson
Councillor Swandel
Councillor Steeves

Public Hearing: June 15, 2010
Council Building, 510 Main Street

Applicant: MMM Group Limited

Subject:

**WAVERLEY WEST NORTHWEST NEIGHBOURHOOD AREA STRUCTURE PLAN (REVISED) SP 1/2010**
**PLAN DE STRUCTURE DU WAVERLEY WEST QUARTIER NORD-OUEST (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. 37/2010 and authorized a Public Hearing (pursuant to Section 234(3)of the City of Winnipeg Charter) at the Riel Community Committee.
**For information, phone Mr. K. Kowalke, Planner at 986-5917.**
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° 37/2010* 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, veuillez communiquer avec M. K. Kowalke, urbaniste, au 986-5917.**

| | |
|---|---|
| Premises Affected: | Waverley West Northwest Neighbourhood |
| Exhibits Filed: | 1. Council Decision of April 28, 2010; contains report from the Director of Planning, Property and Development dated March 10, 2010<br>2. First Reading of By-law No. 37/2010 by Council on April 28, 2010<br>3. Advertising Notice<br>4. Report from the Planning and Land Use Division dated June 7, 2010<br>5. Waverley West Northwest Neighbourhood Area Structure Plan<br>6. PowerPoint Presentation submitted by Paul McNeil, MMM Group Limited, at the Public Hearing<br>7. Audio Recording of Representations |

REPRESENTATIONS:

In Support:

Paul McNeil, MMM Group
Veronica Hicks, MMM Group
Brock Feenstra
Jim Gallager
Lauren Lange
David and Gladys Penner
Paul Sunderland

In Opposition

Nil

For Information:

Nil

For the City:

Ms. S. Matile, Land Development Engineer, Planning, Property and Development Department
Mr. R. Kostiuk, Planner, Planning, Property and Development Department

Exhibit "4" referred to in File SP 1/2010

# ADMINISTRATIVE REPORT

**Title:** SP 01/10 – Waverley West Northwest Neighbourhood Area Structure Plan – Public Hearing

**ISSUE:** For consideration at the public hearing for a secondary plan for the Waverley West Northwest Neighbourhood – SP 01/2010

**Critical Path:** Riel Community Committee – Standing Policy Committee on Property and Development – Executive Policy Committee - Council as per the Development Procedures By-law and The City of Winnipeg Charter

## AUTHORIZATION

| Author | Department Head | CFO | CAO |
|---|---|---|---|
| P. Regan | N/A | N/A | |

## RECOMMENDATIONS

1. That By-law No. 37/2010, the Waverley West Northwest Neighbourhood Area Structure Plan, be forwarded, as amended, 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.

## REASON FOR THE REPORT

The applicant would like to subdivide and rezone 444 acres of land in the Waverley West area to create a single-family residential neighbourhood (the Northwest Neighbourhood) and a mixed-use centre (Town Centre).

The Waverley West Area Structure Plan (By-law 10/2006) requires implementation of its policies through specific Neighbourhood Area Structure Plans that outline the basic composition of each neighbourhood area.

The applicant has submitted Neighbourhood Area Structure Plans for the Northwest Neighbourhood and the Town Centre (SP 1/2010 and SP 2/2010 respectively).

The Northwest Neighbourhood is approximately 310 acres and is to be primarily comprised of single-family detached homes zoned R1-M. Using the density minimums provided by the applicant, it is anticipated that there will be a minimum of approximately 1,225 dwelling units in this neighbourhood.

The proposed Town Centre is approximately 134 acres in area. The applicant is proposing to include a range of residential, commercial, and employment land uses to accommodate the development of a mixed-use urban centre.

The Development Procedures By-Law (5893/92) specifies that the required public hearings shall be combined and heard by the designated committee, which is the Riel Community Committee.

## IMPLICATIONS OF THE RECOMMENDATIONS

Policies 13.1.3 of the *Waverley West Area Structure Plan* (By-Law 10/2006), indicates that until the approval of the Neighbourhood Area Structure Plan, any development application within such area shall be considered premature and will not be accepted. As such, Council would need to adopt the Waverley West Northwest Area Structure Plan before it can consider the subdivision and rezoning application (DASZ 4/2010).

## HISTORY

On April 27, 2005, Council adopted By-Law No. 50/2004 (see file PW 2/2003), which amended Plan Winnipeg 2020 in order to designate the lands south of the westerly extension of Bishop Grandin Boulevard, east of Brady Road, north of the Perimeter Highway, and west of Waverley Street (lands commonly known as "Waverley West"), from Rural Policy Area to Neighbourhood Policy Area.

On July 26, 2006, Council adopted the Waverley West Area Structure Plan under By-Law No. 10/2006 (SP 4/2005). This secondary plan guides all development in the Waverley West area.

The Waverley West Area Structure Plan (By-Law No. 10/2006) under Sections 4.2 and 13 identifies Waverley West to be comprised of seven neighbourhoods (A, B, C, D, E, F and the Town Centre) all of which require detailed planning in the form of a Neighbourhood Area Structure Plan.

On April 6, 2010, the Standing Policy Committee on Property and Development forwarded By-Law 37/2010 and 38/2010 to Council for First Reading to allow for the Riel Community Committee to conduct a public hearing for the Waverley West Northwest Neighbourhood and Town Centre Area Structure Plans.

The Winnipeg Public Service has collaborated with the applicant since First Reading to ensure that the text and maps of the Neighbourhood Area Structure Plans are accurate, clear and concise; and reflect the expectations contained in the Waverley West Area Structure Plan. The two most substantive changes were the removal of the green lanes as *Parks Policy* lands, and the inclusion of the *Deferred Planning Area,* which, although part of the Northwest Neighbourhood defined in the Waverley West Area Structure Plan, was not included in the version provided for first reading.

## CONSULTATION

### In preparing this Report there was consultation with:

Public Works Department
Water and Waste Department

Winnipeg Transit

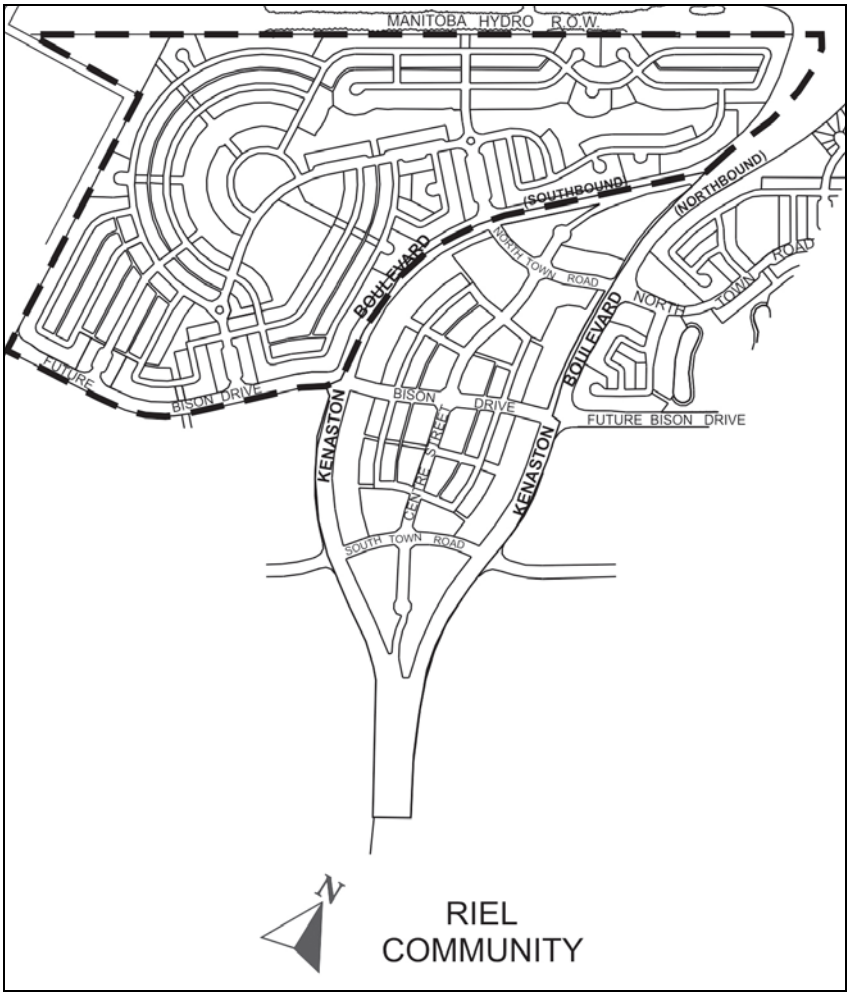
## SUBMITTED BY

**Department** Planning, Property and Development
**Division** Planning and Land Use
**Prepared by** Kurtis Kowalke
**Date** June 7, 2010
**File** SP 01/2010
**List of Schedules and Attachments**

Appendix A – Administrative Report
Attachment A – By-law No. 37/2010
Schedule 1 – Waverley West Northwest Neighbourhood Area Structure Plan (revised)

**Appendix A – Administrative Report**

| | |
|---|---|
| **DATE** | June 7, 2010 |
| **FILE** | SP 01/2010 |
| **RELATED FILES** | SP 02/2010; SP 02/2007; DASZ 4/2010 |
| **COMMUNITY** | Riel Community |
| **NEIGHBOURHOOD** | 5.685 |
| **SUBJECT** | Waverley West Northwest Neighbourhood Area Structure Plan |
| **LOCATION:** | Waverley West Northwest Neighbourhood (south of Whyte Ridge, west of Bridgwater Forest) |
| **APPLICANT:** | Veronica Hicks, MMM Group Ltd.<br>Suite 111 – 93 Lombard Avenue<br>R3B 3B1 |
| **OWNER:** | Manitoba Housing and Renewal Corporation |



**REPORT SUMMARY:**

- The applicant would like to subdivide and rezone 444 acres of land in the Waverley West area to create a single-family residential neighbourhood (the Northwest Neighbourhood) and a mixed-use centre (Town Centre).
- The Waverley West Area Structure Plan (By-law 10/2006) requires implementation of its policies through specific Neighbourhood Area Structure Plans that outline the basic composition of each neighbourhood area.
- The applicant has submitted Neighbourhood Area Structure Plans for the Northwest Neighbourhood and the Town Centre (SP 1/2010 and SP 2/2010 respectively).
- The Northwest Neighbourhood is approximately 310 acres and is to be primarily comprised of single-family detached homes zoned R1-M. Using the density minimums provided by the applicant, it is anticipated that there will be a minimum of approximately 1,225 dwelling units in this neighbourhood.
- The proposed Town Centre is approximately 134 acres in area. The applicant is proposing to include a range of residential, commercial, and employment land uses to accommodate the development of a mixed-use urban centre.
- The Development Procedures By-Law (5893/92) specifies that the required public hearings shall be combined and heard by the designated committee, which is the Riel Community Committee.

**1.0 SITE DESCRIPTION**

The Waverley West Northwest Neighbourhood Area is located in the northwest portion of Waverley West, south of Whyte Ridge and the Manitoba Hydro transmission corridor between Brady Road and the future Kenaston Boulevard south extension, and is within the St. Norbert Ward. It comprises approximately 130 hectares (310 acres) of land. The Town Centre Neighbourhood, the subject of SP 02/2010, is situated immediately to the east of the Northwest Neighbourhood. Lands south of the planned area represent future phases of Waverley West for which detailed neighbourhood plans have not yet been completed.

**2.0 BACKGROUND**

On April 27, 2005, Council adopted By-Law No. 50/2004 (see file PW 2/2003), which amended Plan Winnipeg 2020 in order to designate the lands south of the westerly extension of Bishop Grandin Boulevard, east of Brady Road, north of the Perimeter Highway, and west of Waverley Street (lands commonly known as “Waverley West”), from Rural Policy Area to Neighbourhood Policy Area.

On July 26, 2006, Council passed By-Law No.10/2006, *The Waverley West Area Structure Plan By-law*.

On February 24, 2010, the applicant submitted the Northwest Neighbourhood Area Structure Plan in accordance with the basic requirements of the Waverley West Area Structure Plan to establish a new residential neighbourhood.

On April 6, 2010, the Standing Policy Committee on Property and Development forwarded By-Law 37/2010 and 38/2010 to Council for First Reading to allow for the Riel Community Committee to conduct a public hearing for the Waverley West Northwest Neighbourhood and Town Centre Area Structure Plans.

The Winnipeg Public Service has collaborated with the applicant since First Reading to ensure that the text and maps were accurate, clear and concise, and adequately reflected the expectations for Neighbourhood Area Structure Plans contained in the Waverley West Area Structure Plan. The two most substantive changes were the removal of the green lanes as *Parks Policy* lands, and the inclusion of the *Deferred Planning Area,* which, although part of the Northwest Neighbourhood defined in the Waverley West Area Structure Plan, was not included in the version provided for first reading.

**3.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT**

- In order to keep pace with projected demand, Manitoba Housing is looking to bring more residential land on line in Waverley West.
- Since the use of the police shooting range site in the Northeast Neighbourhood (Bridgwater Forest) will prevent any site work from beginning in the final phase of that neighbourhood next year, Manitoba Housing is looking to begin preliminary site work within the Northwest Neighbourhood instead.
- The Northwest Neighbourhood will be characterized by a proportion of visitable housing, which was a major determinant of site design.
- The neighbourhood will initially be accessed from Kenaston Boulevard at North Town Road with a second access from Bison Drive being added in the second phase.

**4.0 ANALYSIS AND ISSUES**

4.1 PLAN INTENT

The guiding principles of the Waverley West Northwest Neighbourhood Plan are:

- Creation of a diverse and inclusive neighbourhood
- Development of an efficient and multi-modal transportation system
- Compatibility and connectivity with existing and future neighbourhoods
- Creation of an innovative and unique neighbourhood design

4.2 RESIDENTIAL AREAS

- The Northwest Neighbourhood Plan provides for the development of a residential neighbourhood at lower densities (approximately five units per gross developable acre). The adjacent Town Centre Neighbourhood will incorporate higher density residential development, as mandated by the Waverley West Area Structure Plan.
- Other complimentary uses are also recognized as appropriate within these areas and might include recreational amenities and institutional uses such as schools and churches.
- One of the goals for this neighbourhood is to develop approximately half of the dwellings as visitable housing, where a person in a wheelchair would be able to easily enter the main floor of the house and make use of an accessible washroom.

4.3 SCHOOL RESERVE

- 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.

- Should the school division determine in the future that the site is not needed for a school, part of the site will be incorporated into the Community Greenway System and part will be repurposed for residential use.

4.4 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. Greenspaces will be connected to one another through a Community Greenway System that facilitates a generally uninterrupted network of parks and pathways.
- The public space dedication in the Northwest Neighbourhood Plan has an unusually high proportion of linear greenspace (walkways) compared with active parks and gathering spaces.
- The Waverley West Area Structure Plan provides the opportunity through the neighbourhood areas structure plans for an over-dedication in one neighbourhood area to be offset by the park land dedication in a subsequent neighbourhood. However, no over-dedication is planned in the Northwest Neighbourhood.

4.5 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 Northwest Neighbourhood Plan 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 attractive and convenient access to these facilities by all future residents and the creation of a “walkable neighbourhood”.

4.6 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 Northwest Neighbourhood Plan identifies phasing for development of this neighbourhood radiating out from the centre, including the initial access point at Kenaston Boulevard and North Town Road. This ensures that the access roads and main drainage ponds are developed first to service the outlying sections of the neighbourhood. 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.

**5.0 RECOMMENDATION**

The Planning and Land Use Division recommends approval.

- The policies and intent of the overall Waverley West Area Structure Plan are satisfied.
- The goal of providing a high percentage of visitable homes is laudable and provides an opportunity for this to serve as a demonstration neighbourhood.

- As other phases of Waverley West are developed (notably the concurrent Town Centre Neighbourhood) the local mix of land uses, park space, amenities, and residential diversity and densities is expected to balance out in accordance with the policies of the overall Waverley West Area Structure Plan.

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

Report Prepared by: Kurtis Kowalke
PPD File # SP 01/2010

**Attachment 'A' to the report to the Riel Community Committee for File SP 1/2010, dated June 7, 2010.**

**THE CITY OF WINNIPEG**

**BY-LAW NO. 37/2010**

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

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

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

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

RECEIVED FIRST READING on this day of , 2010.

RECEIVED SECOND READING on this day of , 2010.

RECEIVED THIRD READING on this day of , 2010.

**DONE AND PASSED** this day of . 2010.

_____
Mayor

_____
City Clerk

Approved as to planning details:

_____
*for* Director of Planning, Property & Development

Approved as to form:

James Carter
*for* Director of Legal Services and City Solicitor

Exhibit “5” referred to in File SP 1/2010

**Schedule 1: The Waverley West Northwest Neighbourhood Area Structure Plan**



41970 Northwest Neighbourhood ASP 1

# Waverley West Northwest Neighbourhood Area Structure Plan

Submitted By

MMM Group Limited and Manitoba Housing

June 8, 2010

5541970.102

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# PREFACE

Waverley West is an area of land approximately 3000 acres in size located in southwest Winnipeg. Within the Waverley West area, the Northwest Neighbourhood consists of approximately 300 acres and will be the third residential neighbourhood in Waverley West. (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 next phase of Waverley West.

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

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

- Creation of a diverse and inclusive neighbourhood
- Development of an efficient and multi-modal transportation system
- Compatibility and connectivity with existing and future neighbourhoods
- Creation of an innovative and unique neighbourhood design

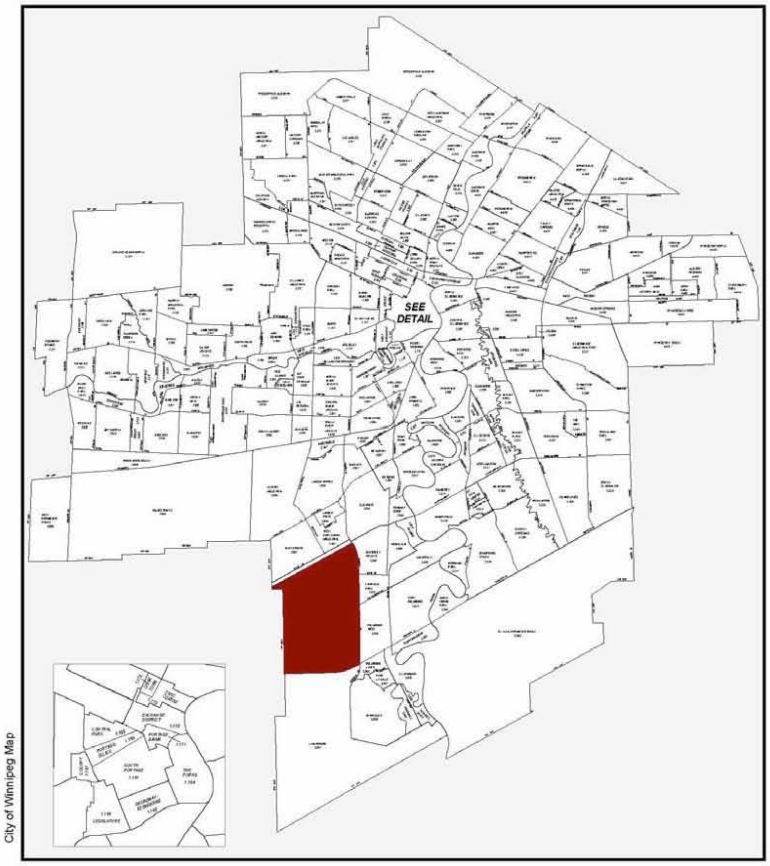


**Figure 1 : Waverley West Location Plan**

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 Waverley West Northwest Neighbourhood occurs in a logical and integrated manner. The plan will ensure that the development is set within the context of the adjacent developing and future neighbourhoods, the town centre, as well as in the context of the city as a whole.

## 1.2 Authority – Waverley West Area Structure Plan

The Northwest 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, municipal servicing, transit, and greenspace locations and policies. Using the Area Structure Plan for Waverley West as a framework, the development of the Northwest Neighbourhood is guided by the 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:

**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 integrate 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 for 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 for 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.

Not all of these elements will be included in this particular neighbourhood.

### 1.2.1 Policy

All policies within this Northwest 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 10 years. The timing of development will be influenced over the long-term by market changes, supply and demand in housing and consequently in commercial land demand, 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 Northwest Neighbourhood Area Structure Plan was developed in consultation with a range of stakeholders including various City Departments and interested citizens from throughout Winnipeg. In addition to several meetings with City staff, a public open house was held in March 2010 to inform the general public of the process and to present the draft plans and receive feedback. Approximately fifty people attended the event.

A series of public workshops were held in 2006 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 must be submitted to the Planning, Property and Development Department, and is subject to the process for passage of a secondary plan by-law under The City of Winnipeg Charter and applicable by-laws including the Development Procedures By-law. 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 Northwest Neighbourhood Area Structure Plan applies to approximately 300 acres in the northwest corner of Waverley West. The area is bounded on the north by the Manitoba Hydro right-of-way; the eastern boundary is the west leg of the Kenaston Expressway split-pair; the western boundary is Brady Road; and the southern boundary is the future extension of Bison Drive (Figure 2 –Location Plan).



# 3.0 PLANNING VISION AND GOALS

## 3.1 Planning Vision

The vision for the Northwest Neighbourhood is a community that will be highly visitable. Visitability refers to housing that is designed in such a way that everyone regardless of mobility will be able to at least visit someone else's home, use a washroom and exit the home. A house that is visitable includes a zero-step entrance and doors with 32 inches of clear passage space on the main floor.

The goal is to develop approximately half of the neighbourhood using the visitable model, subject to addressing the engineering considerations related to drainage.

Adoption of these guidelines at the construction phase of a home suggests better integration of design elements, reduction in costs as fewer renovations would be required, fewer stair induced injuries and more access to the built environment for all.

- Visitability increases opportunities for social interaction and inclusive, liveable communities.
- Visitability responds to the increasing seniors population and the desire to age in place.
- Visitability promotes sustainable design in regards to housing needs over ones lifetime (lifecycle costs) and reduction in environmental and monetary costs due to home renovations when mobility changes.
- Visitability reduces stair related injuries and can reduce length of hospital visits as patients can go home because of accessibility features.
- Visitability allows more flexibility in moving furniture, carrying groceries into the home, transporting a stroller or wagon among other items.
- Visitability provides value added and can be incorporated with other building innovation such as affordable design, energy efficient housing and green design.

In addition to visitability, the Northwest Neighbourhood Area Structure Plan is built upon the following guiding principles:

- Creation of a diverse and inclusive neighbourhood
- Development of an efficient and multi-modal transportation system
- Compatibility and connectivity with existing and future neighbourhoods
- Creation of an innovative and unique neighbourhood design

## 3.2 Planning Goals

The Northwest Neighbourhood Area Structure Plan is focused on achieving the following goals:

**Social Inclusivity**: To establish a socially inclusive community that provides a livable environment that is accessible to people with mobility issues. This includes a wide range of residents and visitors who may be using wheelchairs or walkers, seniors with mobility issues, pregnant women, small children, people in the moving industry, and people with temporary physical injuries

**Visitability**: To establish a neighbourhood where most of the homes are visitable.

**Walkability**: To encourage a highly walkable neighbourhood with convenient pedestrian connections, and numerous pedestrian opportunities.

**Connectivity**: To encourage connectivity within the Town Centre and between neighbourhoods through the use of conveniently located pedestrian and vehicular connections.

**Transit Orientation**: To provide easy and convenient access to transit.

**Innovative Design**: To develop a community that achieves the goal of visitability through innovative engineering solutions.

# 4.0 LAND USE CONCEPT

The land use concept for the Northwest 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 Northwest 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.

## 4.1 Land Use Concept Plan Policies

### 4.1.1 Flexibility

- The Northwest Neighbourhood land use concept plan shall be considered flexible with respect to the precise location of land use areas and symbols.

### 4.1.2 Precision

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

### 4.1.3 Conformity

- Development applications that propose changes in zoning shall be in conformity with the Northwest 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.


NORTH TOWN ROAD
KENNISTON BLVD. SOUTHBOUND
KENNISTON BLVD.
FUTURE BISON DRIVE
BISON DRIVE
NORTHWEST NEIGHBOURHOOD BOUNDARY 310± ac
ROUNDABOUT
AT-GRADE REGIONAL STREET INTERSECTION
POSSIBLE SCHOOL RESERVE ±5.0 ac
LOWER DENSITY RESIDENTIAL ±245 ac
DEFERRED PLANNING AREA ±5 ac
EXPRESSWAY
ARTERIAL
COLLECTOR
POND AND FRINGE ±21 ac
ACTIVE WALKING & CYCLING ±17 ac
ACTIVE SPORTS FIELDS ±10 ac
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FIGURE 3
NORTHWEST NEIGHBOURHOOD
LAND USE CONCEPT PLAN
SCALE: NTS
DATE: May 27.10
DWG. No. 41970-ASP-1

# 5.0 LAND USE DISTRICTS AND LAND USE SYMBOLS

The following sections outline the intent of each land use as illustrated on Figure 3 – Land Use Concept Plan. The Northwest Neighbourhood includes low density residential uses, parks, stormwater retention facilities, roadways, and a school reserve. 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 | 245 | 79% |
| Focal Point and Gathering Space (Passive Parks) | 4 | 1% |
| Active Walking and Cycling Paths (Linear Parks) | 17 | 7 |
| Active Sports Fields (Active Parks) | 10 | 3 |
| Potential School Reserve | 5 | 1 |
| Ponds + Fringe | 21 | 6 |
| Deferred Planning Area | 8 | 3 |
| TOTAL | 310 | 100% |

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

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

**Policies**

### 5.1.1 Composition of Residential Areas

(1) Single family uses shall be the predominant land use;

(2) Alternative housing forms, institutional uses, recreational uses, public uses, 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 Residential Area to contribute to the active and passive recreational needs of residents.

### 5.1.2 Design of Residential Areas

(1) The design of the Residential Area shall be determined through the Development Application process.

(2) The design of the Residential Areas shall:

i. emphasize opportunities for distinct neighbourhoods that incorporate a significant amount of visitable housing.

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 roundabouts, 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. maximize density by minimizing front yard setbacks and lot widths subject to market demand and required City of Winnipeg approvals.

vi. accommodate policies of this plan with respect to alternative transportation (see 7.4.1, 7.4.2, 7.4.3).

## 5.2 School Reserves

The purpose of the school reserve 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**

### 5.2.1 School Reserve Criteria

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

(6) The school site identified in Figure 3 – Land Use Concept Plan is comprised of three parcels of land zoned R1-M and PR2. All three parcels will be privately held by the developer until such time as the Pembina Trails School Division acquires the lands for school purposes.

(7) In the event that the school site identified in Figure 3 – Land Use Concept Plan is not acquired by the Pembina Trails School Division:

i. the R1-M parcels may be developed for residential purposes; and

ii. the PR2 parcel or a portion thereof shall be transferred to the City at no cost and incorporated into the publicly accessible walkway network and maintained as public open space, all to the satisfaction of the Director of Planning, Property and Development.

## 5.3 Parks

The Northwest Neighbourhood includes an active park for traditional sports activities, a passive park and linear parks associated with the regional Waverley West Greenway System. Unlike the Bridgwater Forest neighborhood, the existing forest cover in this neighbourhood is of a lower quality and is identified as a 'C' Grade Habitat by the City of Winnipeg Naturalist Services.

**Policies**

### 5.3.1 Active Parks

The Northwest Neighbourhood includes a neighbourhood scale park space adjacent to the school reserve that may be developed for traditional active recreation uses such as soccer or baseball.

### 5.3.2 Passive Parks

The Northwest Neighbourhood passive park incorporates a focal point and opportunities for gathering. The focal point is anticipated to be a classic design element that gives the neighbourhood an identifiable feature and central, high-quality gathering space. Prior to the issuance of any building or development permit for the creation of this focal point, a cooperative planning process will occur with the City of Winnipeg with the final approval of the Director of

Public Works and Director of Planning, Property and Development to determine the type, quality, and location of the focal point feature, as well as supporting park infrastructure.

### 5.3.3 Linear Parks

(1) The linear park system shall be identified throughout the neighbourhood in accordance with the community greenway corridor identified in the Waverley West Area Structure Plan.

(2) The linear park system includes pathways for recreational walking and cycling, facilitates public access to the lakes, and also forms part of the active transportation network and greenway system (see Section 7.0 and Appendix A).

### 5.3.4 Existing Forest Cover

Existing forest cover will be retained where feasible (excluding areas required for arterial or expressway rights-of-way). The location of the Kenaston extension makes additional retention of forest cover impossible; however, there is approximately one acre of forest cover that has been retained in the most easterly corner of the neighbourhood that mirrors the forested area in the most westerly corner of Bridgwater Forest.

### 5.3.5 Parkland Dedication

Parkland dedication requirements shall be determined at the Development Application Stage.

## 5.4 Deferred Planning Area

The Deferred Planning Area may be used for future rights-of way subject to the City of Winnipeg's long-range transportation needs (see 7.2.7).

# 6.0 DENSITY POLICIES

Density targets are established 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 Northwest Neighbourhood.

The Northwest Neighbourhood includes mainly lower density residential uses which will result in a seemingly low density when viewed as an independent neighbourhood. However, the overall development of the Bridgwater community will include a mixed-use Town Centre that will generally consist of higher densities than the adjacent neighbourhoods.

**Policies**

## 6.1.1 Density Target

The density target to be achieved within the Northwest Neighbourhood is a minimum of 5 units per gross developable acre.

# 7.0 TRANSPORTATION POLICIES

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 Northwest Neighbourhood includes a 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 Deferred Planning Area

The Deferred Planning Area identified on the Land Use concept plan may be used for future right-of-way subject to the City of Winnipeg's needs.

## 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 Design

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

(1) sensitivity to future stormwater management facilities;

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

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

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

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

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

(7) interconnected pedestrian systems within the residential neighbourhood; and

(8) transit routes that are efficient.

## 7.4 Alternative Transportation

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

Policies

### 7.4.1 Connectivity

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

### 7.4.2 Walkable Neighbourhoods

Most housing units shall be located within 400m of a sidewalk, walkway or pathway.

### 7.4.3 Sidewalks

(1) Sidewalks shall be provided on both sides of collector streets;

(2) Sidewalks shall be provided on at least one side of all residential streets;

### 7.4.4 Walkways

(1) Walkways shall be provided throughout the neighbourhood to facilitate convenient and direct connections to open spaces and transit routes;

(2) Rear-yard walkways will be incorporated with the stormwater drainage system at the back of the visitable lots (see Section 8.0).

### 7.4.5 Pathways

(1) Pathways shall be provided throughout the neighbourhood in accordance with the community greenway system identified in the Waverley West Area Structure Plan;

(2) Pathways shall accommodate both recreational uses and form part of the active transportation network that facilitates linkages within and between neighbourhoods, and connects to regional systems including the TransCanada Trail, and Fort Whyte Centre.

### 7.4.6 Wayfinding Signage

Wayfinding signage identifying pathways and linkages with the Active Transportation Network shall be installed as appropriate and to the satisfaction of the Director of Planning, Property and Development.

### 7.4.7 Primary Active Transportation Network

Major pathways shall be constructed with the regional transportation system to accommodate the shared use of a variety of active transportation modes including walking, cycling, and in-line skating. A conceptual Active Transportation Network and Greenway System Plan is located in Appendix A and is intended to connect into the city-wide active transportation network.

### 7.4.8 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:

(1) Transit stops should be located in close proximity to neighbourhood facilities including schools and parks, etc.;

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

A Conceptual Transit Routing Plan is located in Appendix B.

### 7.4.9 Rapid Transit

The proposed right-of-way on Bison Drive shall be designed to accommodate the possibility for a future Rapid Transit corridor consistent with the design of Bison Drive between Waverley Street and Kenaston Boulevard.

# 8.0 UTILITIES AND SERVICING POLICIES

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

(1) 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;

(2) Rear-yard walkway areas may be incorporated into the stormwater management facilities associated with the visitable lots.

## 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

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. Phasing shall occur in a logical and contiguous fashion as determined through the development application. A Conceptual Phasing Plan is located in Appendix C. The phasing boundaries may be altered subject to changes in development conditions.

### 9.1.2 Approval Process

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

### 9.1.3 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.

## 10.0 DEFINITIONS

**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

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

**Council** means the Council of the City of Winnipeg.

**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.

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

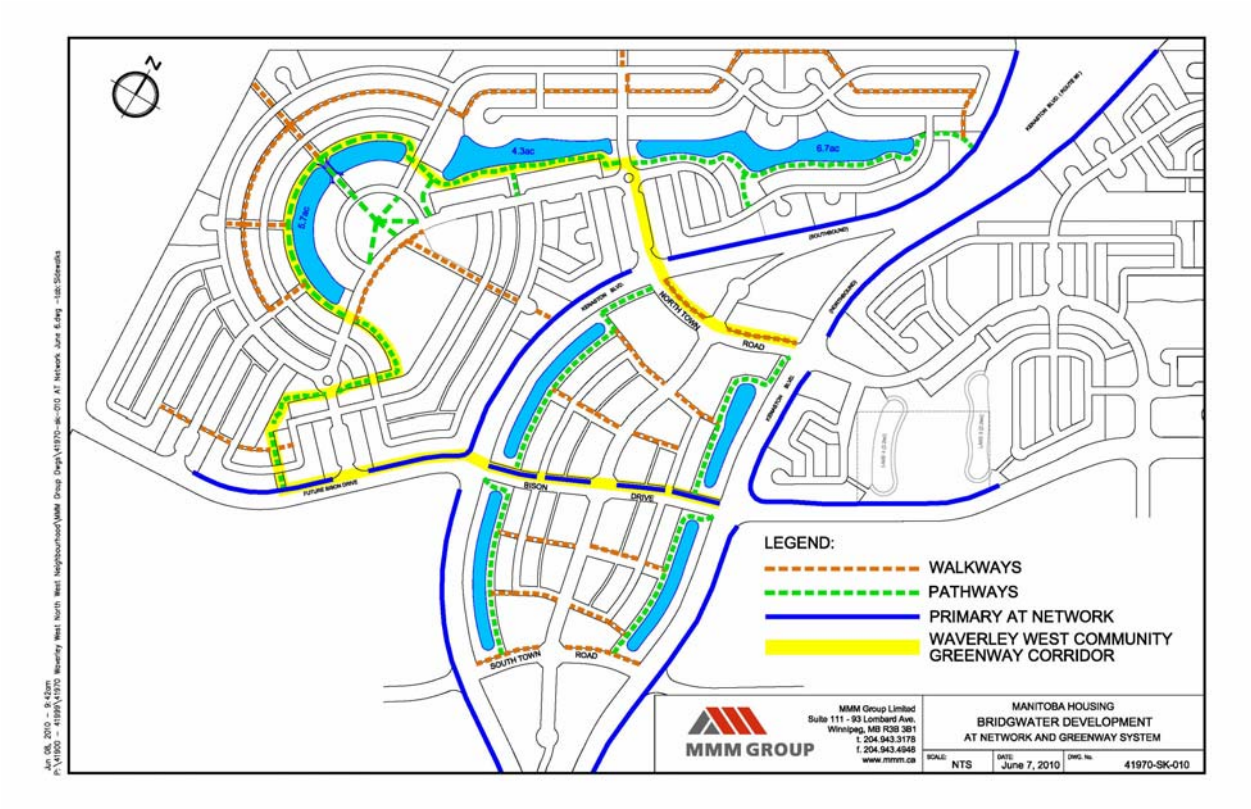
**Gross Density**: Gross Density for the plan area shall be calculated excluding undevelopable lands, which shall include forest preservation and park areas, impoundment areas, school reserves. Gross Density (units per acre) will thus be calculated as follows: Total Housing Units divided by Total Developable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

**Neighbourhood** means a portion of a community. In this document Neighbourhood means the Northwest Neighbourhood that is a portion of the overall Waverley West community.

**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, walkways, golf courses and driving ranges, ice skating rinks, sport fields, recreational centres, and parks and playgrounds in accordance with the Land Use By-Law.

**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.

# APPENDIX A – Active Transportation Network and Greenway System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SOUTH TOWN
ROAD
LEGEND:
WALKWAYS
PATHWAYS
PRIMARY AT NETWORK
WAVERLEY WEST COMMUNITY
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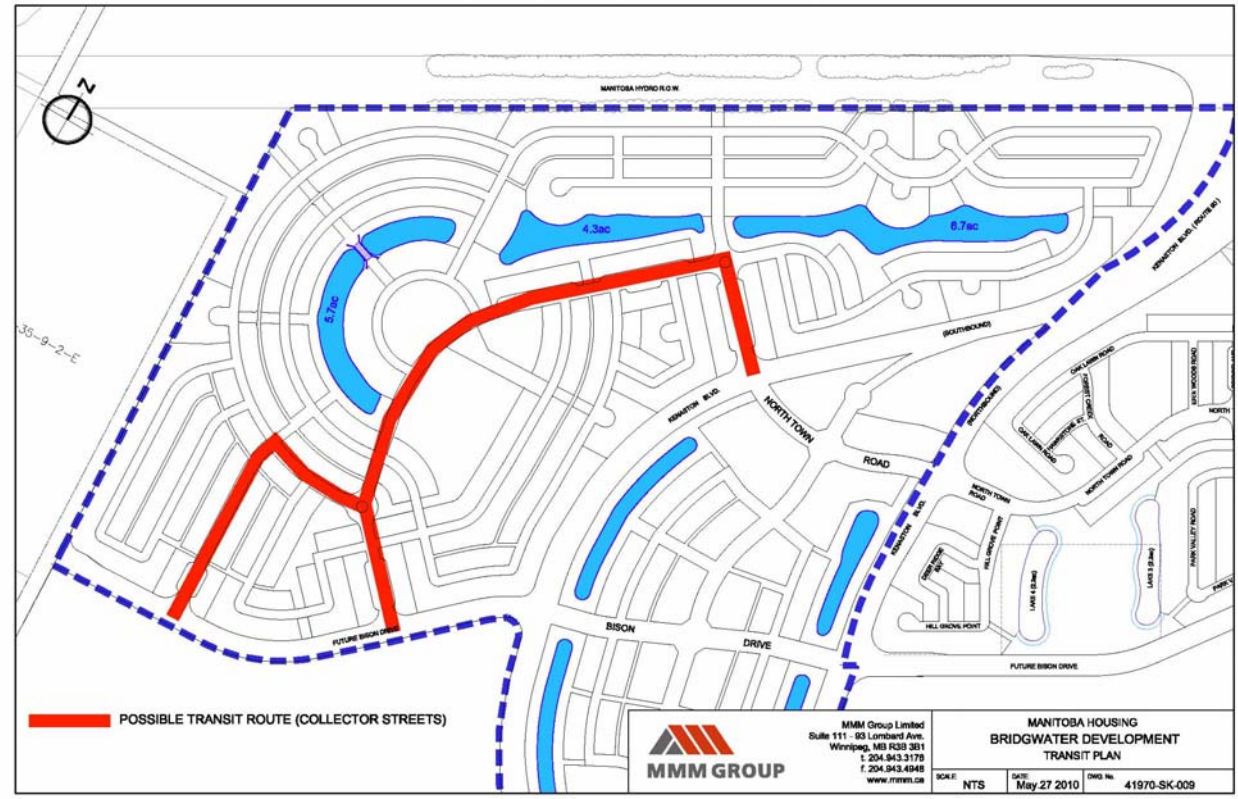
MANITOBA HOUSING
BRIDGWATER DEVELOPMENT
AT NETWORK AND GREENWAY SYSTEM
SCALE: NTS
DATE: June 7, 2010
DWG. No. 41970-SK-010

# APPENDIX B – Transit


MANITOBA HYDRO R.O.W.
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KENASTON BLVD.
NORTH TOWN
ROAD
BISON
DRIVE
FUTURE BISON DRIVE
POSSIBLE TRANSIT ROUTE (COLLECTOR STREETS)
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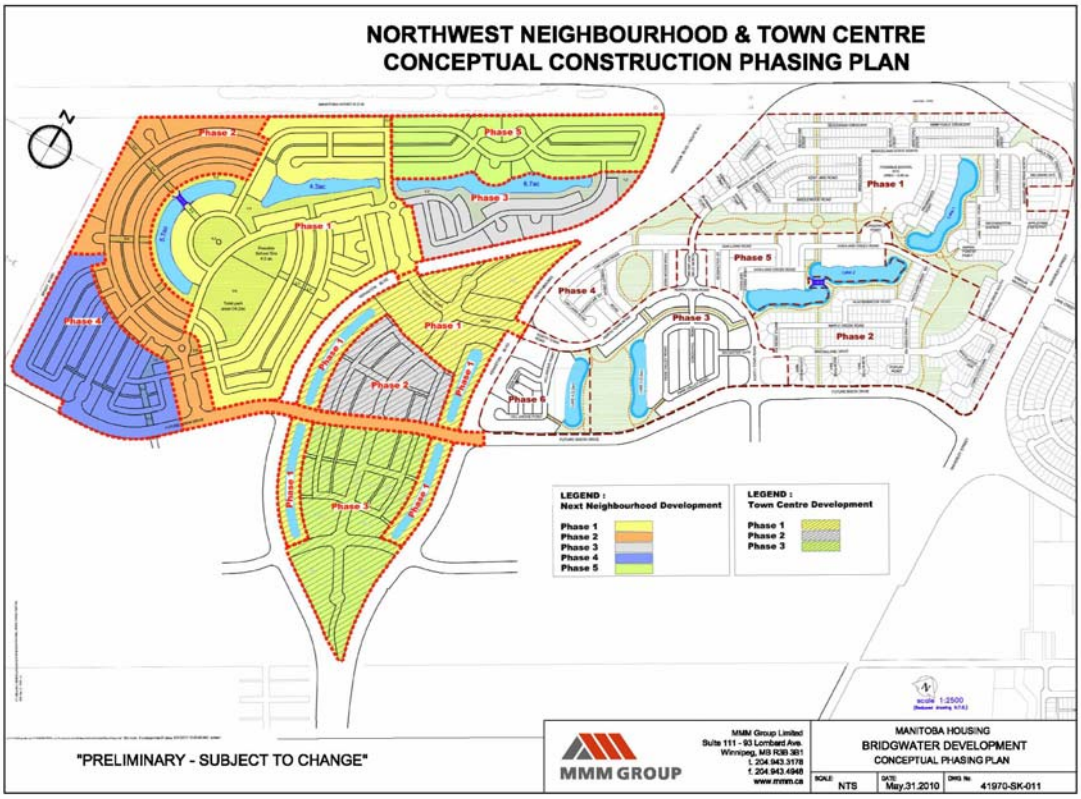
DATE: May 27 2010
DWG. No. 41970-SK-009

# APPENDIX C – Conceptual Phasing


NORTHWEST NEIGHBOURHOOD & TOWN CENTRE
CONCEPTUAL CONSTRUCTION PHASING PLAN
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Phase 1
Phase 2
Phase 3
Phase 4
Phase 5
Phase 6
LEGEND :
Next Neighbourhood Development
Phase 1
Phase 2
Phase 3
Phase 4
Phase 5
LEGEND :
Town Centre Development
Phase 1
Phase 2
Phase 3
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DATE May.31.2010
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