Agenda - Executive Policy Committee – November 7, 2012

Moved by Councillor

That Rule 10(3) of The Procedure By-law No. 50/2007 be suspended in order that the following item, which was received less than 96 hours preceding the committee meeting, be considered by Committee.

Report - Standing Policy Committee on Planning, Property and Development – November 6, 2012

Item No. 1 Area Structure Plan - Waverley West - West Neighbourhood Area (St. Norbert Ward)
File SP 1/2012

STANDING COMMITTEE RECOMMENDATION:

On November 6, 2012, the Standing Policy Committee on Planning, Property and Development concurred in the recommendation of the Riel Community Committee and submits the following to Council:

1. That By-law No. 90/2012, the Waverley West - West Neighbourhood Area Structure Plan, as amended, be forwarded to Council for second and third reading, with the following further amendments:

   A. Replace Figure 3 with the revised Land Use Concept Plan dated September 7, 2012, filed as Exhibit 12.

   B. Replace Appendix A with the revised Active Transportation Network and Greenway System map dated September 7, 2012, filed as Exhibit 13.

   C. Replace Appendix B with the revised Transit map dated September 7, 2012, filed as Exhibit 14.

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 – November 7, 2012

Report - Standing Policy Committee on Planning, Property and Development – November 6, 2012

DECISION MAKING HISTORY:

STANDING COMMITTEE RECOMMENDATION:

On November 6, 2012, the Standing Policy Committee on Planning, Property and Development concurred in the recommendation of the Riel Community Committee and submitted the matter to the Executive Policy Committee and Council.

On October 16, 2012, the Standing Policy Committee on Property and Development laid over the matter to its meeting on November 6, 2012, and instructed the Winnipeg Public Service to provide clarification on the recommendations made by the Riel Community Committee.

On October 9, 2012, the Standing Policy Committee on Property and Development laid over the matter to a special meeting to be held on October 16, 2012.

COMMUNITY COMMITTEE RECOMMENDATION:

On September 10, 2012, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service with the following amendment:

- Amend Recommendation 1 by adding the following to the end thereof, namely:

  "with the following further amendments:

  A. Replace Figure 3 with the revised Land Use Concept Plan dated September 7, 2012, filed as Exhibit 12.

  B. Replace Appendix A with the revised Active Transportation Network and Greenway System map dated September 7, 2012, filed as Exhibit 13.

  C. Replace Appendix B with the revised Transit map dated September 7, 2012, filed as Exhibit 14,"

and forwarded the matter to the Standing Policy Committee on Property and Development.

RE: **Area Structure Plan - Waverley West - West Neighbourhood Area File SP 1/2012**

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

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

Report date: **September 12, 2012**

COMMUNITY COMMITTEE RECOMMENDATION:

On September 10, 2012, the Riel Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommends to the Standing Policy Committee on Property and Development:

1. That By-law No. 90/2012, the Waverley West - West Neighbourhood Area Structure Plan, as amended, be forwarded to Council for second and third reading***, with the following further amendments:***

    A. Replace Figure 3 with the revised Land Use Concept Plan dated September 7, 2012, filed as Exhibit 12.

    B. Replace Appendix A with the revised Active Transportation Network and Greenway System map dated September 7, 2012, filed as Exhibit 13.

    C. Replace Appendix B with the revised Transit map dated September 7, 2012, filed as Exhibit 14.

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

Note: The wording in bold and italics denotes amendments made by the Community Committee.

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 August 17, 2012.

PUBLIC HEARING SUMMARY

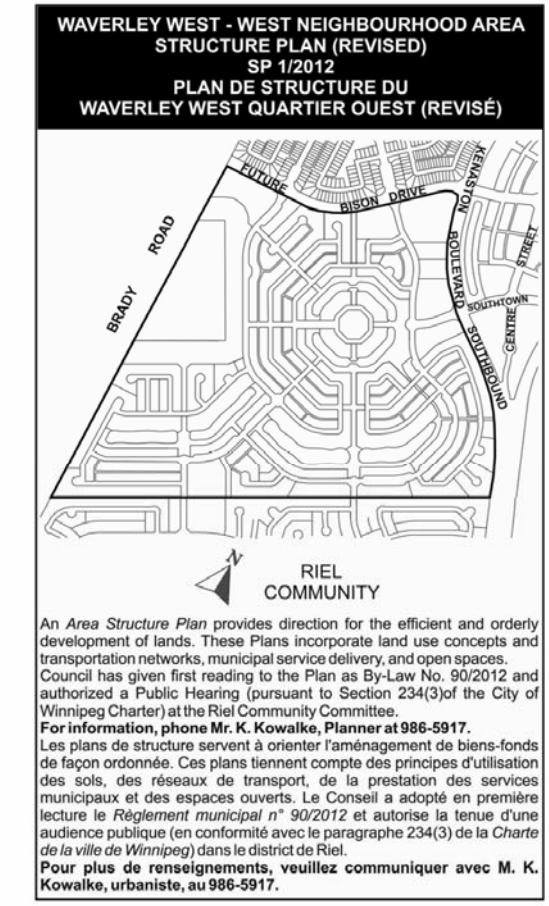
File: SP 1/2012

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

Public Hearing: September 10, 2012
Council Chamber
Council Building, 510 Main Street

Applicant: MMM Group (Misty Carson)

Subject:



Premises Affected: Area West of Kenaston/South of Bison Drive

Exhibits Filed:

1. Application dated April 26, 2012
2. Notification of Public Hearing dated July 31, 2012
3. Council Decision of June 27, 2012; contains report from the Director of Planning, Property and Development dated May 18, 2012
4. First Reading of By-law No. 90/2012 by Council on June 27, 2012
5. Manitoba Status of Titles1925041/1; 1932724/1; 1932799/1; 2349003/1; 2379996/1; 2575452/1; 2575480/1; 2575481/1;and 2595912/1
6. Letter of authorization dated March 23, 2012 from Manitoba Housing to MMM Group
7. Letter of authorization dated April 26, 2012 from William Babiuk to MMM Goup
8. Plans (2 pages)
9. Report from the Planning and Land Use Division dated August 17, 2012
10. Inspection Report
11. Communication and documentation in support of the application submitted by Paul McNeil at the Public Hearing
12. Revised Land Use Concept Plan (Figure 3) dated September 7, 2012
13. Revised AT Network and Greenway System Map (Appendix A) dated September 7, 2012
14. Revised Transit Map (Appendix B) dated September 7, 2012
15. Communication from Rachel Unrau, Dowalt Custom Homes, dated September 10, 2012, in support of the application
16. Communication from Ken Braun, Qualico Single Family Housing Division, dated September 10, 2012, in support of the application
17. Communication from Jason Arlt, Arlt Homes Ltd., dated September 10, 2012, in support of the application
18. Communication from Glenda Sobie, Ventura Custom Homes Ltd., dated September 10, 2012, in support of the application
19. Communication from Joshua Rist, Discovery Homes, dated September 10, 2012, in support of the application
20. Communication from Signature Homes dated September 10, 2012, in support of the application
21. Communication from Rob Wickstrom, Hearth Homes, dated September 10, 2012, in support of the application
22. Communication from Tony Balaz, Kensington Homes, dated September 10, 2012, in support of the application
23. Communication from Gerald Matheson, Bentley Homes, dated September 10, 2012, in support of the application
24. Communication from Robert Cotroneo, Gino's Homes, dated September 10, 2012, in support of the application

25. Communication from Spencer Curtis, Hilton Custom Homes, dated September 10, 2012, in support of the application
26. Audio Recording of representations

REPRESENTATIONS:

In Support:

Jason Arlt, Arlt Homes Ltd.
Tony Balaz, Kensington Homes
Chris Baker
Ken Braun, Qualico Single Family Housing Division
Misty Carson, MMM Group Limited
Adule Chris
Robert Cotroneo, Gino's Homes
Spencer Curtis, Hilton Custom Homes
James Gallagher
Gerald Matheson, Bentley Homes
Paul McNeil, MMM Group Limited
Joshua Rist, Discovery Homes
Signature Homes
Glenda Sobie, Ventura Custom Homes Ltd.
Frank Spezzano
Gerry Trottier, Southwyn Homes Ltd
Rachel Unrau, Dowalt Custom Homes
Rob Wickstrom, Hearth Homes
Mathew Yan

In Opposition

Nil

For Information:

Michael Carruthers
Donovan Toews, Landmark Planning

For the City:

Mr. K. Raban, Land Development Administrator, Planning, Property and Development Department
Mr. R. Kostiuk, Planner, Planning, Property and Development Department

Mr. J. Kiernan, Coordinator, Parks, Riverbanks and Community Initiatives, Planning, Property and Development Department
Ms. D. Beaton, Park Strategic Planner, Planning, Property and Development Department
Mr. K. Kowalke, Planner, Planning, Property and Development Department

Exhibit "9" referred to in File SP 1/2012

ADMINISTRATIVE REPORT

Title: SP 01/12 – Waverley West – West Neighbourhood (Neighbourhood Plan Area "E") Public Hearing

Issue: For consideration at the public hearing for a secondary plan for the Waverley West – West Neighbourhood – SP 01/2012

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. 90/2012, the Waverley West West 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 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 a Neighbourhood Area Structure Plan for the West Neighbourhood with the intent to subdivide and rezone 374 acres of land in the Waverley West area to create a residential neighbourhood.

The West Neighbourhood will be comprised of single and multi-family homes along with parks, pathways and stormwater retention ponds. Using the density targets provided by the applicant, it is anticipated that there will be approximately 2000 dwelling units in this neighbourhood.

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 8/2012).

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 June 12, 2012, the Standing Policy Committee on Property and Development forwarded By-Law 90/2012 to Council for First Reading to allow for the Riel Community Committee to conduct a public hearing for the Waverley West West Neighbourhood.

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 revised plan includes information about public consultation that was held this spring. The transit map now includes an interim link that will allow Transit to make a smooth loop through this neighbourhood until lands to the south are developed. Other changes are primarily editorial in nature.

CONSULTATION

In preparing this report there was consultation with: N/A

SUBMITTED BY

Department	Planning, Property and Development
Division	Urban Planning
Prepared by:	Kurtis Kowalke

Date: August 17, 2012
File No. SP 1/2012

List of Schedules and Attachments

Appendix A – Administrative Report
Attachment A – By-law No. 90/2012
Schedule 1 – Waverley West Northwest Neighbourhood Area Structure Plan (revised)

APPENDIX 'A'

DATE: August 17, 2012

FILE: SP 1/2012
RELATED FILES: DASZ 8/2012, SP 4/2005, PW 2/2003

COMMUNITY: Riel
NEIGHBOURHOOD #: 5.684 (Waverley West E)

SUBJECT: Waverley West West Neighbourhood Area Structure Plan

LOCATION: Waverley West Neighbourhood Plan Area "E" (south of Bridgwater Lakes and east of Bridgwater Centre, as shown in the picture below)



APPLICANT: MMM Group
111-93 Lombard Ave
Winnipeg MB R3B 3B1

OWNER(S): Manitoba Housing and Renewal Corporation
2707 -83 Garry Street
Winnipeg, MB
and
The City of Winnipeg
65 Garry Street
Winnipeg, MB

REPORT SUMMARY

- The applicant has submitted a Neighbourhood Area Structure Plan for the West Neighbourhood with the intent to subdivide and rezone 374 acres of land in the Waverley West area to create a residential neighbourhood.
- 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 West Neighbourhood will be comprised of single and multi-family homes along with parks, pathways and stormwater retention ponds. Using the density targets provided by the applicant, it is anticipated that there will be approximately 2000 dwelling units in this neighbourhood.
- 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.

SITE DESCRIPTION

- The subject site is located between Brady Road and the Waverley West Town Centre (Bridgwater Centre), south of the Waverley West Northwest Neighbourhood (Bridgwater Lakes) in the Waverley West E Neighbourhood of the St. Norbert Ward. Lands south of the planned area represent future phases of Waverley West for which detailed neighbourhood plans have not yet been completed.
- The site is vacant and is approximately **374 acres in area**.
- The site is located in the *Areas of Stability – Recent Communities* Policy Area under the *Complete Communities Direction Strategy*.
- The site is also identified as Neighbourhood Plan Area "E" under the Waverley West Area Structure Plan (By-law 10/2006) and is zoned "A" Agricultural.



Figure 1: Aerial photograph showing approximate area of the subject site and surrounding area (2009)

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.
- The West Neighbourhood will be characterized by a proportion of visitable housing, which was a major determinant of site design.
- The neighbourhood will be accessed from Kenaston Boulevard as well as Bison Drive. Future collector routes connecting south to the adjacent neighbourhood will also be incorporated in later phases.

ANALYSIS AND ISSUES

COMPLETE COMMUNITIES DIRECTION STRATEGY

- Under the *Complete Communities Direction Strategy* the proposed development is within the *Areas of Stability – Recent Communities* policy area. Key relevant policies guiding development within *Areas of Stability* include:
    - Support low to moderate change in low-density neighbourhoods through development and redevelopment that is complimentary to the existing scale, character and built form.
    - Promote the form of buildings and spaces that are sensitive to the community context and address the transition between new and existing developments.
    - Promote a quality public realm with a high level of accessibility to community services and amenities and opportunities for gathering and social interaction.
    - Encourage intensification to occur at centres and along corridors.
    - Focus housing growth to areas that have municipal service capacity to support intensification, in addition to commercial and recreational amenities.
    - Support Complete Communities by ensuring a diverse and high quality housing stock.
    - In order to meet the full life-cycle of housing needs within the community, promote a mix of housing type and tenure, such as duplexes, low rise apartments, secondary suites, semi-detached homes, townhouses.
    - Provide opportunities to increase multi-modal connectivity when redevelopment occurs.
    - Support a mix of commercial services and employment uses that serve the local community.
    - Ensure that existing public open spaces meet the neighbourhood's current and future requirements.

WAVERLEY WEST AREA STRUCTURE PLAN

- The Waverley West Area Structure Plan provides the overall planning guidance for the development of Waverley West. This plan, under Sections 4.2 and 13, identifies that Waverley West is to be comprised of seven neighbourhoods (A, B, C, D, E, F and the Town Centre) and requires that all identified neighbourhoods be subject to Neighbourhood Area Structure Plans prior to intensification or development.

- 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 with over 23 kilometres of sidewalks, pathways and trails.

Residential Development

- The West Neighbourhood Plan provides for the development of a residential neighbourhood at predominantly low densities with limited higher density residential at the northeast corner of the neighbourhood, at Bison Drive and Brady Road, and at the northwest corner, along Kenaston Boulevard and Bison Drive.

- Other complimentary uses are also recognized as appropriate within these areas and might include recreational amenities and institutional uses such as schools and churches.

- It is anticipated that a minimum of 50% of the single-family homes developed in this neighbourhood will be comprised of "visitable homes". Visitable homes allow basic and essential access to both residents and visitors who experience difficulties with steps because of mobility limitations. A home incorporating minimum visitable design features would include:
    - One level, no-step entrances that are a minimum of 36 inches wide and located on an accessible route
    - Wider doorways (minimum 32 inches)
    - A wheelchair accessible bathroom on the main floor.[1]

Parks and Pathways

- The neighbourhood area includes about 76 acres of land under Parks policy.

- A significant portion of the park land will include linear trails that will connect with other trails, the school and parks within the neighbourhood and to adjacent neighbourhoods via the Greenway Corridor, which forms a direct and continuous parkway loop through all the Waverley West Neighbourhoods.

- The mid-block pathway crossing at Bison Drive raises some concerns. It would have been preferred if this mid-block crossing at Bison was moved to a location with a signalized intersection. However, the mid-block crossing was previously established in the Northwest Neighbourhood (SP 1/2010) and now the applicant is following through with a connection that aligns to that pathway location.

- Other park uses such as parks spaces predominantly reserved for sports fields and playgrounds will be located to the west near the former landfill site. A small park area near the eastern extent of the site is also intended for the potential development of a playground.

- Most of the major open park space that can accommodate sports fields is located along the perimeter of the former landfill where a 90 metre zone of control is required. The Public Service notes that it does not prefer this location or the proposed arrangement of the sports fields and is willing to only give partial credit for dedication for these lands.

Secondly, having virtually all of the sports fields in one corner of the community is generally not preferred over having the fields dispersed throughout various quadrants of the community.

- A central "focal point" park and feature have been proposed but details on the "focal point" have not been provided by the applicant. It is questionable as to how used the "focal point" park will become. The focal point is not surrounded by higher density residential development where residents could be more likely to use the park space as it would be immediately nearby. Instead, the park is in close proximity to what will likely become large lot single-family residential that will have a very low density. Additionally, although the park is central to the neighbourhood, it is somewhat cut-off by the retention ponds.
- The 26 acre former landfill site falls under the parks policy in the Plan. Although it would provide a larger green space than would normally be allotted, other land use options appear to be unviable for this former landfill. It will eventually serve as a community-scale passive open space serving the broader Waverley West area.

Streets and Sidewalks

- Per the Land Use Concept Map, the main points for vehicular access to the site are from Kenaston Boulevard (1 roadway connection), Bison Drive (2 roadway connections), and from Waverley West Neighbourhood Plan Area "D" (2 roadway connections).
- There are 2 collectors proposed for the neighbourhood. Both collectors run north/south and connect the subject neighbourhood to the Northwest Neighbourhood and Waverley West Neighbourhood Plan Area "D". The westernmost collector also connects to the Kenaston Extension and the Waverley West Town Centre.
- Primary active transportation routes have been identified along Bison Drive and Kenaston Boulevard.
- Sidewalks are proposed throughout the neighbourhood on one side of each local street and both sides of collectors.

Transit

- The applicant has provided a conceptual routing plan for public transit that is deemed suitable to Winnipeg Transit. The proposed route follows the collector streets with an interim connection between collectors identified, pending the development of the Ladco lands to the south.

School Site

- The applicant has consulted with the Pembina Trails School Division and identified a location for an elementary/middle years school (see associated file SP 1/2012).
- The school reserve will be a minimum of approximately 5 acres in area and will have frontage on a collector road or greater standard. The proposed neighbourhood design also includes a park/pathway connection to the school site.
- The school site identified by Pembina Trails contemplates a combined site with Ladco lands to the south.
- Should Pembina Trails subsequently decline to develop the school site, it may be repurposed for residential use.

[1] City of Winnipeg. (2009). "Building a Visitable Home in Winnipeg." http://www.winnipeg.ca/ppd/UD/visitablehome.pdf

Servicing and Phasing

- A full-range of municipal services (water, sewer, land drainage, and urban standard roadway) will be provided in the development.
- The proposed land drainage system is based upon principles that advocate the use of low impact designs using naturalized wetlands for stormwater retention incorporated into a series of linear greenspaces.
- The West Neighbourhood Plan identifies phasing for development of this neighbourhood proceeding generally from north to south. However, market and other forces will determine the precise timing and details of this phasing.

Density

- About 12.5% of the developable land in the subject neighbourhood is designated for multi-family development. The Waverley West Financial Impact Analysis, which was prepared for the required Plan Winnipeg Amendment in 2004, was modeled off of 4,000 multi-family units and 7,000 single-family homes. The West Neighbourhood is intended to accommodate approximately 900-1000 multi-family residential units and approximately 1000-1200 single-family homes.
- The density target for the entire area is 6-8 units per gross developable area which is based on a total developable land area of approximately 269 acres, excluding all retention ponds and fringe areas, and park space, walkways and pathways.
- It should be noted that 7 dwelling units per net acre is generally accepted as a standard to sustainably service a neighbourhood with on-street transit. Considering the proportion of land designated for multi-family development, the neighbourhood should easily reach this density.

PUBLIC CONSULTATION

- The applicant held a public open house between 4pm – 8pm on Tuesday May 24, 2012 at the Canad Inns Fort Garry (1824 Pembina Highway). The open house was advertised in the Winnipeg Free Press and the Sou'Wester.
- Approximately 40 people attended the open house. Only 5 attendees formally submitted comments.
- Concerns included active transportation connectivity throughout the neighbourhood and bicycle parking availability in the multi-family designated sites; City-servicing along Lee Boulevard; and, real estate values.

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 satisfies a demand that was demonstrated in the Northwest Neighbourhood.
- There is potential of the former landfill to provide a future amenity for the broader Waverley West area.

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

Report Prepared By: Kurtis Kowalke
PPD File # SP 1/2012

Attachment 'A' to the report to the Riel Community Committee for File SP 1/2012, dated August 17, 2012.

THE CITY OF WINNIPEG

BY-LAW NO. 90/2012

A By-law of THE CITY OF WINNIPEG to adopt a secondary plan for the Waverley West West Neighbourhood.

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

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

2 The document entitled "Waverley West West 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 West Neighbourhood.

3 *Winnipeg Zoning By-law No. 200/2006 is amended by adding the following to the list of adopted secondary plans in Schedule "A", section 1, as the next unused subsection:*

Waverley West West Neighbourhood Area Structure Plan

RECEIVED FIRST READING on this day of , 2012.

RECEIVED SECOND READING on this day of , 2012.

RECEIVED THIRD READING on this day of , 2012.

DONE AND PASSED this day of . 2012.

_____
Mayor

_____
City Clerk

Approved as to planning details:

_____
for Director of Planning, Property and Development

Approved as to form:

_____
James Carter
for Director of Legal Services and City Solicitor

Schedule 1: The Waverley West West Neighbourhood Area Structure Plan (Revised)



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