Agenda – Council – April 25, 2019

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 1, 2019

Item No. 6 Proposed Secondary Plan for Waverley West Neighbourhood 'B' – First Reading
(Waverley West Ward)
File SP 3/2018

STANDING COMMITTEE RECOMMENDATION:

On April 16, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the following to Council:

1. That first reading be given to the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019 (the "By-law", a draft of which is attached as Appendix "C").

2. That the Assiniboia Community Committee conduct a public hearing in respect of the By-law and provide its report and recommendations in respect of same to Council.

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

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – April 1, 2019

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On April 16, 2019, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development and submitted the matter to Council

STANDING COMMITTEE RECOMMENDATION:

On April 1, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

Bryan Ward, Qualico Communities, and Jeff Pratte, Landmark Planning & Design, submitted a communication titled 'Proposed First Reading Amendments to SP 3/2018 Waverley West Neighbourhood "B" Secondary Plan.

On February 4, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development laid over the matter to its meeting on April 1, 2019.

ADMINISTRATIVE REPORT

Title: SP 3/2018 – Proposed Secondary Plan for Waverley West Neighbourhood 'B' – First Reading - REVISED

Critical Path: Standing Policy Committee on Property and Development, Heritage and Downtown Development - Executive Policy Committee - Council

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Smith	J. Kiernan	N/A	D. McNeil

EXECUTIVE SUMMARY

Applications for development in Waverley West Neighbourhood 'B' may only be received after an Area Structure Plan has been adopted by Council as a secondary plan by-law.

The purpose of the secondary plan is to determine a future land use pattern and establish policies to ensure the future orderly development of the plan area. Future development of Waverley West Neighbourhood 'B' includes two schools and a recreation centre.

The proposed *Waverley West Neighbourhood 'B' Secondary Plan* is ready for Council consideration as a secondary plan by-law.

RECOMMENDATIONS

1. That Council give first reading to the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019 (the "By-law", a draft of which is attached as Appendix "C").

2. That the Assiniboia Community Committee conduct a public hearing in respect of the By-law and provide its report and recommendations in respect of same to Council.

3. 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

On November 25, 2015, Council passed a motion directing the City's Planning, Property and Development department to initiate a process to develop a Secondary Plan By-law for the Waverley West Neighbourhood 'B'.

The proposed secondary plan for Waverley West Neighbourhood 'B' is ready for Council consideration as a Secondary Plan By-law.

Only Council can enact a by-law. Under subsection 234(3) of *The City of Winnipeg Charter*, a public hearing must be held after a secondary plan by-law is given first reading by Council.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendation is concurred in, the Assiniboia Community Committee will conduct a public hearing in respect of the proposed *Waverley West Neighbourhood 'B' Secondary Plan By-law* (the "Plan").

The Public Service will continue to work with landowners to resolve outstanding issues with the current version of the Plan.

A full analysis of the Plan, along with recommended alterations, will be provided in a subsequent report submitted as part of the agenda for the public hearing.

HISTORY/DISCUSSION

In 2005, the City of Winnipeg's development plan at the time, *Plan Winnipeg*, was amended to re-designate the entire Waverley West area for neighbourhood development.

In July 2006 Council adopted the *Waverley West Area Structure Plan* (By-law No. 10/2006), which established a planning framework for the Waverley West area. The *Waverley West Area Structure Plan* identifies seven (7) neighbourhood planning areas. As per Section 13.1.3 of the *Waverley West Area Structure Plan*, development applications are not be accepted in the absence of an approved Neighbourhood Area Structure Plan for a given neighbourhood planning area.

Neighbourhood Area Structure Plans have been prepared and adopted as Secondary Plan By-laws for six (6) of the seven (7) neighbourhood planning areas identified in the *Waverley West Area Structure Plan*. The neighbourhood planning area identified as *'Neighbourhood 'B'* has long been expected to be the last of the seven areas to develop.

Waverley West Area Structure Plan identifies Neighbourhood Plan Area 'B' as a 'Special Planning Area' requiring specific attention towards the creation of a Neighbourhood Area Structure Plan, noting its fractured land ownership that will require additional consultation and attention to planning details to incorporate a number of existing residences and private land holdings into future development.

On November 25, 2015, Council allocated funding to begin planning the development of a recreation campus co-located with a school site in Waverley West Neighbourhood 'B'. In addition, Council allocated funding for the creation of a Neighbourhood Area Structure Plan for Waverley West Area 'B'.

In March 2017, a competitive bid process concluded with the Public Service selecting a private consulting firm, MMM Group (since renamed 'WSP'), as a planning consultant to assist in the preparation of a Neighbourhood Area Structure Plan for Waverley West Neighbourhood 'B' (the "Plan").

Preparation of the Plan has included a consultation program consisting of seven (7) separate landowner and stakeholder engagement opportunities, and two (2) public open house events (See Appendix 'B' – Engagement Summary Reports).

Plans to construct two schools and a recreation complex in the plan area are underway. Every effort has been made to accommodate these facilities in the proposed *Waverley West Neighbourhood 'B' Secondary Plan*.

Following a public open house held on September 26, 2018, the Pembina Trails School Division entered into a land exchange arrangement with another landowner. This land exchange will allow for schools to be more centrally located within the neighbourhood. As a result of the land exchange, the land use concept shown at the open house event on September 26, 2018 was adjusted to account for the new central location of the school land. Landowners in and around the Planning Area were made aware of the adjustments and were invited to provide comment on a draft version of the Plan in advance of the original report being submitted for the February 4th meeting of the Standing Policy Committee on Property and Development, Heritage and Downtown Development ("SPC"). Issues raised by one or more landowners included the following:

- Mid-block pathway crossings
- Expansion/adjustment of the Medium Density Policy Area
- Increasing the amount and location of commercial uses
- Residential density targets/limits
- Alignment of the internal collector road system
- Design criteria for residential lots less than 40 feet in width
- Maximum height of residential development
- Concept Plan requirements
- Provision of park space
- Cost sharing policies

Alterations made to the Plan in response to these comments were provided as part of the Administrative Report considered by SPC on February 4th, 2019. It was recognized that there remained outstanding issues with the Plan and the Public Service expressed an intention to continue to work with landowners to resolve outstanding issues in advance of the Public Hearing. On February 4th, 2019, SPC held over their consideration of the Plan until the April 1st SPC meeting giving the Public Service and the planning consultant additional time to address outstanding issues mentioned above.

The Public Service and the planning consultant continued to work through outstanding issues raised by landowners until the submission of this report. Alterations made to the Plan can be found in Appendix 'D' of this report and include:

- Cost Sharing Policies added to provide clarity to landowners about potential financial obligations related to development in the plan area.
- Clarification of sidewalk requirements throughout the plan area.
- Lower Density Policy Area
    - Multi-family dwellings along collector roads in the northern portion of the Lower Density Policy Area are no longer limited to 6 units per building.
    - Height of multi-family dwellings along collector roads limited by the requirement for all units to have separate ground-level entry.
    - Clarification added for 'live-work' style dwellings on collector roads in the northern portion of the plan area.

- Medium Density Policy Area
    - Criteria for multi-family dwellings altered to include requirement for ground level units to have street facing entrance when abutting a street.
    - Clarification of potential measures to be used to mitigate conflict between multi-family dwellings adjacent to single-family dwellings.
- Community Node Policy Area
    - Policy Area expanded to allow for:
        - Limited neighbourhood commercial uses adjacent to the east side of the school site along (future) Bison Drive.
        - Limited commercial uses (gas station, coffee shop) at Lee Boulevard and Waverley Street.

The Plan, as submitted, was prepared by the planning consultant (WSP) with significant input from the Public Service. While a majority of the issues raised by landowners have been addressed without altering the intent of the Plan, it is understood that outstanding issues with the Plan may continue to be held and/or raised by some landowners.

Recommended alterations resulting from continued discussion with landowners will be included as recommendations in the Public Service Report for the Public Hearing.

FINANCIAL IMPACT

Financial Impact Statement Date: March 22, 2019

Project Name:

SP 3/2018 – Proposed Secondary Plan for Waverley West Neighbourhood 'B' – First Reading

COMMENTS:

There are no financial implicatons associated with this report.

"Original Signed By"
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services (as to legal issues)

OURWINNIPEG POLICY ALIGNMENT

OURWINNIPEG (BL 67/2010)

- The 'Urban Structure' map (figure 01a) of *OurWinnipeg* designates the entire Waverley West area as 'Recent Community'.

Section 01-1a (OurWinnipeg's Approach to City Building)

- ***Areas of Stability*** *can be identified within the urban structure framework including: Mature Communities (of which Reinvestment Areas are a subset),* ***Recent Communities*** *(of which* ***Emerging Communities*** *are a subset)* (p 28).

  Direction 3:

  - *Promote compact urban form and manage the extension of municipal services for new growth* (p 30).

  Enabling Strategies include:

  - *Define 'full range of municipal services' as piped water, piped wastewater, piped land drainage, and an urban standard roadway.*
  - *Enable the intensification of land-uses through the development application process only when a full range of municipal services is provided.*
  - *Promote the extension of municipal services such as piped water, piped waste water, piped drainage and urban standard roadway, only in an environmentally sound, economically and timely manner.*
  - *Support new developments that are contiguous with existing developments to minimize the spatial use of land and the extension of services.*

Section 01-1c (Key Directions for Specific Areas of the City): Areas of Stability (p 39)

- ***Areas of Stability*** *are primarily understood as the residential areas where the majority of Winnipeggers currently live.*
- *When new development occurs in an Area of Stability, it should be contextually suitable and enhance and celebrate what makes the area unique.*

  Key Direction:

  - *Enhance the quality, diversity, completeness and sustainability of stable neighbourhoods and expand housing options for Winnipeg's changing population.*

  Select Additional Directions:

  - *Support the completion of* ***Areas of Stability****.*
  - *Support opportunities to enhance complete community objectives in* ***Emerging Communities.***
    (See: *Complete Communities,* 04 - Areas of Stability)

COMPLETE COMMUNITIES DIRECTION STRATEGY (BL 68/2010)

- Figure 04a identifies Emerging Communities as communities that are growing, and indicates that direction for their development will be provided through a Local Area Plan adopted by Council as a Secondary Plan By-law. This direction is provided by the *Waverley West Area Structure Plan* (BL 10/2006).

Section 04 Areas of Stability (p 78)

- *When new development occurs in **Areas of Stability**, it should be contextually suitable and enhance and celebrate what makes them unique. To that point, intensification should be accommodated within existing communities in a sensitive manner which recognizes the existing form and character of its location*.

Section 04-2a Emerging Communities (p 86)

- ***Emerging Communities** – a subset of Recent Communities – are primarily residential areas that have been very recently planned and are still under development.*
- *Typically, they are characterized as relatively low-density residential neighbourhoods containing single-family housing, smaller pockets of multi-family and locally oriented retail.*
- *The road network is curvilinear, including major collectors that circulate through a community with local cul-de-sacs and bays feeding off of them.*
- *Some deviations from this pattern, where, for example, back lanes are provided, occur in some areas, such as Bridgewater Forest (Waverley West).*

Direction 1:

- *Within Recent Communities, intense and diverse development will be encouraged in centres and corridors* (p 89).
- *Improve the sustainability of recent residential neighbourhoods by promoting better walking, cycling and transit access to retail, employment and community facilities.*

Direction 2:

- *Support opportunities to enhance complete community objectives in emerging communities* (p 89).

WAVERLEY WEST AREA STRUCTURE PLAN (BL 10/2006)

- The *Waverley West Area Structure Plan*, provides policy direction for the development of the seven (7) Waverley West neighbourhoods, was adopted by Council as a Secondary Plan By-law in 2006 prior to the adoption of *OurWinnipeg* (adopted in 2010).

Policy 13.1.3 *Until the approval of the Neighbourhood Area Structure Plan, any development application within such area shall be considered premature and will not be accepted.*

Section 5.0 Residential Uses

Policy 5.1.1 *With the possible exception of the Town Centre and other commercial areas, residential use shall be the predominant use of land within the Plan Area.*

Policy 5.1.3 *Higher density, multiple-family housing should be encouraged to locate along collector or higher roadways and community or neighbourhood focal points, to be defined through the NASP process.*

Policy 5.1.5 *The density of residential development shall be addressed through the NASP process in a manner consistent with Plan Winnipeg (OurWinnipeg/Complete Communities Direction Strategy).*

Section 6.3 Neighbourhood Commercial Areas

Policy 6.3 *Local Commercial uses may be permitted within the neighbourhood commercial areas at neighbourhood focal points. The location of any neighbourhood commercial areas shall be addressed in the applicable NASP and the development application process.*

Section 7.2 Schools and Education

Policy 7.2.3. *The Waverley West Plan Area may accommodate two high school sites. The size and location of these potential High School sites shall be further defined through consultation with the school division in the Neighbourhood Area Structure Plan and development application processes. One site may be provided in the northern part of Waverley West "B" and the second site may be provided in the southern part of Waverley West in Neighbourhood "D". The location for high school sites should take into consideration a central location to the catchment area adjacent to an arterial level street, proximity to other higher density development, and accommodation of 1,000-1,500 students.*

Section 7.3 Community Leisure and Recreation

Policy 7.3.2 *Development within Waverley West should accommodate the possible future construction of a major community leisure/recreation centre to service the Waverley West plan area as well as adjacent residential neighbourhoods. The siting of a major community leisure/recreation centre should take into consideration a centralized location within Waverley West to serve the community needs.*

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning
Prepared by: James Platt, MCIP, RPP
Date: March 22, 2019
File No:

Attachments:
Appendix "A" – Waverley West Neighbourhood 'B' Secondary Plan
Appendix "B" – Engagement Summary Reports
Appendix "C" – By-law No. 1/2019
Appendix "D" – Alterations Made