Agenda – Council – June 20, 2019

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – May 27, 2019

Item No. 13 Secondary Plan – Waverley West Neighbourhood 'B'
File SP 3/2018

STANDING COMMITTEE RECOMMENDATION:

On June 11, 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 the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019 (the "By-law") be amended in accordance with Appendix 'B' of this report, and with the following additional amendments:

   A. In Policy 6.3 Internal Transportation Network Policies, add the following:

      "6.3 (6) The transportation network shall be designed to ensure the mobility and safety needs of all users, including pedestrians, cyclists and motorists.

      6.3 (7): The transportation network shall include on and off-street facilities, including sidewalks and pathways; and use geometric design, traffic control, and other transportation elements that influence speed and access management, and be consistent with the adjacent land use and nature of the road type.

      6.3 (8) The internal transportation network design shall conform to accepted engineering practices and guidelines. A qualified professional such as Road Safety Professional, Professional Traffic Operations Engineer or a Professional Engineer with demonstrated experience in transportation safety and/or traffic operations shall participate in the design of the Plan Area."

   B. In Recommendation 4 of Appendix 'B':

      i. Delete the words "Notwithstanding other policies of this section" from Policy 3.1.2 (8)

      ii. Delete Policy 3.1.2 (9) in its entirety and replace with the following:

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – May 27, 2019

STANDING COMMITTEE RECOMMENDATION (continued):

"Notwithstanding policy 8(c) of this section, multi-family dwellings on collector roads in sub-areas 1 and 2 as shown in Appendix B, may exceed six dwelling units per building"

iii. Delete Policy 3.1.2 (10) in its entirety and replace with the following:

"Notwithstanding policy 8(a) of this section, multi-family dwellings may be considered on local roads provided they are interspersed and integrated in a manner which preserves the intent of the Lower Density Residential designation. Such development may be considered without taking exclusive access from a back lane provided that a solution can be provided which addresses the following design considerations to the satisfaction of the Director of Public Works:

a. the availability of front yard areas of landscaping and tree growth;

b. adequate snow storage areas;

c. on-street parking capacity; and

d. street lighting;"

C. In Recommendation 6 of Appendix 'B':

i. In Policy 3.3.2 (6), replace the words "a full range of municipal services" with "municipal sewer and water services"

D. In Recommendation 7 of Appendix 'B':

i. In Policy 3.3.2 (10), replace the words "a full range of municipal services" with "municipal sewer and water services"

E. In Recommendation 12 of Appendix 'B', add the following to Policy 5.3 (9):

"d. design and elements of the transportation network."

2. That Council give second and third reading to By-law No. 1/2019, as amended;

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 – May 27, 2019

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 11, 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 May 27, 2019, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On May 14, 2019, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendments:

- Add the following after "Appendix 'B' of this report":

  ", and with the following additional amendments:

  A. In Policy 6.3 Internal Transportation Network Policies, add the following:

     "6.3 (6) The transportation network shall be designed to ensure the mobility and safety needs of all users, including pedestrians, cyclists and motorists.

     6.3 (7): The transportation network shall include on and off-street facilities, including sidewalks and pathways; and use geometric design, traffic control, and other transportation elements that influence speed and access management, and be consistent with the adjacent land use and nature of the road type.

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – May 27, 2019

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

6.3 (8) The internal transportation network design shall conform to accepted engineering practices and guidelines. A qualified professional such as Road Safety Professional, Professional Traffic Operations Engineer or a Professional Engineer with demonstrated experience in transportation safety and/or traffic operations shall participate in the design of the Plan Area."

B. In Recommendation 4 of Appendix 'B':

i. Delete the words "Notwithstanding other policies of this section" from Policy 3.1.2 (8)

ii. Delete Policy 3.1.2 (9) in its entirety and replace with the following:

"Notwithstanding policy 8(c) of this section, multi-family dwellings on collector roads in sub-areas 1 and 2 as shown in Appendix B, may exceed six dwelling units per building"

iii. Delete Policy 3.1.2 (10) in its entirety and replace with the following:

"Notwithstanding policy 8(a) of this section, multi-family dwellings may be considered on local roads provided they are interspersed and integrated in a manner which preserves the intent of the Lower Density Residential designation. Such development may be considered without taking exclusive access from a back lane provided that a solution can be provided which addresses the following design considerations to the satisfaction of the Director of Public Works:

a. the availability of front yard areas of landscaping and tree growth;

b. adequate snow storage areas;

c. on-street parking capacity; and

d. street lighting;"

C. In Recommendation 6 of Appendix 'B':

Report – Standing Policy Committee on Property and Development, Heritage and Downtown Development – May 27, 2019

DECISION MAKING HISTORY (continued):

COMMUNITY COMMITTEE RECOMMENDATION (continued):

i. In Policy 3.3.2 (6), replace the words "a full range of municipal services" with "municipal sewer and water services"

D. In Recommendation 7 of Appendix 'B':

i. In Policy 3.3.2 (10), replace the words "a full range of municipal services" with "municipal sewer and water services"

E. In Recommendation 12 of Appendix 'B', add the following to Policy 5.3 (9):

"d. design and elements of the transportation network."

and forwarded to the Standing Policy Committee on Property and Development, Heritage and Downtown Development.

PUBLIC HEARING SUMMARY

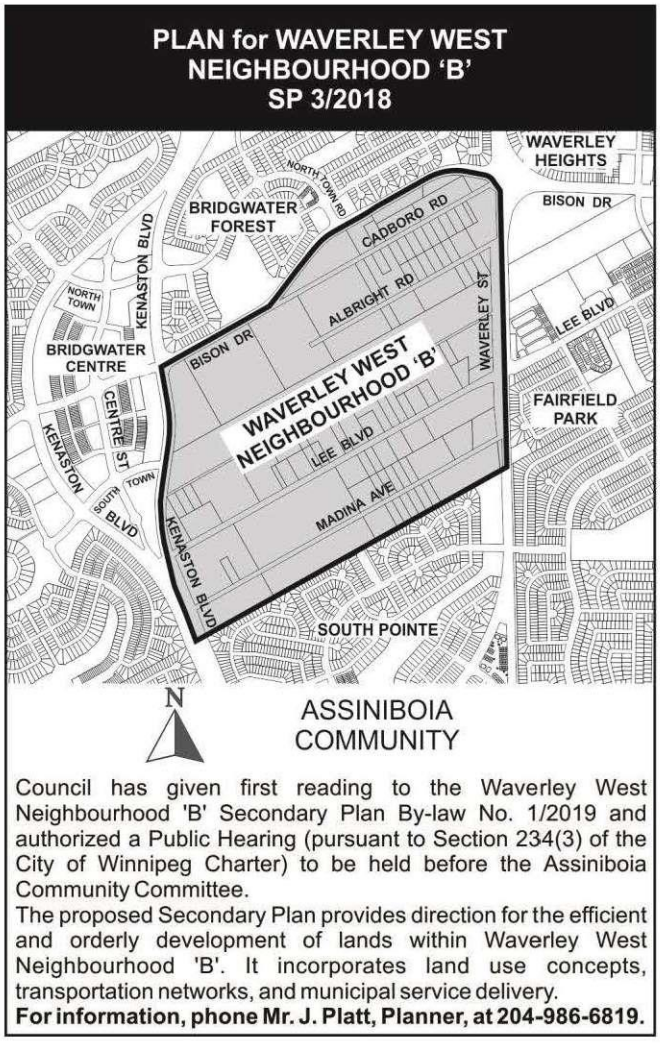
File: SP 3/2018

Before: Assiniboia Community Committee
Councillor Lukes, Chairperson
Councillor Klein

Public Hearing: May 14, 2019
Council Building, 510 Main Street

Applicant: The City of Winnipeg (Brett Shenback)

Subject:



Council has given first reading to the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019 and authorized a Public Hearing (pursuant to Section 234(3) of the City of Winnipeg Charter) to be held before the Assiniboia Community Committee.

The proposed Secondary Plan provides direction for the efficient and orderly development of lands within Waverley West Neighbourhood 'B'. It incorporates land use concepts, transportation networks, and municipal service delivery.

For information, phone Mr. J. Platt, Planner, at 204-986-6819.

Premises Affected: Area bound by: Bison Drive (North), Waverley Street (East), Madina Avenue (Southern Limit), Kenaston Boulevard (West)

For submission to: The Standing Policy Committee on Property and Development, Heritage and Downtown Development

Prepared by: L. Cowan, Senior Committee Clerk
Assiniboia Community Committee

Report date: May 17, 2019

Community Committee Recommendation:

1. That the Waverley West Neighbourhood 'B' Secondary Plan By-law No. 1/2019 (the "By-law") be amended in accordance with Appendix 'B' of this report, ***and with the following additional amendments:***

    A. In Policy 6.3 Internal Transportation Network Policies, add the following:

        "6.3 (6) The transportation network shall be designed to ensure the mobility and safety needs of all users, including pedestrians, cyclists and motorists.

        6.3 (7): The transportation network shall include on and off-street facilities, including sidewalks and pathways; and use geometric design, traffic control, and other transportation elements that influence speed and access management, and be consistent with the adjacent land use and nature of the road type.

        6.3 (8) The internal transportation network design shall conform to accepted engineering practices and guidelines. A qualified professional such as Road Safety Professional, Professional Traffic Operations Engineer or a Professional Engineer with demonstrated experience in transportation safety and/or traffic operations shall participate in the design of the Plan Area."

    B. In Recommendation 4 of Appendix 'B':

        i. Delete the words "Notwithstanding other policies of this section" from Policy 3.1.2 (8)

        ii. Delete Policy 3.1.2 (9) in its entirety and replace with the following:

        "Notwithstanding policy 8(c) of this section, multi-family dwellings on collector roads in sub-areas 1 and 2 as shown in Appendix B, may exceed six dwelling units per building"

        iii. Delete Policy 3.1.2 (10) in its entirety and replace with the following: "Notwithstanding policy 8(a) of this section, multi-family dwellings may be considered on local roads provided they are interspersed and

integrated in a manner which preserves the intent of the Lower Density Residential designation. Such development may be considered without taking exclusive access from a back lane provided that a solution can be provided which addresses the following design considerations to the satisfaction of the Director of Public Works:

a. the availability of front yard areas of landscaping and tree growth;

b. adequate snow storage areas;

c. on-street parking capacity; and

d. street lighting;"

C. In Recommendation 6 of Appendix 'B':

i. In Policy 3.3.2 (6), replace the words "a full range of municipal services" with "municipal sewer and water services"

D. In Recommendation 7 of Appendix 'B':

i. In Policy 3.3.2 (10), replace the words "a full range of municipal services" with "municipal sewer and water services"

E. In Recommendation 12 of Appendix 'B', add the following to Policy 5.3 (9):

"d. design and elements of the transportation network."

2. That Council give second and third reading to By-law No. 1/2019, as amended;

3. 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 Assiniboia Community Committee provided the following supporting reasons for its recommendation:

1. I think that this plan has come together through the very inclusive and collaborative work on behalf of the City, and the land owners, and consultants.

2. We seem to all be in agreement with our amendments.

3. I look forward to this community starting to become developed.

Exhibits Filed:

1. Application dated January 4, 2019
2. Notification of Public Hearing dated April 24, 2019
3. Council Decision of April 25, 2019; contains report from the Director of Planning, Property and Development dated March 22, 2019
4. First Reading of By-law No. 1/2019 by Council on April 25, 2019
5. Waverley West Neighbourhood "B" Secondary Plan dated November 2018 (prepared by The City of Winnipeg)
6. Plan
7. Report from the Urban Planning Division dated May 8, 2019
8. Inspection Report
9. Recording of Representations
10. Presentation in support of the application submitted by Jeff Pratte at the public hearing

REPRESENTATIONS:

In Support:

Meagan Boles
Wanda Daza
Trevor Grafton
Jean A. Paterson
Jeff Pratte
Brent Shenback
Robert Shiu
Donovan Towes
Bryan Ward

In Opposition:

Nil

For Information:

Mike Armstrong
Terry Christianson
Val Christianson
Vishal Patel
Wai Kit Poon
Gloria Saganski

For the City:

J. Platt, Senior Planner, Planning, Property and Development Department
D. Clark, Urban Planner, Planning, Property and Development Department
D. Beaton, Landscape Architect, Planning, Property and Development Department

Exhibit "7" referred to in File SP 3/2018

ADMINISTRATIVE REPORT

Title: SP 3/2018 – Proposed Secondary Plan for Waverley West Neighbourhood 'B' – Public Hearing (By-law No. 1/2019)

Item: For consideration at the Public Hearing for a Secondary Plan By-law for the area known as Waverley West Neighbourhood 'B'.

Critical Path: Assiniboia Community Committee → Standing Policy Committee on Property and Development, Heritage and Downtown Development → Executive Policy Committee→ Council (as per *The Development Procedures By-law* and *The City of Winnipeg Charter*)

AUTHORIZATION

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

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 the Waverley West Neighbourhood 'B' Secondary Plan By-law no. 1/2019 (the "By-law") be amended in accordance with Appendix 'B' of this report.
2. That Council give second and third reading to the By-law, as amended
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 April 25, 2019, Council gave first reading to the Waverley West Neighbourhood 'B' Secondary Plan By-law no. 1/2019 and directed the Assiniboia Community Committee to conduct a public hearing and provide its recommendations to Council.

Only Council can enact a by-law. A public hearing with respect to the secondary plan by-law is required to be held between first and second reading.

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Waverley West Neighbourhood 'B' Secondary Plan By-law will be given second and third reading in accordance with the amendments provided in Appendix 'B' of this report.

The reasons for the recommended alterations to the Plan are provided in the Administrative Report attached to this report as Appendix 'A'.

Subdivision and/or rezoning applications pertaining to the land within the boundaries of Waverley West Neighbourhood 'B' cannot be considered until the Plan has been adopted by Council.

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 to be accepted in the absence of an approved Neighbourhood Area Structure Plan for a given neighbourhood planning area.

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 'D' – 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, 2019** 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, 2019** 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 **April 1, 2019** SPC meeting. On **April 1, 2019**, SPC concurred with the recommendations of the Public Service and recommended that Council give first reading to the Plan with the following alterations:

- 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 Pubic Service and the planning consultant continued to work on issues raised by delegations at the **April 1, 2019**, SPC meeting. These issues are addressed in the 'Planning Discussion', included as **Appendix 'A'** of this report. Recommended alterations resulting from continued discussion with landowners are included in **Appendix 'B'** of this report.

CONSULTATION

This Report has been prepared in consultation with:

- Public Works
- Water and Waste
- Planning, Property & Development
- 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'.*

<u>Section 01-1a (OurWinnipeg's Approach to City Building)</u>

- ***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

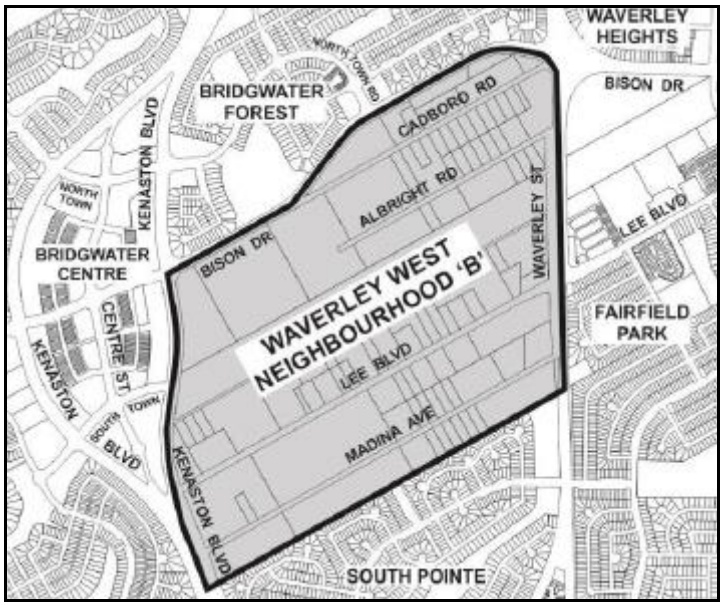
Department: Planning, Property and Development
Division: Urban Planning
Prepared by: James Platt, MCIP, RPP
Date: May 8, 2019
File No: SP 3/2018

Attachments:
Appendix "A" – Planning Discussion
Appendix "B" - Recommended Alterations
Appendix "C" – Waverley West Neighbourhood 'B' Secondary Plan
Appendix "D" – Engagement Summary Reports

APPENDIX "A" – Planning Discussion

DATE: May 7, 2019
FILE NUMBER: SP 3/2018 (By-law 1/2019)
COMMUNITY: Waverley West 'B' (Waverley West Ward)
NEIGHBOURHOOD #: 5.681
SUBJECT: Proposed Waverley West Neighbourhood 'B' Secondary Plan

LOCATION: Neighbourhood 'B' as identified by the *Waverley West Area Structure Plan* (BL 1-2006). Bounded by Waverley Street to the east; Kenaston Boulevard (Northbound) to the west; and the neighbourhoods of Bridgwater Forest to the north and South Pointe to the south.



APPLICANT: City of Winnipeg, Planning, Property & Development

Summary

- Council adoption of the *Waverley West Neighbourhood 'B' Secondary Plan* (By-law No. 1/2019) fulfills the requirements of the *Waverley West Area Structure Plan* (By-law No.10/2006) by adopting a Neighbourhood Area Structure Plan which guides the development of Neighbourhood 'B'.
- The purpose of the Plan is to provide land use policies that ensure development within the Plan Area occurs in a logical, integrated, and fair manner, consistent with the policies of the *Waverley West ASP*. The Plan represents the culmination of a planning process involving landowners of Waverley West Neighbourhood Area 'B'.
- 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 Admin Report Appendix 'D' – Engagement Summary Reports).
- The Urban Planning Division recommends that By-law No.1/2019, the *Waverley West Neighbourhood 'B' Secondary Plan*, be forwarded to Council for second and third reading with alterations as described in this report, and as documented as an itemized list in Appendix 'B' of the Administrative Report.
- The Public Service recommends that alterations be made to the Plan based on consideration of the issues raised at SPC (PPHDD) on April 1, 2019.

Regulatory Framework

Waverley West Area Structure Plan By-law 10/2006

In 2005, the City of Winnipeg's development plan, referred to as *Plan Winnipeg* at the time, was amended to re-designate ~3,000 acres of agricultural land in south west Winnipeg for residential neighbourhood development. In 2006, the *Waverley West Area Structure Plan* (By-law No. 10/2006) ('*Waverley West ASP*') was adopted to provide a policy framework to ensure development of the area proceeds in an orderly manner.

The *Waverley West ASP* divides Waverley West into seven 'Neighbourhood Plan Areas', the boundaries of which generally reflect the logical extension of connecting roadways (See Figure 1 - Waverley West Neighbourhood Plan Areas).

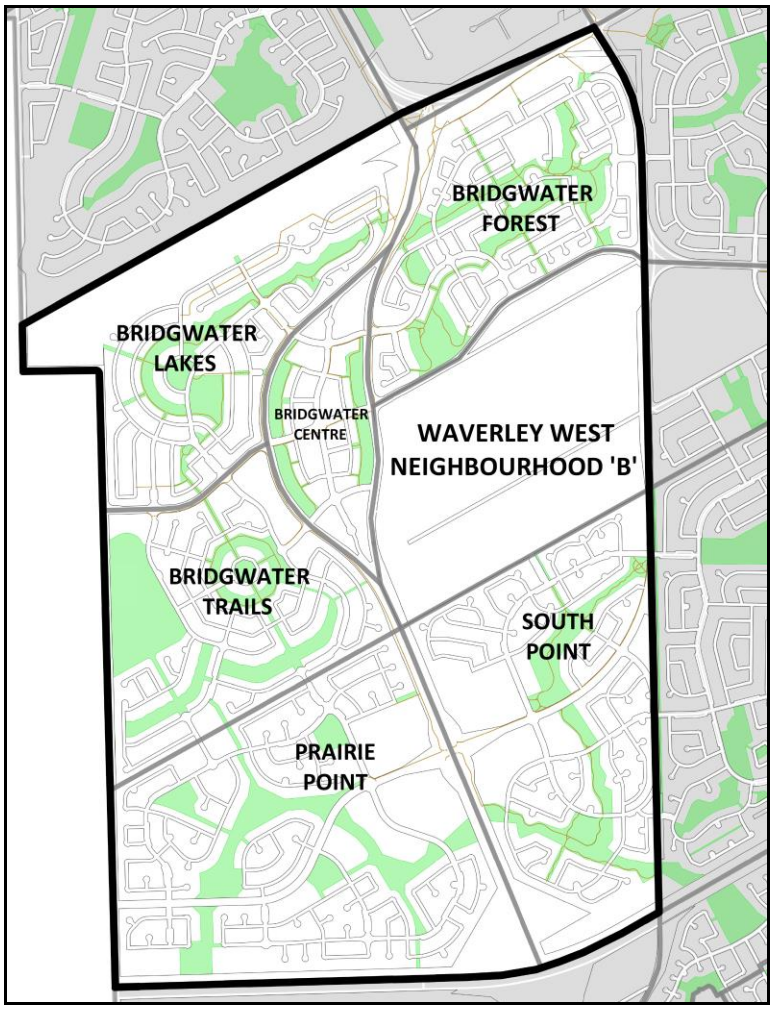


Figure 1 –Waverley West Neighbourhood Plan Areas

As per Section 13.1.3 of the *Waverley West ASP*, development applications cannot be accepted in a given Neighbourhood Plan Area until an Area Structure Plan has been adopted by Council as a Secondary Plan By-law for that area.

Area Structure Plans for each of the seven Neighbourhood Plan Areas are required to comply with the policies of the *Waverley West ASP*. In addition, reasonable efforts should be provided in each Area Structure Plan to ensure that connections to adjacent areas exist. The creation of each Area Structure Plan is done in consultation with the general public and area resident's interests to ensure the coordination of local and regional services and the compatibility of land uses and other objectives.

The function and general characteristics of each Neighbourhood Plan Area are described in the *Waverley West ASP*, with the Town Centre Neighbourhood Plan Area being uniquely identified for development consistent with a commercial main street environment.

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

City of Winnipeg Charter Act

The City of Winnipeg Charter Act (the '*Charter*'), section 234 provides The City of Winnipeg (the '*City*') with the authority to adopt secondary plan by-laws "to provide such objectives or actions as council considers necessary or advisable to address, in neighbourhood, district or area of the city, any matter within a sphere of authority of the city".

The *Waverley West ASP* is a secondary plan by-law adopted by Council pursuant to the *Charter*. The proposed *Waverley West Neighbourhood 'B' Secondary Plan* will also be a secondary plan by-law once adopted by Council.

Under section 275 of *the Charter*, applications to rezone and/or subdivide properties must be refused without a hearing unless they conform to the policies of any secondary plans pertaining to the subject land. Therefore, all development in Waverley West must conform with the policies of the *Waverley West ASP*. In addition, development applications pertaining to land in the Neighbourhood 'B' area, will be required to conform with the policies of *the Waverley West Neighbourhood 'B' Secondary Plan By-law* once adopted by Council.

Plan Area Context

Plan Area

Waverley West Neighbourhood 'B' is approximately 435 acres in size and is one (1) of seven (7) neighbourhoods which comprise the larger area known as 'Waverley West' (See Figure 1 – Neighbourhoods of Waverley West).

The Plan Area is bound on the north by the Bridgwater Forest Neighbourhood (and by what will be the extension of Bison Drive west of Waverley Street to Bridgwater Centre), on the east by Waverley Street, on the south by the South Pointe Neighbourhood and on the west by Kenaston Boulevard (see Figure 2 – Waverley West Neighbourhood 'B' Planning Area). Surrounding neighbourhoods include Bridgwater Forest to the north, Bridgwater Town Centre to the west, the South Pointe neighbourhood to the south, and Fairfield Park to the east.

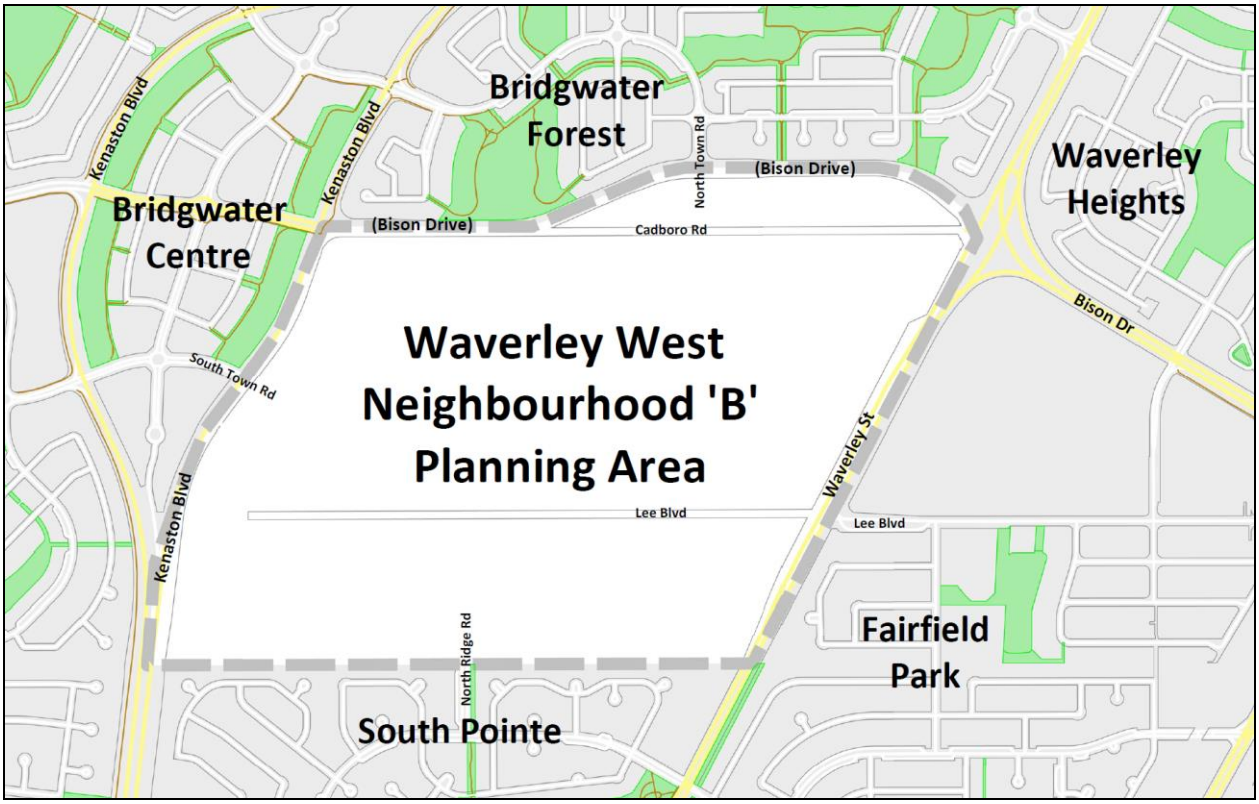


Figure 2: Waverley West Neighbourhood 'B' Planning Area

Site Description

Roads

The Plan Area is bound to the west by Kenaston Boulevard (Northbound) and to the east by Waverley Street (See Figure 3 – Roads (Context)). In the future, Bison Drive will be improved along the existing ROW at the northern boundary of the Plan Area.

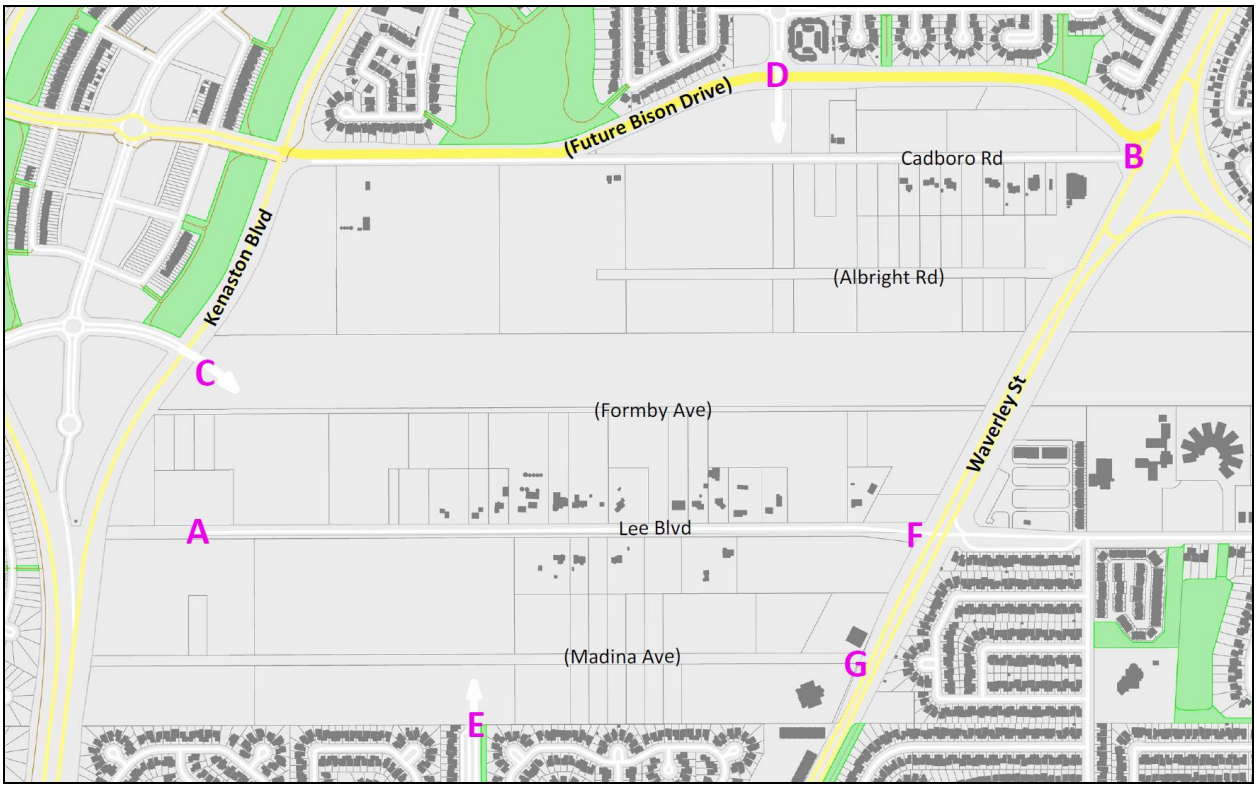


Figure 3 – Roads (Context)

Cadboro Road and Lee Boulevard are the only improved roads (chip seal surfaced) providing access to existing properties in the Plan Area. Both currently connect with Waverley Street at intersections identified as 'B' and 'F' (respectively) on Figure 4. Cadboro Road is closed just before reaching Kenaston Boulevard and Lee Boulevard only extends as far east as location 'A'. The Cadboro Road access at intersection 'B' is expected to be closed once access internal to the Plan Area has been established.

The Plan Area contains three unimproved local roads; Albright Road, Formby Avenue and Madina Avenue. The intersection at Madina Avenue and Waverley Street is improved as an access to two properties along Waverley Street (location 'G').

Road stubs providing logical collector road connections to/from adjacent neighbourhoods exist at locations 'D', 'C' and 'E'.

Existing Uses

A majority of the Plan Area is open space and/or agricultural. None of the properties in the Plan Area are serviced with a full range of municipal services (ie piped sewer, water and land drainage, with a paved road).

As can be seen on Figure 3, a number of permanent structures can be found in the Plan Area. Sixteen properties along Lee Boulevard contain houses; five of which have accessory structures indicative of existing and/or past agricultural and automotive businesses.

Seven properties along Cadboro Boulevard contain houses and two contain a place of worship.

A soil sales business and a place of worship are located near the intersection of Madina Avenue and Waverley Street.

Ownership

Land ownership in the Plan Area is much more fractured than is typical of most other undeveloped precinct areas identified for neighbourhood development. There are 83 properties in the study area, all currently zoned "A" Agricultural district. Of these, 67 lots are smaller than 5 acres in area, eight are between 5-10 acres, and another eight are between 10 and 55 acres. A number of lots are owned by religious groups, however only three contain an existing permanent structure identified as a place of worship (see Figure 4 – Land Ownership Groups).

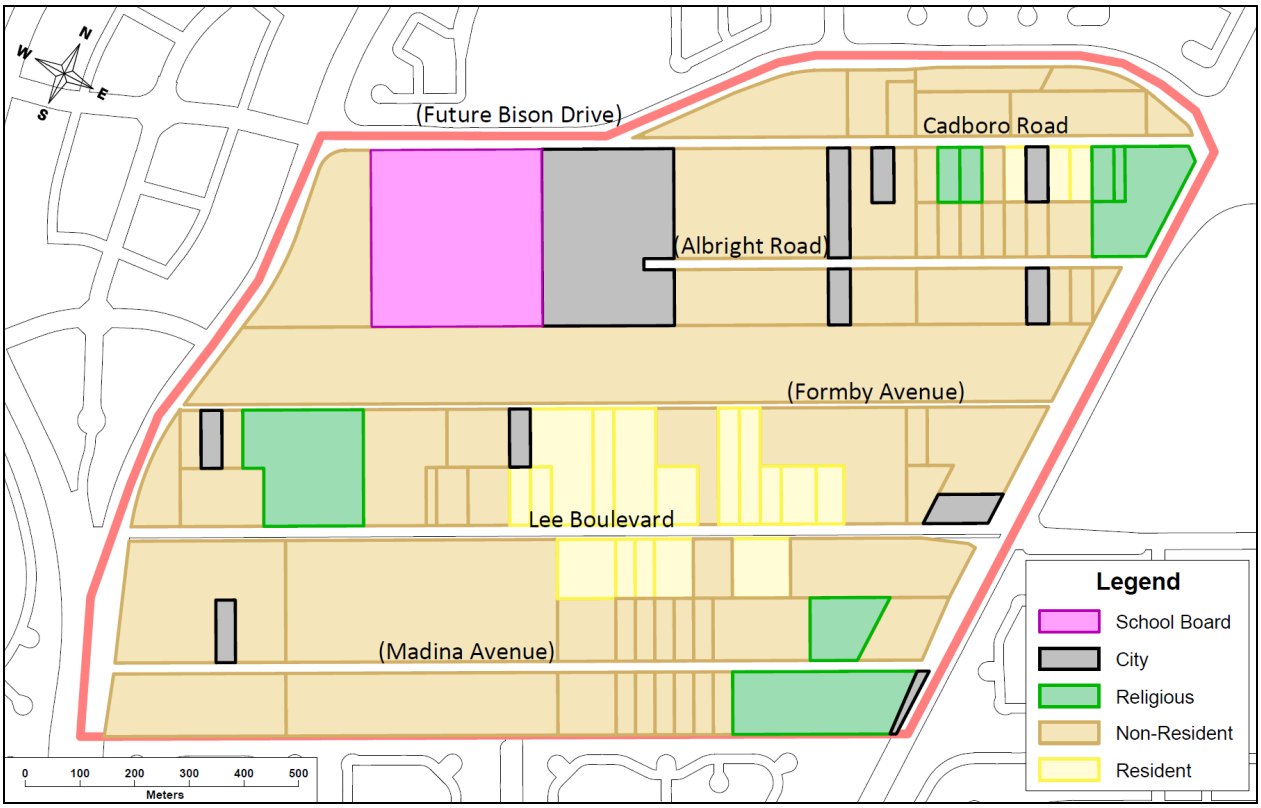


Figure 4 – Land Ownership Groups

The City of Winnipeg owns a 19 acre parcel of agricultural in the north west portion of the Plan Area which is expected contain a future recreation facility. In addition, the City also owns a number of one and two acre parcels throughout the Plan Area.

It should be noted that the Pembina Trails School Division (PTSD) currently owns an undeveloped ~25 acre agricultural lot in the north west portion of the Plan Area. In late 2018, the PTSD agreed to a land exchange with another landowner. The land exchange results in the school site being relocated east of the 19 acres owned by the City (See Figure 5 – School Land Relocation).

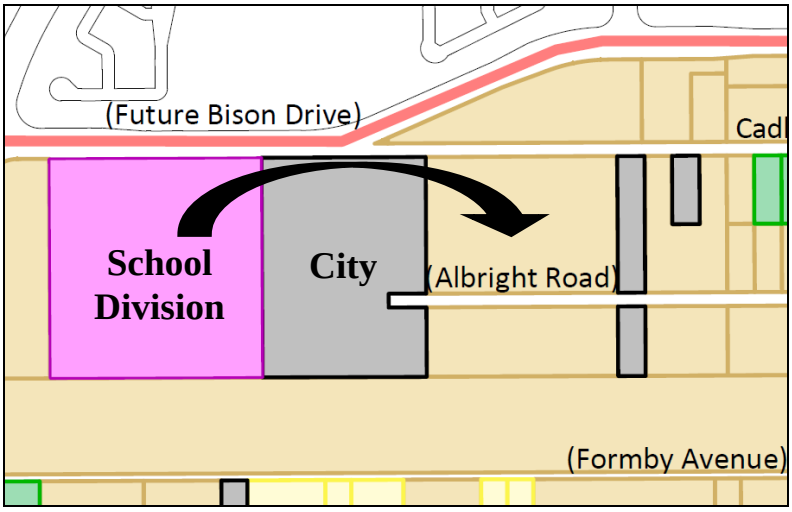


Figure 5 – School Land Relocation

Public Consultation

Section 13.2.4 of the *Waverley West ASP* requires that the process for preparing Neighbourhood Area Structure Plans shall include ongoing consultation and discussions with relevant City of Winnipeg departments as well as a public consultation process to gain feedback on draft plans from local residents and businesses, including specific discussions with local stakeholder groups.

Section 4.1 of the *Waverley West ASP* 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.

Development of the Plan included a robust public engagement program which provided opportunities for public feedback in a myriad of different ways, and included meetings with technical experts, landowner information sessions and workshops, and public open houses. Opportunities for landowners to provide comment on draft versions on the Plan were also provided.

A list of landowner/public engagement events can be found in the table below:

Task	**Date**
Letter of Introduction to Landowners	November 6, 2017
Landowner Information Session	December 6, 2017
Landowner Workshop 1	January 11, 2018
Stakeholder Workshop 1	January 16, 2018
Homeowner Discussion	February 6, 2018
Open House #1	April 5, 2018
Stakeholder and Landowner Workshop 2	April 25, 2018
Landowner Info Session	September 6, 2018
Open House #2	September 26, 2018
Communication Update	December 3, 2018

Notification of the various events was provided through mail-outs and newspaper advertisements. In addition, information about the project, including progress and engagement opportunities, was available on the project website.

Feedback received from the workshops and public open house was used to develop a draft secondary plan, which included policies and a refined land use concept.

Documentation of the public engagement events can be found in Appendix 'D' (Engagement Summary Reports) of the Administrative Report.

Discussion

The following discussion outlines features of the Plan along with an analysis of pertinent issues raised. Recommended alterations to address issues raised are described in the discussion and presented as an itemized list in Appendix B of the Administrative Report.

GENERAL

- The intention is for the Plan Area to transition to an urban residential neighbourhood with a full range of municipal services (ie. piped water, sewer and land drainage, and paved streets). All new development is required to be serviced.
- The Plan provides for development which is appropriate to the context of the surrounding Waverley West neighbourhoods.

LAND USE CONCEPT

Proposed Land Use Concept includes the following:

- Community Node area which identifies the location of a recreational campus and two school sites;
- Low and Medium Density Residential areas which provide for a diversity of residential building types to appeal to new residents with a range of incomes and life-styles;
- Lee Boulevard Estate area which protects the character of the existing large lot residential uses as the area transitions to an urban neighbourhood with a full range of municipal services; and
- A pathway network which integrates with the existing pathway network of the surrounding neighbourhoods, and provides access throughout the Plan Area.

LOWER DENSITY RESIDENTIAL AREA

- Primarily single-family dwellings, with opportunities for two-family dwellings and multi-family dwellings where appropriate.
- Multi-family dwellings, with back lane vehicular access, are encouraged along the internal collector roads.
- Live-work style residential units are permitted along collector roads in the northern half of the Plan Area.
- Each unit of a multi-family dwellings (ie *buildings containing three or more dwelling units*) is required to have its own separate ground level entry oriented to the street. Earlier versions of the Plan included a two storey limit. Landowners suggested that limiting development to two storeys would preclude the development of housing forms popular elsewhere in Canada. The height limit was replaced with design criteria requiring a separate ground level street-oriented entry for each unit.
- In accordance with feedback obtained from the Public Consultation process, only single family dwellings are permitted along the southern edge of the Plan Area adjacent to the South Pointe Neighbourhood.

Criteria for Smaller Residential Lots

- Efforts have been made to accommodate the trend toward smaller residential lots while preserving the pedestrian character of the neighbourhood. Earlier versions of the Plan included policies which would require single-family lots less than 40 feet of frontage, and

two-family lots less than 50 feet of frontage, to have back lane access unless a prescribed portion of the front yard was left unpaved. Landowners expressed issue with this approach as it did not allow for the underlying issues to be addressed by creative design solutions.

- Prior to the Plan being submitted for Council consideration, the Consultant worked with both the public service and landowners to rework the policies to consider smaller residential lots without back lane access when various issues can be addressed through design. The Plan currently requires that consideration be given to the following:
    - Areas sufficient for landscaping and tree growth
    - Snow storage
    - On-street parking
    - Provision of utilities (meant to address space for street lamps, etc)
    - Pedestrian safety (for semi-detached and two-family lots less than 50 feet wide).

Lot Widths

- Policy 3.1.2 (7) requires back lane access for single-family dwellings on lots with less than 40 feet of frontage, unless stated considerations mentioned previous can be addressed.
- 40 feet is the narrowest lot width that can reasonably accommodate street parking based on the existing construction specification which requires residential approaches (driveways) to have five foot wide flares (see Figure 6 - Single-Family Lots).

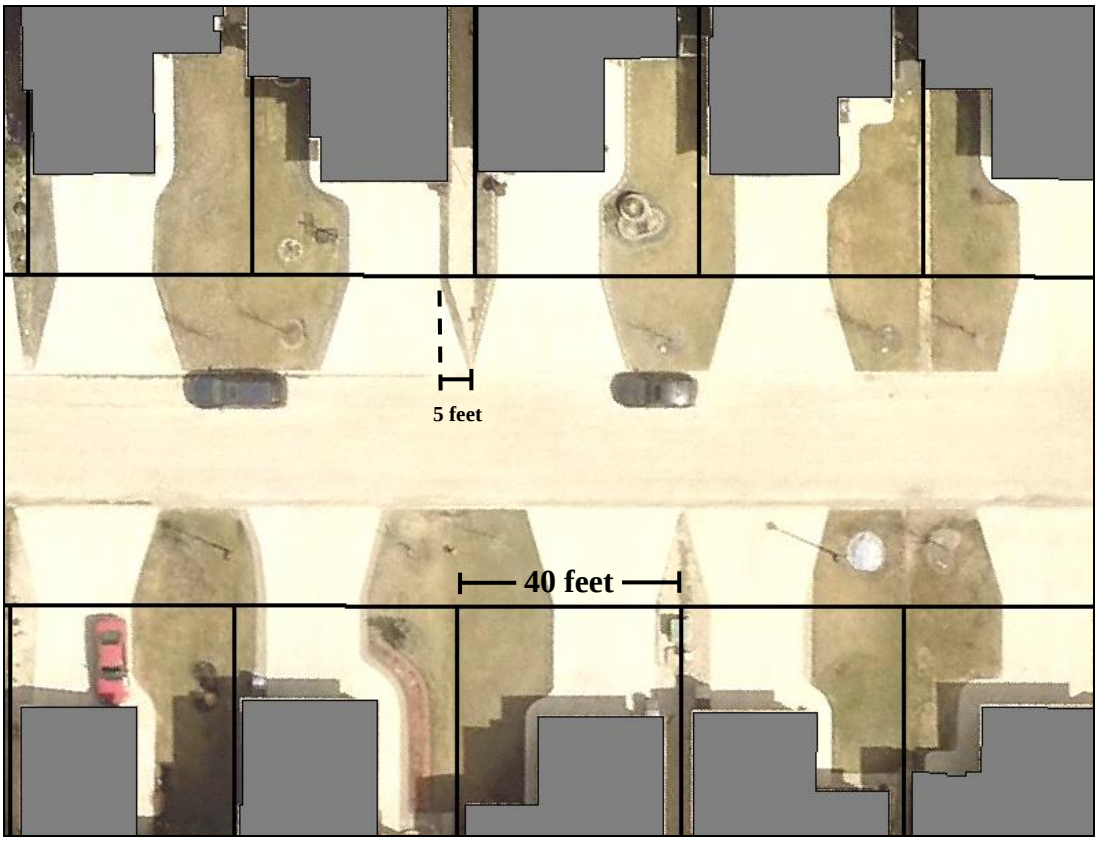


Figure 6 – Single-Family Lots (40 feet frontage)

- The purpose of the five foot wide flares is to accommodate snow clearing equipment when clearing driveway frontages.

- Policy 3.1.2 (8) requires back lane access for pairs of semi-detached or two-family dwellings on lots with less than 50 feet of frontage, unless stated considerations can be addressed.
- 50 feet is the narrowest lot pair width that can reasonably accommodate street parking based on the existing construction specification which requires residential approaches (driveways) to have 5 foot wide flares (see Figure 7 – Side-by-Side Lots).



Figure 7 – Side-by-Side Lots (50 foot pairs)

- Reducing the flare width could allow for smaller lots to be considered. However, reducing flare width requires changes to the construction specifications, which is beyond the scope of the Plan and this report.
- It has been suggested that 'provision of utilities' be removed from the list of criteria as utilities will always be accommodated as part of subdivision application approval. However, the Public Service is of the opinion that 'street lighting' should remain a consideration. Therefore, the Public Service recommends that 'provision of utilities' criteria in policies 3.1.2 (7), 3.1.2 (8) and 3.2.2(7) be changed to 'street lighting'.
- Requiring back lanes as a default solution for single family lots with less than 40 feet of frontage and side-by-side lot pairs with less than 50 feet has been questioned. The issue is that if the criteria cannot be met, the most likely solution would be to increase the frontage width of the proposed lots. For this reason, it is recommended that policies policies 3.1.2 (7) and 3.1.2 (8) be replaced with a single policy as follows:

  Design solutions shall be provided to the satisfaction of the Director of Public Works, where the size of a proposed residential lot or series of contiguous residential lots result in difficulties with respect to:

  a. the availability of front yard areas for landscaping and tree growth;
  b. adequate snow storage areas;
  c. on-street parking capacity; and
  d. street lighting.

Pedestrian Safety

- Efforts have been made to include policies which result in a safe pedestrian environment. The Plan requires consideration be given to address 'pedestrian safety' when developing pairs of semi-detached or two-family dwelling lots having less than 50 feet of frontage (Low Density Residential Policy 3.1.2(8)). 'Pedestrian safety' is also to be considered when developing ground entry and street oriented multi-family dwellings in the Medium Density Residential area (Policy 3.2.2(7)).
- The issue has been raised as to why this policy only applies when developing 50 foot semi-detached lots or street-oriented ground entry multi-family lots. In addition, the definition of how to define and/or measure 'pedestrian safety' was called into question.
- The intention to consider 'pedestrian safety' in all development is already provided in section 5 (Neighbourhood Design), which contains the following objective:

  The objective of neighbourhood design policies in the Plan Area is:
  E. To provide a save neighbourhood

- Pedestrian safety should be a consideration when developing lots of any size and configuration; and not just when developing lots less than a certain width. It is recommended that 'pedestrian safety' be removed as specific criteria from Policies 3.1.2(7) and 3.1.2(8), and that the following policy, which will apply universally throughout the Plan Area, be added into section 5.3 (Architectural and Neighbourhood Design):

  Pedestrian safety shall be considered as part of all development applications. Consideration of pedestrian safety may include, but is not limited to, the following:
  a. presence of a designated pathway, such as a sidewalk;
  b. presence of a buffer between the road and pedestrian areas (i.e.: curb and landscaped area); and/or
  c. pedestrian refuge opportunities.

Multi-family dwellings in the Low Density Residential Area

- The current policies allow multi-family dwellings along collectors and on local roads throughout the Plan Area when supported by a back lane.
- It has become evident that policies 3.1.2 (9) and 3.1.2 (10) are somewhat difficult to interpret as they apply to specific areas but repeat the same criteria. For clarification, it is suggested that policies 3.1.2 (9) and 3.1.2 (10) be rewritten as follows:

  3.1.2 (9)
  Notwithstanding other policies of this section, multi-family dwellings
  a. shall take exclusive access from a back lane,
  b. shall be street oriented and ground entry only; and
  c. should be limited to approximately six dwelling units per building

  3.1.2 (10)
  Multi-family dwellings on collector roads in sub-areas 1 and 2, as shown in ***Appendix B****, may exceed six dwelling units per building*

- Landowners have suggested that requiring back lanes for multi-family development in the Low Density Residential area is too restrictive as it does not allow for townhouse

development backing onto ponds and/or park space. It has also been suggested that multi-family development should be considered elsewhere in the Low Density Residential area as long as the objectives of the Low Density Residential area can be preserved. It is recommended that policy 3.1.2(10) be reworded (and renumbered) as follows:

3.1.2 (11)
Multi-family dwellings may be considered on local roads provided they are interspersed and integrated in a manner which preserves the intent of the Lower Density Residential designation. Such development may be considered without taking exclusive access from a back lane provided that a solution can be provided which addresses the following design considerations to the satisfaction of the Director of Public Works:

a. the availability of front yard areas for landscaping and tree growth;
b. adequate snow storage areas;
c. on-street parking capacity; and
d. street lighting;

Single Family Dwellings along Collector Roads

- Policy 3.1.2 (6) states:
  Single-family dwellings shall not back onto an internal collector road.
- This policy supports to the objective of the Plan to create a pedestrian friendly environment. City standards require collector roads to have sidewalks and/or pathways. When houses back onto a collector road, the pedestrian environment becomes lined with back fences rather than front walkways and windows. Having houses face the street creates opportunities for more eyes on the street, and helps to create a safer pedestrian environment.
- Further scrutiny of this policy identified the opportunity for two-family and side-by-side development to back onto collector roads. It is therefore recommended that the policy be reworded to apply to all residential development.
- Instances where the ability to avoid residential lots from backing onto an internal collector road have been identified. It is recommended that policy 3.1.2 (6) be reworded as follows:

  Residential lots shall not back onto an internal collector road, unless it can be it can be demonstrated that physical site constraints limit the ability to provide lots which flank or front the collector road. In these instances a variety of lot treatments which provide visual interest and neighbourhood character may be considered.

MEDIUM DENSITY RESIDENTIAL AREA

- The Plan allows for higher density residential development at strategic locations throughout the Plan Area. This is consistent with the *Waverley West ASP* (Policy 5.1.3) and reflects the development aspirations of local landowners as appropriate.
- It should be noted that some landowners with parcels far removed from the collector road intersections expressed dissatisfaction with the land use concept. The Consultant and Public Service considered requests of these landowners; however, it was determined that higher density development should remain focused at collector road intersections at the edges of the Plan Area. These are areas where provision of services and infrastructure are most effectively accommodated (i.e. transit).
- Earlier versions of the Plan contained a maximum density of 55 dwelling units per net developable acre, which is consistent with the RMF-M zoning designation. The density maximum was removed based on the argument that density does not dictate built form or building height.
- The Plan requires multi-family developments to have a ground level entrance facing the street unless street entry is provided to from the ground floor units facing the street. The purpose of this policy is to help provide a safer pedestrian environment along collector roads.
- Policy 3.2.2(9) requires multi-family developments to mitigate negative impacts on adjacent lower density residential uses. The policy includes suggestions of mitigative solutions that may be employed to address land use conflicts with lower density residential uses. The inclusion of this policy is a result of the public engagement process.

Exclusion of Single Family Dwellings in Medium Density Residential Area

- Policy 3.2.2(2) does not allow single family dwellings in the Medium Density Area. Opposition to this policy has been raised by at least one landowner who would like the policy altered to accommodate single family housing *when multi-family is not feasible or the most appropriate use on the subject site.* The Public Service recommends leaving the policy unchanged for reasons discussed below.
- Policy 1.5.1 (Mapping) of the 'interpretation' section of the Plan, states that the policy area boundaries are *approximate only and are not intended to define exact locations and shall be interpreted as such, except where such symbol coincides with a known physical feature or a fixed boundary such as existing property lines or existing right-of-way.* The boundaries of the policy areas have been intentionally drawn so as not to follow any existing property line, physical feature or right-of-way. This allows for the boundary to be adjusted/interpreted in accordance with the prevailing conditions at the time of development. For instance, consider the more likely situation whereby a multi-family lot is created and developed along Bison Drive west as identified by item 'A' in Figure 8 – Boundary Interpretation Example.

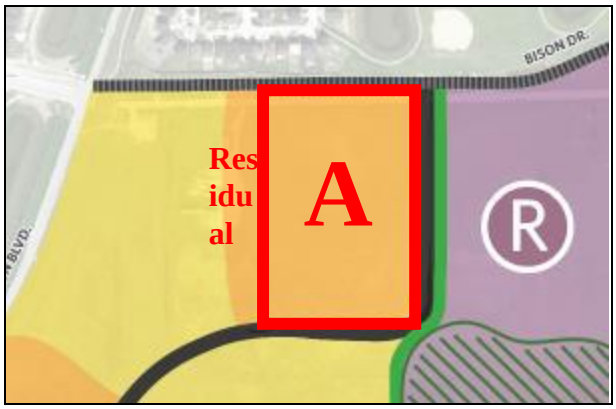


Figure 8 – Boundary Interpretation Example

- Approval of parcel 'A' leaves a long thin residual area still designated as Medium Density Residential Area that could be difficult or even impossible to develop for a multi-family uses. In such an instance, the boundary of the Medium Density Residential Area would be interpreted as adjusting to follow the newly established property line.
- It should also be recognized that the boundary between Medium Density and Low Density Residential areas is well suited to accommodate a variety of residential building types (townhomes, row dwellings, etc) that could ideally be used as a transition between higher density development (i.e. apartment buildings) and single family dwellings.

LEE BOULEVARD ESTATES

- The objective of the Lee Boulevard Estates area is to retain the rural character along Lee Boulevard while transitioning to a large-lot urban residential neighbourhood supported by a full range of municipal services.
- Lee Boulevard is characterized by large lots, often ringed by trees, fronting along a wide roadway with open drainage.
- The design of the land use concept limits future traffic volume along Lee Boulevard by ensuring that Lee Boulevard remains a local road. In addition, Policy 3.3.2.7 ensures that the future development does not result in Lee Boulevard becoming a 'short cut' to access other areas of the Plan Area. :

  The portion of Lee Boulevard, that is located within the Lee Boulevard Estates area, shall be developed as a local road. Future road connections should be designed to discourage vehicle traffic from using Lee Boulevard to cut through the area.
- The Plan allows for existing commercial uses, currently accessory to a residential use in the Lee Boulevard Estates area, to continue. However expansion of such uses, or establishment of new similar uses, is not permitted.

Servicing

- Existing dwellings on Lee Boulevard are not serviced by piped sewer, water or land drainage. Lee Boulevard is 'chip seal' surfaced, which is not considered an urban standard roadway.
- The issue of whether or not Lee Boulevard should be required to develop with a full range of municipal services has been discussed throughout the Plan development process. *OurWinnipeg* defines a 'full-range of municipal services' as *piped water, piped*

wastewater, piped land drainage, and an urban standard roadway (section 1-1a, Direction 3).

- *OurWinnipeg* Section 1-1a, Direction 3 (*Promote compact urban form and manage the extension of municipal services for new growth*) includes the following direction:
    - *Enable the intensification of land-uses through the development application process only when a full range of municipal services is provided.*
    - *Allow the possible subdivision or conversion of land in un-serviced areas where a statutory secondary plan establishes minimum parcel sizes, and appropriate servicing criteria.*
    - *Enable the consideration of sustainable alternatives for the traditional full range of municipal services that are proven by the developer and approved by the City of Winnipeg as providing a comparable level of service and safety in an environmentally-sound and economical manner.*
- Consideration was given to provide policies which would allow for development on Lee Boulevard without a full range of municipal services; namely, open drainage ditches and chip seal roadway.

Ditches

- Open drainage ditches are often considered part of the charm of rural character. However, open drainage ditches require significantly more maintenance than piped drainage. This increased level of maintenance is especially elevated in the spring when ditches can require clearing of debris accumulated over the winter months. Open ditches can also be a safety hazard.

Chip Seal Roads

- In comparison to gravel surfaced roads, chip seal surfaced roads are more durable and do not result in dust often associated with gravel roads. However, chip seal roads are significantly more expensive to maintain than gravel roads as well as roads constructed to an urban standard.
- Although, the Plan is expected to limit traffic volumes on Lee Boulevard as the Plan Area develops, additional development along Lee Boulevard will inevitably generate additional traffic. In addition, while the existing residents of Lee Boulevard may be satisfied with the existing chip seal road, future residents are not likely to accept a local road developed and maintained to a lesser standard than the rest of the neighbourhood.
- The Public Service recommends leaving policy 3.2.2 (6) unchanged and worded as:

    The subdivision of land and new residential uses may only be established within the Lee Boulevard Estates area if they are serviced by a full range of municipal services.

Subdividing the Back Portion of Lots on Lee Boulevard

- The boundary of the Lee Boulevard Estates area, as represented by the Land Use Concept Plan (Appendix 'A' of the Plan), appears to cover approximately half of the depth of the deeper lots on the north side of Lee Boulevard, which extend to the unimproved roadway known as 'Formby Avenue'. This was done intentionally to allow for the back portions of these lots to be subdivided and developed as part of the Low Density Residential area. However, policy 3.2.2 (6) states:

    The subdivision of land and new residential uses may only be established within the Lee Boulevard Estates area if they are serviced by a full range of municipal services.

- This policy could be interpreted so as to require a full range of municipal services along Lee Boulevard when subdividing new lots fronting onto the Formby Avenue Right-of-Way from lots fronting onto Lee Boulevard. This is not the intention. The Public Service recommends adding the following policy for clarification:

  Within Lee Boulevard Estates, the back of an existing lot may subdivided without triggering the requirement for a full range of municipal services, provided the purpose of the subdivision is to provide for development within the Lower Density Residential area and the subdivision does not create a new lot that requires access from Lee Boulevard.

COMMUNITY NODE

- The purpose of the Community Node area is to provide a centralized hub for recreation and educational uses. Developments which are compatible and support future schools and recreational facilities, such as local-scale commercial and multi-family uses, are also permitted in the Community Node area.
- The Land Use Concept Plan map of the Plan identifies a Community Scale Park in proximity to the future Recreation Centre Site. Policies of section 4.3 (Community Scale Park Policies) indicate that the park will be co-located with the school sites and recreation facility, and will be approximately 10-12 acres in size.

Commercial Uses

- In addition to the school sites and recreation campus area, the Community Node area has been applied to two smaller areas: one on the future Bison Drive east of the extension of North Town Road, and the other at Lee Boulevard and Waverley Street. The purpose of these two smaller Community Node areas is to accommodate small-scale, stand-alone commercial uses which serve the local neighbourhood.
- Policy 6.3.1 of the *Waverley West ASP*, to which the Plan must conform, states *local Commercial uses may be permitted within neighbourhood commercial areas at neighbourhood focal points.* The Plan allows for local commercial uses at what the *Waverley West ASP* characterizes as 'neighbourhood focal points'.
- The *Waverley West ASP* includes clarification on the difference between 'Local' and 'Community Scale' commercial development by providing the following definitions:

  Local Commercial uses: Means the use of land, buildings or structures for the purpose of providing retail goods and services to primarily employees and residents in the surrounding neighbourhood.

  Community Scale Commercial Development: Means commercial development which provides a wide variety of goods and services to an area beyond the immediate neighbourhoods and which may include office and other non-commercial uses.
- The definitions provided in the Waverley West ASP are consistent with the 'neighbourhood commercial' and 'community commercial' zoning districts of *Winnipeg Zoning By-law 200/2006*, which provides the following descriptions:

  The Commercial Neighbourhood (C1) district is intended to accommodate small, compact commercial uses within or surrounded by residential areas that are attractive and compatible in scale and character with surrounding residential uses, to serve the convenience needs of the surrounding

neighbourhood. This district is not intended to accommodate businesses sized or designed to serve a trade area more than one-half mile from the business. C1 districts are generally located in Neighbourhood or Community mixed use centres or along Neighbourhood or Community mixed use corridors.

The Commercial Community (C2) district is intended to accommodate more intensive commercial sites that do not have a local or neighbourhood orientation. The district is intended to include attractive commercial, institutional, recreational, limited residential and service facilities needed to support the surrounding neighbourhoods and the broader community. C2 districts are generally located in Community or Regional mixed use centres or along Community or Regional mixed use corridors.

Bison Drive & North Town Road

- Policy 3.4.2(8) of the Plan states that stand-alone commercial development at the east side of the collector road at Bison Drive:
    a. *Shall be limited to neighbourhood commercial uses; and*
    b. *Should generally be limited to approximately 929.03 square metres (10,000 square feet) of commercial space in total. Additional stand-alone commercial space may be considered on a case-by-case basis provided it is neighbourhood oriented in scale.*
- 10,000 square feet of space provides the opportunity to accommodate a number of commercial uses which serve the local neighbourhood. For context, consider the size of the various commercial buildings at the Town Centre site (see Figure 9 – Town Centre Commercial Use Square Footage). Note that the ~9,000ft^2 building (identified as blow-up 'B' in figure 9) hosts six tenants, one of which occupies ~3,000ft^2 of the building. These establishments are typical of the C1 zoning designation.

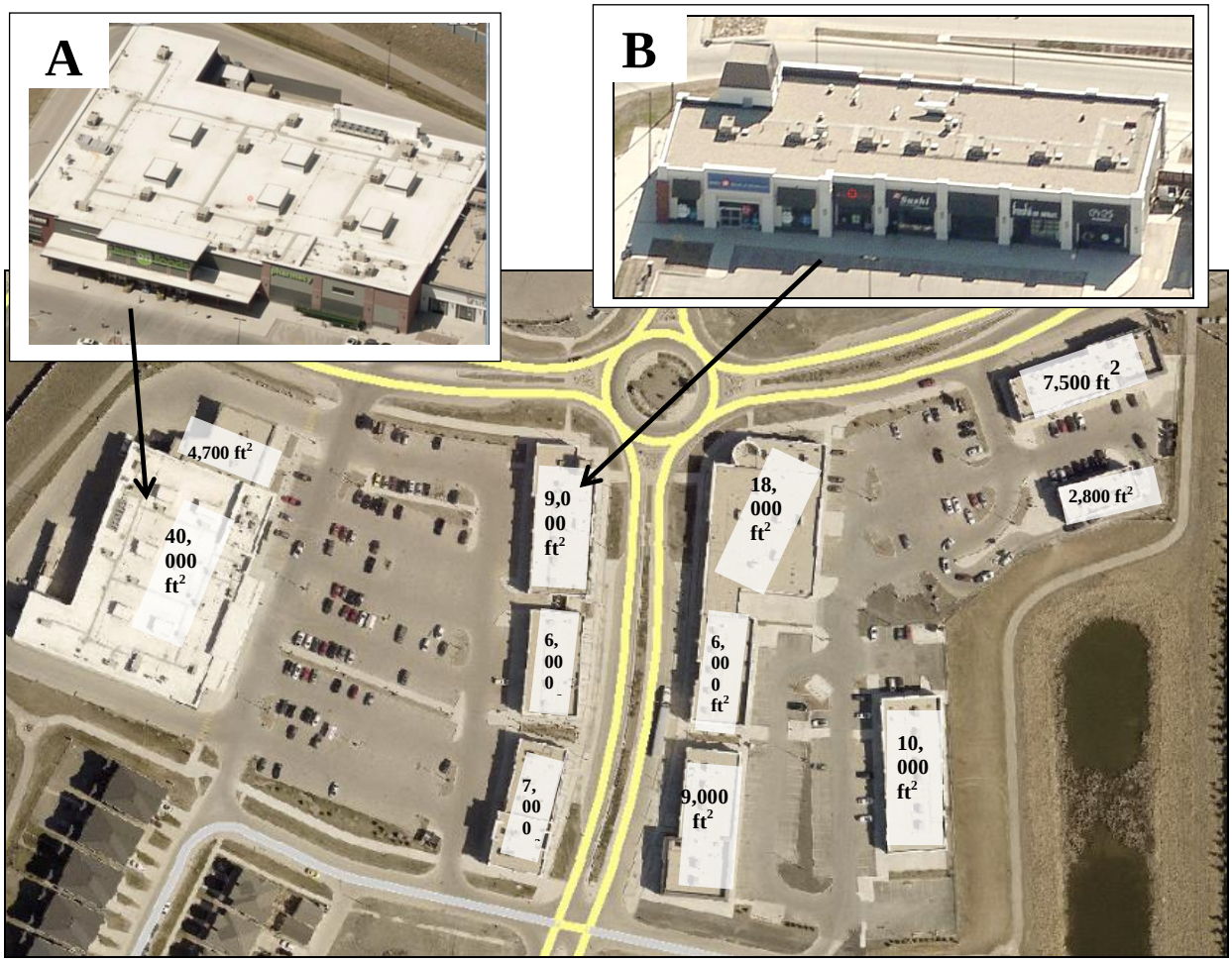


Figure 9 – Town Centre Commercial Use Square Footage.

- Allowing more than 10,000ft^2 of commercial space at this location could open the opportunity for commercial uses typical of 'Community Commercial' uses which are characterized as serving the broader community. For context, consider the existing 40,000ft^2 grocery store in the Town Centre (identified as blow-up 'A' in figure 9) which services well beyond the local neighbourhood. A 40,000ft^2 grocery store is typical of the C2 zoning district.
- Waverley West contains two significant commercial areas. In addition to the Town Centre, approximately 100 acres of undeveloped commercially designated land also exists at the intersection of Kenaston Boulevard and Waverley Street. It is not the intention for the Plan to create another commercial area in Waverley West which serves the needs beyond the local neighbourhood.
- It has been recognized that restricting the square footage of stand-alone commercial uses at this location has the potential to limit some local or neighbourhood scale commercial uses which would be appropriate at this location (ex. drug stores).

- It should also be recognized that commercial development at this location will be limited by the size of the Community Node area identified on the Concept Plan. It is recommended that policy 3.4 (8) be reworded to:

  Stand-alone commercial development within the Community Node on the east side of the collector road (North Town Road) at Bison Drive shall be limited to neighbourhood commercial uses which have a local or neighbourhood orientation.

Lee Boulevard & Waverley Street

- Policy 3.4.2(9) of the Plan specifically allows fuel sales and/or drive-through uses at the intersection of Lee Boulevard and Waverley Street. These uses are not permitted in the C1 zoning district and are more typically associated with community commercial uses (C2 zoning district). However, a request was made during the landowner engagement process to consider commercial uses at this location which serve the travelling public (ie commuters).
- In the past, similar commercial uses were contemplated by the *Waverley West South East Neighbourhood Area Structure Plan* (By-law 140/2007), along Waverley Street immediately south of the Plan area. Eventually, it was determined that commercial uses at this location were not viable and the land was re-designated for multi-family residential (By-law 39/2014).
- Consideration for limited commercial uses at this location is warranted based on the fact that a previous secondary plan in the Waverley West area, as described above, allowed commercial uses at a collector road connection along Waverley Street just a few hundred metres south. However, the Plan limits commercial development at this location to uses servicing the local neighbourhood, with the exception of a gas station and coffee shop.
- The locations and size of commercial uses supported by the Plan is consistent with the feedback obtained during the public engagement process which indicated a preference for smaller, neighbourhood scale commercial uses (e.g. corner stores) close to the Community Node Area, and at the intersection of Lee Boulevard and Waverley Street.
- If it is determined that commercial uses cannot be supported at either of the two Community Node area locations, the Plan allows for residential development subject to the policies of the Medium Density Residential area.

PARKS

- The Plan provides for three to five small (0.5 to 3.0 acre) neighbourhood parks, and one community scale park (10 to 12 acres) along with linear parks which provide off street pathway connections throughout the neighbourhood, as presented on the Land Use and Transportation Concept Plan.

Community Scale Park

- The Community Scale Park is to be co-located with the school site(s) and recreation facility. Park spaces provided on land containing the school site and recreation centre may be considered as part of the community scale park provided that the park space is contiguous (policy 4.3(2)):

  Active park space provided as part of the school sites and/or recreation facility may be considered as part of the Community Scale Park, provided the park space is contiguous

- It was suggested that the policy fails to provide direction as to under which circumstances contiguous park space provided on school land is to be considered part of the community scale park. It was proposed that clarity could be provided by changing the word 'may' to 'will', which would result in all adjacent park space being considered part of the community scale park by virtue of location. However, this approach would allow for adjacent park space to be considered part of the community scale park regardless of whether the areas function together. The full contiguous park area must meet the functional requirements of a community scale park.
- The public service recommends that policy 4.3(2) be altered to provide clarity as follows:

  Active park space provided as part of the school sites and/or recreation facility may be considered as part of the Community Scale Park, provided the park space is contiguous and meets the functional requirements of a community scale park.

Parks Adjacent to Ponds

- Policy 4.2 (11) states that *park space, linear or otherwise, should not flank more than approximately 50% of the perimeter of a retention basin.*
- It has been suggested that limiting park space to 50% of the perimeter of ponds would not allow for instances where the park space surrounds 52% or 53% of a pond. However, the policy is not written to be interpreted as inflexible. First, the policy uses the words 'should not', as opposed to 'must not' or 'will not'. And second, the policy's recommended flankage limit is stated as 'approximately 50%', which further suggests flexibility in interpretation.
- It has also been suggested that the policy be reworded to limit park space to 'one side of the retention basin'. The issue with this is that retention ponds are not always shaped in a manner that would allow for 'one side' to be easily identified.
- While the Public Service feels that policy 4.2 (11) provides sufficient flexibility and describes what the Public Service is willing to support, it is recommended that the policy be reworded for additional clarity as follows:

  Park space, linear or otherwise, should generally not flank more than approximately half of the perimeter of a retention basin.

WATER AND WASTE

- The density of residential development permitted by the Plan is at the upper end of the initial estimates. To ensure that regional wastewater capacity exists to support full build out of the Plan Area, the Public Service recommends the addition of the following policy.

  Policy 7.3 (4)

  Development densities may be limited due to regional wastewater capacity. As part of the development application process, and specific wastewater servicing analysis, development may be limited in particular phases in order to ensure that future development may proceed in accordance with the land use designations in the plan.

CORRECTIONS AND CONSISTENCY

- The Public Service recommends that a number of minor alterations be made to the Plan to address:
  - Typographical errors;
  - Consistency of terminology and format; and

    - Policy renumbering to accommodate changes as previously described in this document.
- These recommended alterations are included in Appendix ‘B’ of the Administrative report.

Recommendations

The Plan provides appropriate policies for managing the development of land within the area known as Waverley West Neighbourhood ‘B’, that are consistent with *OurWinnipeg,* the *Complete Communities Direction Strategy* and the *Waverley West ASP*.

The Urban Planning Division recommends that By-law No.1/2019, the *Waverley West Neighbourhood ‘B’ Secondary Plan*, be forwarded to Council for second and third reading with alterations as described in this report, and as documented as an itemized list in Appendix ‘B’ of the Administrative Report.