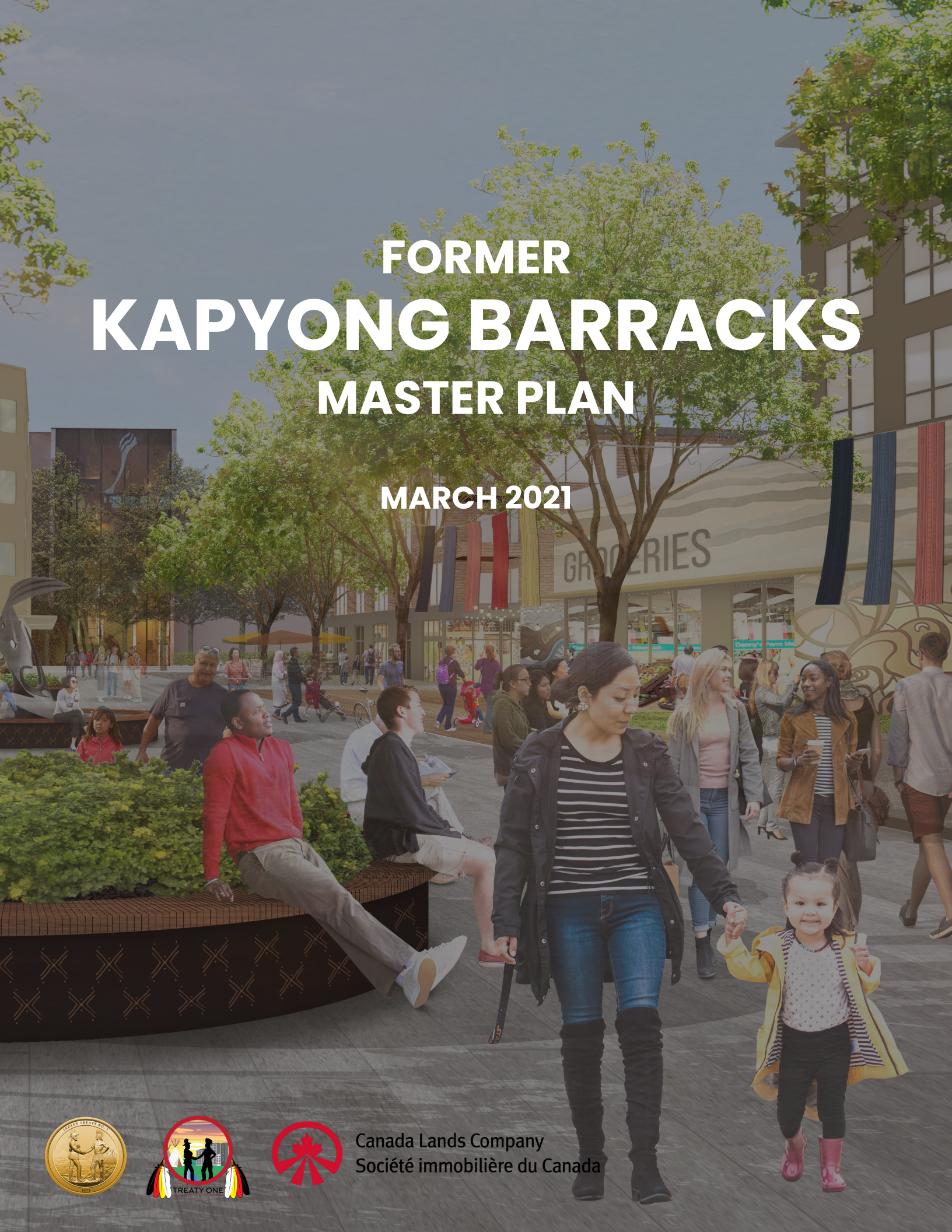
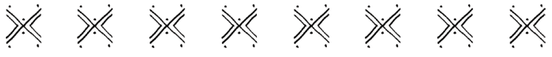


# FORMER KAPYONG BARRACKS MASTER PLAN

MARCH 2021

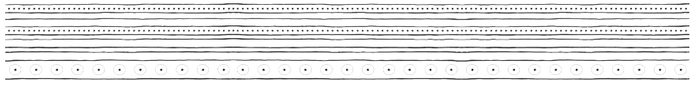
Canada Lands Company
Société immobilière du Canada

Pattern designs by Destiny Seymour



*The Niswi pattern (above) is based on a pottery pattern from Treaty One territory dating back over 3,000 years. Niwsi means 'Three' in Anishinaabemowin.*

*The Bezhig patterns (below) are based on a pattern from an Elk Antler Bone tool, dating over 4,000 years old, uncovered near Birtle, Manitoba. Bezhig means 'One' in Anishinaabemowin.*



**Project Partners:**

Canada Lands Company
Société immobilière du Canada

**Master Planning Team:**

Scatliff + Miller + Murray
MORR Transportation Consulting
Tetra Tech Engineering
Ayshkum Engineering
EdgeEffects
Stockton Surveys
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Steve Isfeld


## Acknowledgements

Treaty One Development Corporation and Canada Lands Company would like to extend their deepest gratitude to the citizens and leaders of the seven Treaty No. 1 First Nations for sharing their insights and development aspirations that have shaped the vision for the redevelopment of the former Kapyong Barracks. Equally important has been the strong interest from the citizens of Winnipeg, including neighbouring residents and businesses, who have offered constructive input and creative ideas that have informed this Plan.

We would also like to thank Frank Beaulieu, of Sandy Bay First Nation, for Ojibwe translation of the Project Aspirations.

> *“ Canada is a test case for a grand notion – the notion that dissimilar peoples can share lands, resources, power, and dreams while respecting and sustaining their differences. The story of Canada is the story of many such peoples, trying and failing and trying again, to live together in peace and harmony. But there cannot be peace or harmony unless there is justice. ”*
>
> - Chief Georges Erasmus and Justice René Dussault, The Royal Commission on Aboriginal Peoples

# EXECUTIVE SUMMARY

Treaty One Development Corporation in partnership with Canada Lands Company CLC Limited have developed this Master Plan for the former Kapyong Barracks. This Master Plan establishes a comprehensive planning and land use framework for the transformation of the 160-acre site into a diverse and vibrant mixed-use community that emphasizes Indigenous design excellence and connectivity with surrounding established neighbourhoods.

This Master Plan is based on seven overarching aspirations, that underscore not only the significant development potential of the site, but also the significant opportunities that exist to bring communities together: 1) generating prosperity and cultivating partnerships; 2) building a welcoming and inclusive community; 3) celebrating First Nations identity and culture; 4) promoting sustainable urban development; 5) advancing new expressions in Indigenous design; 6) sharing knowledge and cultural teachings; and 7) showcasing innovation in design and urban development.

The land use framework is organized around seven land use designations that work together to create a complete community, with a diverse mix of housing, businesses, cultural institutions, community amenities, and attractions.

# PART I
## VISION


| | | |
|---|---|---|
| **1.0** | **ONE VISION** | **1** |
| 1.1 | One Plan, Parallel Jurisdictions | 3 |
| 1.2 | Land Area + Ownership | 4 |
| 1.3 | Purpose + Interpretation | 6 |
| **2.0** | **PROJECT ASPIRATIONS** | **7** |
| **3.0** | **CONTEXT** | **15** |
| 3.1 | Treaty No. 1 | 15 |
| 3.2 | Site History | 17 |
| 3.3 | Neighbourhood Land Use Context | 18 |
| 3.4 | Planning + Development Context | 19 |
| **4.0** | **PUBLIC PROCESS** | **21** |


# PART II
## LAND USE + DESIGN


| | | |
|---|---|---|
| **5.0** | **LAND USE FRAMEWORK** | **27** |
| 5.1 | Mixed-Use Village | 28 |
| 5.2 | Commercial Mixed Use | 30 |
| 5.3 | Medium Density Residential | 32 |
| 5.4 | Lower Density Residential | 34 |
| 5.5 | Sports + Recreation | 36 |
| 5.6 | Cultural Campus + Education | 38 |
| 5.7 | Community Spaces | 40 |
| 5.8 | Overview of Development Potential | 42 |
| **6.0** | **COMMUNITY DESIGN** | **47** |
| 6.1 | Landscape Design Guiding Principles | 47 |
| 6.2 | Landscape Design Concepts | 54 |
| 6.3 | Public Art | 60 |
| 6.4 | Universal Accessibility | 62 |
| 6.5 | Streets + Community Spaces Naming Plan | 63 |
| **7.0** | **SUSTAINABILITY FRAMEWORK** | **65** |
| 7.1 | Sustainable Energy | 66 |
| 7.2 | Sustainable Transportation | 67 |
| 7.3 | Green + Blue Infrastructure | 68 |
| 7.4 | Community Health + Well-being | 71 |
| **8.0** | **INFRASTRUCTURE FRAMEWORK** | **72** |
| 8.1 | Transportation + Mobility | 72 |
| 8.2 | Site Servicing Framework | 89 |


# PART III
## IMPLEMENTATION


| | | |
|---|---|---|
| **9.0** | **IMPLEMENTATION** | **99** |
| 9.1 | Administering the Plan | 99 |
| 9.2 | Joint Planning + Collaboration | 99 |
| 9.3 | Phasing | 100 |
| 9.4 | Monitoring + Review | 100 |



*This conceptual illustration depicts the northernmost parcel (Block E) of the redevelopment. The ring-road, together with diagonal parkway corridors, connects this new community with the adjacent neighbourhoods and offers residents and visitors access by a variety of transportation modes. Featuring Commercial uses along Route 90 and a Mixed-Use Village along Grant Ave., Block E is predominantly characterized by a large Community Space surrounded by single and multi-unit residences. The conceptual design of the community space follows this Plan's landscape guiding principles, emphasizing First Nations design and culture and encouraging support for First Nations artists.*

# part 1
## vision

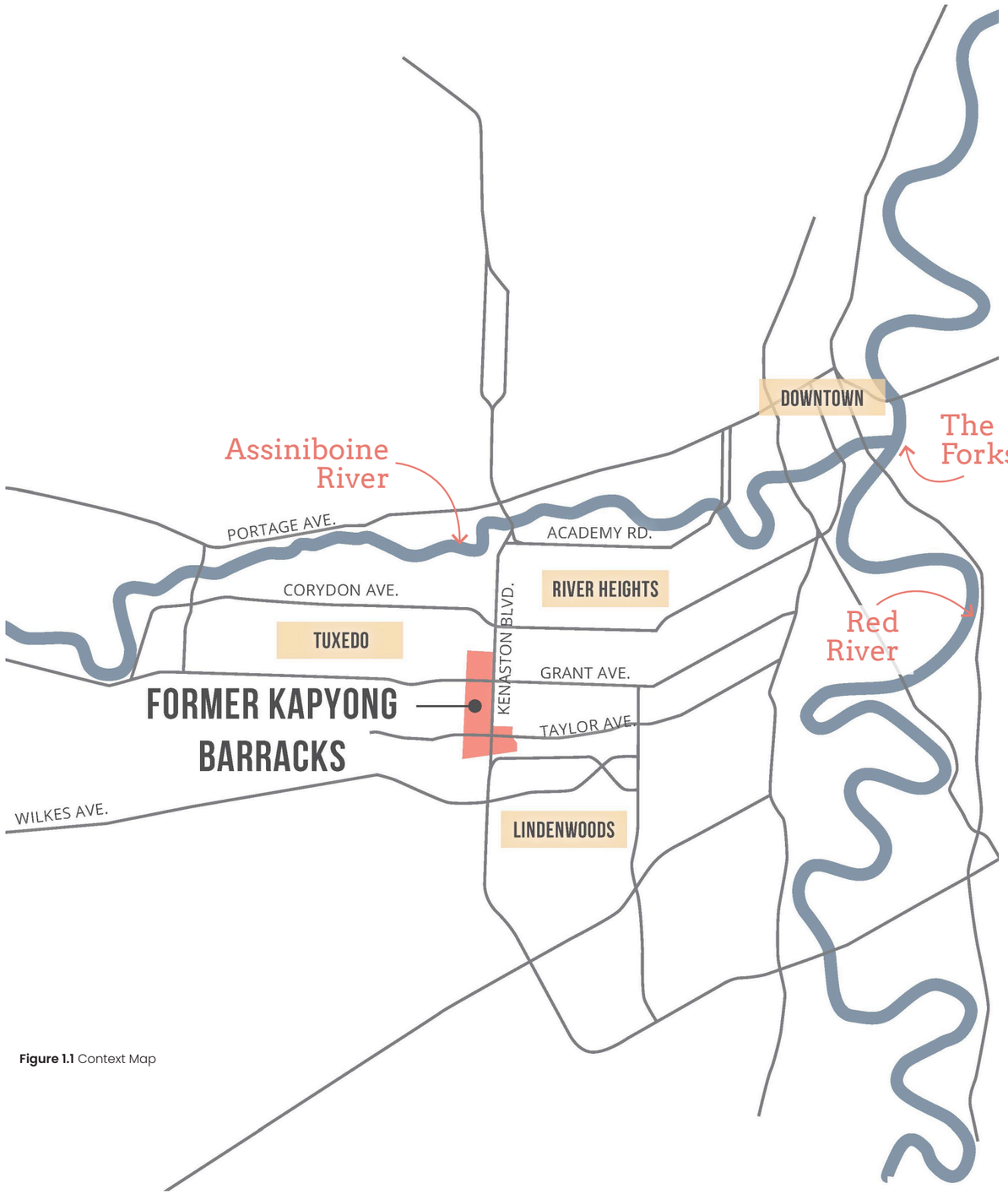



**Figure 1.1** Context Map

# 1.0 ONE VISION

The redevelopment of the former Kapyong Barracks is a landmark project for the Treaty One Nation, Canada Lands Company, and the City of Winnipeg, with the potential to serve as a model for Indigenous urban development, First Nations-municipal collaboration, and showcase exemplary community design.

Beyond the transformation of the subject lands, through this Master Plan, the former Kapyong Barracks is poised to become a catalyst for First Nations economic development, a focal point for the Treaty One Nation identity and cultures, and an opportunity to demonstrate leadership in sustainable community design. The Treaty One Nation and Canada Lands Company are working toward shared objectives of invigorating the Treaty One Nation urban presence, shaping Winnipeg's urban growth, and connecting communities – both physically through the emergence of new development, and culturally through the sharing of knowledge and pursuit of collective aspirations for the future.

## 1.1 One Plan, Parallel Jurisdictions

This Master Plan reflects the shared aspirations of the Treaty One Nation and the Canada Lands Company for the redevelopment of the subject lands. Although this Plan articulates a cohesive vision, the path to implement and achieve that vision will vary, as each party is subject to differing jurisdictional requirements:

- **Treaty One Nation (T1N)** – developing their lands as a joint reserve, and subject to corresponding Federal legislation and internally developed land laws, rather than City by-laws and development regulations.
- **Canada Lands Company CLC Limited (CLC)** – developing its lands as fee simple and subject to Provincial and City land use planning regimes.

## 1.2 Land Area + Ownership

The subject lands have a total site area of approximately 160 acres, which extend over five large blocks.

The ownership of the site is divided between T1N and CLC. The development of T1N's lands will be managed and administered by the Treaty 1 Development Corporation (T1DC).

**Table 1.1** Land Ownership by Block (acres)

| | | | |
|---|---|---|---|
| Block A | 7.66 | - | 7.66 |
| Block B | 20.04 | - | 20.04 |
| Block C | 11.66 | 17.50 | 29.16 |
| Block D | 42.95 | 24.56 | 67.51 |
| Block E | 25.95 | 9.39 | 35.34 |
| **TOTAL (acres)** | **108.26** | **51.45** | **159.71** |

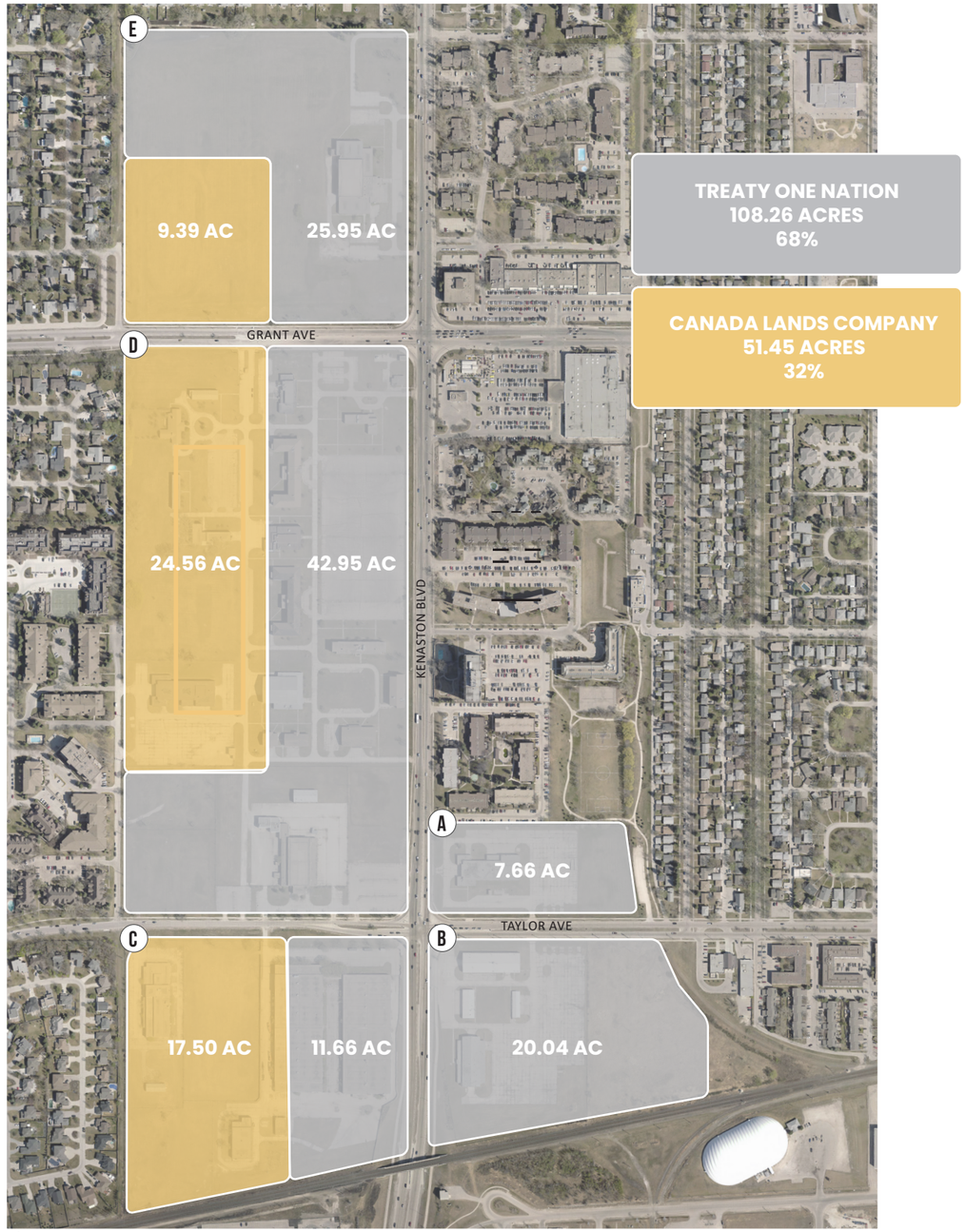



**Figure 1.2** Land Ownership

## 1.3 Purpose + Interpretation

The Master Plan should be interpreted as a guiding document meant to provide an articulation of the vision, urban structure, land use, and design concepts for the redevelopment of the subject site. It is not intended to be a static document, but rather a flexible framework within which to achieve the vision and Project Aspirations.

More detailed development standards and regulations will be established by way of a Municipal Development and Services Agreement (MDSA), Secondary Plan, Zoning By-law, and other land designation mechanisms, according to the applicable jurisdiction.

T1N and CLC may develop and adopt additional architectural, landscape, and community design guidelines to further articulate and assist with the implementation of the vision and aspirations.

The intent is that this Plan informs those standards and regulations but is also read in conjunction with them as the redevelopment unfolds. Accordingly, this Plan outlines two types of directives, as follows:

1. **Policy Directions** – those directions that are intended to directly inform the land use designations and development standards that flow from this Master Plan
2. **Strategic Directions** – those directions that act as strategic guidance to shape future detailed community design and development pursuits, and potentially inform subsequent standards and regulations



# 2.0 PROJECT ASPIRATIONS

Together, T1N and CLC have established the following set of Project Aspirations as the foundation of their collective vision for the redevelopment of the former Kapyong Barracks. They encompass a broad range of goals and values, providing flexibility to grow and adapt as the redevelopment evolves.

These Project Aspirations have been central to the Master Planning process and are intended to inform and guide all future planning and redevelopment activity on the subject lands.

### PROSPERITY + PARTNERSHIPS
Generate economic, social, and cultural prosperity for all nations by cultivating partnerships that are based on mutual respect and understanding.

### IDENTITY
Celebrate treaty identity, First Nation identity, culture, and connection to treaty lands.

### COMMUNITY
Build a welcoming, diverse, inclusive community that will become an integral part of the collective identity of Winnipeg, Manitoba, and Canada.

### DESIGN
Advance and demonstrate emerging expressions in Indigenous design.

### KNOWLEDGE + LEARNING
Commit to the sharing of knowledge among cultures, generations, and partners.

### INNOVATION
Showcase innovation, design leadership, and integration of Indigenous traditions and processes into city building and urban development.

### SUSTAINABILITY
Give future generations a place to work and live healthy and sustainable lives in relationship with each other and the land.

# GIIMAMAWIIKAAMIN + CHIIWIIDA ANOKIIDIIYAANG

## Wiimajitoomagaat Oshkiinokiin nagishkoodading, akina giimondoshaamin igimiziiwe Kidakiimang jiibagosendaming aanike Wiijaganndiin manajiidin jinisidodamaang.

As evidenced through the Master Planning process, a strong partnership has formed between T1N and CLC. T1N and CLC are committed to working with public and private development interests to ensure the redevelopment is one that welcomes people, encourages participation, brings prosperity to T1N and generates economic development for the city and its residents.







# PROSPERITY + PARTNERSHIPS

## Generate economic, social, and cultural prosperity for all nations by cultivating partnerships that are based on mutual respect and understanding.



# GIIKENDIZWAAN

## Giichiiwiikongem Agwiigwaang Anishinabe Niigaan abe Agwaganii Akiin.







Over countless generations, T1N have established deeply-rooted traditions and rich cultures. The redevelopment of the former Kapyong Barracks is an opportunity to express and share that history and culture. Guided by this Plan, the transformation of the subject lands will strive to embed Indigenous knowledge into design and development, including, but not limited to, the development of major cultural institutions, investment in First Nations businesses, art and architecture, naming of streets and public places, and the use of native plants, to celebrate First Nation identity and tell the story of Treaty No. 1.

# IDENTITY

## Celebrate treaty identity, First Nation identity, culture, and connection to treaty lands.

# GAMAMAYAANG

## Ozhichigade aniin chi izhe ozhi izhe onukiiyaang gitchii Odenaa tugaa Kanada.

The Master Plan merges the former Kapyong Barracks back into the urban fabric, creating new connections into the surrounding Tuxedo and River Heights neighbourhoods. Through redevelopment, the Plan aims to create a place and process that welcomes all people. Through the design of public spaces, site programming, and careful and considerate building design, the intent of the Plan is to ensure the redevelopment works with its neighbours.







# COMMUNITY

## Build a welcoming, diverse, inclusive community that will become an integral part of the collective identity of Winnipeg, Manitoba, and Canada.

# OZHIISHKIGAAN

## Kikinwaaj wabandeidim Anishinabek ozhigewiin.

Across Canada there are numerous Indigenous architects, landscape architects, and designers who are creating buildings and places that are rooted in their cultures and traditions. The intent of this Plan is to set the path towards promoting and advancing resurging expressions in Indigenous design in the redevelopment – public spaces, public art, housing, community facilities, and commercial projects.







# DESIGN

## Advance and demonstrate emerging expressions in Indigenous design.

# GIKENDASWIN + GINAMAGEM

## Kidashodamago Gikendaswin taga Anikoobijiganuk giwijaganinaan.

Rooted in an understanding and commitment to the Truth and Reconciliation Commission's Calls to Action, the planning and redevelopment of the former Kapyong Barracks should serve to strengthen intercultural understanding and mutual respect through collaborative design, public art, cultural celebrations and gatherings, the use of traditional plants, and land stewardship efforts.







# KNOWLEDGE + LEARNING

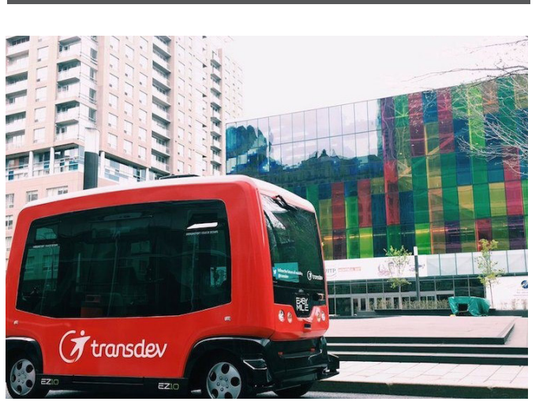
## Commit to the sharing of knowledge among cultures, generations, and partners.



# MAJIOZHIYOMAGAT

## Wabandeidim Niigaan wiizhinagwaak Anishinabe pimichige aniin Ge izhii nagochige Oshkii gichii Asiniigaamigoon ozhitoong.

The redevelopment of the subject site offers a truly unique opportunity within Canada to move beyond standard building and development practices and create new systems, processes, and places that are forward-thinking. This includes environmentally sustainable approaches to buildings and infrastructure, delivery of housing and social services, and opportunities to create safe, inclusive, and dynamic public spaces.






# INNOVATION

## Showcase innovation, design leadership, and integration of Indigenous traditions and processes into city building and urban development.

# CHIGIKINAJISEK

## Ginensh Niigaan izisek chiminoyaayin tugaa chikinwadisek giidakiiminaan.

Sustainability is a multi-dimensional concept, touching all aspects of community building. It is an overarching concept that relates to the entire urban system – financial, operational, environmental, and cultural. Its emergence as a focal point for community planning cuts across classes and cultures, and stands to become even more pronounced as cities and Nations face ever increasing environmental and fiscal challenges. Through well-considered planning and design, sound management practices, careful stewardship of the environment and its resources, and the ability to adapt to new standards of practice as they emerge, this Plan aims to create a community that is sustainable, healthy, and liveable.





# SUSTAINABILITY

## Give future generations a place to work and live healthy and sustainable lives in relationship with each other and the land.



# 3.0 CONTEXT

As with any place, there are stories, communities, and events that make up the varied history of the former Kapyong Barracks site. Included in this history is the signing of Treaty No. 1 and the many implications it brings to people and land across Manitoba. The following pages offer a brief summary of the histories of Treaty No. 1 and the former Kapyong Barracks site, as well as an overview of the current surrounding context of the area.

## 3.1 Treaty No. 1

The following timeline provides a brief overview of the history of Treaty No. 1 since its signing on August 3, 1871. This history plays a key role in the eventual Comprehensive Settlement Agreement signed by Treaty 1 First Nations and Canada on August 30, 2019.

### PEACE TREATY

Long before Treaty No. 1 was signed, the Indigenous peoples of North America were entering into peace treaties with each other for reasons of trade, use of territory, and mutual aid. These treaties were solidified through processes of gift-giving, pipe ceremonies, and feasts, in addition to the creation of a wampum belt, a memory device with shells sewn together to form pictures.

### LAND ALLOCATION

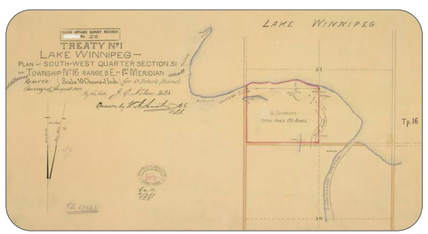
As part of Treaty No. 1, each First Nation was to receive 160 acres of land per family of five. However, within Manitoba, several of the First Nations of Treaty No. 1 did not receive their entire land allocations.

To this day, many First Nations have never received the land that was due to them based on the legally binding signing of Treaty No. 1.

**AUG 3, 1871**

### TREATY NO. 1 SIGNED

In a spirit of peace and coexistence, Treaty No. 1 was signed at Lower Fort Garry, just southwest of Selkirk, Manitoba, between the Anishinabe of southern Manitoba and the British Crown.



**MAY 29, 1997**

### TREATY LAND ENTITLEMENT

The Treaty Land Entitlement (TLE) Framework Agreement was signed between the Treaty Land Entitlement Committee, Canada, and Manitoba. This agreement sought to resolve the outstanding debt of land legally owed to First Nations in Manitoba. Still in use today, the TLE Framework Agreement allows First Nations to select available Crown land, use funds to buy private land, or both.

### DUTY TO CONSULT

**2007**

The Department of National Defense (DND) received approval from the Government of Canada to sell the property to CLC. In response to this, Treaty 1 First Nations members mounted a legal challenge, arguing that Canada failed to consult and accommodate the First Nations before selling the land.

This challenge was based on a series of three Supreme Court decisions, Haida Nation v. British Columbia; Taku River Tlingit First Nation v. British Columbia; and Mikisew Cree First Nation v. Canada. These cases established precedent for the Crown's [federal government] duty to consult and provided a general framework for its implementation.

**SEPT 2009 - AUG 2015**

### FEDERAL COURT RULING

Following a series of Federal Court and Court of Appeal decisions, the Federal Court of Appeal ruled that Canada failed to properly consult with First Nations before the sale of the Kapyong Barracks.

### TREATY ONE DEVELOPMENT CORPORATION

**JULY 2018**

Treaty One Development Corporation (T1DC) is established by the seven Chiefs of T1N.



**AUG 30, 2019**

### COMPREHENSIVE SETTLEMENT AGREEMENT

As a result of the Federal Court of Appeal ruling, Treaty 1 First Nations were able to obtain the land through purchase, eventually signing the Comprehensive Settlement Agreement with Canada.



## 3.2 Site History

The following timeline provides a brief historical overview of the former Kapyong Barracks and its evolution.

### TUXEDO NEIGHBOURHOOD PLAN

**1905 - 1910**

Planning and development of Tuxedo commences. First area plan developed by Rickson A. Outhet in 1905, followed by the Olmsted Plan of Tuxedo, by the renowned landscape architecture firm led by the Olmsted Brothers (completed in 1910 and adopted by the City in 1911).

**1940's**

### FORT OSBORNE BARRACKS

Kapyong Barracks (then named Fort Osborne Barracks South) opens during WWII and is home to The Lord Strathcona's Horse, the 2nd Battalion, Princess Patricia's Canadian Light Infantry (2 PPCLI), and C Battery of the Royal Canadian Horse Artillery.

### CANADIAN FORCES BASE WINNIPEG

**1968**

Fort Osborne Barracks South merged with the Royal Canadian Air Force Station Winnipeg to form the Canadian Forces Base Winnipeg.

**MAY 1973**

### KAPYONG BARRACKS RENAMED

Fort Osborne Barracks South re-named Kapyong Barracks, after the battle of Kapyong, fought by 2 PPCLI in Korea in 1951.

### ROYAL CANADIAN REGIMENT

**1984 - 1988**

3rd Battalion, Royal Canadian Regiment posted to Kapyong Barracks while 2 PPCLI was posted to Germany.

**2004**

### RELOCATION TO SHILO

2nd Battalion of the Princess Patricia's Canadian Light Infantry relocated from Kapyong Barracks to Canadian Forces Base Shilo.

### DUTY TO CONSULT

**2007**

The DND received approval from the Government of Canada to sell the property to CLC. In response to this, Treaty 1 First Nations members mounted a legal challenge, arguing that Canada failed to consult and accommodate the First Nations before selling the land.

**2009 - 2015**

### FEDERAL COURT RULING

Following a series of Federal Court and Court of Appeal decisions, the Federal Court of Appeal ruled that Canada failed to properly consult with First Nations before the sale of the Kapyong Barracks.

### DEMOLITION

**MAY 2019**

First phase of demolition of the barracks is completed by DND.

**AUGUST 30, 2019**

### COMPREHENSIVE SETTLEMENT AGREEMENT

As a result of the Federal Court of Appeal ruling, Treaty 1 First Nations were able to obtain the land through purchase, eventually signing the Comprehensive Settlement Agreement with Canada.

# 3.3 Neighbourhood Land Use Context

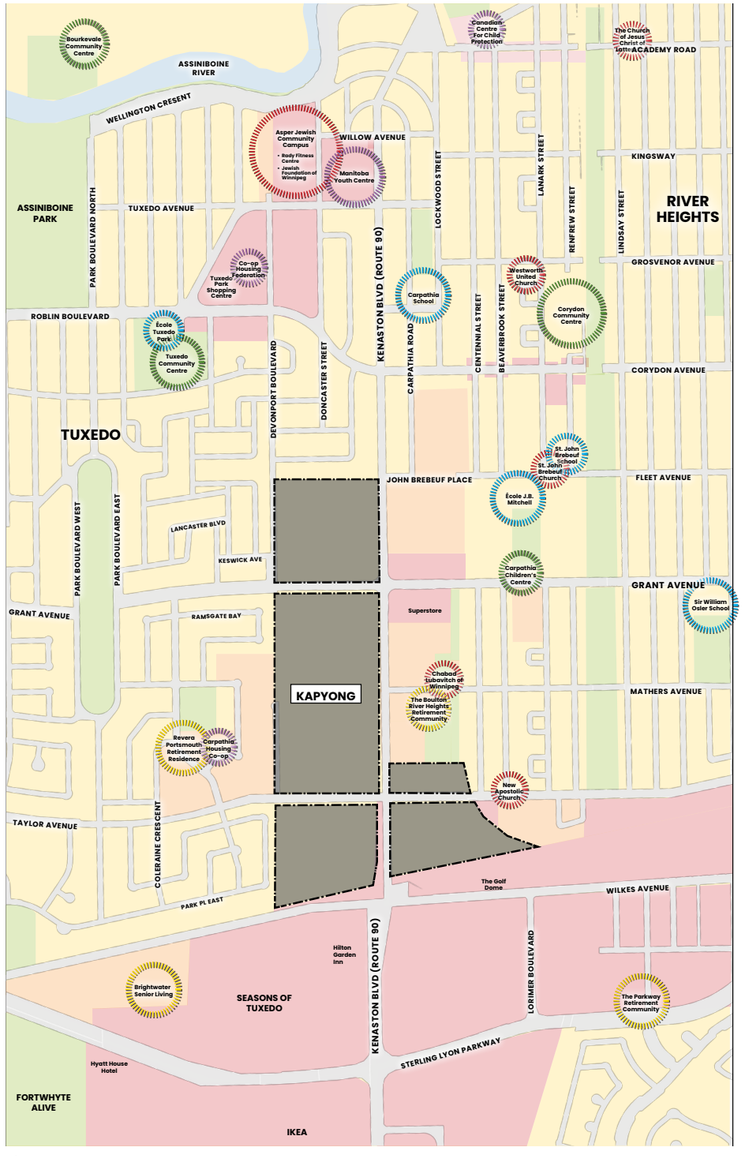



**Figure 3.1** Surrounding Land Uses

The former Kapyong Barracks site is situated within an already existing urban fabric, bordered by the neighbourhoods of Tuxedo and River Heights. These surrounding areas contain numerous amenities.

**LEGEND**

- Medium Density Residential
- Lower Density Residential
- Commercial
- Parks + Open Space
- Community Centres/ Recreation
- Cultural/Heritage/ Religious Groups
- Schools
- Seniors
- Other

# 3.4 Planning + Development Context

**First Nations Urban Economic Development Zone**

First Nation Urban Economic Development Zones, historically referred to as Urban Reserves, are lands within an urban area designated as reserve land. A portion of the former Kapyong Barracks will be set aside as a Joint Reserve, owned, developed, and managed collectively by the seven First Nations that are signatory to Treaty No. 1.

The creation of a First Nation Urban Economic Development Zone will provide a number of benefits for both the First Nations and the city. These benefits include:

- Advancing First Nations economic prosperity, independence, and self-governance;
- Promoting innovation and creativity in sustainable urban development;
- Strengthening collaboration between TIN and the City of Winnipeg and creating an opportunity for the City to continue pursuing its commitment to reconciliation;
- Creating connections with the surrounding community;
- Contributing to urban redevelopment and the local economy; and
- Generating revenues for the city through provision of municipal services.

**City of Winnipeg Policy Context**

The objectives and directions of this Master Plan have been developed in consideration of the City's land use planning and development policy framework, including *OurWinnipeg* and its companion, the *Complete Communities Directions Strategy*. Other relevant city plans and guidelines were also considered, including the *Transportation Master Plan*, *Transit Master Plan*, *Pedestrian & Cycling Strategies*, and the *Transit-Oriented Development Handbook*. The following provides a brief overview of the municipal policy context informing this Master Plan.

***OurWinnipeg 2045 (Draft)***

*OurWinnipeg*, the City of Winnipeg's official development plan, identifies the former Kapyong Barracks as a Major Redevelopment Site. The intent of the Major Redevelopment Site designation is to support development and land uses that "...provide transformative, sustainable, well-designed and walkable urban environments, through a comprehensive and collaborative secondary planning process".



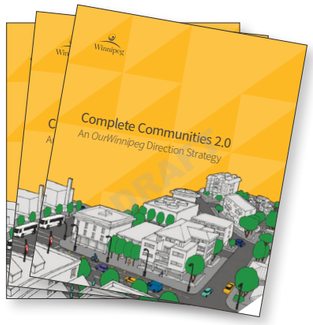

This Major Redevelopment Site designation identifies areas that present opportunities to create complete communities within, or adjacent to, existing neighbourhoods. Major Redevelopment Sites are considered prime locations for intensification given their proximity to public transit and their ability to integrate with existing street networks, community services, and municipal infrastructure.

In addition, *OurWinnipeg* emphasizes the following policies:

- To facilitate the process of reclamation of Indigenous land for urban reserve development by building respectful relationships with Indigenous governments and leadership to establish or maintain processes and protocols for service provision, bylaw harmonization, and land-use planning;
- To prioritize Indigenous heritage, culture, art, entrepreneurial and tourism-related economic opportunities;
- To prioritize municipal implementation responsibilities within the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Commission of Canada's Calls to Action and the National Inquiry into Missing and Murdered Indigenous Women and Girls' Calls for Justice; and
- To include an Indigenous lens and leadership in municipal governance processes, to recognize, respect and advance Indigenous rights, and build cooperative and mutually beneficial relationships toward reconciliation.

***Complete Communities Directions Strategy 2.0 (Draft)***

As the key companion document supporting *OurWinnipeg*, *Complete Communities* is the City's guide to land use and development, providing direction for growth in existing and new communities. The driving principles of this document include creating communities that support social, economic, and environmental sustainability, in addition to land uses and built forms that encourage higher residential density, building-type variation, and integrated municipal infrastructure. Further, *Complete Communities* emphasizes the following policy:




- When new urban reserves are initiated, work in good faith with First Nations governments to negotiate Municipal Development and Services Agreements (MDSAs) that include service capacity and restraints, bylaw harmonization, land use planning, a dispute resolution process, and any additional relevant items.

***Winnipeg's Indigenous Accord***

Adopted by City Council in 2017, *Winnipeg's Indigenous Accord* lays out the City's vision and commitment to reconciliation. Drawing on key principles from The Truth and Reconciliation Commission of Canada, the Accord establishes the six core commitments, focused on:

- building an ongoing process of reconciliation based on mutually respectful partnerships;
- embracing respectful relationships and engaging new partners in the process of reconciliation;
- facilitating a reconciliation process guided by the knowledge and experiences of First Nations, Métis, and Inuit Peoples;
- engaging multiple sectors across Winnipeg to build new initiatives, partnerships, and advance reconciliation efforts;
- initiating a positive change in the culture of relationships between Indigenous and non-Indigenous people in Winnipeg; and
- collaborating to formulate and execute action plans observing the commitments, shared values, and principles as expressed in the Accord.



# 4.0 PUBLIC PROCESS

As part of the Master Plan development, T1N and CLC led an extensive community engagement process, including conversations with T1N community members, neighbouring residents and businesses, special interest groups, and the City of Winnipeg.

The engagement process included focus group discussions with key special interest groups, a series of community surveys, a major virtual public information session, the development of a project website with continuous updates, and strong use of T1N and CLC social media platforms. Community input informed the development of the land use structure and was a critical consideration in the creation of the Master Plan. Furthermore, it confirmed broad community support for the development vision and direction of the Master Plan.

T1N and CLC are committed to ongoing and meaningful engagement with community members, neighbours, and stakeholders as the redevelopment progresses.

**2019**

### ENGAGEMENT WITH TREATY 1 FIRST NATIONS

Throughout the Master Plan process, T1DC used a combination of in-person and online methods to engage with the citizens and leaders of the seven Treaty 1 First Nations.



### 2019 NATIONAL INDIGENOUS PEOPLE'S DAY POWOW

Early in this process T1N and CLC met with people at the National Indigenous People's Day Powow on June 21, 2019, which was hosted on the former Kapyong Barracks site. Here they gathered feedback on preliminary design and planning concepts.



### 2019 NATIONAL GATHERING OF ELDERS

In 2019, T1N and CLC were able to engage with Elders and Knowledge Keepers at the National Gathering of Elders held in Winnipeg, MB.

2020

### MEETINGS WITH SPECIAL INTERESTS + MUNICIPAL DEPARTMENTS

Early in this process, the Master Planning Team met with key special interests and representatives from City Departments.

**MEETINGS WITH SPECIAL INTERESTS + MUNICIPAL DEPARTMENTS**

Councillor John Orlikow,
River Heights - Fort Garry
Councillor Kevin Klein,
Charleswood - Tuxedo - Westwood
Winnipeg Chief Administrative Office
Winnipeg Planning, Property & Development
Winnipeg Public Works
Winnipeg Water and Waste
Winnipeg Transit
Winnipeg Community Services
Winnipeg Equity and Diversity Initiative
Pembina Trails School Division
Winnipeg School Division
Division scolaire franco-manitobaine
Canadian Mortgage & Housing Corporation
Bike Winnipeg
Winnipeg Trails Association

### COLLABORATIVE PLANNING + DESIGN

As part of the Master Planning Team an Indigenous Design Group was assembled to develop concepts, share perspectives on Indigenous design, and provide critical feedback on draft and final versions of the concept plans and Master Plan.



### COMMUNITY ENGAGEMENT

Due to COVID-19 restrictions, two major in-person public information sessions planned for the Spring were canceled. The community engagement program pivoted towards the use of online and social media platforms as well as an online public information session, using Zoom, hosted on June 17, 2020.

### COMMUNITY SURVEYS

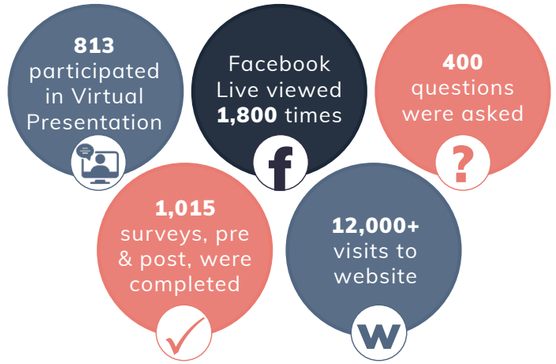
Over the course of the planning process, several public surveys were launched, offering an opportunity for community members and the public to provide their feedback on various aspects of the Master Plan including the three concept plan options.

2021



The following summarizes the degree of engagement with the community. Despite the need to adapt the engagement program mid-stream due to COVID-19, the level of public interest and engagement was significant.

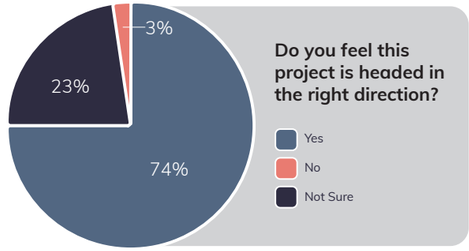
More than 800 people participated in the online public information session. The session was also streamed and posted on Facebook Live where it was viewed approximately 1,800 times. More than 400 questions and comments were submitted during the session, which were focused on concept plan design, building and site standards, housing, traffic and transportation, business and partnership opportunities, development timelines, and plans for further public engagement. Following the presentation, a total of 344 people responded to an Exit Survey.




Beyond substantiating wide community interest and support for the redevelopment of the former Kapyong Barracks, the engagement process also provided a platform for the community to share their vision, ideas, and priorities for the redevelopment.

Closely aligned with TIN and CLC's shared Project Aspirations, the community's top ideas and priorities included:

- Great public spaces and places for recreation
- Integration with surrounding neighbourhoods
- Showcasing Indigenous design and culture
- Accessible walking and cycling routes - connected to Winnipeg's Active Transportation network
- Places to live – diverse housing options, including affordable and accessible housing
- Open, natural spaces throughout the site for public use



# part 2

## land use + design

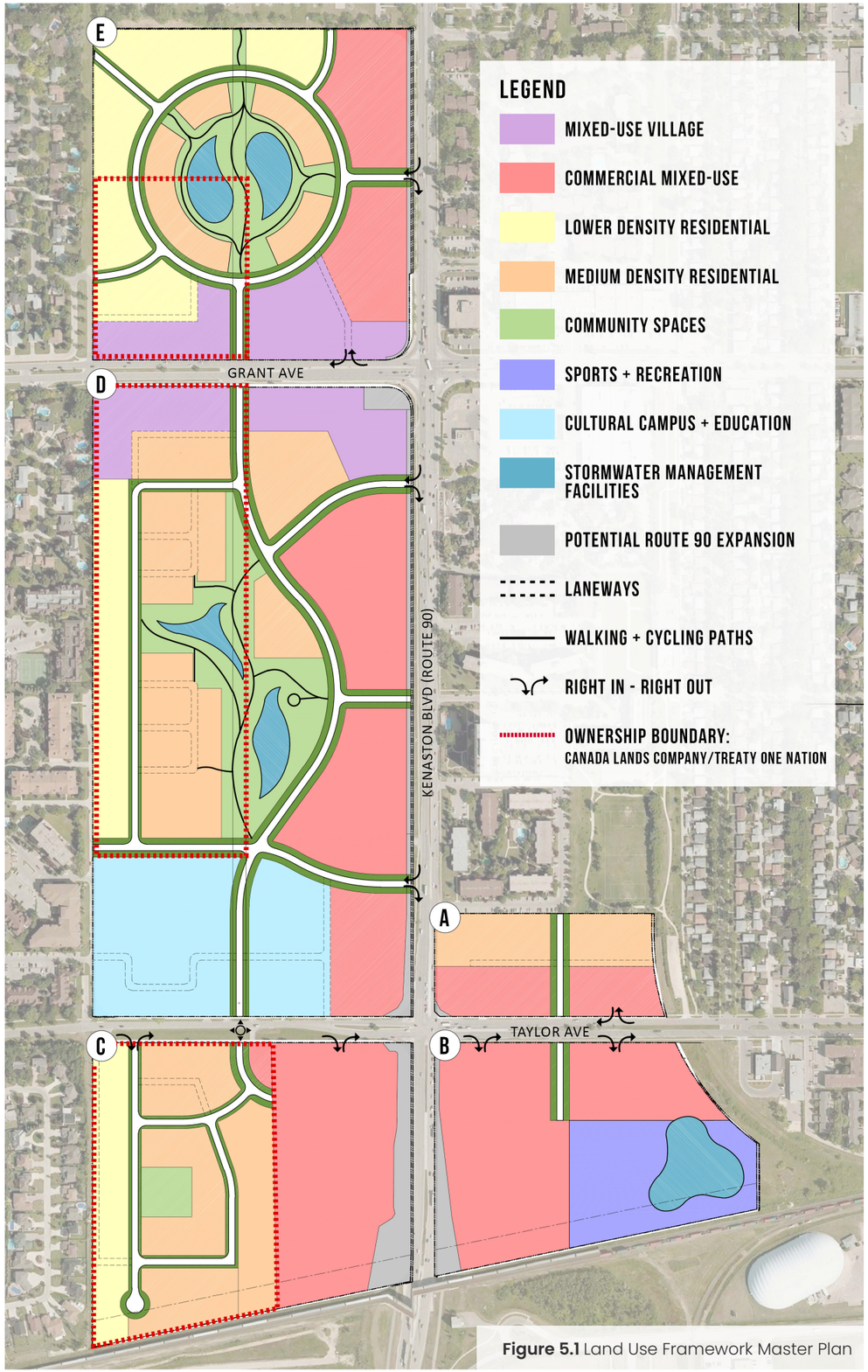



**Figure 5.1** Land Use Framework Master Plan

# 5.0 LAND USE FRAMEWORK

The land use framework Master Plan for the former Kapyong Barracks creates a complete community that supports connectivity and compatibility with adjacent neighbourhoods.

The overall land use structure provided in **Figure 5.1** is schematic and may be adjusted through more detailed planning efforts as the development progresses, considering the relationship between land uses, street patterns and connectivity, and achievement of the broader development objectives of this Plan.

**Figure 5.1** provides for the general location and distribution of the following land use designations:

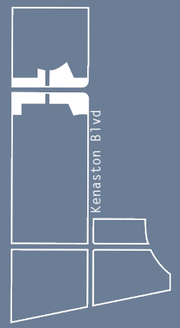
1. Mixed-Use Village
2. Commercial Mixed-Use
3. Medium Density Residential
4. Lower Density Residential
5. Sports + Recreation
6. Cultural Campus + Education
7. Community Spaces

**Figure 5.1** also shows the proposed internal transportation network (see **Section 8.1**) and general location of Stormwater Management Facilities (see **Section 8.2**).

**GENERAL POLICY DIRECTIONS**

- All development should be consistent with this Plan's Project Aspirations and Community Design Strategic Directions.
- Notwithstanding any other Policy Directions in this Master Plan, parks and open spaces, utilities, pathways, Stormwater Management Facilities, and urban food gardens are permitted in all land use designations.
- In addition to the other Policy Directions outlined in this Plan, interim or temporary uses may be permitted to activate lands within the former Kapyong Barracks prior to permanent redevelopment occurring. Interim or temporary uses shall be consistent with this Plan's Project Aspirations, contribute to the long-term build-out of the subject lands, and not compromise the implementation of this Plan in any way.
- Measures to increase parking efficiency throughout the subject lands, including shared parking between land uses, are strongly encouraged. Specific parking standards for all land use designations shall be provided in the implementing Land Use Designation/Regulation and/or Zoning By-law.

# 5.1 Mixed-Use Village




The intent of the Mixed-Use Village designation is to promote higher density housing with retail, service commercial, and other active-uses at grade to create a pedestrian-friendly, transit-supportive urban environment along Grant Avenue. The aim is to create an animated village corridor that supports future planned investment in rapid transit infrastructure and creates a strong urban entryway into the development site.

### OBJECTIVES

1. **Mix of Uses:** To accommodate a full range of land uses, including multi-unit residential, institutional, main floor retail, office, commercial, and cultural uses;
2. **Active Streetscape:** To encourage mixed-use buildings with active uses at-grade and residential or office uses above, to create a lively and engaging public realm;
3. **Quality Design**: To encourage high quality architecture and urban design to ensure new development contributes to the creation of a strong community identity;
4. **Pedestrian Permeability:** To ensure the design of all buildings reinforces the relationship between the buildings and the street by maintaining a high degree of permeability and activation at the ground level;
5. **Visual Quality:** To minimize the visual impact of parking, service areas, and similar elements on the public realm; and
6. **Diverse Housing Options:** To provide a diverse mix of housing, including variation in unit sizes, tenure mix, integration of accessible and age-friendly housing, and affordable housing options to accommodate a range of household income levels.







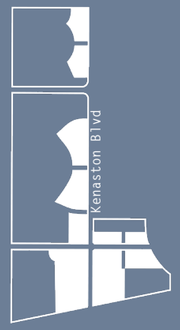




### POLICY DIRECTIONS

1. Permitted Uses within the Mixed-Use Village designation include:
   - Multi-unit residential uses;
   - A diverse range of retail and commercial uses including office, restaurants, and personal services; and
   - Community and cultural facilities.
2. The implementing Land Use Designation/Regulation and/or Zoning By-laws, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. The maximum height of any building within the Mixed-Use Village designation shall be 6-storeys, or 20 metres, whichever is less. [Mixed-Use heights assume 4.5m for ground floor and 3.0m for all floors above].
4. Residential densities within the Mixed-Use Village designation shall generally achieve between 40 and 60 units per gross developable acre.
5. Permitted uses are encouraged to be integrated and developed within mixed-use buildings.
6. Automobile related uses (i.e., sales, service, gas bars, car washes, etc.) are not permitted.
7. Drive-through restaurants and facilities are not permitted.
8. No individual, direct access should be permitted for any development lot from Grant Avenue, except if provided via a planned laneway connection as illustrated on **Figure 5.1**.
9. Parking lots shall not be located within any front yard.
10. Provisions should be made to integrate a future rapid transit station at Grant Avenue and Route 90.

# 5.2 **Commercial Mixed-Use**




The intent of the Commercial Mixed-Use designation is to promote a wide range of retail and service commercial uses, as well as office and major cultural facilities that serve not only the surrounding residential neighbourhoods, but also the wider city and Treaty 1 communities.

**OBJECTIVES**

1. **Diversity of Commercial Uses:** To accommodate a full range of retail and service commercial uses, containing both large single users and clusters of smaller users;
2. **Cluster Culture Facilities**: To accommodate major cultural facilities within Block B;
3. **Multi-Modal Access:** To ensure that all commercial developments are designed to function as multi-modal places through the coordinated design of pedestrian, transit, cycling, and vehicular access, as well as parking, drop-off, and loading;
4. **Quality Design:** To ensure that all commercial developments meet the highest standards for building design, siting, massing, and public access;
5. **Visual Quality:** To minimize the visual impact of parking, service areas, and similar elements on the public realm; and
6. **Neighbourhood Character**: To ensure that commercial developments do not encroach upon or negatively impact adjacent neighbourhoods and are adequately separated from residential areas.










**POLICY DIRECTIONS**

1. Permitted Uses within the Commercial Mixed-Use Designation include:
   - A diverse range of retail and commercial uses including office, restaurants, and personal services;
   - Food stores;
   - Pharmacies;
   - Hotels;
   - Cultural, recreational, and entertainment uses;
   - Public or institutional uses;
   - Gas bars and electric vehicle charging stations; and
   - Multi-unit residential uses above or to the rear of commercial uses.
2. The implementing Land Use Designation/Regulation and/or Zoning By-law, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. The maximum height of any building within the Commercial Mixed-Use designation shall be 6-storeys, or 22.5 metres, whichever is less. [Commercial heights assume 4.5m for ground floor and 3.6m for all floors above].
4. At-grade residential uses along the Route 90 frontage are not permitted.
5. Commercial developments should be easily accessible to the public and provide convenient pedestrian, cycling, and transit amenities and access.
6. Commercial developments are anticipated to include a mix of smaller and medium floor plate uses, with a limited number of larger commercial retail floor plate uses. All commercial developments should be designed to promote efficient on-site circulation to provide convenient pedestrian, cycling, and vehicular access to parking areas, loading spaces, building entrances, adjacent streets, and future transit routes.
7. Where multiple smaller and/or medium-sized commercial developments are planned on a site or adjacent sites, they should be planned and designed cohesively – sharing common features including pedestrian, cycling, and vehicular access, landscaping, lighting, parking, and signage.

# 5.3 Medium Density Residential




It is the intent of the Medium Density Residential designation to promote well-designed, multi-unit housing types that provide a mix of tenures and offer a range of housing options for households of all ages, abilities, make-up, and income levels.

**OBJECTIVES**

1. **Diverse Housing Options:** To provide a diverse mix of housing, including variation in unit sizes, tenure mix, integration of accessible and age-friendly housing, and affordable housing options to accommodate a range of household income levels;
2. **Quality Design:** To encourage high quality architecture and urban design to ensure new development contributes to the creation of a strong community identity;
3. **Pedestrian Permeability:** To ensure the design of all buildings reinforces the relationship between the buildings and the street by maintaining a high degree of permeability and activation at the ground level; and
4. **Visual Quality:** To minimize the visual impact of parking, service areas, and similar elements on the public realm.





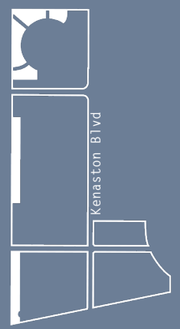




**POLICY DIRECTIONS**

1. Permitted Uses within the Medium Density Residential designation include:
   - Low and mid-rise apartments and multi-unit residential buildings;
   - Stacked townhomes;
   - Live work units; and
   - Small-scale at-grade convenience commercial uses.
2. The implementing Land Use Designation/Regulation and/or Zoning By-law, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. Small scale neighbourhood commercial uses, integrated at-grade in a multi-unit building, may be permitted in appropriate locations, so long as the proposed use does not negatively impact community character.
4. The maximum height of any building within the Medium Density Residential designation shall be 6-storeys, or 20 metres, whichever is less.
5. Density within the Medium Density Residential designation should generally achieve between 30 and 60 units per gross developable acre.
6. Parking lots shall not be located within any front yard unless site conditions and compatibility with adjacent development necessitates such a location.
7. The provision of affordable housing is encouraged within the Medium Density Residential designation, either as stand-alone development projects or as affordable units integrated within market housing projects. To support the development of affordable housing, prospective developers should form partnerships with, and access funding from, all levels of government.

# 5.4 **Lower Density Residential**




The Lower Density Residential designation is intended to promote a mix of well-designed, lower density housing types in locations along the western edge of the site. The aim of this designation is to ensure compatibility with land uses of established neighbourhood areas adjacent to the site.

**OBJECTIVES**

1. **Diverse Housing Options:** To provide a diverse mix of housing, including variation in unit sizes, tenure mix, integration of accessible and age-friendly housing, and affordable housing options to accommodate a range of household income levels;
2. **Quality Design:** To encourage high quality architecture and urban design to ensure new development contributes to the creation of a strong community identity; and
3. **Visual Quality:** To minimize the visual impact of parking, service areas, and similar elements on the public realm.





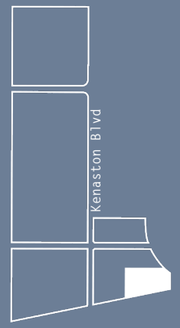




**POLICY DIRECTIONS**

1. Permitted Uses within the Lower Density Residential designation include:
   - Single-detached and semi-detached dwellings;
   - Townhouse and stacked townhouse dwellings;
   - Small plex-type multi-unit residential uses; and
   - Secondary suites.
2. The implementing Land Use Designation/Regulation and/or Zoning By-law, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. The maximum height of any building within the Lower Density Residential designation shall be 3.5 storeys, or 12 metres, whichever is less.
4. Density within the Lower Density Residential designation should generally achieve between 10 and 18 units per gross developable acre.
5. Secondary suites shall be permitted in association with a principal dwelling on single-unit detached or duplex lots to provide smaller scale or affordable housing options. The size, design, and location of which shall be established in the implementing Land Use Designation/Regulation and/or Zoning By-law.
6. Where new residential development abuts existing residential development, the height and massing of the new development shall be designed to ensure compatibility with the existing development.
7. The provision of affordable housing is encouraged within the Lower Density Residential designation, either as stand-alone development projects or as affordable units integrated within market housing projects. To support the development of affordable housing, prospective developers should form partnerships with, and access funding from, all levels of government.

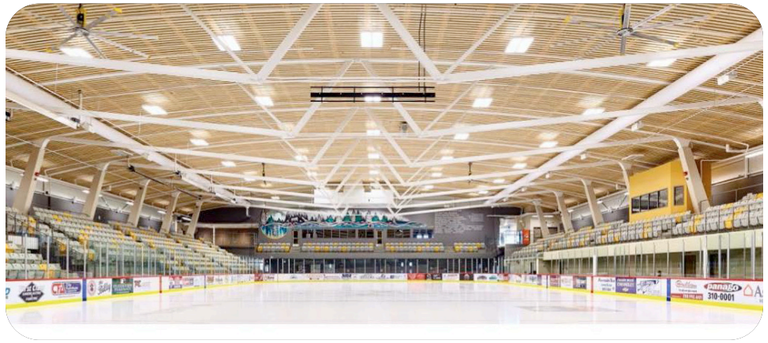
# 5.5 **Sports + Recreation**




The intent of the Sports + Recreation designation is to promote the development of community and regional scale cultural and recreation facilities. Spaces for recreation and passive leisure activities contribute to overall community health and well-being, offering residents, visitors, and neighbours opportunities to pursue active, healthy lifestyles.

**OBJECTIVES**

1. **Community Recreation:** To create a destination for active recreation and large community gatherings;
2. **Healthy Lifestyle:** To support community health and well-being;
3. **Cultural Emphasis:** To develop best-in-class, multi-use recreation and cultural facilities for community and regional use; and
4. **Landmarks:** To promote the development of an iconic large-scale powwow arbour to host local, regional, and national-scale gatherings.







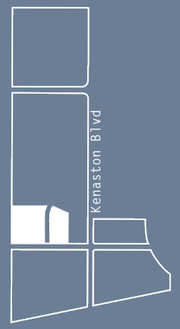




**POLICY DIRECTIONS**

1. Permitted Uses within the Sports + Recreation designation include:
   - Indoor and outdoor recreation facilities;
   - Cultural and entertainment uses; and
   - Ancillary retail and service commercial uses.
2. The implementing Land Use Designation/Regulation and/or Zoning By-law, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. Outdoor recreation facilities should be designed for safe and comfortable year-round use by participants and spectators.
4. Facilities should be designed to promote efficient on-site circulation to provide convenient pedestrian, cycling, and vehicular access to parking areas, loading spaces, building entrances, adjacent streets, and future transit routes.
5. Parking lots shall not be located within any front yard unless site conditions and compatibility with adjacent development necessitates such a location.

# 5.6 Cultural Campus + Education




The intent of the Cultural Campus + Education designation is to promote an integrated mix of institutional uses, including educational, cultural, and governance facilities that serve as a prominent centre for the Treaty One Nation government and First Nations identity.

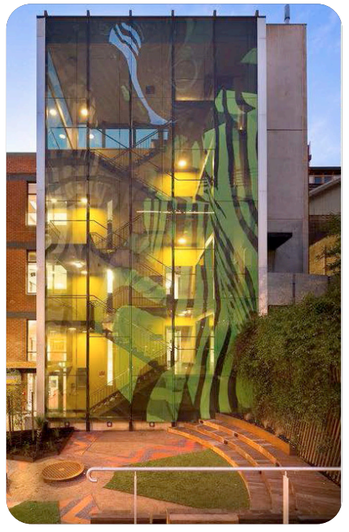
**OBJECTIVES**

1. **T1N Governance Centre:** To establish a governance and administrative centre for the Treaty One Nation government;
2. **A Meeting Place:** To create a meeting place, rooted in and inspired by First Nations identity, that welcomes and connects all peoples;
3. **Indigenous Campus:** To promote the development of a vibrant mixed-use campus that inspires and cultivates innovation, knowledge transfer, learning, and community building;
4. **Facility Excellence:** To develop best-in-class educational and cultural facilities, including museums, galleries, performance spaces, and libraries; and
5. **Reconciliation:** To create and implement opportunities for education and reconciliation.





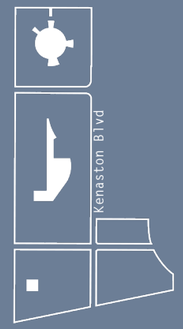




**POLICY DIRECTIONS**

1. Permitted Uses within the Cultural Campus + Education designation include:
   - Institutional and educational uses;
   - Office uses;
   - Cultural, recreational, and entertainment uses;
   - Hotel and conference uses;
   - Multi-unit residential uses; and
   - Ancillary retail and service commercial uses.
2. The implementing Land Use Designation/Regulation and/or Zoning By-law, may further refine the list of permitted land uses to ensure that new development is appropriate in the context of the adjacent and surrounding community.
3. Facilities should be designed to promote safe and efficient on-site circulation to provide convenient pedestrian, cycling, and vehicular access to parking areas, loading spaces, building entrances, adjacent streets, and future transit routes.
4. Parking lots shall not be located within any front yard.

# 5.7 **Community Spaces**




The intent of the Community Spaces designation is to promote the development of a high quality, connected network of publicly accessible parks and open spaces. Outdoor community spaces are a critical feature of the vision for the subject lands. Serving not only as a recreational amenity and structural element of the community, these spaces act also as a means to honour Mother Earth, showcase Indigenous art and design, and share

**OBJECTIVES**

1. **Open Space Connectivity:** To provide an interconnected system of parks and open spaces for a variety of year-round active and passive recreational opportunities, leisure pursuits, and cultural and ceremonial activities;
2. **Open Space Quality:** To provide high quality publicly accessible open spaces in support of the institutional, commercial, residential, and cultural uses throughout the site;
3. **Active Transportation (AT) Connectivity:** To complement and enhance the planned pedestrian and cycling network (see **Figure 5.1**), connectivity with existing surrounding neighbourhoods, and community amenities;
4. **Public Art:** To provide opportunities for the integration of public art that represents the history of place, culture, and identity for First Nations peoples, and promote the creative practices of First Nations artists;
5. **Site Commemoration:** To provide opportunities for elements that commemorate the military heritage of the site;
6. **Gathering Places:** To provide open public spaces to accommodate large and small community gatherings;
7. **Native Plant Species + Materials:** To promote the natural beauty of Manitoba through the use of native plant species and materials; and
8. **Sustainability:** To promote innovation in sustainability and landscape management particularly for our northern climate (all seasons), recognizing current and future realities of climate change.









**POLICY DIRECTIONS**

1. Community Spaces should be designed to be beautiful, functional, and sustainable, in accordance with this Plan's Landscape Guiding Principles (see **Section 6.1**).
2. In addition to lands designated as Community Spaces on **Figure 5.1**, development sites throughout the subject lands should contribute to the overall open space system by creating smaller publicly accessible urban plazas, mews, and courtyards throughout the development.
3. Community Spaces should be designed as flexible spaces to accommodate a variety of active and passive recreation activities, programming, and events that can cater to changing community needs over time.
4. Community Spaces should be designed for use during all seasons, with shelter from winds, places to enjoy sun exposure or shade, and lighting for safe evening use.
5. Community Spaces, and the public realm in general, should be designed for universal accessibility.
6. Community Spaces should implement Low Impact Development strategies, emphasizing conservation and use of on-site natural features to filter, store, and detain runoff water.
7. Community Spaces should incorporate pathways which will work in a cohesive manner as part of the pedestrian and cycling network.
8. Public art, created primarily by First Nations artists, should be an integrated and defining element of all Community Spaces – and the public realm in general – to create a sense of place and strengthen cultural identity.
9. Elements commemorating the site's military heritage should be integrated into the design of Community Spaces.

# 5.8 Overview of Development Potential

The following section provides a summary of the development potential and breakdown of the planned development by land use type.

**Figure 5.2** on the facing page shows land use areas (in acres) on a block by block basis, while **Figure 5.3** provides a conceptual illustration of the potential build-out of the subject lands.

Based on proposed height and density provisions outlined in this Plan's Land Use Framework (**Section 5.0**) and the conceptual build-out scenario (**Figure 5.3**), at full completion, the redevelopment of the former Kapyong Barracks could accommodate between 2,300 to 3,000 residential units and between 915,000 and 1.2 million square feet of commercial space (mix of office, retail, institutional, and service commercial uses).

**Table 5.1** Land Use Designations (acres)

| | acres | % | acres | % | acres | % |
|---|---|---|---|---|---|---|
| Mixed-Use Village | 6.45 | 57% | 4.87 | 43% | 11.32 | 100% |
| Commercial Mixed-Use | 45.45 | 99% | 0.29 | 1% | 45.74 | 100% |
| Medium Density Residential | 10.02 | 34% | 19.87 | 66% | 29.89 | 100% |
| Lower Density Residential | 4.68 | 30% | 10.91 | 70% | 15.59 | 100% |
| Sports + Recreation | 4.90 | 100% | - | | 4.90 | 100% |
| Cultural Campus + Education | 11.41 | 100% | - | | 11.41 | 100% |
| Community Spaces | 6.13 | 52% | 5.72 | 48% | 11.85 | 100% |
| Right-of-Ways | 11.06 | 57% | 8.47 | 43% | 19.53 | 100% |
| Stormwater Management Facilities | 3.88 | 78% | 1.08 | 22% | 4.96 | 100% |
| Potential Route 90 Expansion | 4.39 | 100% | - | | 4.39 | 100% |
| **TOTAL** | **108.26** | 68% | **51.45** | **32%** | **159.71** | 100% |

The land area to accommodate the potential Route 90 expansion is conceptual only and reflects a modified widening scenario. The actual quantum of land required to accommodate the Route 90 widening will be subject to detailed design and negotiation between TIN and the City of Winnipeg.

Due to rounding, numbers presented may not add up precisely to the totals provided and percentages may not precisely reflect the absolute figures.

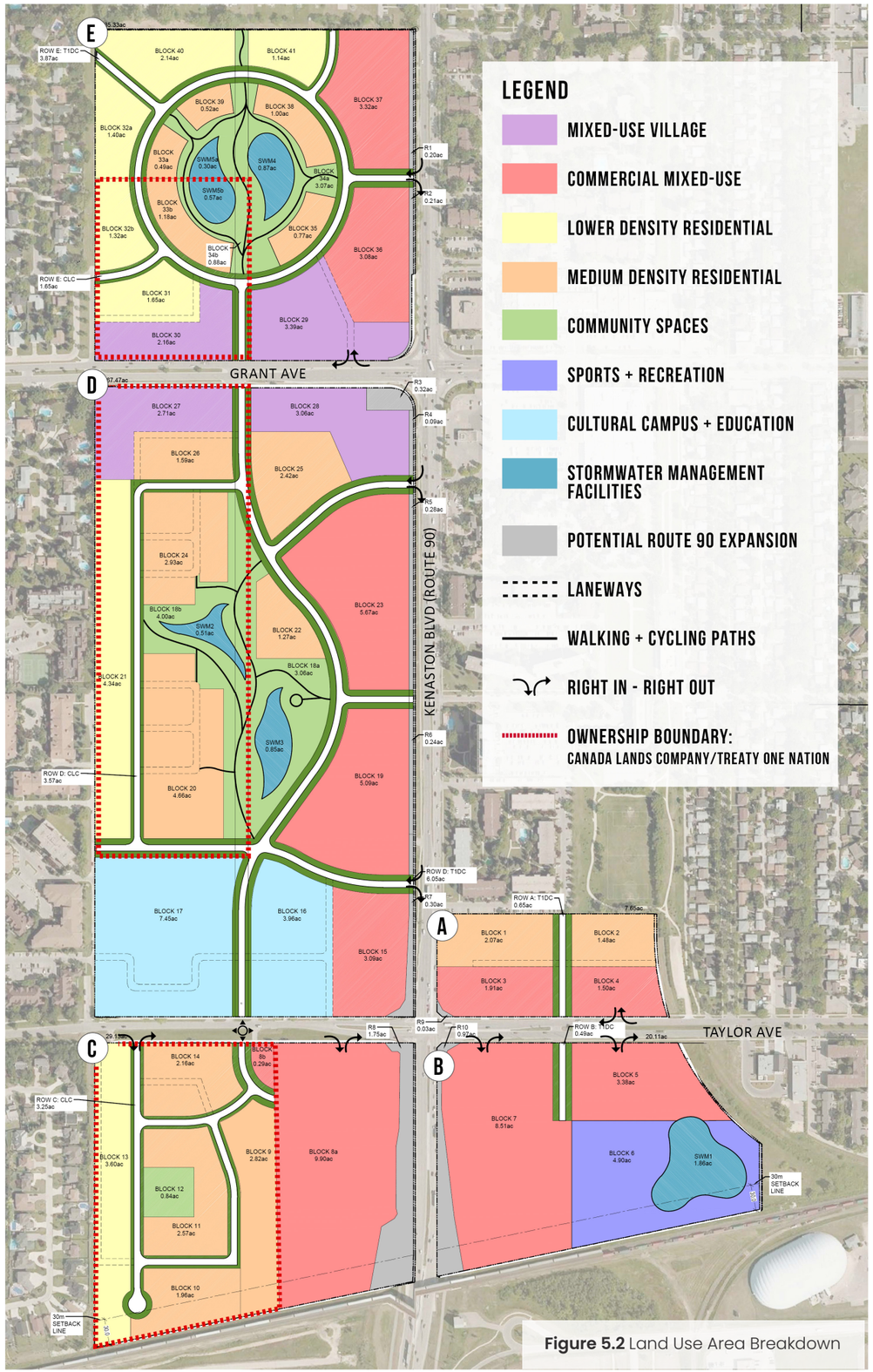



**Figure 5.2** Land Use Area Breakdown

**Table 5.1.1** Block A (acres)

| | | | |
|---|---|---|---|
| Commercial Mixed-Use | 3.41 | - | 3.41 |
| Medium Density Residential | 3.55 | - | 3.55 |
| Right-of-Ways | 0.65 | - | 0.65 |
| Potential Route 90 Expansion | 0.03 | - | 0.03 |
| **TOTAL** | **7.66** | - | 7.66 |

**Table 5.1.2** Block B (acres)

| | | | |
|---|---|---|---|
| Commercial Mixed-Use | 11.89 | - | 11.89 |
| Sports + Recreation | 4.90 | - | 4.90 |
| Right-of-Ways | 0.49 | - | 0.49 |
| Stormwater Management Facilities | 1.86 | - | 1.86 |
| Potential Route 90 Expansion | 0.97 | - | 0.97 |
| **TOTAL** | **20.04** | - | **20.04** |

**Table 5.1.3** Block C (acres)

| | | | |
|---|---|---|---|
| Commercial Mixed-Use | 9.9 | 0.29 | 10.19 |
| Medium Density Residential | - | 9.51 | 9.51 |
| Lower Density Residential | - | 3.60 | 3.60 |
| Community Spaces | - | 0.84 | 0.84 |
| Right-of-Ways | - | 3.25 | 3.25 |
| Potential Route 90 Expansion | 1.75 | - | 1.75 |
| **TOTAL** | **11.66** | **17.50** | **29.16** |

**Table 5.1.4** Block D (acres)

| | | | |
|---|---|---|---|
| Mixed-Use Village | 3.06 | 2.71 | 5.77 |
| Commercial Mixed-Use | 13.85 | - | 13.85 |
| Medium Density Residential | 3.69 | 9.18 | 12.87 |
| Lower Density Residential | - | 4.34 | 4.34 |
| Cultural Campus + Education | 11.41 | - | 11.41 |
| Community Spaces | 3.06 | 4.00 | 7.06 |
| Right-of-Ways | 6.05 | 3.57 | 9.62 |
| Stormwater Management Facilities | 0.85 | 0.51 | 1.36 |
| Potential Route 90 Expansion | 1.23 | - | 1.23 |
| **TOTAL** | **42.95** | **24.56** | **67.51** |

**Table 5.1.5** Block E (acres)

| | | | |
|---|---|---|---|
| Mixed-Use Village | 3.39 | 2.16 | 5.55 |
| Commercial Mixed-Use | 6.40 | - | 6.40 |
| Medium Density Residential | 2.78 | 1.18 | 3.96 |
| Lower Density Residential | 4.68 | 2.97 | 7.65 |
| Community Spaces | 3.07 | 0.88 | 3.95 |
| Right-of-Ways | 3.87 | 1.65 | 5.52 |
| Stormwater Management Facilities | 1.17 | 0.57 | 1.74 |
| Potential Route 90 Expansion | 0.41 | - | 0.41 |
| **TOTAL** | **25.95** | **9.39** | **35.34** |

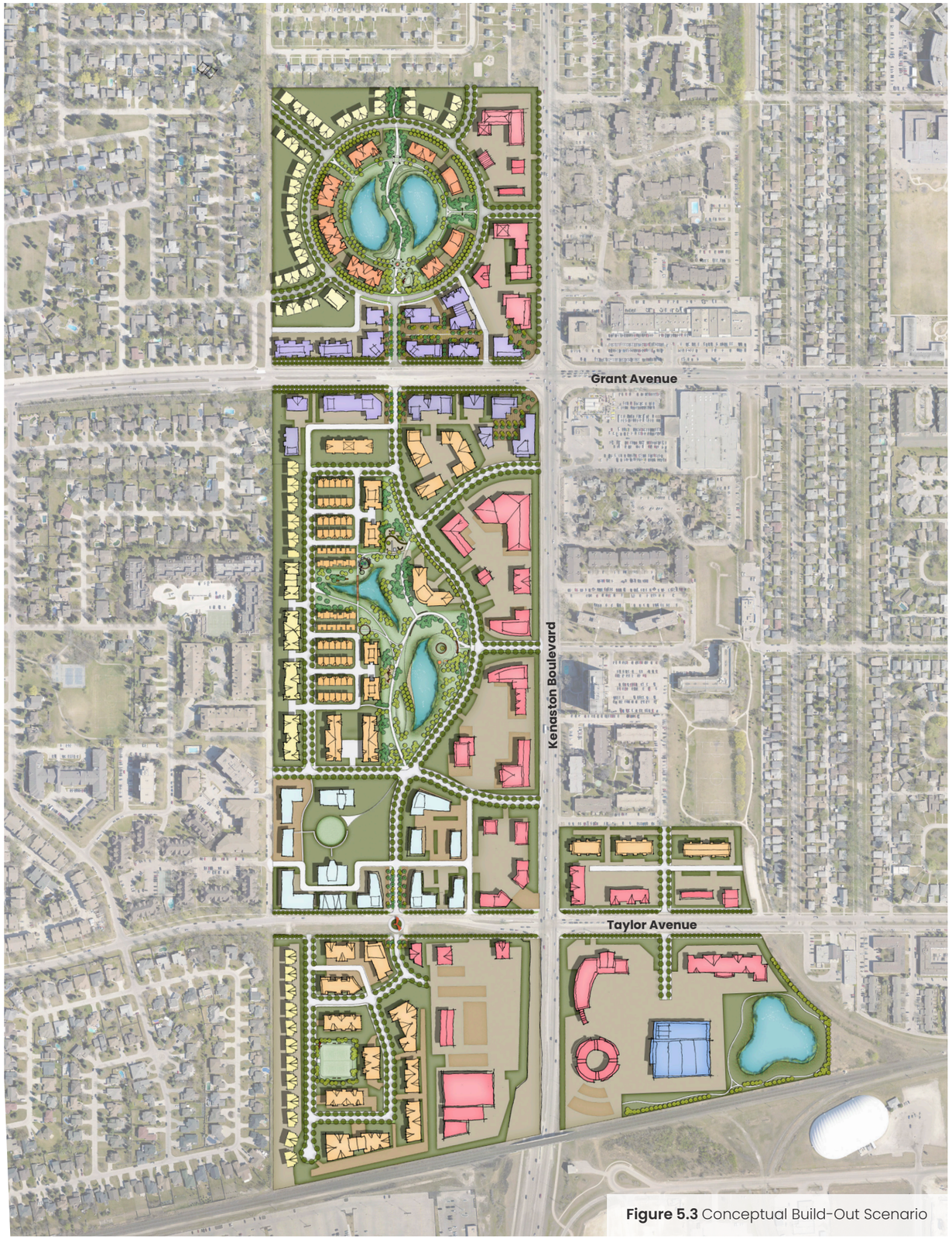



**Figure 5.3** Conceptual Build-Out Scenario

# 6.0 COMMUNITY DESIGN

A well-connected and well-designed community serves to bring people together, creating space for interactions between people from all walks of life and opportunities for people to create a more intimate public realm through use and care. The public realm will form peoples' first impressions of the area, welcoming and encouraging residents and visitors alike to participate in the community. The creation of a memorable, sought-after place is reliant on a strong foundation built on proven design practices.

The Strategic Directions laid out in this section are intended to provide guidance to shape future detailed community design and development pursuits, and potentially inform subsequent guidelines, standards, and regulations.

## 6.1 Landscape Design Guiding Principles

***"We will use what Mother Earth provides in a gentle manner. We will create living and working spaces which are appropriate with being in harmony with natural systems. We will harvest and store water for use during cold and dry times. We will harvest the energy of the sun and the winds to provide heat and power."***

– David Daniels, Knowledge Keeper, Long Plain First Nation and Andreas Bickford, University of Melbourne

A key aspect of this Plan is to create welcoming public and open spaces that encourage sustainable environmental practices, community building, healthy and active lifestyles, and a safe environment. Landscape design can have a significant impact on users' experience of a place and is an opportunity to create a strong and unique neighbourhood identity for the site that incorporates elements of the surrounding neighbourhoods, while showcasing First Nations identity and cultures. The following section outlines a series of Guiding Principles with supporting Strategic Directions to inform the design and development of outdoor spaces throughout the site.

# ICONIC

The history of this site is rich and varied and through its many occupants, uses, struggles, and victories this site has earned a place in the memory of Winnipeg and Treaty 1 territory. Moving now in a new direction, the former Kapyong Barracks should continue to hold a place in the minds of Manitobans and become an iconic feature of this province. Through landscape design and defining elements such as native plant species and local materials, this redevelopment can contribute to the creation of a distinct identity and sense of place.

**Strategic Directions**

- Encourage the use of native plants, local materials, and natural elements, in all open space design.
- Integrate public art throughout the site, promoting and emphasizing work by both established and resurgent First Nations artists.
- Incorporate reference to the site's military history through signage, public art, and naming choices.
- Encourage references to this region's original landscape, plants, and animals in planting and landscape design throughout the site.




***Mixed-Use Village:*** *The village-like atmosphere planned for the Mixed-Use Village area will transform the character of Grant entering the former Kapyong Barracks site. The existing open fields will give way to mid-rise, mixed-use buildings, active storefronts, patios, and courtyards offering neighbourhood scale goods and services such as clothing, art, food, coffee, bakery, bikes, books, and technology, with a strong emphasis on Indigenous design and culture.*




***Cultural Campus:*** *Envisioned as the centre for Treaty 1 Nation government and culture, this area is intended to create a unique campus-like setting, including an iconic mix of cultural institutions, centres of learning, museum and gallery space, student housing, and other uses that support and attract cultural enrichment and education.*

# EVOCATIVE

Whether we inhabit a space for a length of time or simply move through it as a small portion of our day, our experiences are led by our senses. The colours, textures, sounds, and smells that we encounter throughout the day shape our experience of a space and can be used to evoke a sense of familiarity and belonging and create powerful memories. The former Kapyong Barracks site will come to be a place of work, play, and home to many people in the future, and the creation of multi-sensory experiences is one way in which to create a welcoming and memorable experience for residents and visitors alike.

**Strategic Directions**

- Encourage the responsible design of outdoor fire pits for both ceremonial and recreational uses.
- Integrate natural play elements throughout outdoor spaces.
- Encourage the consideration and use of sound, smell, and touch in all landscape and planting design.
- Encourage memorable views and sightlines throughout.

# INDIGENOUS

Moving beyond the inclusion/use of native plants for traditional foods and medicines, the landscape of this site must be informed by the long-held knowledge and cultural practices that remain vital to First Nations cultures today. This may be seen through seasonal considerations, historical and contemporary artistic expression, and reliance on input from Knowledge Keepers to guide design decisions.

**Strategic Directions**

- Incorporate input from Knowledge Keepers into all open space designs.
- Support ceremony guided by Knowledge Keepers during installation and upkeep of outdoor spaces.
- Consider cardinal directions and their cultural significance in all outdoor space design.
- Promote the planting, maintaining, harvesting, and use of plants commonly found in traditional tobacco mixes, such as dogwood, kinikinik, willow, and mint.

# NOURISHING

The land nourishes us in many ways, from food production and carbon sequestration, to the many mental and physical health benefits gained when experiencing nature. A focus on nourishing landscapes is one that must be, at its core, reciprocal. As the land nourishes us through food and medicine, we must also nourish the land through environmentally sustainable design, planting, and maintenance practices. The creation of a nourishing landscape holds many opportunities for knowledge transfer, economic development, and a fulfillment of our responsibility, as people, to care for the land.

**Strategic Directions**

- Integrate community gardens as part of the system of outdoor spaces and create opportunities for the production and preparation of local and traditional foods and medicines.
- Encourage an 'interim' planting program for the site that can be used both as a social enterprise and a source of trees and plants for future phases of development.
- Explore the viability of aquaponics, public orchards, and wild rice production in Stormwater Management Facilities.



# EDUCATION

It cannot be overlooked that the redevelopment of this site offers a unique opportunity to pursue truth and reconciliation in Treaty 1 territory. A key part of this effort can be found in the promotion and facilitation of education and understanding. Design and development of all open and Community Spaces throughout the site should aim to incorporate elements of education through a wide variety of learning/teaching approaches.

**Strategic Directions**

- Incorporate signage for education/learning where traditional foods and medicines are planted, maintained, and harvested.
- Create opportunities for education and reconciliation.
- Encourage opportunities for hands on learning/ knowledge sharing - community gardens, medicine/ food gardening and harvesting, building of structures (rain/wind shelters) from natural materials.
- Promote the use of space for oral and auditory methods of teaching and learning.
- Design rest and waiting areas for observation of weather patterns, water quality, animal behaviour, and plant growth.

# EXCELLENCE

The redevelopment of a site of this size, developed in part as a Joint Reserve, within an established urban setting is consequential. With such a significant opportunity, it is essential to strive for the highest standards of excellence in all aspects of the design. Through the integration of biodiversity, durable materials, landscape design, and maintenance standards, the former Kapyong Barracks site can be a place of high quality and innovation for sustainable design that is made to flourish in Manitoba's climate.

**Strategic Directions**

- Promote the use of native plants and other planting and design strategies to reduce maintenance needs and costs.
- Promote the use of durable, long-lasting materials proven to excel in all seasons.
- Ensure all development proposals include a planting plan with respect to natural site features, site orientation, sun/shade exposure, and maintenance requirements.
- Promote the integration of stormwater retention and reuse for planted elements throughout the site to reduce the use of potable water in site operations.
- Work with partners to create a site-wide composting program to benefit residents, businesses, and local community gardens.
- Encourage the use of innovative materials and methods to create comfortable, safe spaces in all seasons.
- Seek expertise in climate change in selecting plants for future generations.

# VERSATILE

As people of the Prairies, we are intimately familiar with the change and flow of seasons. A key aspect of high quality open spaces is understanding the dynamic elements that will be at play throughout the year and adapting to each as they come. The former Kapyong Barracks site must take into account the changing seasons to becoming a multi-functional space for all weather conditions.

**Strategic Directions**

- Encourage the use of plants with structure and colour that add to winter interest.
- Promote the reuse of cleared snow for recreational opportunities, such as snow-carving, fort and maze building, and temporary, seasonal seating.
- Consider winter uses for Stormwater Management Facilities such as skating rinks or material harvesting for temporary ice-sculptures.
- Promote the use of landforms, landscape structures, plants, local materials, and public art to create shelter from northerly winter winds.
- Design parks and public spaces to be multi-purpose for a variety of year-round (and winter-specific) outdoor activities including ceremonies, athletics, active and passive recreation, leisure opportunities, and special events.
- Incorporate flexible elements, such as wind and sun screens / shade canopies, fire pits, and public art that can be adapted to optimize user experience at different times of the year as seasonal needs change.
- Promote the use of plants to mitigate negative wind and sun exposure.
- Consider the use of plants to create refuge spaces throughout the site.

***Community Spaces:*** *The multi-functional outdoor Community Spaces will feature areas where people can walk, play, enjoy casual sports, or take part in other recreational activities throughout all seasons. With design and programming rooted in First Nations culture, the Community Space will integrate innovative use of native plants, landforms, and public art.*



# 6.2 **Landscape Design Concepts**

Informed by the Landscape Design Guiding Principles (**Section 6.1**), the following conceptual designs illustrate the potential development of this Plan's primary Community Spaces.

## **Block E -** Landscape Design Concept

The Community Space in Block E is predominantly shaped by a set of central mirrored ponds. Though separated by a land bridge and AT path, the ponds are designed to act as one. As heavy rains or spring melt enter the space, the ponds swell to accommodate the additional stormwater, briefly flooding the naturalized banks, before reverting back to their original shape within hours or days.

In the winter months as the stormwater in the ponds freezes, the space becomes a skating rink, with the frozen ponds and adjacent land forms also becoming toboggan slides in both the north and south directions.

Throughout the former Kapyong Barracks, the use of native plant species is intended to root this place into the unique soil of Manitoba. In this Block, this can be seen in the four cardinal entrances to the Community Space. The northern entrance features rocky outcroppings and northern vegetation, creating a landscape reminiscent of the Taiga Shield ecozone in northern Manitoba. The eastern entrance shifts to plants and landforms of the Boreal Forest, commonly found along the eastern edge of Manitoba. Moving to the south, there are native prairie grasses and aspen parkland characterizing the entrance, with an adventure play area to one side with seating and views to the naturalized ponds. The western entrance completes this circle with groves of poplar and aspen trees creating a pocket of the Boreal Plains found in western Manitoba.

The primary north-south neighbourhood trail runs between the two ponds and connects to the circular perimeter trail, and east and west entrances, allowing users full access to the Community Space from a variety of avenues.

Surrounding this Community Space are single and multi-unit residences interspersed with additional pockets of open space which incorporate areas for community gardens. While the residences themselves are set back from the park space for privacy, they provide ambient light and views into the Community Space, creating visual and auditory connections between residents and users, contributing to sense of neighbourhood safety, familiarity, and comfort.




**Figure 6.2** Block E Landscape Design Concept

## **Block D** - Landscape Design Concept

Sitting at the centre of the site, the Community Space in Block D will use native plant species, land forms, and public art to strongly embed First Nations culture, identity, and design into the future heart of the community.

Bordered by residences, commercial uses, and TIN's Cultural Campus, this Community Space has the potential to be a meeting place for people coming to the community. The space is designed to offer a wide range of active and passive recreation opportunities, from open field play, to walking, lounging, picnicking, and people-watching. The open design can also give way to festivals and events that may be programmed to bring people to the space throughout the year.

As people move through the Community Space, the naturalized ponds, cultural and medicinal plants, fruit trees, native prairie grasses, and firepits will all contribute to a multi-sensory experience intended to create a sense of familiarity and belonging, as well as strong memories of the space. As the seasons change, the sensory experience offered by the space will also change, connecting people to nature and the cycles of the year in a way not often found in an urban setting.

The naturalized ponds are designed to accommodate stormwater from heavy rainfall or spring melt, growing in size as stormwater inundates the site and reverting back to their original shape over the course of a day or two. These ponds will retain water as the winter months approach and eventually freeze to become skating rinks, with warming shelters and firepits nearby.

Walking and cycling paths cross the space, connecting pedestrians and cyclists with the many amenities found in and around the Community Space. This includes a land bridge crossing the northern lake, offering users a close-up experience with the aquatic flora and fauna found within the ponds. The land bridge leads users to and from the northern entrance, which features an adventure play area and a skateboard park for older children.

Along with the walking and cycling paths, the edges of the Community Space blend into the surrounding areas, offering many avenues by which people can access the space. This includes a main entrance along the eastern edge of the site. Infused with public art designed and created by First Nations artists, this entrance will act as a beacon as it welcomes people into the space and offering a clear view to the water. Interpretive signage at this entrance, and throughout the space, will highlight the history of Treaty No. 1, the military legacy of the Kapyong Barracks, and how First Nations cultures have shaped the design of the public open space and the entire community.




**Figure 6.3** Block D Landscape Design Concept

## **Block C** - Landscape Design Concept

The Community Space in Block C is designed as an open playfield, surrounded by shade trees that act as sun and wind protection, as well as habitat for birds and other small wildlife. Nestled among single and multi-unit residences, this space is intended to be a neighbourhood scale amenity, primarily serving residents within the immediate area. The open playfield encourages un-programmed activities like bocce ball and frisbee, but can also be adapted for organized sports such as t-ball and mini soccer.

Along the western edge, a meeting plaza marks the entrance to the Community Space. The meeting plaza/entrance includes benches, waste receptacles, and an adventure play area for smaller children. More benches are placed under the shade trees around the perimeter of the playfield to encourage spectating and animation. Ambient light and views into the park from the surrounding residences contribute to a sense of safety and comfort.




**Figure 6.3** Block C Landscape Design Concept

## 6.3 **Public Art**

Public art is an integral element of the planned redevelopment. Beyond contributing to the vibrancy and visual interest of the site, public art reflects culture and heritage, and can serve to define a place, even becoming a landmark or attraction in and of itself. Along those same lines, public art can be a source of civic pride, a means to elicit social exchange, and a medium for conveying community identity and expressing its social and cultural values.

The possibilities for public art are effectively limitless. Public art can be permanent or temporary, static or kinetic, discrete or integrated. It can range from large sculptural works, to audio or video installations, to light displays, to murals, to functional elements integrated into public and community spaces.

The overall vision for public art is intended to:

- Transmit the cultural identity of TlN;
- Tell the story of Treaty No. 1 and its constituent Nations; and
- Draw connections to the former Kapyong Barracks, the site's history, and the collective vision for its future.

The following Strategic Directions are intended as a framework for the integration of public art into the overall redevelopment.

**Strategic Directions**

- Promote and emphasize work by both established and resurgent First Nations artists.
- Promote synergies with local, provincial, and national arts organizations and institutions.
- Establish a Public Art Advisory body to develop and administer public art policies and procedures, coordinate adjudication and acquisition processes, and oversee collections management.
- Ensure transparency and accountability in the commissioning of works and selection of artists.
- Establish consistent criteria for evaluating offers of gifts/donations of public art works, ensuring they are of high quality and fit with the overall community vision and context.
- Consider dedicating one (1) percent of the total capital budget for public realm and community infrastructure projects to commissioned public art works.
- Work with private development partners to commission privately-funded works as part of major development projects.
- Identify and prioritize locations and opportunities for public art.
- Develop detailed policies and procedures around management, conservation, and maintenance.






***Cultural Campus:*** *Showcasing Indigenous art, design, and architecture, the gateway to the Cultural Campus at Taylor Avenue is poised to become a local and regional landmark.*

## 6.4 **Universal Accessibility**

Creating a welcoming and inclusive community space for all people is one of the foundational aspirations of this Plan. To create such a place, it is essential that universal accessibility be a key element of design and development throughout the site. The following Strategic Directions are intended to guide design and development decisions regarding universal accessibility.

**Strategic Directions**

- Align public realm improvements and building designs with City of Winnipeg policy on accessibility standards, the Accessibility for Manitobans Act, and the Accessible Canada Act, at a minimum. Opportunities to exceed these standards should be considered.
- Where possible, incorporate design features into streets to draw attention to pedestrian crossings, including curb bump-outs to reduce crossing distance, differentiated crosswalk surface treatments, visual cues, and adequate signage.
- Ensure sidewalks and multi-use paths can comfortably accommodate wheelchairs and other mobility assistance devices, and provide an uninterrupted path of travel with no obstructions (i.e., bollards, light standards, sign posts, etc.).
- Ensure all public transit services and related facilities are universally accessible.
- Provide accessible parking and drop-off spaces adjacent to public spaces and primary entrances of buildings.
- The use of elements within the public realm that are deliberately uncomfortable and discourage social interaction or relaxation should be prohibited.
- Promote the use of wayfinding elements that are accessible to a wide range of users.
- Ensure snow clearing policies support access and mobility for all users regardless of age, size, ability, or disability.

## 6.5 **Streets + Community Spaces Naming Plan**

The function of street naming and naming of public spaces is to enable people and service providers (i.e., emergency services, postal services, etc.) to orient themselves and locate properties with relative ease. Beyond functionality, it is also forms part of a community's identity and an opportunity to honour and commemorate significant people, places, events, and Indigenous values.

The following section is intended as a framework to provide thematic parameters and guidance for the eventual naming of streets and Community Spaces within the redevelopment.

1. **Treaty One Nation Historical and Present Day** – The seven nations of Treaty No. 1 were inhabitants and stewards of this land long before signing the treaty on August 3, 1871 and they continue to live in relationship with the land today.
2. **Treaty No. 1** – The signing of Treaty No. 1 in 1871 at Lower Fort Garry was a significant historical moment that continues to affect the lives of many people in Winnipeg today.
3. **Indigenous Culture -** The Treaty One Nation contains rich and varied cultural stories and values that are often overlooked in the naming of urban elements.
4. **First Nations Military History** – Too often overshadowed or forgotten, many First Nations Peoples have contributed greatly to Canadian military efforts over the decades.
5. **Kapyong Barracks History** – Since becoming home to The Lord Strathcona's Horse, the 2nd Battalion, Princess Patricia's Canadian Light Infantry (2 PPCLI) and C Battery of the Royal Canadian Horse Artillery during World War II, Kapyong Barracks has played an important role in Canada's military history.

**Strategic Directions**

- All street names should generally conform with City of Winnipeg street naming guidelines.
- TIN and CLC will develop a Naming Council to oversee and approve any and all street and Community Space names.
- Street names shall not impair the ability of first responders to respond to emergencies or impair the City's ability to deliver services. (i.e., names must be pronounceable in English or have a pronunciation guide alongside them).

- Street names, including ceremonial names, shall not:
  - Result in, or be perceived to confer, any competitive advantage, benefit or preferential treatment or advertisement to the named party, or a product, service, or a particular business;
  - Be or be perceived to be discriminatory or derogatory of race, colour, ethnic origin, gender identity or expression, sex, sexual orientation, creed, political affiliation, disability, or other social factors;
  - Result in inappropriate abbreviations or acronyms; and/or
  - Duplicate or be similar sounding to an existing street name within the City of Winnipeg.
- Naming or renaming a street, or assigning a ceremonial name to a street, on behalf of an individual, event, or an organization requires the written consent of the named party or the named party's representative.
- All street names must be approved by the Naming Council in accordance with this Plan.
- Where appropriate, the Naming Council may consult with Knowledge Keepers/Elders on matters pertaining to renaming or translation requests.
- Street or park name changes will be considered for review if the change meets one of the following criteria:
  - The name poses a threat to health and safety and/or wayfinding;
  - The name honouring a person or place has been misspelled; and
  - The historical legacy of the namesake of a street or park has been found to be unfitting of honour.
- Each signpost will bear no more than two street name signs for a single street, one in English which is required for wayfinding, Canada Post, and emergency services, and one in the requested Treaty 1 Area Language Group.
- Total names for streets cannot exceed 20 characters, including spaces, to accommodate standard signage in use throughout the city.
- There is no character limit to park signage.
- Elements within parks that are distinct and separate such as athletic fields, pavilions, plazas, and arbours may also be named in accordance with these guidelines at the discretion of T1N and CLC.
- T1N and CLC should collaboratively develop a consistent street sign design.



# 7.0 SUSTAINABILITY FRAMEWORK

As described in the Project Aspirations, sustainability is a core component of this Master Plan. The redevelopment of the former Kapyong Barracks has the potential to serve as an inspiration for the future of sustainable urban development. The ultimate aim is to build a resilient and sustainable community.

While the application of accredited third-party sustainability certification programs, such as LEED, Green Globes, or One Planet Living are encouraged, as a starting point, this Master Plan establishes an overall Sustainability Framework premised on four core components:



# 7.1 Sustainable Energy

Energy conservation and carbon reduction are key objectives of this Plan. The aim is to promote green building design and renewable energy systems that minimize, or even eliminate, the use of fossil fuels.






**Strategic Directions**

- Work with First Nation-owned businesses and partners, such as the Federation of Canadian Municipalities, Manitoba Hydro, and Efficiency Manitoba, to promote and invest in innovative building approaches and technologies that reduce energy consumption and generate renewable energy on site (zero net energy).
- Examine the viability of developing an adaptable and scalable district utility that provides centralized and efficient heating and cooling for buildings and facilities.
- Promote the development of buildings that maximize energy efficiency through envelope design, building systems, and strategies to harness passive solar gains.
- Promote the use of on-site renewable energy sources, such as geothermal and solar.
- Promote the use of green building materials, emphasizing durability, local sourcing, renewable resource use, and/or recycled or reclaimed content.
- Engage community members about ways to reduce energy consumption and conserve energy.



# 7.2 Sustainable Transportation

This Plan recognizes that urban mobility is poised for significant change in the coming decades, influenced by a variety of factors such as:

- Heightened awareness around the environmental impacts of our transportation choices;
- Progress in urban transportation planning that is increasingly prioritizing the movement of people and goods, rather than cars and trucks; and
- Technological innovations that are changing the ways people move.

The aim of this Plan is to contribute to the creation of an urban environment where residents, visitors, and workers have multiple transportation options available to them and can reduce their reliance on cars and car ownership.

**Strategic Directions**

- Ensure that the overall circulation system of streets and lanes creates a permeable and highly inter-connected network that maximizes accessibility and supports transit and the use of active transportation modes.
- Promote compact neighbourhood designs that facilitate pedestrian and cycling movements.
- Create an urban environment that supports walkability by establishing a complete mix of uses.
- Promote and invest in active transportation infrastructure that is seamlessly integrated with Community Spaces and the overall circulation system.
- Invest in car and bike-sharing programs.
- Invest in electric car charging stations for public use.
- Collaborate with the City of Winnipeg on design solutions for the proposed Route 90 expansion that benefits all parties, providing connectivity and integration with surrounding neighbourhoods and land uses, addressing functional traffic movement, facilitating safe crossings, ensuring design excellence, and aligning with plans for future rapid transit infrastructure.
- Collaborate with Winnipeg Transit to plan and develop people-friendly integrated transit hubs, specifically at Grant Avenue and Route 90 that facilitates seamless transferring, direct and safe walking and cycling connections, and serves as an inspiration for future transit-oriented, mixed-use development.

# 7.3 Green + Blue Infrastructure

Green and blue infrastructure refers to sustainable urban ecology and stormwater management practices. Trees, vegetation, and waterbodies are vital elements in nature and in sustainable community building. Working together, these elements contribute to:

- Creating neighbourhood character;
- Providing habitats for numerous species of pollinators, birds, animals, and insects;
- Enhancing quality of place and life;
- Reducing site maintenance and operations costs; and
- Elevating property values.

**Strategic Directions**

- Use native species for urban trees and vegetation as a means to share knowledge about the cultural value of local plants, contribute to carbon sequestration, and create critical habitat for pollinators and other fauna.
- Maximize permeable surfaces through Low Impact Design (LID) systems (i.e., rain gardens, soakways, green roofs, infiltration trenches, and permeable surfaces) and strive for a minimum of 20% reduction in asphalt and concrete compared to typical urban development.
- Where feasible, consider reusing rain runoff and encouraging the use of flat roofs to lower and discourage the use of potable water in site operations.
- Promote on-roof retention, green roofs, or other innovative building or site design approaches, where feasible, to reduce and improve the quality of stormwater run-off.
- Eliminate the use of fertilizers on both public and private lands to reduce sources of nutrients impacting the Lake Winnipeg watershed.
- Integrate naturalized bio-retention systems, that use native upland, flood tolerant shoreline, and aquatic species, into the overall public realm design (i.e., constructed wetlands, bio-swales, etc.).
- Reduce domestic and commercial water consumption by mandating water efficient appliances and low flow fixtures.
- Encourage residential rainwater collection.
- Engage community members about green and blue infrastructure, the benefits of native plants, and ways to conserve water.



*Imagined as the heart of the community in Block D, this central spine is characterized as a parkway, linking the community from one end to another and featuring a large outdoor Community Space with trails and ponds designed as amenities for residents and workers within the subject lands and surrounding neighbourhoods.*



***Lower Density Residential:*** *The residential neighbourhood street character is categorized by compact design that creates a safe, people-oriented, and inclusive community, promoting social cohesion and community health and well-being.*

# 7.4 Community Health + Well-Being

Creating a welcoming place for all people is a central aspiration of this Master Plan. The redevelopment of the former Kapyong Barracks is an opportunity to create a healthy and inclusive community where the peoples of the Treaty 1 Nation and residents of Winnipeg can live, work, study, and play alongside each other; cultivating understanding, respect, partnerships, and friendship.

**Strategic Directions**

- Develop an inclusive mix of housing types that accommodate households of various income levels and stages of life (i.e., student housing, assisted-living facilities, intergenerational housing forms, etc.).
- Develop community and cultural facilities (i.e., educational institutions, indoor and outdoor recreation facilities, museums, and galleries) that not only serve as neighbourhood amenities, but also create a sense of community and social cohesion.
- Activate community spaces through programming, public art, festivals, and cultural events.
- Engage First Nations youth in the planning and development process, empowering them to become the next generation of community and city builders.
- Integrate community gardens as part of the system of outdoor community spaces and create opportunities for the production of local and traditional foods and medicines.
- Develop high-quality public spaces that are safe, connected, and accessible in all seasons.
- Promote healthy and active living through compact neighbourhood design, a connected system of parks and Community Spaces, high-quality recreation facilities, and integrated active transportation infrastructure.
- Ensure the built environment is accessible to all residents, workers, and visitors, regardless of age or ability.
- Promote social enterprise and social purchasing practices as a means to champion First Nations businesses, support skill training, build capacity, and strengthen the urban development expertise within TIN.
- Sustain meaningful and ongoing community engagement as the planning and redevelopment of the former Kapyong Barracks progresses.
- Prioritize active transportation through all aspects of community design – public realm, streets, open spaces, and supporting infrastructure and facilities (i.e., bike parking, public showers, etc.).

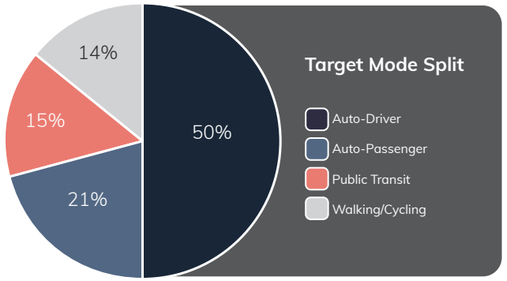
# 8.0 INFRASTRUCTURE FRAMEWORK

## 8.1 Transportation + Mobility

Consistent with OurWinnipeg's overall vision for complete communities, the integration of land use planning and planning for transportation and mobility is a basic element of this Master Plan.

Accordingly, a Transportation Impact Study (TIS) was undertaken as an integral component of the Master Planning process. Aligned with the Project Aspirations, a primary objective of the TIS is to establish parameters around people and goods movement, that promotes safety and sustainability, supports innovation, and provides the flexibility to adapt to future changes in urban mobility.

Supporting a mode shift that places pedestrians at the top of the transportation hierarchy and using the target mode split from the City of Winnipeg's Climate Action Plan as the basis, the TIS includes:




- an assessment of the transportation demands and impacts of the proposed redevelopment on Winnipeg's transportation network, including recommendations pertaining to future enhancements to Route 90;
- a multi-modal assessment of the proposed redevelopment, assessing the future transportation demands and impacts of the planned internal transportation network;
- direction on the design of the internal street and path network, including conceptual cross sections; and
- guidance on Transportation Demand Management (TDM) and parking strategies.

The following is an overview of some of the key findings and recommendations contained within the TIS and the Master Plan's overall approach to the integration of land use and transportation planning.



**OBJECTIVES**

1. **Integrate Transportation and Land Use:** To ensure that the design of the future transportation network contributes to the transformative redevelopment potential of the subject lands and the seamless connectivity and integration with surrounding neighbourhoods and land uses.
2. **Sustainability:** To maximize the redevelopment potential of the subject lands and promote a modal shift to active modes and public transit consistent with the mutual sustainability aspirations of TIN and CLC.
3. **Safety:** To design and build with safety as a top priority in creating a place that is welcoming and accessible to all users.
4. **People and Goods Movement:** To facilitate the safe and effective movement of people and goods throughout the site and in connecting to surrounding neighbourhoods and transportation networks.
5. **Neighbourhood Connectivity:** To create safe connections and crossings between the former Kapyong Barracks and existing neighbourhoods for all users and modes.
6. **Active Transportation (AT) Connectivity:** To provide a well-connected active transportation network across the site that encourages use of sustainable modes such as walking and cycling and that is integrated into the City of Winnipeg's existing and proposed AT network.
7. **People-Oriented:** To promote high-quality people-oriented environments, particularly in public spaces, such as sidewalks and transit stations.
8. **Place-making:** To ensure alignment with the Community Design section of this Master Plan.
9. **Transit:** To support the integration of transit infrastructure and amenities into the internal transportation network of the site and ensure alignment with the City of Winnipeg's Transit Master Plan.

### 8.1.1 EXTERNAL TRANSPORTATION NETWORK

The planned redevelopment of the former Kapyong Barracks is directly affected by two major City of Winnipeg transportation initiatives:

1. the proposed expansion of Route 90 (Kenaston Boulevard); and
2. the development of a new Transit Master Plan.

The Transportation Master Plan: 2050 was being developed at the time of writing and will be considered in any future detailed design and implementation plans..

***Potential Route 90 Expansion***

Through the Master Planning process, careful consideration was given to the impacts of the proposed Route 90 expansion on the redevelopment of the subject lands. As a major Regional Street and Truck Route, Route 90 – both in its current form and proposed future configuration – poses some significant challenges from the perspective of site access, pedestrian and cycling comfort and connectivity, and the creation of a strong urban character along its frontage.

Using the City's Long Term Network designs (**Figure 8.1**) and associated traffic modelling as a starting point, the following evaluation criteria have informed this Plan's assessment and strategic directions with regards to Route 90 and its interface with the redevelopment, particularly at the intersections at Grant Avenue, Taylor Avenue, and Boulton Bay.

***Route 90 Evaluation Criteria***

The Master Plan applied the following criteria in its evaluation of the City's proposed design and subsequent analysis of potential design modifications aimed at achieving the aforementioned goals and supporting better accommodation of active modes and transit, as well as neighbourhood connectivity and design.

1. **People and Goods Movement:** Improve vehicular traffic flow, considering travel time and level of service, and provide safe, efficient, and equitable movement of people, goods, and services at a regional level.
2. **Neighbourhood Connectivity:** Improve neighbourhood level connectivity for all modes between the subject lands and surrounding established neighbourhoods, as well as between the redevelopment's major development blocks.
3. **Safe Crossings:** Consider crossing distances, turning movement, design speeds, and intersection size to reduce risk of fatal and major injury collisions and provide safe crossings for pedestrians and cyclists.
4. **Walking and Cycling Infrastructure:** Provide improvements to walking and cycling infrastructure to support pedestrians and cyclists, such as accessibility of complementary amenities/facilities, integration with land uses, and access to transit.
5. **People-Oriented:** Promote high-quality people-oriented environments, particularly in public spaces, such as sidewalks and transit stations.
6. **Place-making:** Provide for place-making improvements such as landscaping, green spaces, and public art, creating seamless connectivity between adjacent neighbourhood residences, businesses, attractions, and amenities.
7. **Transit:** Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed-uses focused on major transit stops. Explore opportunities for transit stop integration with private development and the siting of complementary amenities with transit operations.
8. **Property Requirements:** Consider straight-line comparison of land area needs to accommodate right-of-way widening and explore the potential to minimize right-of-way property requirements.

***Recommended Modifications to Route 90***

Informed by the transportation goals and evaluation criteria and the projected development potential of the subject lands, the transportation analysis developed and examined alternate design scenarios for the Route 90 expansion. Based on the detailed technical analysis undertaken as part of the TIS, the following outlines the recommended modifications to the City's potential Route 90 expansion design:

**Route 90 at Grant Avenue (Figure 8.1):**

- Removal of the northbound right-turn lane and the transit lay-by lane. The northbound right-turn cut-off was retained, as it provides space for a transit stop and allows northbound right-turning vehicles to proceed behind a stopped transit vehicle. Removal of the transit lay-by lane reduces pedestrian crossing distance and removes the requirement for transit to merge back into through traffic when departing the stop during the green phase of the traffic light on Route 90.
- Removal of the southbound right-turn lane and cut-off to reduce pedestrian crossing distance.

**Route 90 at Boulton Bay:**

- Introduction of a traffic signal control with a 155-second cycle length, consistent with the remaining intersections on Route 90 (except for the intersection at Sterling Lyon Parkway).
- Introduction of a west leg with a shared eastbound through and left-turn lane and an exclusive eastbound right-turn lane.
- Introduction of northbound left-turn and southbound left-turn lanes, operating under protected phasing.

**Route 90 at Taylor Avenue:**

- Removal of the southbound right-turn lane and right-turn cut-off to reduce pedestrian crossing distance and property requirements.
- Removal of the transit lay-by lanes to reduce pedestrian crossing distance and remove the requirements for transit to merge back into through traffic when departing the stop during the green phase of the traffic light on Route 90.
- Modification of the eastbound and westbound approaches to have a single through lane, rather than the dual through lanes in the City model. The east and west legs would retain two lanes departing from the intersection.

**Grant Avenue access west of Route 90:**

- Introduction of a traffic signal control, with the cycle length set to 78 seconds, half the cycle length at the intersection of Route 90 and Grant Avenue. The eastbound and westbound phases are coordinated with the signal at Route 90.
- Introduction of northbound and southbound single-lane approaches from Kapyong, and shared left and right-turns from Grant Avenue.

**Taylor Avenue access east of Route 90:**

- Monitoring of any delays on the Kapyong approaches at the access on Taylor Avenue east of Route 90. If performance becomes unacceptable, implementation of a traffic signal control, with the cycle length set to 78 seconds—equal to half the cycle length at the intersection of Route 90 and Taylor Avenue. The eastbound and westbound phases are coordinated with the signal at Route 90.
- Introduction of northbound and southbound single-lane approaches from Kapyong, and shared left and right-turns from Taylor Avenue.

**Taylor Avenue access west of Route 90:**

- Addition of a single-lane roundabout

**Figure 8.1** illustrates the proposed modifications. The City's proposed widening design is shown for reference, with proposed modifications highlighted in red.

***Winnipeg Transit Master Plan (Draft)***

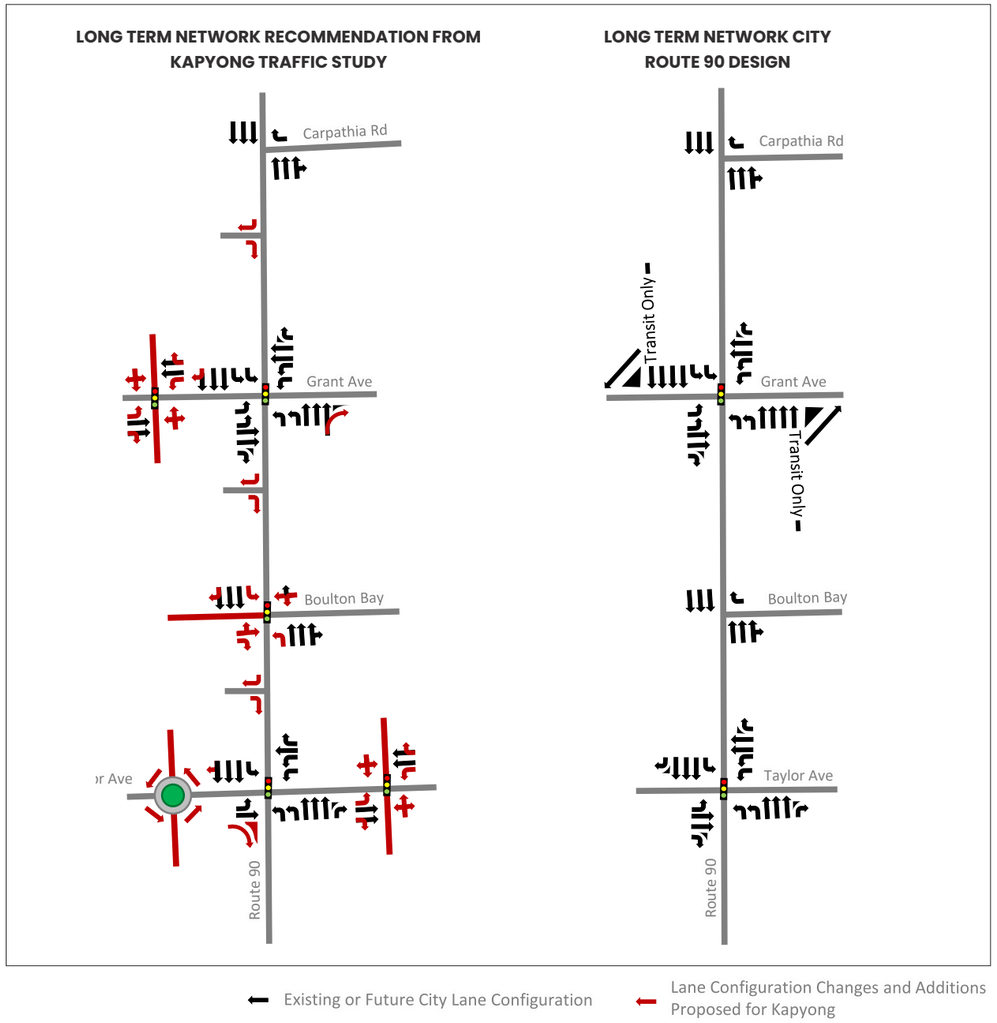
Pending Council approval in the Spring of 2021, implementation of the Winnipeg Transit Master Plan would significantly enhance transit service in the subject lands, and in turn, enhance opportunities for Transit-Oriented Development and contribute to the desired mode shift and sustainability goals.

Key proposed enhancements to transit service and infrastructure affecting the subject lands include:

- Development of a transit hub at the intersection of Route 90 and Grant Avenue;
- Rapid transit service (5 to 10-minute service) on Grant Avenue from Pembina Highway to William Clement Parkway with a designation as a Priority 3 level investment;
- Frequent service (10 to 15-minute service) on Route 90 from Red River College to St. Norbert; and
- Feeder connector service (15 to 30-minute service) on Taylor Avenue.

**Figure 8.2** illustrates the draft Transit Master Plan's network concept in relation to the subject lands.

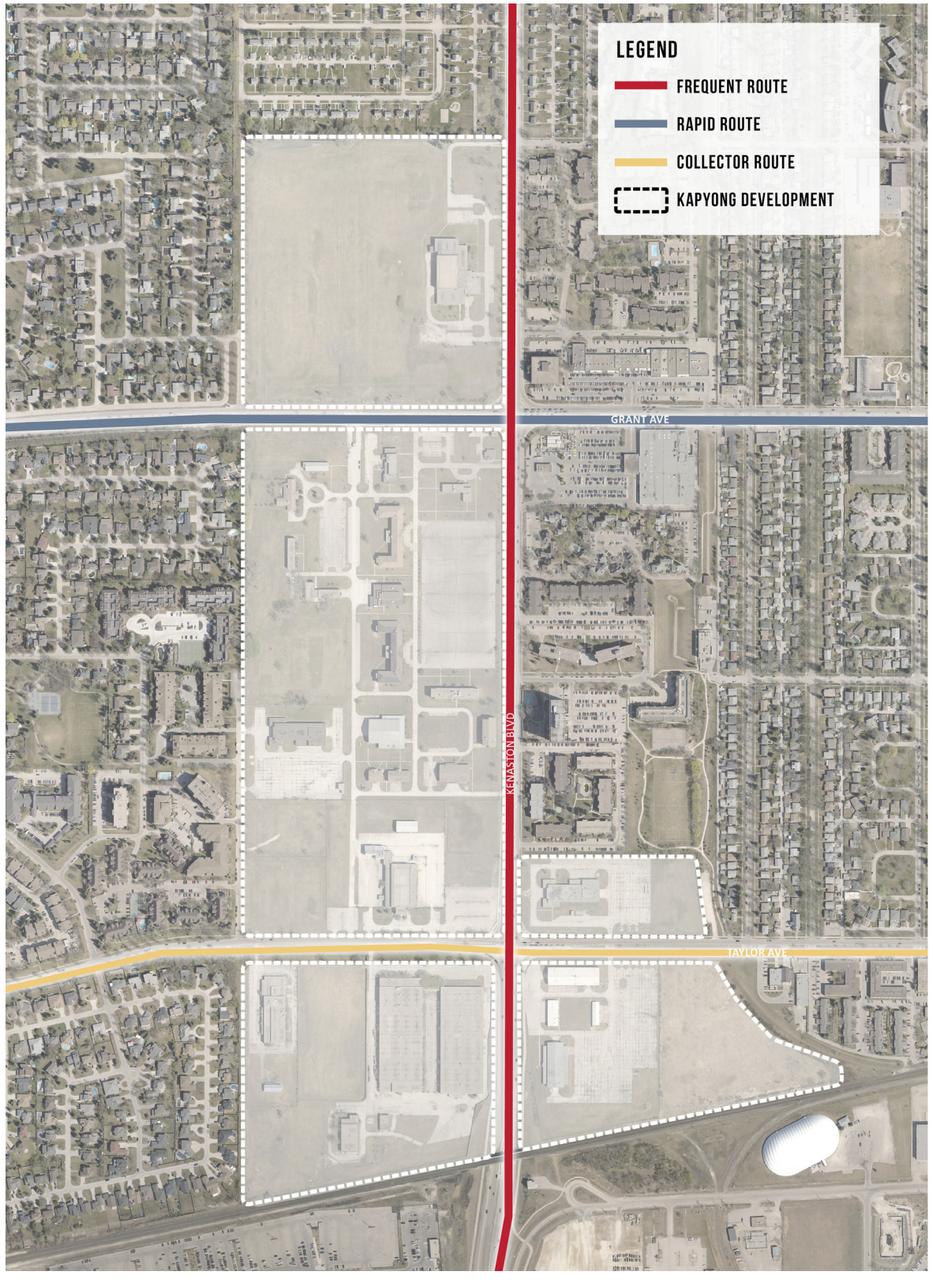
**Figure 8.1** Intersection Modification Summary



**Strategic Directions**

- Access points on Route 90, Grant Avenue, and Taylor Avenue should be provided as illustrated in **Figure 8.11**. Development parcels should be laid out to be compatible with the recommended access locations to the City street network.
- Collaborate with the City to ensure that the final design for Route 90 reflects the recommendations from the accompanying TIS.
- Working with the City, monitor and evaluate the need for installation of a traffic signal at the access points to Blocks A and B on Taylor Avenue, east of Route 90, as detailed development plans for those Blocks evolve.
- Collaborate with Winnipeg Transit, following approval of the Transit Master Plan, to develop transit infrastructure aligned with the intentions of this Master Plan and accompanying TIS. Efforts should focus on the development of an integrated plan for future transit infrastructure and rapid transit service on the west side of Route 90 at Grant Avenue that considers the potential for amenities located on the subject lands.

**Figure 8.2** Transit Master Plan Proposed Service



### 8.1.2 PLANNED INTERNAL TRANSPORTATION NETWORK

The aim of the internal transportation network is to provide for safe movement through the site for all modes, provide accessibility for all users, and promote the seamless integration of the redevelopment with the surrounding neighbourhoods.

Safety and flexibility are also key factors in the internal network design. The conceptual street designs are focused on ensuring safe, sustainable, and accessible right-of-ways for all users, incorporating sidewalks and accessible design elements, facilitating reduced operating speed targets, and integrating traffic calming measures. At the same time, the designs are intended to be responsive and adaptable to the evolving development and emerging transportation technology over the next 20 years.

**Figure 8.3** illustrates the proposed internal street and path network.

**Facility Classifications**

The proposed network is broken down into the following three facility classifications: *Minor Collector Streets, Local Streets, and Active Transportation Paths.*

***1. Minor Collector Streets***

Minor Collector Streets are low to moderate capacity streets that serve to move traffic from local to arterial streets. They help move traffic through the development efficiently without compromising on safety and are typically beside proposed Commercial Mixed-Use, Mixed-Use Village, and Medium Density Residential land uses. They connect the development to the peripheral city street network.

Minor Collector Streets are designed with 20.0-22.0m ROWs with operating speeds targeted to be in the 30km/h to 40km/h range. They have one lane in each direction along segments and auxiliary lanes may be provided where they intersect with major streets such as Route 90, Grant Avenue, or Taylor Avenue. Parking and loading are intended to be provided on some of the streets based on neighbouring land use needs and location within the network. Protected cycling facilities are intended to be provided on all minor collector streets and traffic calming elements, such as traffic circles, are expected to be integrated into the street design to moderate speeds, particularly on long segments, and enhance safety.

The Minor Collector Streets are divided into three types (see **Figure 8.4**) based on their specific function and characteristics.

**Figure 8.3** Proposed Kapyong Street Network

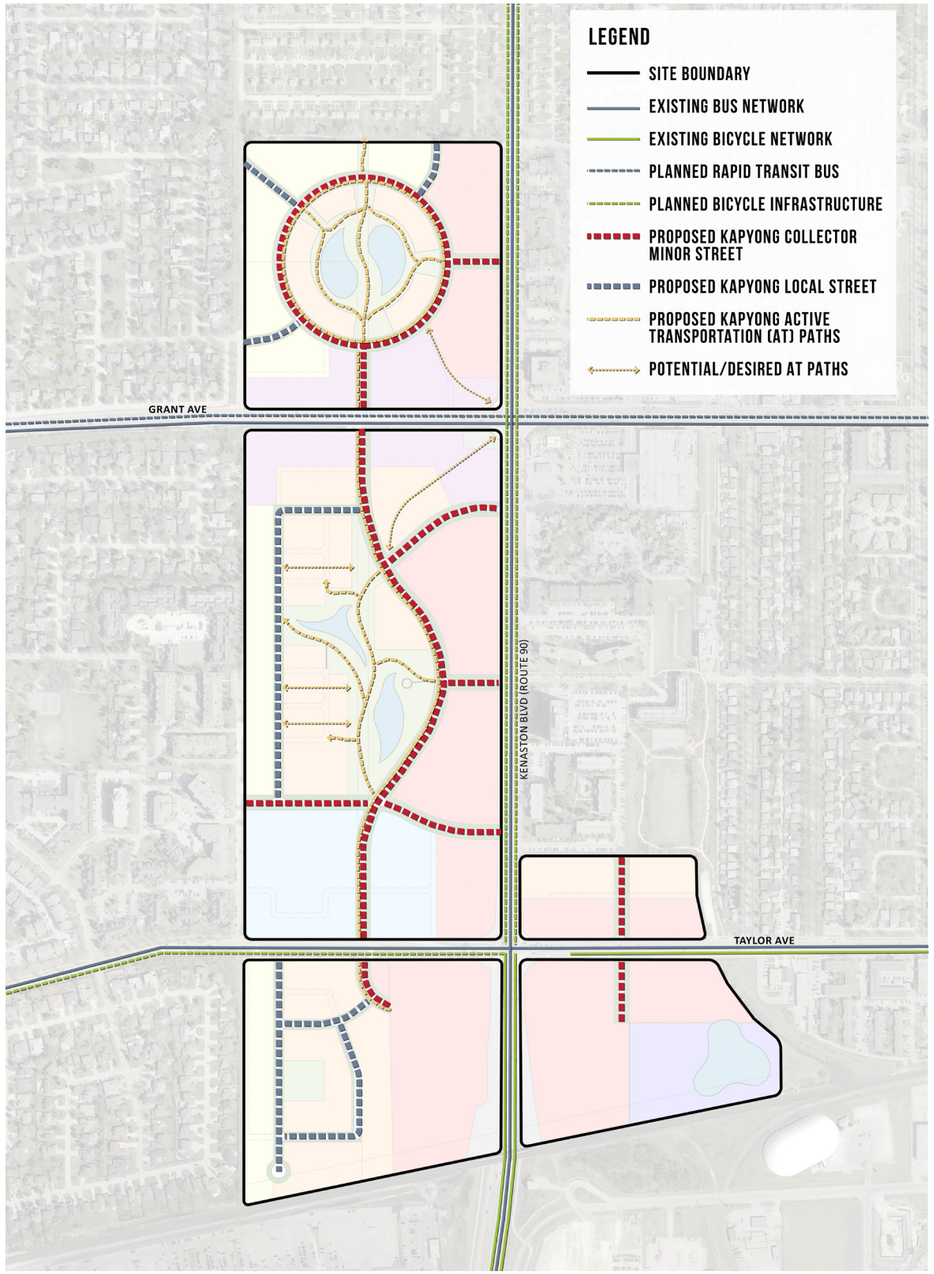
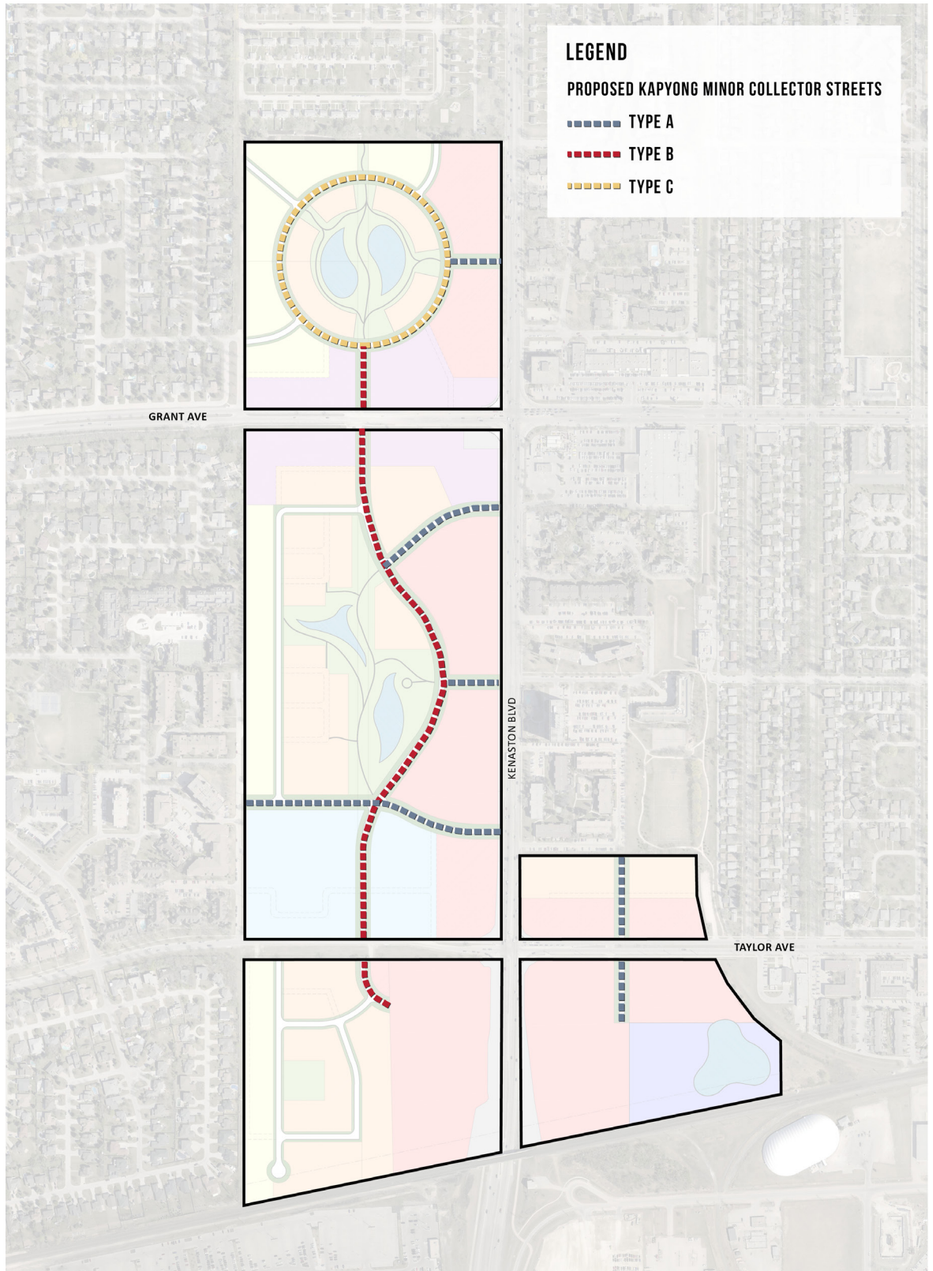


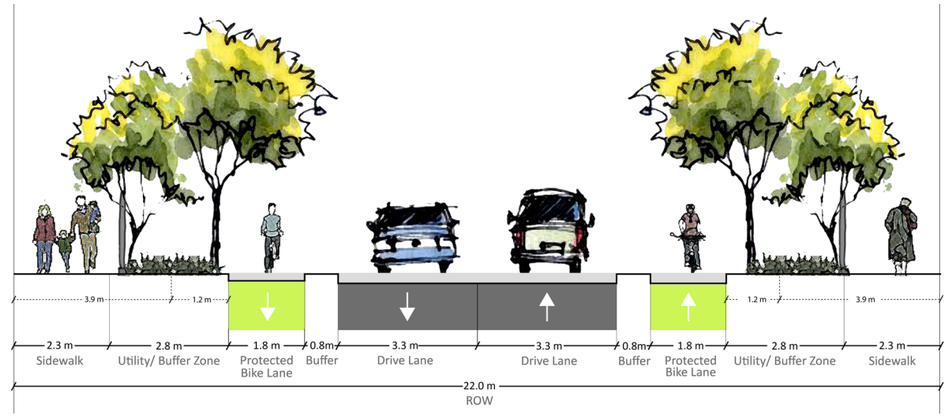
**Figure 8.4** Proposed Kapyong Minor Collector Street Network




### Minor Collector Type A

These streets connect the development to the city's street network and are less than 500m in length. They are 22.0m wide two-way streets with one driving lane of 3.3m in each direction. They have 1.8m wide adjustable concrete curb protected bicycle lanes in each direction and no vehicular parking. Pedestrian facilities are 2.3m wide with a utility/buffer of 2.8m (see **Figure 8.5**).

**Figure 8.5** Kapyong Minor Collector Type A Street Section



**Minor Collector Type B**

This is the central north-south street through the development west of Route 90 that provides primary access to Grant Avenue and Taylor Avenue. The Type B street is a 22.0m wide two-way street with one driving lane of 3.3m in each direction. It is a two-lane chicane, with parking, parklets, public art, etc. integrated into the chicanes in an alternating fashion and thereby facilitating traffic calming to reduce vehicular speed and increase safety and mobility. The pedestrian and cycling facilities are consolidated into a 5.3m wide multi-use path on the left side of the cross section with 2.3m designated for walking facilities and 3.0m designated for cycling facilities. A 2.3m wide pedestrian sidewalk is also provided at the right end of the street. Both are buffered from the driving lanes with a 2.4m wide utility/buffer zone.

Traffic calming circles are recommended at collector to collector street intersections along the Type B street to reduce speeds. **Figures 8.6, 8.7, 8.8, 8.9** illustrate varied configuration for the Type B street.

**Figure 8.6** Kapyong Minor Collector Type B Street Section

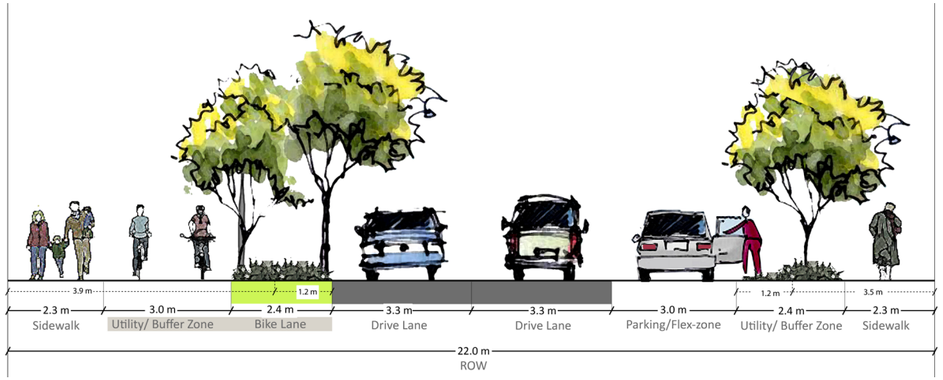



**Figure 8.7** Kapyong Minor Collector Street Type B Section with Outdoor Seating

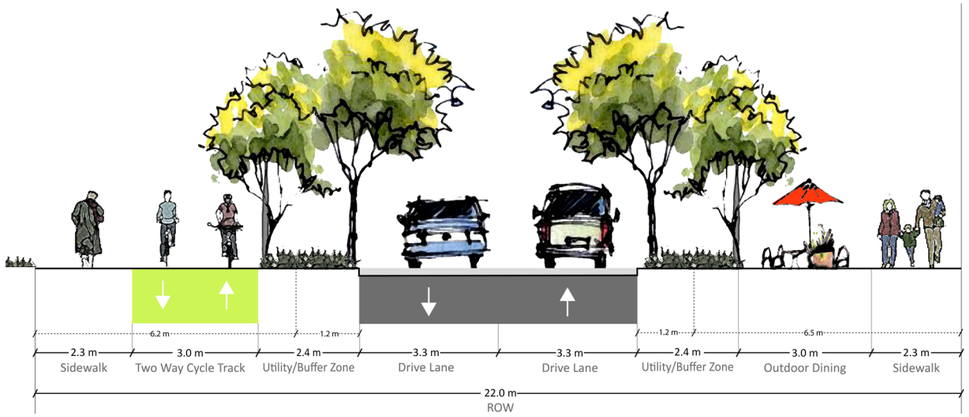



**Figure 8.8** Kapyong Minor Collector Street Type B Section with Parking

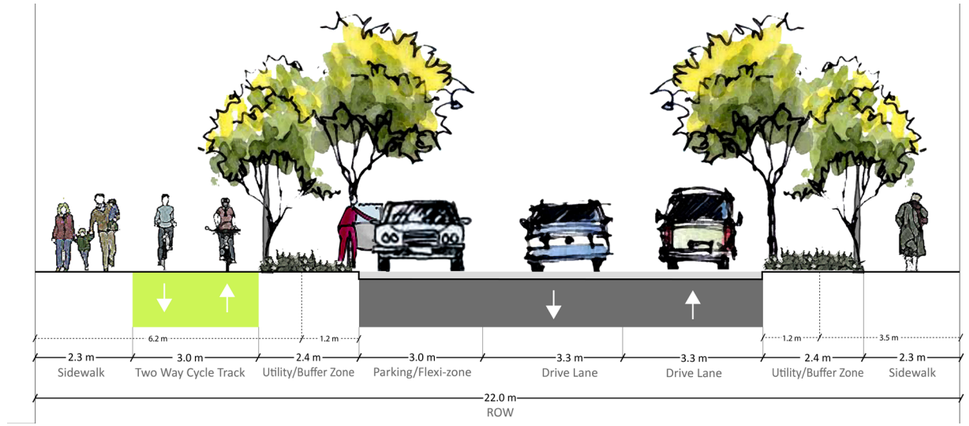
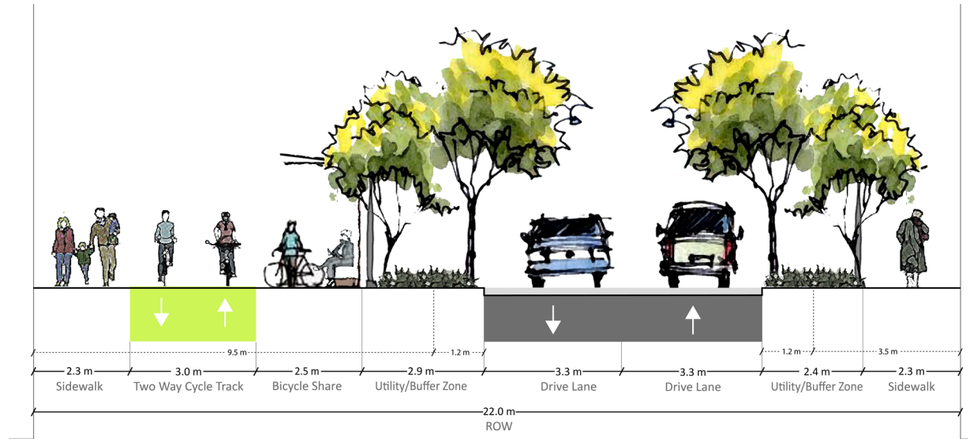



**Figure 8.9** Kapyong Minor Collector Street Section with a Bike Share Station



**Minor Collector Type C**
This is the circular street located in Block E, north of Grant Avenue. The Type C street is a 20.0m wide one-way street with the 4.5m wide driving lane circulating in an anti-clockwise direction. The lane is visually narrowed with 0.5m striping on either side to reduce vehicle speeds. The one-way operation is intended to deter shortcutting though the north area to bypass the Route 90/Grant Avenue intersection and to simplify internal intersection configurations along its length. The street design is a single lane chicane, with parking, parklets, public art, etc. integrated into it, that facilitates traffic calming to reduce vehicular speed and increase safety. The pedestrian and cycling facilities are consolidated into a 5.3m wide multi-use path on the left side of the street with 2.3m designated for walking facilities and 3.0m designated for cycling facilities. A 2.3m wide pedestrian sidewalk is also provided on the right side of the street. Both are buffered from the driving lanes with a 2.3-2.6m wide utility/buffer zone.

**Figures 8.10 and 8.11** illustrate varied configurations for the Type C street.

**Figure 8.10** Kapyong Minor Collector Type C Street Section with Parking

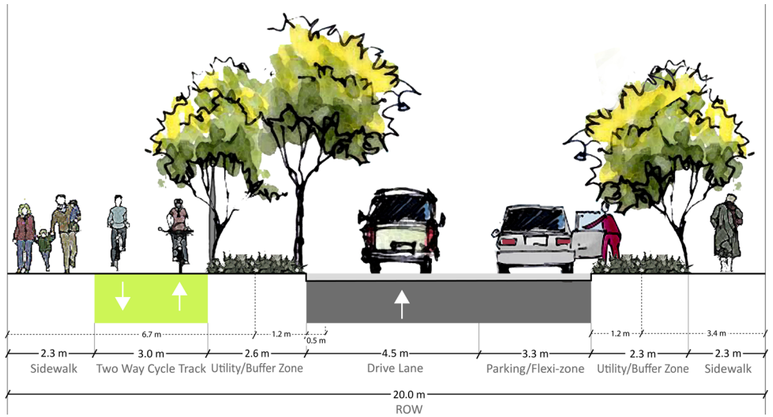
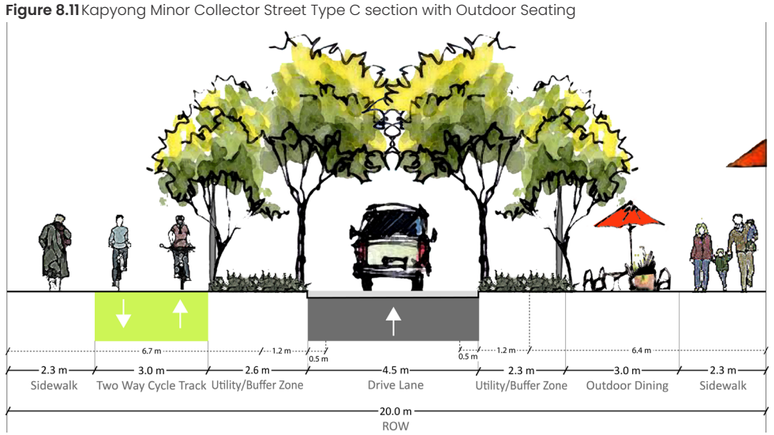



**Figure 8.11** Kapyong Minor Collector Street Type C section with Outdoor Seating




***2. Local Streets***
Local streets are low vehicular capacity streets with the lowest intended vehicle speeds. They typically run next to residential land uses of varying densities and are designed for slow vehicle speeds for safety and to prevent shortcutting through the development. These streets connect the residential land uses to the Minor Collector streets.

Local streets are proposed to be designed as residential shared streets with no curb separation between pedestrians, cyclists, and vehicles. This design approach is based on the concept of slow streets where all users accommodate each other. The streets are proposed to be 15.0m wide two-way streets with one driving lane of 3.0m in each direction. The streets will incorporate a 1.5m wide buffer sidewalk to access the residential buildings or lots. Modified curb extensions 6.0m wide will be provided to create a chicane effect that will prevent vehicular speeds higher than the posted speed limit while still accommodating garbage trucks and other service vehicles. These modified curb extensions are intended to accommodate temporary parking (guests, ride-sharing services, delivery vans/vehicles) and/or landscaping features with some gathering elements, such as seating or a small play area. The intention is to be flexible with these spaces and have them designed as per the site specifications for each street in the future.

***3. Active Transportation (AT) Paths***
Active Transportation (AT) Paths are designated pathways for pedestrians, cyclists, and other non-motorized vehicles. The potential and/or desired AT Paths, shown in **Figure 8.3**, demarcate desired AT connections to be incorporated into the site design when the land parcels are developed. These connections provide a fast, alternative way to travel safely through the development without the use of motor vehicles.

**Strategic Directions**

- Development of the internal transportation network should reflect the layout and hierarchy of internal street and path connections as illustrated in **Figure 8.3** as well as the intent of the conceptual cross sections to provide a safe and low speed environment for all users regardless of their age, gender, and ability. Flexibility is recommended in the ultimate design of the internal streets and paths so that they can respond to the specifics of land use and development, as well as evolving transportation technology.
- Street designs should prioritize pedestrian and cycling movements while accommodating the movement of people and goods by motorized modes. Accommodation will need to be made for larger vehicles to access locations within the development. However, shared spaces may be used by these vehicles at designated delivery hours to ensure the safety of everyone using the transportation system.
- All internal streets must have sidewalks on both sides and must be fully accessible to all users.
- Traffic calming elements such as chicanes, curb extensions, and traffic circles as outlined in the accompanying TIS should be integrated into the initial layout and construction of the internal street network to physically ensure low speed operation.
- Review the Transportation Demand Management measures and parking considerations identified in the TIS and incorporate them, where appropriate, as development occurs.
- Street cross sections should provide space for mid-block loading, pick-up and drop-off, and short-term parking activities. Given the on-street parking and loading spaces are planned to be of finite length and directly integrated into the street design, it is critical that they be appropriately sized at the time when the street is initially constructed.
- Off-street loading and garbage collection activities should take place entirely on private property and not require vehicles to back-up across pedestrian or cycling facilities.
- If and where stand-alone structured parking is developed, it should be designed such that it can be converted or repurposed as occupiable building space in the future.
- Consider strategies, including shared parking approaches or by way of a Parking Management Plan, to reduce parking requirements, manage parking demands, and optimize overall parking usage.



# 8.2 Site Servicing Framework

As a key component of this Master Plan, a Site Servicing Study was undertaken to confirm servicing capacity and inform the redevelopment's servicing infrastructure scheme, including water distribution, wastewater collection, and stormwater management systems. Overall, the proposed servicing strategy is based on the understanding that the primary infrastructure systems must be developed in coordination with the City of Winnipeg to ensure system integration, long-term reliability, and that sufficient capacity is or will be available to accommodate the planned redevelopment of the former Kapyong Barracks.

The following sections provide an overview of the Municipal Site Servicing study outcomes and subsequent objectives and strategic directions to inform future development.

### 8.2.1 WATER DISTRIBUTION, WASTEWATER COLLECTION, AND UTILITIES

Reliable sanitary sewer, water, and utility infrastructure is foundational to the success and comfort of any urban community. As a major redevelopment site, the former Kapyong Barracks is surrounded by existing, fully serviced development. The former Kapyong Barracks consists of five separate development blocks, and includes multiple locations where new servicing infrastructure can connect to the City's existing systems. In turn, the proposed internal street network is planned to serve as the primary feeder and connection point for distributing servicing infrastructure throughout each development block. Notwithstanding some technical constraints, the existing servicing infrastructure surrounding the site allows for a multitude of phased development scenarios.

**OBJECTIVES**

1. **Phased Infrastructure:** To ensure that adequate services are provided , including sanitary sewer, water distribution, and other utility infrastructure, and are established in step with redevelopment of the site;
2. **Coordinated Approach:** To promote effective coordination between TIN, CLC, and the City of Winnipeg on the integrated design, development, and installation of infrastructure; and
3. **Sustainability:** To promote opportunities for sustainable infrastructure development in alignment with this Master Plan's Project Aspirations and Sustainability Framework.

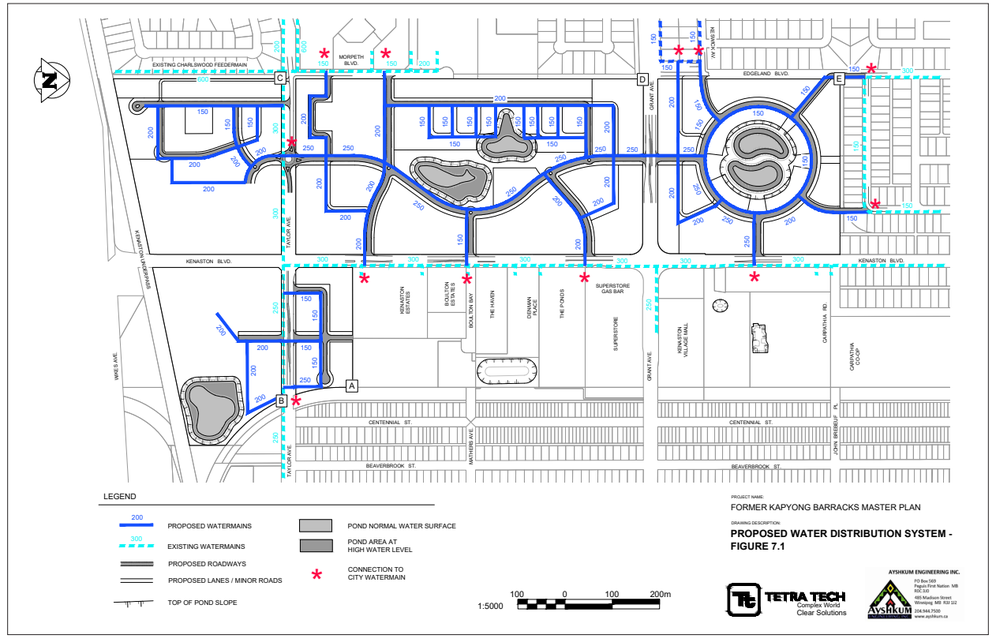
## Water Distribution

The proposed water distribution network, shown in **Figure 8.12** is planned to connect at multiple points to the existing City of Winnipeg water distribution system to the west, north, and east.

The connection points and the proposed layout of the watermains create several loops which alternate flow paths for high flow delivery and redundancy in the event of a break. It also assists with delivering fire flow at a given location while maintaining the required minimum system pressures.

The primary source of water in the area is the 600mm Charleswood feedermain, running parallel to the site south of Taylor Avenue and with an offtake at Taylor Avenue.

**Figure 8.12** Proposed Water Distribution

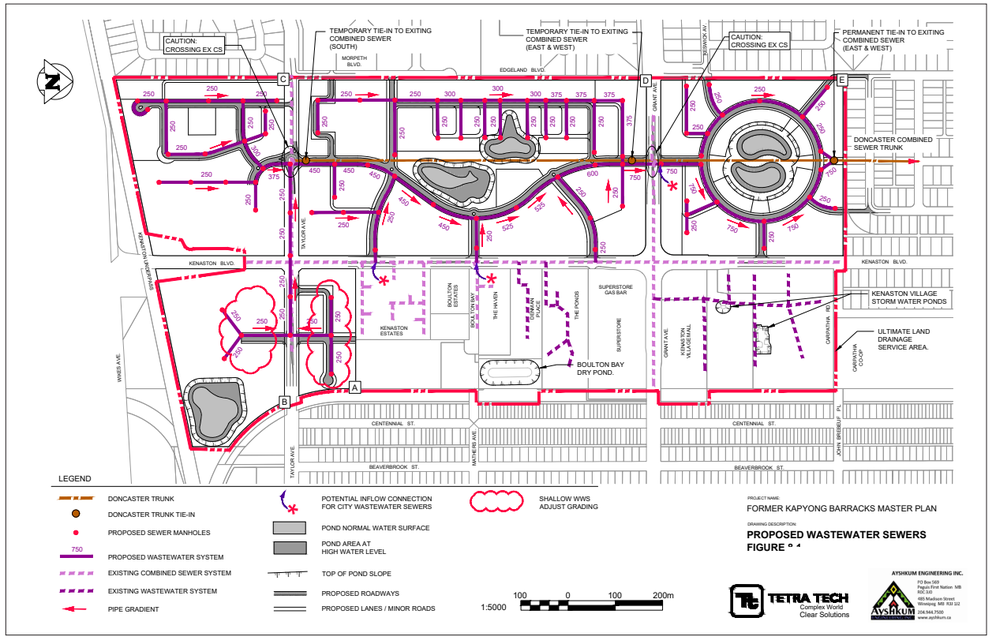



## Wastewater Collection

The proposed wastewater collection system, shown in **Figure 8.13,** is based on the maximal estimated population to establish domestic flow. This was combined with design infiltration and inflow allowances in accordance with the City of Winnipeg Wastewater Flow Estimation and Servicing Guidelines to determine wastewater sewer size.

The system is within the Doncaster Combined Sewer District and will drain into the Doncaster Trunk sewer. As per the Municipal Site Servicing study, staged construction with several sewer connections are planned.

**Figure 8.13** Proposed Wastewater Collection




## Shallow Utilities

As part of the Master Planning process, discussions have begun with electricity, phone, and internet utility providers about servicing the site. The design and development of the utility distribution system will be determined by TIN and CLC, in consultation with the City of Winnipeg and utility providers.

**Strategic Directions**

1. The water distribution and wastewater collection systems shall be designed and developed to adequately and efficiently serve the phased development of the subject lands in accordance with **Figures 8.12** and **8.13**.
2. The provision of water and wastewater infrastructure and servicing capacity should be coordinated with the City of Winnipeg to ensure efficient and cost-effective integration with existing infrastructure systems.
3. The location of utilities and provision of utility corridors should be planned, designed, and implemented in a coordinated and integrated basis to the mutual satisfaction of TIN, CLC, the City of Winnipeg, and utility providers.

### 8.2.2 STORMWATER MANAGEMENT

Stormwater management addresses a broad range of important issues, including flood and erosion prevention, protection of surface and groundwater resources, preservation of aquatic and terrestrial habitats, and mitigation of impacts on aging urban infrastructure. It is the intent of this Plan to ensure that Stormwater Management Facilities are not only functional components of the development, but also contribute to the overall aesthetic quality of the community.

The former Kapyong Barracks site occupies a significant portion of the City of Winnipeg's Doncaster Combined Sewer District. As a result, the redevelopment of the former Kapyong Barracks represents an important opportunity to implement combined sewer separation within the District, a major objective of the City of Winnipeg.

**OBJECTIVES**

1. **Integrated Drainage System:** To provide for an adequate land drainage system throughout the subject lands during all phases of development;
2. **Green Infrastructure:** To promote and support the use of green infrastructure for stormwater management to adequately and efficiently serve the phased and ultimate development of the subject lands;
3. **Protect Surrounding Neighbourhoods:** To mitigate adverse effects on surrounding residents and facilities resulting from changes to drainage patterns;
4. **Flood Protection:** To protect the future residents and businesses within the subject lands from flood events;
5. **Naturalized Ponds:** To make water retention part of the subject land's system of natural amenities;
6. **Innovation:** To promote innovation in urban infill stormwater management; and
7. **Winter Use of Ponds**: To promote year-round use and enjoyment of the natural amenities provided by the Stormwater Management Facilities.



The proposed on-site land drainage system and Stormwater Management Facilities are shown schematically on **Figure 8.14**. The proposed system includes five stormwater ponds distributed strategically throughout the development blocks to capture rainwater and slowly discharge it into the City's regional land drainage system. The locations of the ponds have been selected to:

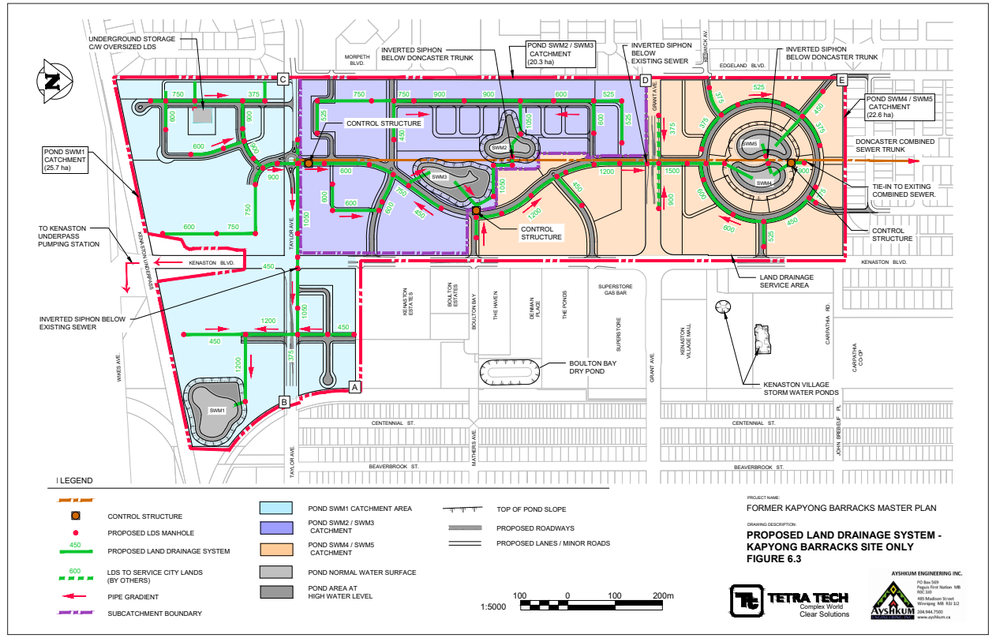
- meet logical developed-site drainage patterns;
- work with proposed stormwater pipe design grades that align with the City's existing regional system;
- mitigate conflict with the existing Doncaster Trunk sewer that runs north-south through Blocks D and E; and
- become an important neighbourhood visual and recreational amenity year-round.

In addition to the proposed ponds and piped infrastructure within the internal street network, there is also a proposed underground stormwater storage unit, located in Block C. This storage unit, and all stormwater storage facilities are interconnected by land drainage sewers. This enables the facilities to work as a system, draining northward towards an outlet point into the existing Doncaster Trunk combined sewer south of Grenadier Drive, or potentially into a future Route 90 land drainage sewer to be constructed as part of the proposed Route 90 expansion project.

The proposed stormwater ponds have been designed to meet City of Winnipeg criteria and sized to a 100-year return design rainstorm. The overall strategy for stromwater management is envisioned to include site-level Low Impact Development (LID) stormwater practices, including rain gardens, vegetated swales and other features to decrease peak flow, reduce total runoff volume and improve runoff quality.

In order to further moderate stormwater impacts and on-site infrastructure requirements, larger development parcels for commercial and multi-unit residential uses will be designed to exceed City of Winnipeg standards, requiring peak outflow to be restricted to a runoff coefficient of 50% through on-site retention/storage and use of LID practices such as green roofs and rainwater cisterns/rain barrels.

**Figure 8.14** Proposed Stormwater Management




**Strategic Directions**

1. The locations, configuration, and boundaries of the Stormwater Management Facilities identified on **Figures 5.1 and 8.14** will be confirmed through subsequent implementation of regulations and agreements, and may be adjusted, added, or deleted without amendment to this Plan, subject to detailed engineering and design that demonstrates that the redevelopment's land drainage requirements are achieved.
2. Stormwater Management Facilities should be an integrated element within Community Spaces and the overall public realm.
3. The on-site land drainage system should be designed to reduce the impact on the regional infrastructure system.
4. All Stormwater Management Facilities should be designed and planted with native upland, flood tolerant shoreline and aquatic species.
5. In addition to the Stormwater Management Facilities, the overall approach to stormwater management should incorporate Low Impact Development (LID) stormwater practices, including rain gardens, vegetated bioswales, on-roof retention, permeable surfaces, and other features to decrease peak flow, reduce total runoff volume, and improve runoff quality.
6. New development featuring buildings with flat rooftops should be encouraged to actively or passively store stormwater.
7. Larger development parcels for commercial and multi-unit residential uses should be designed to restrict peak outflow to a runoff coefficient of 50%.
8. Stormwater Management Facilities that are privately-owned and maintained are encouraged.
9. Where Stormwater Management Facilities are to be conveyed to the City, they will be designed to meet applicable City standards.

# part 3
## implementation

# 9.0 IMPLEMENTATION

## 9.1 Administering the Plan

The implementation of this Plan has two distinct pathways, determined by the jurisdictional authorities of the respective owners. For T1N, whose lands will be held and developed as a Joint Reserve/Urban Indigenous Economic Development Zone, this Plan will be implemented through the Treaty One Governing Council and Treaty One Development Corporation executed in accordance with T1N Land Management Code and in partnership with the City of Winnipeg by way of a Municipal Development and Services Agreement (MDSA).

For the lands to be developed by CLC, this Plan will be implemented by way of a Secondary Plan and corresponding Zoning By-law amendment.

Respecting these distinct mechanisms for implementation, the ultimate intent is that all future development is consistent with T1N and CLC's vision, Project Aspirations, land use designations and directions articulated in this Master Plan.

## 9.2 Joint Planning and Collaboration

This Master Plan was created through a joint planning process between T1N and CLC. Going forward, both T1N and CLC will continue to collaborate with each other and the City of Winnipeg regarding their respective lands and the development therein.

As the development process progresses, opportunities for collaboration that advance shared objectives for community building and economic development shall be considered whenever possible. In addition, joint planning efforts focused on ensuring compatible development within and adjacent to the subject lands will be essential to creating a neighbourhood that is integrated with existing communities.

With respect to T1N's lands, a key goal of the Master Planning process and its long-range implementation, is to establish, through the MDSA, a mutually beneficial partnership between T1N and the City, based on a recognition of jurisdiction, rights, respect, and co-operation.

Recognizing that T1N, CLC, and the City of Winnipeg all have a vested interest in the redevelopment of the former Kapyong Barracks, a mechanism for dispute resolution is essential to maintaining good governmental relationships. Any mechanism for dispute resolution must aim to ensure limits of jurisdictions are well understood and offer clear methods for negotiation, mediation, and arbitration, if necessary.

## 9.3 Phasing

Development of the subject lands shall occur in logically planned phases. **Figure 9.1** illustrates the anticipated location of the first phase(s) of development.

Recognizing that the pace of development will be subject to a variety of factors, including market conditions, growth trends, and infrastructure investments, the phasing and timing of development must be flexible.

Approval of new development shall be conditional upon commitments from the appropriate authorities and the proponents of development as to the timing and funding of the transportation, stormwater management, and sanitary sewer and water supply facilities, as required for development to proceed.

Until such time that an area of land is deemed necessary for development, interim or temporary uses may be permitted that activate the site or contribute to the viability of more imminent development activity, in accordance with the General Policy Directions in this Plan's Land Use Framework (**Section 5.0**).

## 9.4 Monitoring and Review

Given that the development of the subject lands will occur over many years, this Master Plan is to be considered as a living document that must adapt to changing circumstances and emerging innovations over time. Accordingly, T1N and CLC will periodically review (every five years, at minimum) this Plan in order to monitor development outcomes in accordance with the Plan's aspirations, principles, and objectives.

If deemed necessary, this Master Plan may be updated to ensure that it remains relevant and continues to reflect the aspirations and objectives of working cohesively as one community. If, and where, substantive amendments are contemplated, they will be undertaken in consultation with community members and stakeholders.

Furthermore, any substantive amendments to this Plan should have the collective endorsement of both T1N and CLC, and adhere with other regulatory requirements, as applicable.

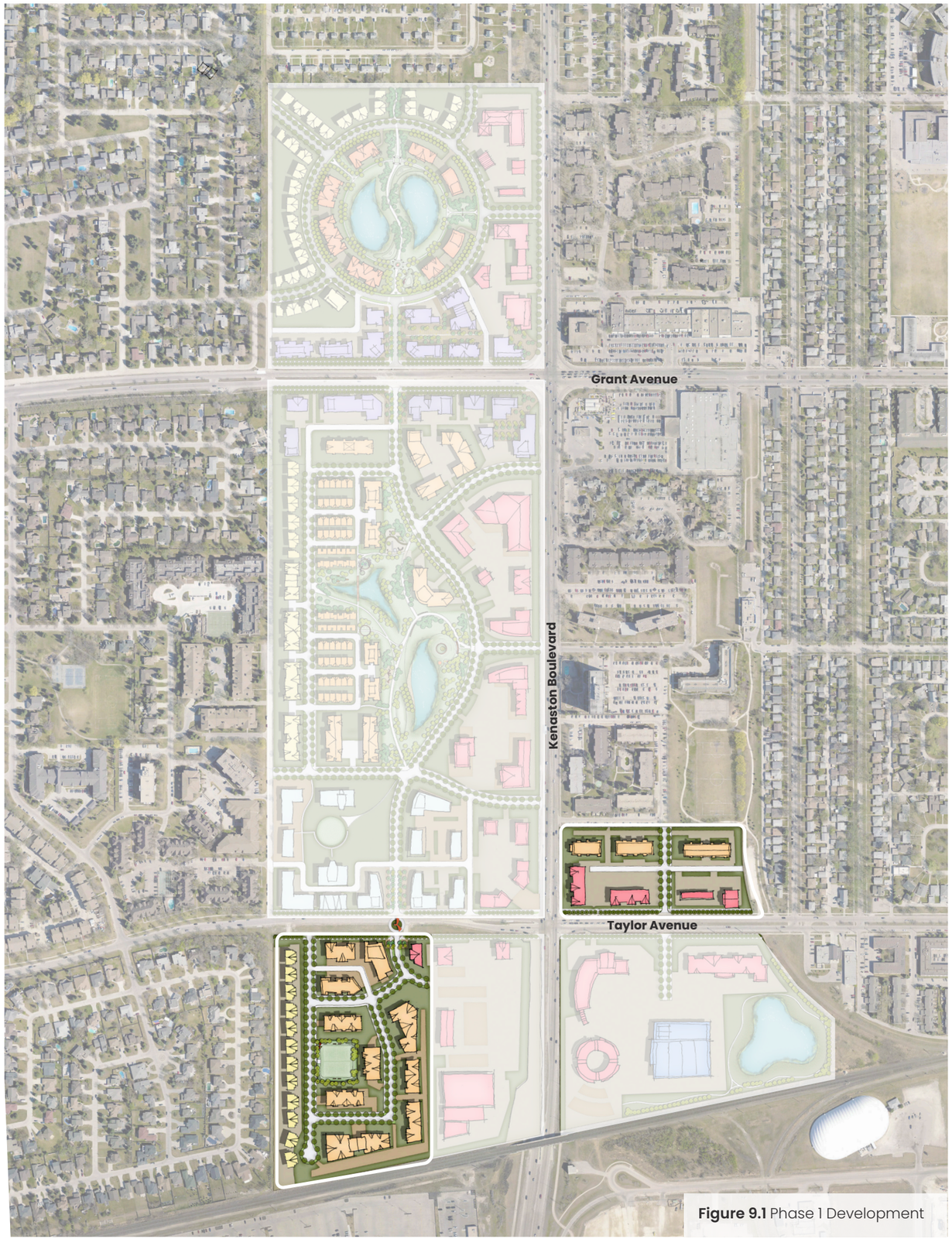



**Figure 9.1** Phase 1 Development





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