Minutes – Executive Policy Committee – December 5, 2023

Report – Standing Policy Committee on Property and Development – November 22, 2023

Item No. 8 Secondary Plan – Proposed Naawi-Oodena Secondary Plan for Canada Lands Company portion of Major Redevelopment Site "K" (Charleswood-Tuxedo-Westwood Ward)
File SP 1/2023

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

The Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development and submitted the following to Council:

1. That the Naawi-Oodena Secondary Plan By-law No. 26/2023 (the "By-law", a draft of which is attached as Appendix "C" to this report) be amended in accordance with Appendix "B" to this report, and with the following additional amendment:

   A. Delete Recommendation 4 of Appendix B, and replace with the following:

      "Delete Section 3.5.2 (4) in its entirety and replace with the following:

      (4) Secondary suites may be permitted in association with a principal dwelling on single-unit detached or duplex lots, townhouse, or clustered townhouse units to provide smaller scale or affordable housing options. The size, design, and location of which may be established in the implementing Zoning By-law."

2. That Council give first reading to the By-law, as amended, and upon instruction from the Director of Planning, Property and Development, the By-law be returned directly to Council for second reading and third reading.

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

Report – Standing Policy Committee on Property and Development – November 22, 2023

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the recommendation of the Standing Policy Committee on Property and Development be concurred in and forwarded to Council.

Carried

STANDING COMMITTEE RECOMMENDATION:

On November 22, 2023, the Standing Policy Committee on Property and Development concurred in the recommendation of the Assiniboia Community Committee and submitted the matter to the Executive Policy Committee and Council.

COMMUNITY COMMITTEE RECOMMENDATION:

On November 17, 2023, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, with the following amendment:

- Delete the period after the words "to this report", and replace with the following:

  ", and with the following additional amendment:

  A. Delete Recommendation 4 of Appendix B, and replace with the following:

     "Delete Section 3.5.2 (4) in its entirety and replace with the following:

     (4) Secondary suites may be permitted in association with a principal dwelling on single-unit detached or duplex lots, townhouse, or clustered townhouse units to provide smaller scale or affordable housing options. The size, design, and location of which may be established in the implementing Zoning By-law."

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

PUBLIC HEARING SUMMARY

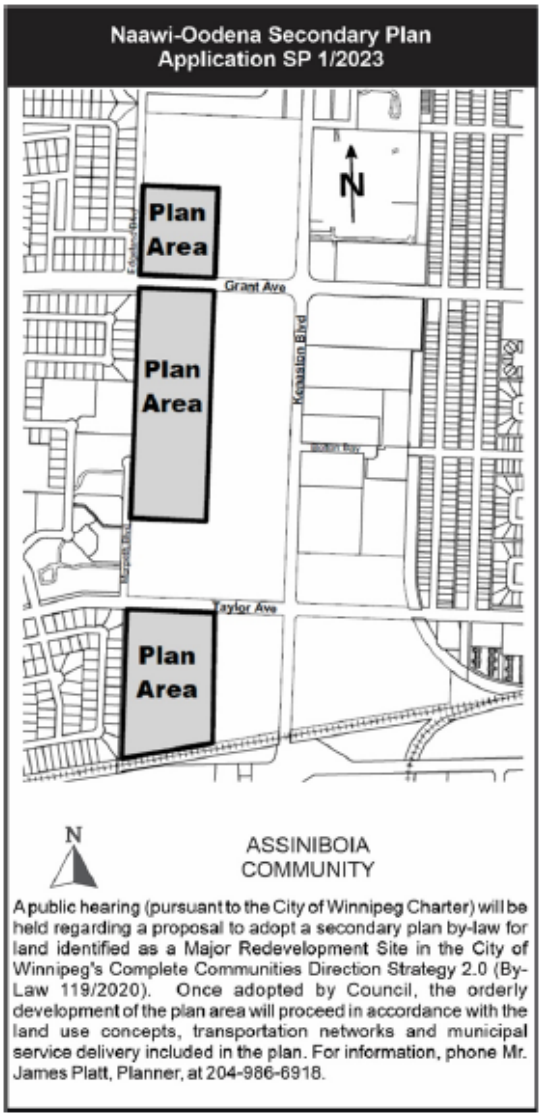
File: **SP 1/2023**

Before: Assiniboia Community Committee
Councillor Lukes, Chairperson
Councillor Dobson
Councillor Duncan

Public Hearing: November 17, 2023
Council Building, 510 Main Street

Applicant: Scatliff + Miller + Murray (Tom Janzen)

Subject:



Premises Affected: 1984 Grant Avenue and 1970 Taylor Avenue

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

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

Report date: November 17, 2023

Community Committee Recommendation:

On November 17, 2023, the Assiniboia Community Committee concurred in the recommendation of the Winnipeg Public Service, as amended, and recommended to the Standing Policy Committee on Property and Development:

1. That the Naawi-Oodena Secondary Plan By-law No. 26/2023 (the "By-law", a draft of which is attached as Appendix "C" to this report) be amended in accordance with Appendix "B" to this report***, and with the following additional amendment:***

    A. Delete Recommendation 4 of Appendix B, and replace with the following:

    "Delete Section 3.5.2 (4) in its entirety and replace with the following:

    (4) Secondary suites may be permitted in association with a principal dwelling on single-unit detached or duplex lots, townhouse, or clustered townhouse units to provide smaller scale or affordable housing options. The size, design, and location of which may be established in the implementing Zoning By-law."

2. That Council give first reading to the By-law, as amended, and upon instruction from the Director of Planning, Property and Development, the By-law be returned directly to Council for second reading and third reading.

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

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

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

1. Around context for the development, we heard from community members here today, I think that this is an excellent opportunity for this community to be developed with some density but also respectful to the existing homeowners.

2. I think that it's an opportunity for Winnipeg to have a unique stamp in the city that looks different from the rest of the community.

3. It's an excellent opportunity for Indigenous aspects to be fully implemented throughout this new community of Naawi-Oodena and I am supportive at this point in time of the Secondary Plan.

Objections under the Charter:

Total number of **v**alid objections as per section 125(2) – 1

In accordance with section 236.1(1), the threshold for sufficient objection has not been met.

Exhibits Filed:

1. Application dated February 15, 2023
2. Notification of Public Hearing
3. Manitoba Status of Title 3198669/1
4. Letter of authorization dated December 21, 2022 from Canada Lands Company CLC Limited (David Marsh, Director Real Estate and James Cox, Vice President) to Scatliff Miller Murray (Tom Janzen)
5. Naawi-Oodena Secondary Plan By-law dated January 2023
6. Former Kapyong Barracks Master Plan – Engagement Report dated July 2020
7. Municipal Site Servicing Report dated March 8, 2021
8. Kapyong Update dated October 2020
9. Kapyong Update dated March 2021
10. Former Kapyong Barracks Master Plan – City of Winnipeg Comments Table dated January 18, 2022
11. Naawi-Oodena Traffic Impact Study – MORR Consulting – Comments Table – CLC Response dated November 29, 2022
12. Former Kapyong Barracks Master Plan – City of Winnipeg Comments Table dated March 2021
13. Former Kapyong Barracks Master Plan – Transportation Impact Study dated February 2021
14. Plan
15. Report from the Urban Planning Division dated October 13, 2023
16. Communication dated November 15, 2023 from Tom Janzen in support of the application
17. Communication dated November 16, 2023 from Sash Dukic in support of the application
18. Communication in opposition to the application submitted by Michael Nozick at the public hearing

REPRESENTATIONS:

In Support:

Sasha Dukic
Tom Janzen
David Marsh

In Opposition:

Michael Nozik

For Information:

Nil

For the City:

J. Platt, Senior Planner, Planning, Property and Development Department

Exhibit "15" referred to in File SP 1/2023

ADMINISTRATIVE REPORT

Title: SP 1/2023 - Proposed Naawi-Oodena Secondary Plan for Canada Lands Company portion of Major Redevelopment Site "K"– Public Hearing

Critical Path:

Assiniboia Community Committee - Standing Policy Committee on Property and Development – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
J. Veitch	N/A	N/A	N/A

EXECUTIVE SUMMARY

On February 7, 2023, Planning, Property and Development (PPD) received a secondary plan application for the 51-acre portion of Major Redevelopment Site "K" – Former Kapyong Barracks (known as "Naawi-Oodena") owned by Canada Lands Company (CLC). The remainder of the 160-acre Naawi-Oodena site is designated as "Urban Reserve" and is being developed by the Treaty One First Nations (T1N) and serviced according to the Gaawijijigemangit Agreement with the City of Winnipeg. The proposed Naawi-Oodena Secondary Plan (Proposed Plan) reflects the aspiration, vision and objectives for the development of the larger Naawi-Oodena area expressed by the "Former Kapyong Barracks Master Plan" (Master Plan) included as an appendix to the Gaawijijigemangit Agreement.

Major Redevelopment Site "K" is identified in the *Complete Communities Direction Strategy 2.0* (CCDS 2.0) as one of 11 Major Redevelopment Sites characterized as large underused areas of land located within the existing urban fabric that provide an opportunity for infill and intensification. Development of Major Redevelopment Sites must be guided by a front-end inclusive planning process, culminating in a secondary plan.

The purpose of a secondary plan is to provide detailed policies to direct development within a specific area of the city. Through a collaborative planning process, these plans should adapt and implement the objectives and policies of *OurWinnipeg* and the *CCDS 2.0* to the local context and provide certainty regarding future development aspirations for the area. All future development proposals in the plan area must conform with the secondary plan once adopted as a secondary plan by-law.

The Proposed Plan provides vision, objectives and policies which supports the establishment of up-to 1,700 dwelling units, 135,000 square feet of commercial space and 6 acres of community space on the portion of the Naawi-Oodena site owned by CLC and under City of Winnipeg

jurisdiction. Overall, the larger Naawi-Oodena site, including CLC land, is projected to accommodate up-to 3,100 dwelling units, 1.2 million square feet of commercial space and 12 acres of community space.

RECOMMENDATIONS

1. That the Naawi-Oodena Secondary Plan By-law No. 26/2023 (the "By-law", a draft of which is attached as Attachment "C" to this report) be amended in accordance with Attachment "B" to this report.

2. That Council give first reading to the By-law, as amended, and upon instruction from the Director of Planning, Property and Development, the By-law be returned directly to Council for second reading and third reading.

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

REASON FOR THE REPORT

An application has been received for the adoption of a secondary plan bylaw for the Major Redevelopment Site "K" of the *Complete Communities Direction Strategy 2.0* (CCDS 2.0*)*. Section C5 (Major Redevelopment Sites) of the *CCDS 2.0* requires that development in a Major Redevelopment Site be guided by a front-end inclusive planning process, culminating in a secondary plan.

An application has been received to adopt the Naawi-Oodena Secondary Plan By-law No. 26/2023 which applies to the 51-acre portion of Major Redevelopment Site "K" owned by CLC and under City of Winnipeg jurisdiction.

Only Council can enact a by-law. A public hearing is required to be held in advance of first reading of a secondary plan by-law (*Charter* sections 234(3) and 236.1(2)).

IMPLICATIONS OF THE RECOMMENDATIONS

If the recommendations of the Public Service are concurred in, the Naawi-Oodena Secondary Plan By-law No. 26/2023 will be altered in accordance with Attachment "B" for this report and given first reading. As the alterations are minor in nature and do not change the intent of the by-law, a second hearing is not required per section 236.1(4) of *the Charter*.

The reasons for the recommended alterations to the Plan are provided in Attachment "A" (Planning Discussion) attached to this report.

HISTORY / DISCUSSION

- In 2004, the 2nd Battalion Princess Patricia's Canadian Light Infantry relocated from the former Kapyong Barracks site to Canadian Forces Base Shilo.

- In 2007, the Department of National Defense received approval from the Government of Canada to sell the 160-acre property to Canada Lands Company (CLC). Later in 2007, the T1N legally challenged the Government of Canada on the sale of the land without property consultation.
- In 2018, the Government of Canada and the T1N signed an Agreement in Principle to pursue a Final Settlement Agreement, which includes terms for the sale and future use of the land.
- In 2019, the Government of Canada and the T1N signed a Settlement Agreement for 108 acres (68 per cent) of the land. The remaining 51 acres (32 per cent) of the land was acquired by CLC.
- In late 2019, CLC and the T1N began a collaborative process to create a Master Plan which provides a collective overall land use development vision for the entire 160-acre former Kapyong Barracks site.
- On March 24 & 25, 2020, Public Information Sessions were held to introduce the project.
- From April 17 to July 1, 2020, T1N and CLC posted a webpage which shared aspirations, background information and concept plans related to the Master Plan. The webpage also included a survey.
- June 17, 2020 – Virtual (due to COVID restrictions) public engagement session introduced the project to the community and received feedback. Almost 1,400 people registered for the presentation, which was viewed 1,800 times on Facebook.
- On February 14, 2021, Knowledge Keeper David Courchene of Sagkeeng First Nation was passed tobacco on behalf of the T1N to have a ceremony to rename the former Kapyong Barracks lands to “Naawi-Oodena” (Anishinaabemowin for “centre of the heart and community”). A naming ceremony was then held between the Chiefs of the T1N on April 14, 2021.
- On March 11, 2021, land use planning consulting firm Scatliff+Miller+Murray submitted a Pre-Application for the Public Service to review a draft secondary plan (“Former Kapyong Barracks Master Plan”) and related supporting technical studies, for the entirety of the 160-acre former Kapyong Barracks site.
- On June 8, 2021, the Public Service responded to the Pre-Application with comments on the draft version of the Master Plan, the Traffic Impact Study, and Municipal Site Servicing Study. Issues included:
    - Reliance on Low Impact Design (ex. use of water barrels and green roofs, etc.) when calculating land drainage retention requirements;
    - Underground land drainage storage tank under a park space;
    - Roundabouts at intersections with existing public streets;
    - Non-standard (i.e. narrow) street cross-sections with chicanes (ie curb bump-outs on alternating sides of the street designed to slow traffic); and
    - Limited amount of greenspace.

  Discussion on these issues continued until November 2022.
- In July 2022, the City and T1N officially signed a Municipal Development and Services Agreement (Gaawijijigemangit Agreement) which provides a framework for the delivery of municipal services to the T1N’s 108-acre portion of the former Kapyong Barracks site. “Gaawijijigemangit” means “working together in partnership” in Ojibway.
- In December 2022, the T1N’s portion of Naawi-Oodena was officially designated as an Urban Reserve, and was no longer under City of Winnipeg jurisdiction.

- On February 7, 2023, Scatliff+Miller+Murray submitted application for Council to adopt, as a secondary plan bylaw, the Naawi-Oodena Secondary Plan, which applies only to the 51-acre portion of Naawi-Oodena owned by CLC and under City of Winnipeg jurisdiction.
- On April 17, 2023, CLC sent a letter to PPD requesting that the public hearing for SP 1/2023 be delayed until September/October, 2023. PPD concurred with the request on April 20, 2023.
- On July 18, 2023, CLC sent a letter to PPD requesting that the public hearing for SP 1/2023 be further delayed until November/December, 2023. PPD concurred with the request on July 18, 2023.

FINANCIAL IMPACT

Financial Impact Statement

Date: October 4, 2023

Project Name:

SP 1/2023 - Proposed Naawi-Oodena Secondary Plan for Canada Lands Company portion of Major Redevelopment Site "K"– Public Hearing

COMMENTS:

There are no direct financial implications associated with the recommendations contained in this report.

Mike McGinn Oct. 4, 2023
Mike McGinn, CPA, CA
Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Legal Services, as to legal issues

OURWINNIPEG POLICY ALIGNMENT

OurWinnipeg 2045 (OW 2045)

The Plan Area is located entirely in an area designated "Major Redevelopment Site" in OW 2025 and the Complete Communities Direction Strategy Bylaw (CCDS 2.0). The City Building section of OW 2045 provides the following direction for Major Redevelopment Sites:

> *6.26 Major Redevelopment Sites - Designate Major Redevelopment Sites within the Urban Structure for land uses that provide a transformative, sustainable, well-designed and pedestrian-oriented urban environment, through a comprehensive and collaborative secondary planning process.*
>
> *6.11 Secondary Plans - The contents of a secondary plan, including its vision, goals, objectives, and policies must be consistent with and promote this Plan's goals. Complete Communities will provide more specific direction with regards to secondary plan content.*

CCDS 2.0, Map 8 – "Map of Major Redevelopment Sites", identifies the Plan Area as being located entirely within Major Redevelopment Site "K". Section C5 of CCDS 2.0 provides the following direction for Major Redevelopment Sites:

> ***Goal 1** – Require development in Major Redevelopment Sites to be guided by a secondary plan.*
>
> *1.1 Secondary Plans – Require that the development in Major Redevelopment Sites be guided by a front end inclusive planning process, culminating in a secondary plan.*
>
> ***Goal 3 –** Design Major Redevelopment Sites as complete communities that embody principles of sustainability within a well-designed, walkable, and active transportation friendly environment.*
>
> *3.1 Mixed Use – Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that complements the needs of adjacent communities.*
>
> *3.4 Compatibility – Encourage the transition of development towards the outer edges of Major Redevelopment Sites so that it is sensitive to the scale, massing, height, form and character of the surrounding area.*
>
> *3.7 Housing – Support a range of different types, tenures and unit sizes in housing opportunities.*

3.8 Complete Streets – Promote complete streets, enabling save and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health, and active transportation.

The proposed secondary plan is consistent with the policies of both OW 2045 and CCDS 2.0.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic Opportunity #4: Facilitate Compact, Complete Development and Increase Density

4.1 Increase strategic infill development that provides access to and capitalize on existing and planned corridors with frequent transit service

4.2 Ensure new areas of growth are designed according to the principles of complete communities

4.4 Support redevelopment of former commercial and industrial lands into active use.

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The information and recommendations presented in this report align with and advance the Winnipeg Poverty Reduction Strategy (2021 – 2031) as follows:

They embody the embody the following **Guiding Principles**:

- We will Honour Relationships and Reconciliation with Indigenous Peoples

They align with the following **Goals and Objectives**:

Goal 1: Equity and Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

Related 10-year Objectives:

D. The City advocates for and pursues partnerships to implement the strategy.

Goal 2: The City actively Plans for and Partners in Affordable Housing

Related 10-year Objectives:

A. The City's capacity and commitment to advancing affordable housing initiatives are increased.

The information and recommendations presented in this report also advance the following **Actions**, as listed in the Winnipeg Poverty Reduction Strategy Implementation Plan (2021 – 2023):

Goal 3: Equity is Embedded in all City Employment and Income Opportunities

9. Indigenous Economic Development

SUBMITTED BY

Department: Planning, Property and Development
Division: Urban Planning and Design
Prepared by: James Platt, RPP, MCIP
Date: October 13, 2023

ATTACHMENTS:

Attachment “A” – Planning Discussion
Attachment “B” – Recommended Alterations
Attachment “C” – Draft BL 26/2023