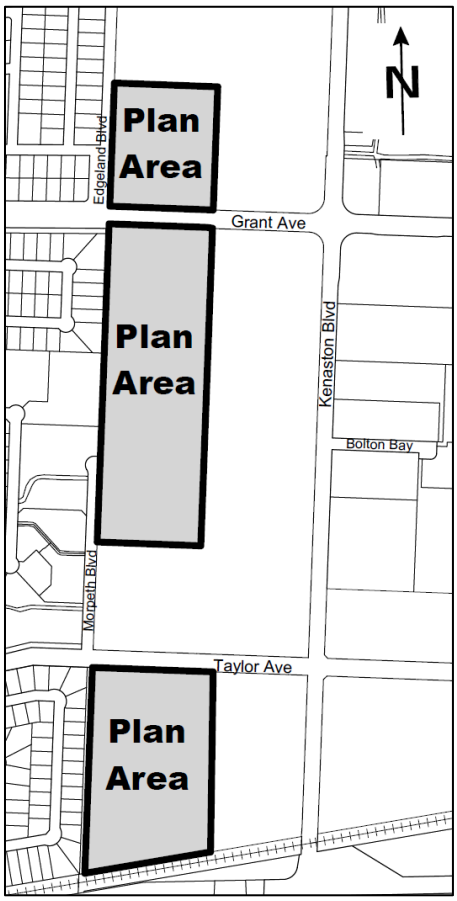
ATTACHMENT "A" – Planning Discussion

DATE: September 27, 2023

FILE: **SP 1/2023 (Proposed Amending By-law No. 26/2023)**
RELATED FILES: N/A
COMMUNITY: Assiniboia
NEIGHBOURHOOD #: 2.619 (Tuxedo) & 2.645 (South Tuxedo)
SUBJECT: Proposed Naawi-Oodena Secondary Plan
LOCATION: 1984 Grant Avenue and 1970 Taylor Avenue west of Kenaston Boulevard **(**see map below)



APPLICANT: Scatliff + Miller + Murray (Tom Janzen)
1120-201 Portage Avenue
Winnipeg, MB R3B 3K6

OWNER: Canada Lands Company
Suite 1900, 201 Portage Avenue
Winnipeg, MB R38 3K6

RECOMMENDATION: Approval with amendments

PURPOSE OF THE PROPOSED PLAN:

The purpose of the proposed Naawi-Oodena Secondary Plan (Proposed Plan) is to guide the orderly development the 51-acre portion of the Former Kapyong Barracks site owned by Canada Lands Company (CLC) and under the jurisdiction of the City of Winnipeg.

The City of Winnipeg does not have jurisdiction to approve development on the adjacent Naawi-Oodena Urban Reserve. The Urban Reserve will be developed by the Treaty One Nations (T1N). The Proposed Plan ensures development within the Plan Area is compatible and interconnected with development of the Naawi-Oodena Urban Reserve which comprises the remainder of the larger 160-acre Former Kapyong Barracks site (hereinafter referred to as "Naawi-Oodena").

The Proposed Plan reflects the aspirations, vision and objectives for the development of the larger Naawi-Oodena site, as expressed in the "Former Kapyong Barracks Master Plan" (Master Plan) included as an appendix to the Gaawijijigemangit Agreement with the T1N.

All future development proposals within the Plan Area must conform with the Proposed Plan once adopted by Council as a secondary plan bylaw.

PLAN AREA:

The Plan Area is a 51-acre holding divided into three sections, all of which are generally located between 150m and 190m west of Kenaston Boulevard and east of existing residential development in the neighbourhoods of Tuxedo and South Tuxedo (See Figure 1: Plan Area)

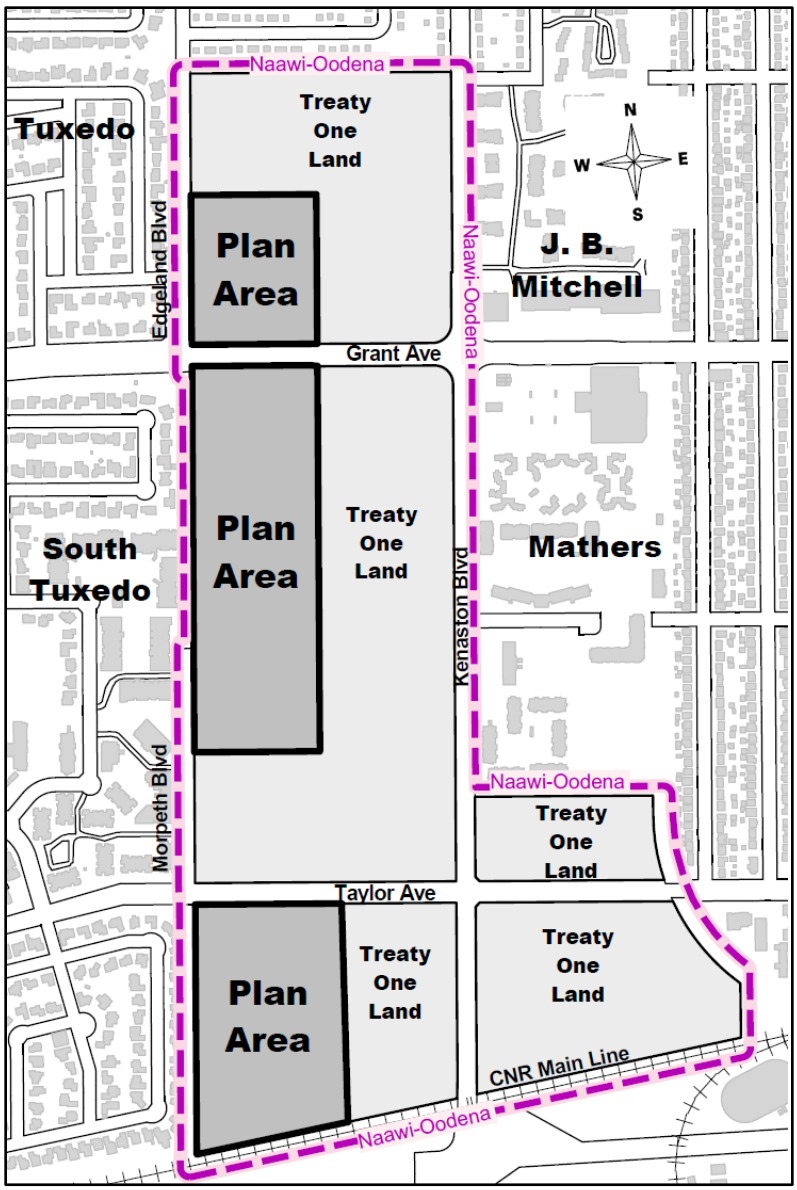


Figure 1 – Plan Area

The Plan Area is part of the larger 160-acre former Kapyong Barracks site known as “Naawi-Oodena.” The remaining portion of the former Kapyong Barracks site is designated “Urban Reserve” and is being developed by the T1N in accordance with the vision established by the Kapyong Barracks Master Plan (Master Plan) included as an appendix to the Gaawijijigemangit Agreement with the City of Winnipeg.

All three sections of the Plan Area are vacant, as a result of the demolition of the former Kapyong Barracks that previously occupied the site. Aside from some remnants of infrastructure left over from the former Kapyong Barracks, the Naawi-Oodena lands are vacant.

The eastern boundary of all three sections of the Plan Area is shared with the T1N’s Naawi-Oodena Urban Reserve.

North of Grant Avenue

The northern-most section (9.4 ac) of the Plan Area is located north of Grant Avenue immediately east of Edgeland Boulevard. The northern boundary is shared with the T1N Naawi-Oodena Urban Reserve.

Grant Avenue, a four-lane divided arterial road, separates the two northern sections of the Plan Area east-west. Both sides of Grant Avenue have a sidewalk.

South of Grant Avenue

The largest contiguous section of the Plan Area (24.3 ac) is located immediately south of Grant Avenue. The southern boundary, located approximately 185m north of Taylor Avenue, is shared with the T1N Naawi-Oodena Urban Reserve. Morpeth Boulevard and existing residential development share the boundary to the west.

South of Taylor Avenue

The southern-most section of the Plan Area (17.5 ac) is located south of Taylor Avenue and immediately north of the Canadian National Railway main line. Taylor Avenue is a four-lane arterial road east of Kenaston Boulevard which transitions into a two-lane collector west of Kenaston Boulevard despite the right-of-way (ROW) width remaining constant. A sidewalk runs along the north side of Taylor Avenue.

The CNR Main Line runs along the southern edge of the section of the Plan Area south of Taylor Avenue.

A 30-foot (9.14m) unimproved ROW runs north-south from Taylor Avenue to the CNR Main Line between the Plan Area and the existing single-family dwellings.

SURROUNDING LAND USE & EXISTING ZONING:

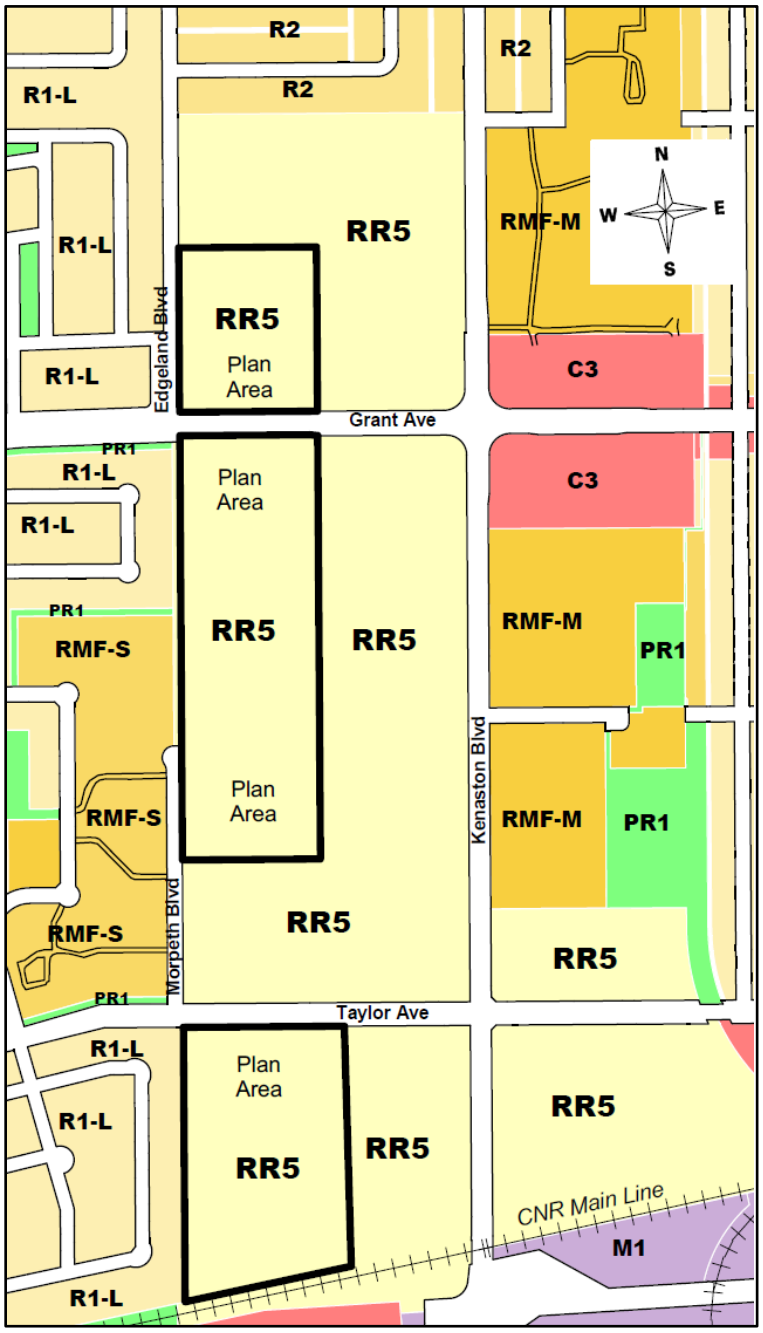


Figure 2 – Zoning Map of Plan Area and Surrounding Area.

Land within Naawi-Oodena, including the Plan Area, is currently zoned “RR5 – Rural Residential 5” which provides for large-lot (5 acre) rural residential development, along with limited agricultural uses.

North of Grant Avenue

Land west of the section of the Plan Area north of Grant Avenue is zoned "R1-L – Residential Large" which provides for single-family residential development in lower-density areas. This area has been developed as single-family residential dwellings.

South of Grant Avenue

A portion of land west of the northern portion of the section of the Plan Area south of Grant Avenue is also zoned "R1-L" and contains existing single-family development. A 30-foot (9.14m) wide strip of public reserve land running along the south side of Grant Avenue is zoned "PR-1 – Parks and Recreation 1 (Neighbourhood)". Another similar strip of PR-1 zoned land can be found immediately south of the "R1-L" land, however it is privately owned and not public reserve.

Land west of the southern portion of the Plan Area south of Grant Avenue is zoned "RMF-S – Residential Multi-Family (Small)" and contains three-storey apartment buildings.

South of Taylor Avenue

Land west of the section of the Plan Area south of Taylor Avenue is zoned "R1-L – Residential Multi-Family (Large)" and contains single-family dwellings.

POLICY CONTEXT:

The Plan Area is located within Major Redevelopment Site K of OurWinnipeg 2045 (OW 2045) and the Complete Communities Direction Strategy 2.0 (CCDS 2.0).

OurWinnipeg 2045

OW 2045 is the City's development plan. As prescribed by the City of Winnipeg Charter, it sets out the City's long-term plans and policies respecting its purposes, its physical, social, environmental, and economic objectives, and sustainable land use and development.

The Plan Area is located within Major Redevelopment Site K of OW 2045. The City Building section of OW 2045 provides the following direction for Major Redevelopment Sites:

> *6.15 Transformative Areas - Designate Downtown, Corridors, Mixed Use Centres, Major Redevelopment Sites and New Communities as Transformative Areas within the Urban Structure in Complete Communities, representing lands that provide the best opportunities to accommodate significant growth and change.*
>
> *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.*

OW 2045 also provides the following policies which support the development which is compatible and interconnected with that of the adjacent Naawi-Oodena Urban Reserve lands:

Leadership and Good Governance

1.13 Urban Reserves - Facilitate the process of urban reserve development by building respectful relationships with First Nations governments and leadership to establish or maintain processes and protocols including service provision, bylaw harmonization, and planning.

Economic Prosperity

3.10 Indigenous Economic Development - Prioritize support of Indigenous-led opportunities for land, heritage, culture, art, entrepreneurial and tourism related economic development for the benefit of Indigenous Peoples.

Social Equity

5.4 Reconciliation with Indigenous Peoples - 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

5.5 Indigenous Lens - Develop an Indigenous lens, which recognizes, respects and advances multiple and diverse First Nations, Inuit, and Métis rights, knowledge and perspectives. Apply the lens throughout municipal leadership and governance processes, policies, programs and practices to be inclusive and eliminate elements that knowingly or unknowingly enable the exclusion of Indigenous Peoples.

Complete Communities Direction Strategy 2.0 (CCDS 2.0)

CCDS 2.0 is a city-wide secondary plan bylaw that guides growth, development and land use in the City of Winnipeg through an urban structure.

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.

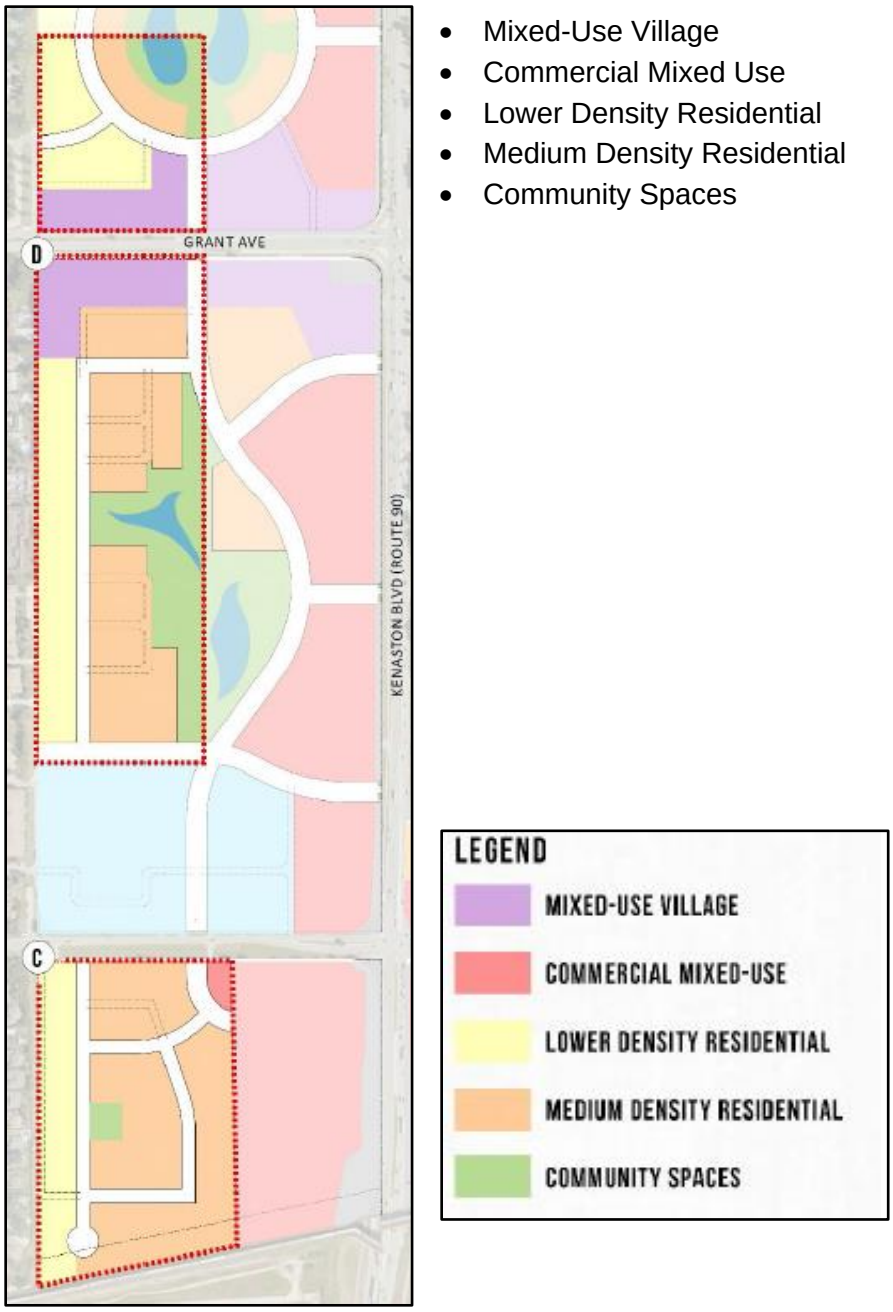
3.8 Complete Streets – Promote complete streets, enabling save and convenient spaces for pedestrians, cyclists, public transit ridership and motorists to promote physical activity, health, and active transportation.

The Proposed Plan is consistent with the policies of both OW 2045 and CCDS 2.0.

ANALYSIS OF THE PROPOSED PLAN:

The Proposed Plan supports the establishment of up-to 1,700 dwelling units, 135,000 square feet of commercial space and 6 acres of community space. 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. This Proposed Plan ensures that development in the Plan Area will integrate seamlessly with development on the adjacent Naawi-Oodena Urban Reserve.

The Proposed Plan includes five land use policy areas to accommodate a mix of land uses (See Figure 3: Land Use Policy Areas):



- Mixed-Use Village
- Commercial Mixed Use
- Lower Density Residential
- Medium Density Residential
- Community Spaces

Figure 3 – Land Use Policy Areas

Proposed Policy Areas

Mixed-Use Village

The Proposed Plan designates 4.9 acres of land adjacent to Grant Avenue as "Mixed-Use Village". This includes land adjacent to single-family residential uses in Tuxedo and South Tuxedo.

The Mixed-Use Village policy area prescribes higher density residential mixed with commercial uses in proximity to transit routes, with an objective to encourage a strong community identity based on a pedestrian environment.

Permitted uses include multi-unit residential uses, and commercial uses (i.e. office, restaurants, personal services), which are encouraged to be integrated within mixed-use buildings. Automobile-related uses (gas bars, car washes, etc.) are not permitted.

Maximum building heights are generally 6-storeys, with 8-storey acceptable in select locations.

Commercial Mixed-Use

The Proposed Plan designates only a small portion of land (0.3 ac) south of Taylor Avenue as "Commercial Mixed-Use".

- The Commercial Mixed-Use Policy Area accommodates retail and service-related commercial uses, including offices, large enough to provide services beyond the residents of Naawi-Oodena.
- Permitted uses include gas bars, food stores, restaurants. Multi-Unit residential uses are permitted above or to the rear of commercial uses.
- Similar to the Mixed-Use Village policy area, building heights may be as high as 6-storeys, with 8-storeys being acceptable in select locations.

Lower Density Residential

- With the exception of land designated as "Mixed-Use Village" in proximity to Grant Avenue, all land along the western edge of the Plan Area is designated as "Lower Density Residential". The policies of the "Lower Density Residential" Policy Area ensure that development is compatible with the established residential used in Tuxedo and South Tuxedo.
- Permitted uses include ground-oriented residential uses, and multi-unit residential uses up to 3.5 storeys. Height and massing of proposed developments are required to be compatible with the existing residential uses to the east.
- Residential density of the "Lower Density Residential" Policy Area (10.9 ac) is expected to be around 10 to 18 units per acre (gross).

- Policy 3.5.2(4) states that secondary suites are "permitted in association with a principal dwelling on single-unit detached or duplex lots, townhouse, or clustered townhouse units…". However, the City of Winnipeg Zoning By-law (200/2006) only permits secondary suites in single-detached dwellings. It is recommended that policy 3.5.2(4) be removed (see item 4 of Attachment B).

Medium Density Residential

The Medium Density Residential Policy Area is the dominant policy area within the Plan Area (19.9 ac). The Medium Density Residential Policy Area promotes the development of multi-unit residential buildings that provide housing opportunities for households of all ages, abilities and income levels supported by a pedestrian-friendly environment.

Permitted uses include multi-unit residential buildings, townhomes, and ground-oriented housing. Small-scale commercial uses are permitted on the ground floor of residential buildings.

Similar to the Mixed-Use Village and Commercial Mixed-Use Policy Areas, building heights may be as high as 6-storeys, with 8-storeys being acceptable in select locations.

Residential density of the Medium Density Residential Policy Area is expected to be around 30 to 60 units per acre (gross).

Policy 3.4.2(7) (Medium Density Policies) states:

> *To support the development of affordable housing, prospective developers should form partnerships with, and access funding from, all levels of government.*

The City of Winnipeg will not place requirements on developers on how their projects should be funded. A similar policy appeared in a draft version of the Proposed Plan and was reworded prior to submission of the application. It is assumed that the wording of this policy was accidentally left unchanged prior to submission. It is recommended that policy 3.4.2(7) be reworded as follows (see item 3 of Attachment B):

> *To support the development of affordable housing, prospective developers ~~should~~ are encouraged to form partnerships with, and access funding from, all levels of government.*

Community Spaces

The Community Spaces Policy Area (5.7 ac) provides for areas of parks and open space, including gathering places, and active transportation paths supporting year-round activities.

Policies encourage public art, native plantings, commemoration and sustainable practices, including Low Impact Development strategies to filter, store and detain water runoff on private properties before it reaches the public drainage infrastructure (i.e. on-site water detention features and permeable surfaces).

Stormwater management facilities (drainage ponds) are located in the Community Spaces Policy Area, but are accounted for separately in Table 1 (Summary of Land Use Policy Areas) of the Proposed Plan.

The City of Winnipeg Parks Strategy is the guiding document for provision of parks, including amenity requirements. Park space provided in the Plan Area must meet the policy direction outlined in the Winnipeg Parks Strategy, including the policies that guide provisioning of neighbourhood parks, linkage parks, and core amenities. Given the presence of significant physical barriers (i.e. Kenaston Boulevard, rail line, existing development) to access neighbourhood parks in the greater area, the Plan Area will be expected to provide park space

that meets the minimum target level of service for core amenities. Based on this, it is recommended that policy 3.6.2(1) be reworded as follows (see item 5 of Attachment B):

> *Community Spaces should be designed to be beautiful~~, functional,~~ and sustainable in accordance with the ~~City of Winnipeg Parks Strategy~~ Naawi Oodena Master Plan's Landscape Guiding Principles, and shall be functional in accordance with the City of Winnipeg Parks Strategy.*

The City of Winnipeg is committed to barrier prevention and inclusion through its Universal Design Policy adopted by Council in 2001. It is recommended that policy 3.6.2(5) be reworded as follows (see item 6 of Attachment B):

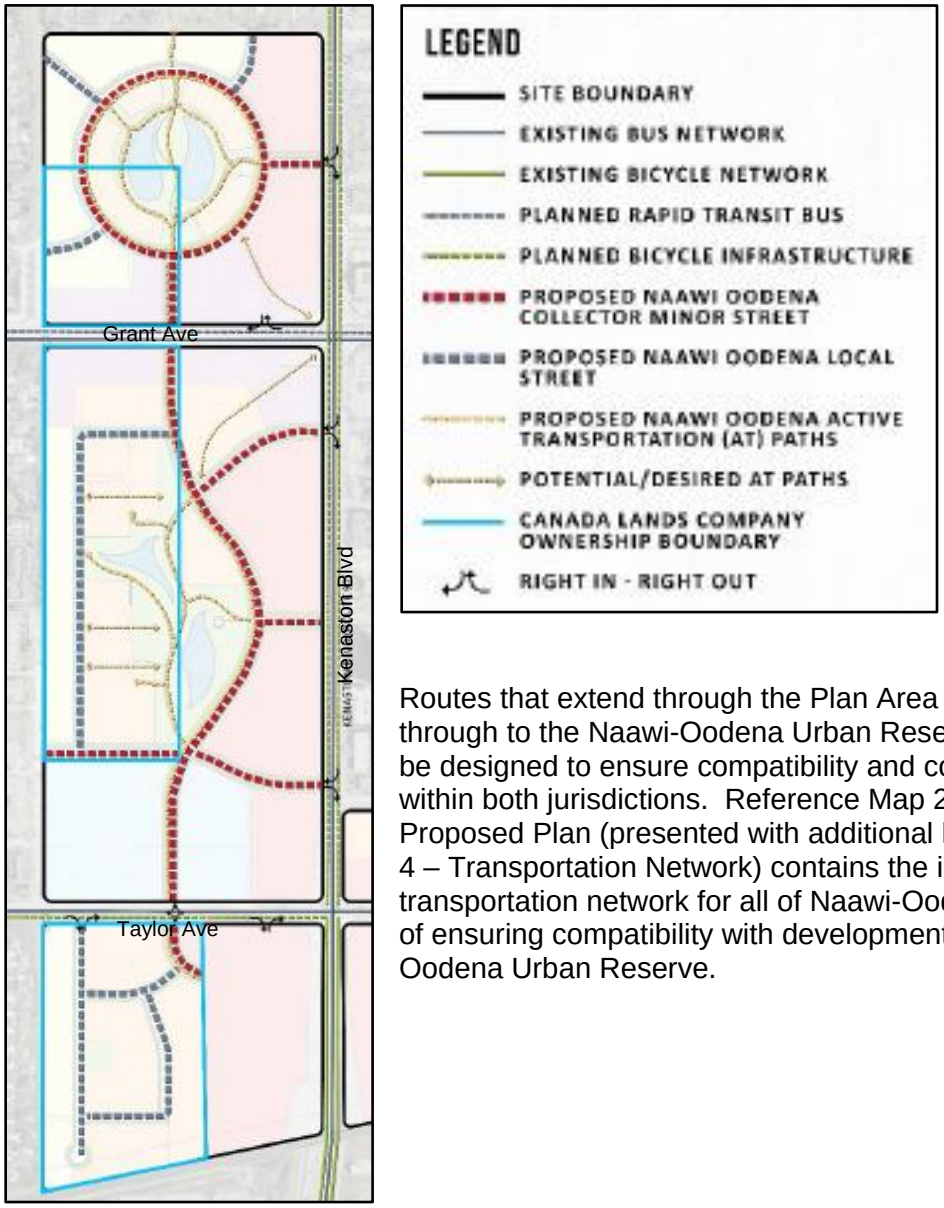
> *All Community Spaces, and the public realm in general, ~~should~~ shall be designed for universal accessibility and adhere to the Winnipeg Accessibility Design Standard.*

Infrastructure Framework

Transportation and Mobility

The proposed transportation network and related policies integrate with the planned transportation routes of the Master Plan and aim to provide safe movement through the site for all modes of transportation.

The Proposed Plan includes an internal transportation network (See Figure 4: Transportation Network) consisting of collector streets, local streets, Active Transportation (AT) Paths, Bicycle Infrastructure, and Right In / Right-Out Accesses:



Routes that extend through the Plan Area and continue through to the Naawi-Oodena Urban Reserve will need to be designed to ensure compatibility and consistency within both jurisdictions. Reference Map 2 of the Proposed Plan (presented with additional labels as Figure 4 – Transportation Network) contains the internal transportation network for all of Naawi-Oodena in support of ensuring compatibility with development on the Naawi-Oodena Urban Reserve.

Figure 4 – Transportation Network

.

The Proposed Plan includes three types of minor collector streets, the proposed general alignment of which are presented in “Reference Map 3” (See Figure 5: Minor Collector Streets):

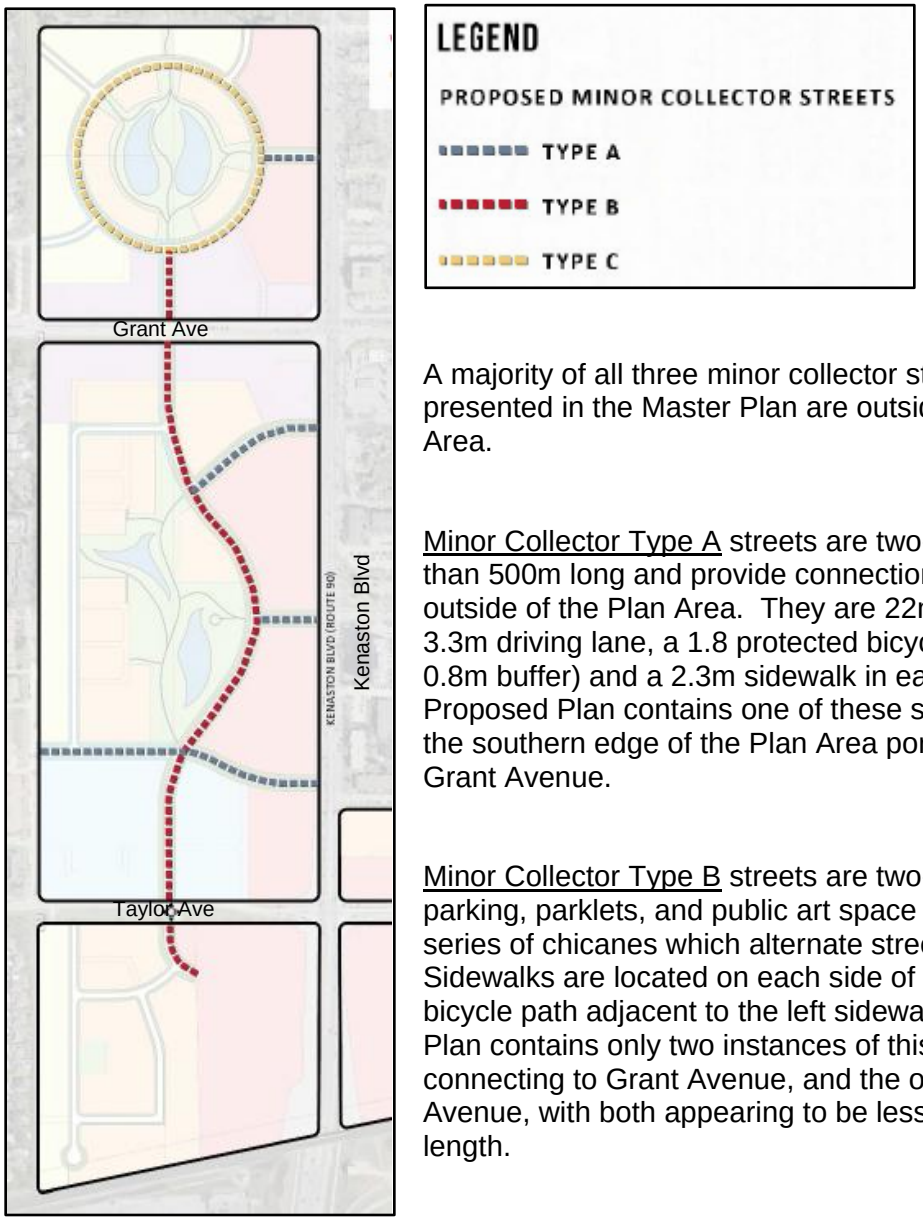


Figure 5 – Minor Collector Streets

A majority of all three minor collector street alignments presented in the Master Plan are outside of the Plan Area.

Minor Collector Type A streets are two-way streets less than 500m long and provide connection to City streets outside of the Plan Area. They are 22m wide with a 3.3m driving lane, a 1.8 protected bicycle lane (with a 0.8m buffer) and a 2.3m sidewalk in each direction. The Proposed Plan contains one of these streets just inside the southern edge of the Plan Area portion south of Grant Avenue.

Minor Collector Type B streets are two-way streets with parking, parklets, and public art space integrated into a series of chicanes which alternate street sides. Sidewalks are located on each side of the street, with a bicycle path adjacent to the left sidewalk. The Proposed Plan contains only two instances of this road type, one connecting to Grant Avenue, and the other to Taylor Avenue, with both appearing to be less than 100m in length.

Minor Collector Type C streets are 20m wide one-way streets with a single 4.5m wide driving lane with 0.5m striping on either side (not depicted in the illustration) and includes chicanes to reduce traffic speed. Sidewalks are included at both sides of the right-of-way with a 3m bicycle path on the left side. The Proposed Plan includes two illustrations of this street type: one with a parking lane, and the other with outdoor dining space. This street type is only applied to the circular road in the portion of Naawi-Oodena north of Grant Avenue.

The Proposed Plan recommends that traffic calming circles be placed at collector-to-collector street intersections involving Minor Collector Type B collector streets.

The Proposed Plan promotes shared parking approaches, reduced parking minimums, and space for mid-block loading, pick-up and drop-off.

Transportation and Mobility objective 4.1.1(6) “encourages use of sustainable modes such as walking and cycling that is integrated into the City of Winnipeg’s existing and proposed AT network”. Future development proposals will need to ensure there are direct connections to Transit Stops. It is recommended that the following be added to the end of objective 4.1.1(6) so that it reads as follows (see item 9 of Attachment B):

> ***Active Transportation (AT) Connectivity:*** *To provide a well-connected active transportation network across the development 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 and provides direct connections to Transit Stops via the AT pathway networks of Naawi-Oodena.*

Policy 4.1.2(4)(i) includes descriptions of the design of the three types of Minor Collector Streets; local streets and active transportation paths (AT). These descriptions are supported by illustrations containing street cross sections (as exemplified in Figure 6 – Minor Collector Type A).

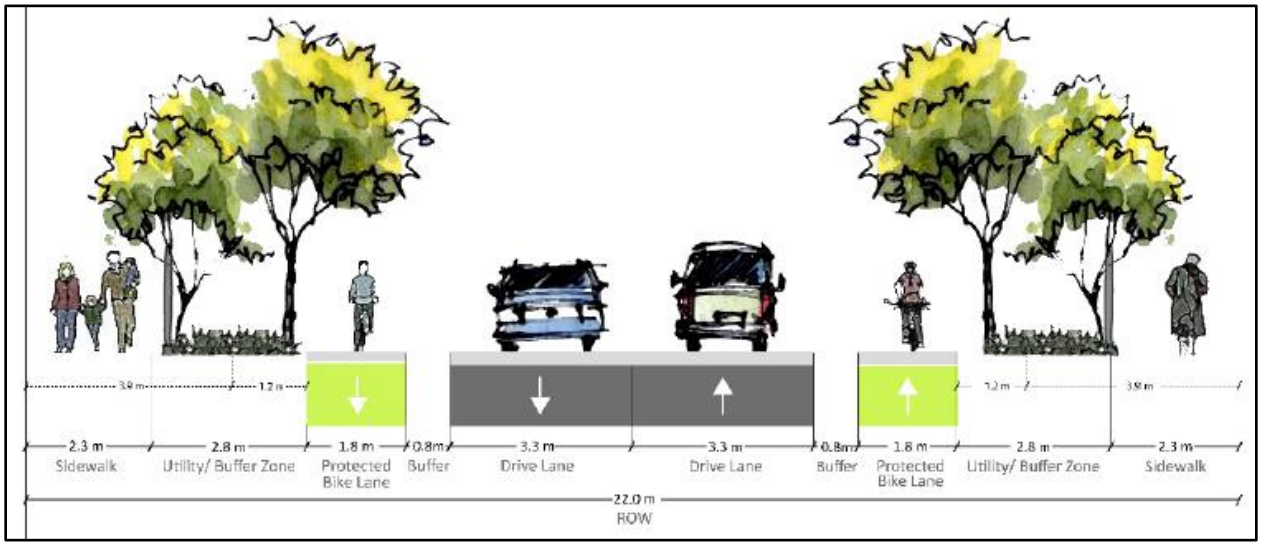


Figure 6 – Minor Collector Type A

Some of the items and measurements presented in the figures referenced by the policies are inaccurate, or undescribed as exemplified in Figure 7 – Minor Collector Type B. For instance:

- Figure 4.2 includes a 2.4m bike lane that contains trees, as well as a 3.0m Utility/Buffer zone that contains an AT Pathway
- All of the figures, other than Figure 4.1 (Minor Collector Type A), include trees planted immediately adjacent to the roadway
- All of the figures include a 1.2m measurement adjacent to the roadways or AT Pathways, which appears to contain trees. It is not clear what this space is meant to represent as it is not referred to elsewhere in the Proposed Plan.

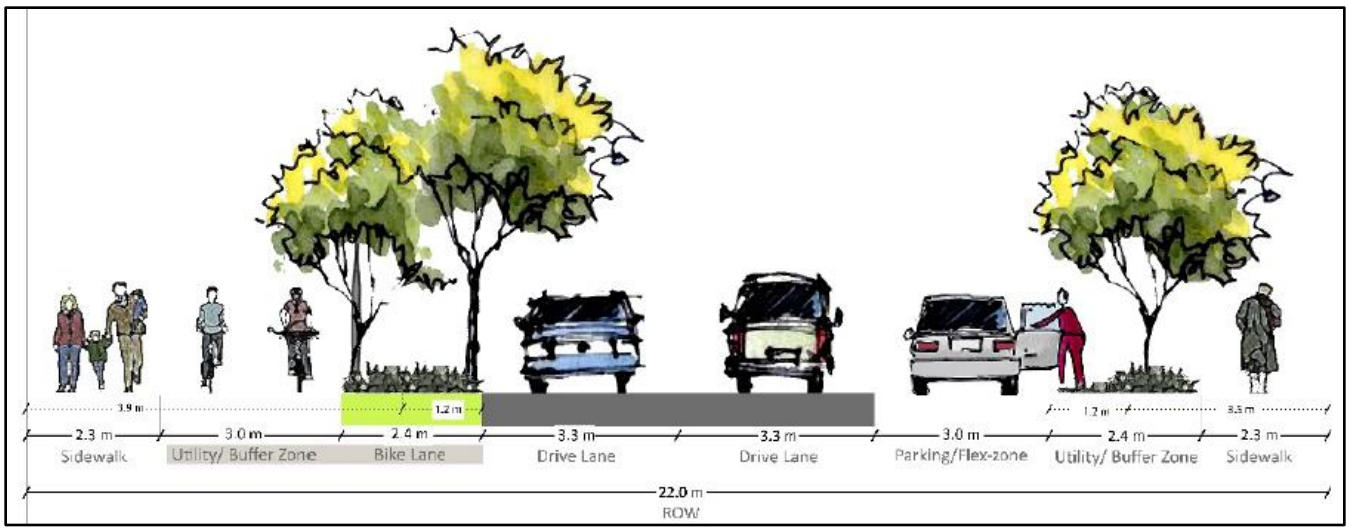


Figure 7 – Minor Collector Type B

The Public Service has the following concerns with the minor collector streets described in policy 4.1.2(4):

- Street lane widths of 3.3m presented in the Proposed Plan are much narrower than City of Winnipeg standard of 5.0m for an undivided Minor Residential Collector with a 22.0m right-of-way. In addition, a minimum 6.0m of paved surface is required to allow for fire trucks to navigate as well as operate during a fire emergency.
- The boulevards in the Proposed Plan do not provide enough space to accommodate snow storage or underground utilities. Snow storage requires at least 4.0m of space on either side of a street in addition to the space required for a sidewalk (~6.0 total space). Plus, an additional 3.0m would need to be added to the ROW if a bike lane is to be included.

In addition, the Winnipeg School Division has requested that roadway widths, curves and intersection turning radii (at least 36 feet) be designed to accommodate a 77-passenger school bus. Potential solutions could include a bike lane with a mountable curb; however, these design details will be worked out and likely included in a development agreement during the subdivision/rezoning phase.

The ability to accommodate fire trucks and school buses is further complicated by chicanes, and traffic circles included in the Proposed Plan.

The cross section of Minor Collector Type C presented in Figure 4.7 of the Proposed Plan is of particular concern (See Figure 8 – Minor Collector Type C) as it includes a single 4.5m drive lane (with 0.5m striping on both sides) with chicanes in a 20.0m right-of-way. As previously mentioned, this street type is only applied to the circular roadway that services the northern most portion of the Plan Area.

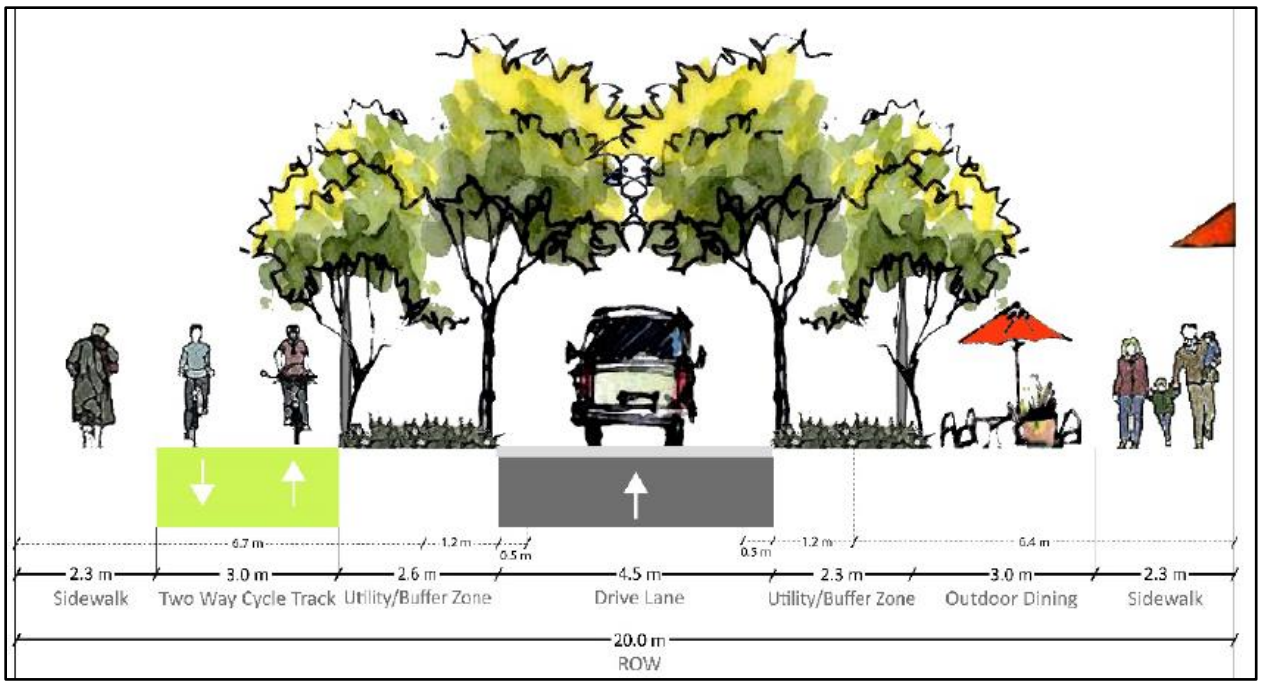


Figure 8 – Minor Collector Type C

The description for the Type C Minor Collector street contains measurements and features (i.e. chicanes) that result in a roadway that is not able to meet the Fire Department safety standards.

While it is understood that the roadway cross sections presented in section 4.1.2(4) are suggestions, as opposed to requirements, it would be misleading to adopt policies that present standards which may not be accepted during the subdivision and rezoning phase of development.

In addition, the Proposed Plan recommends the use of traffic circles at collector street intersections. Traffic circles are small when compared with roundabouts. For reference, intersections in the River Heights Neighbourhood have been retrofitted with traffic circles, while roundabouts are much larger (consider those of Bridgwater). Regardless, the inclusion of roundabouts or traffic circles at intersections throughout the Plan Area will be determined during the subdivision/rezoning approvals stage. Based on this, the Public Service recommends the following changes to policies under section 4.1.2 (4) the Proposed Plan (see items 12, 13 and 14 of Attachment B):

Policy 4.1.2(4)(i)(b) be reworded as follows:

> ***Minor Collector Type B*** *- 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 roadway which includes ~~chicane, with parking, parklets, public art, etc. integrated into the chicanes in an alternating fashion and thereby facilitating~~ traffic calming measures to reduce vehicular speed and increase safety and mobility. The pedestrian and cycling facilities are located ~~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~~ side 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 4.2, 4.3, 4.4, 4.5 illustrate varied configuration for the Type B street.*~~

Policy 4.1.2(4)(i)(c) be reworded as follows:

> ***Minor Collector Type C*** *– 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* <u>*located*</u> ~~*consolidated into a 5.3m wide multiuse 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.* ~~*See Figures 4.6 and 4.7 below*~~

The following figures be removed from the Proposed Plan:

- Figure 4.2 – Minor Collector Type B
- Figure 4.3 – Minor Collector Type B with Outdoor Seating
- Figure 4.4 – Minor Collector Type B Section with Parking
- Figure 4.5 – Minor Collector Type B with a Bike Share Station
- Figure 4.6 – Minor Collector Type C with Parking
- Figure 4.7 – Minor Collector Type C with Outdoor Seating

In addition, it is recommended that the following policies be added as to section 4.1.2 (Transportation and Mobility Policies) to address issues raised by the school division and the Winnipeg Fire and Paramedic Service (See items 19 and 20 in Attachment B):

> <u>*Roadways supporting residential uses in the Plan Area shall be designed to accommodate 77 passenger school buses with an overall length of 40 feet with a width of 96 inches.*</u>
>
> <u>*Roads shall comply with Fire Department access requirements in MBC 3.2.5.6. or National Building Code 2010 edition 3.2.5.6. that will allow safe operations of Fire Department vehicles and other life safety equipment in accordance to City of Winnipeg requirements*</u>

Policy 4.1.2(5) requires the design of collector streets to be consistent with the intended function of policies under section 4.1.2(4) and the design objectives of the larger Naawi-Oodena Master Plan. The intention of this policy appears to be to promote compatibility with development occurring in the adjacent Naawi-Oodena Urban Reserve. However, as worded, the policy could be interpreted as a requirement to adhere to standards employed outside of the City of Winnipeg. It is recommended that policy 4.1.2(5) be reworded as follows (see item 16 of Attachment B):

> *Street cross sections will be subject to detailed engineering and design that* ~~*is consistent with the intended function described in Policy 4.1.2.4 and*~~ <u>*considers*</u> *the design objectives outlined in the Master Plan.*

The Traffic Impact Study (TIS) submitted as part of this application is watermarked as “Draft” and contains the following disclaimer:

> *Any reliance on this document by any third party is strictly prohibited.*

The City of Winnipeg is considered a “third party” as the TIS was commissioned by the applicant. This means that the City is strictly prohibited from relying on the TIS for decision making and as such, all policy references to the TIS need to be removed from the Proposed Plan. It is recommended that the following policies be reworded as follows (see items 11, 17 and 18 of Attachment B):

Policy 4.1.2(2)

> *Collaborate with Winnipeg Transit, to develop transit infrastructure aligned with the Transit Master Plan and the intentions of this Secondary Plan ~~and accompanying Traffic Impact Study~~*

Policy 4.1.2(8)

> *Traffic calming elements ~~such as chicanes, curb extensions, and traffic circles as outlined in the accompanying Traffic Impact Study~~ should be integrated into the initial layout and construction of the internal street network to physically ensure low speed operation.*

Policy 4.1.2(9)

> *Review ~~the~~ Transportation Demand Management ~~measures~~ and parking considerations ~~identified in the Traffic Impact Study and incorporate them~~ in order to support development as it occurs. ~~where appropriate, as development occurs~~.*

The location of roundabouts and potential right-in/right-out access points, identified on Reference Map 2 have not been determined, accepted or approved by the City (See Figure 9 – Roundabouts and Right-in/Right-outs):

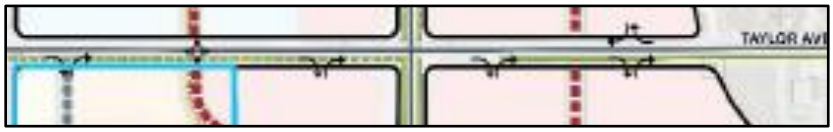


Figure 9 – Roundabouts and Right-in/Right-outs

These features are not included in the analysis provided in the TIS and there is concern that the right-in/right-outs identified on Taylor Avenue are too close to Kenaston Boulevard. It is recommended that the symbols for right-in-right-outs and traffic circles be removed from Reference Map 2 – Circulation Network, and that Policy 4.1.2(1) be removed (see items 10 and 21 of Attachment B):

> ~~*Access to Grant Avenue and Taylor Avenue should be provided as illustrated in Reference Map 2. Development parcels should be laid out to be compatible with the recommended access locations to the City street network.*~~

Water Distribution, Wastewater Collection, and Utilities

The former Kapyong Barracks site was supported by a full-range of municipal services, although much of this infrastructure was abandoned when the Barracks was closed.

The larger Naawi-Oodena site consists of five separate blocks of development where new servicing infrastructure can connect to the City's existing systems. Portions of the Plan Area are located within three of these five blocks.

Development of Naawi-Oodena, including the Plan Area, will require coordination with the T1N to ensure consistent and compatible design, development and installation of servicing infrastructure. Servicing will be designed and implemented to the mutual satisfaction of the T1N, and the City of Winnipeg.

Where possible, the Proposed Plan reflects the sustainable infrastructure policies of the larger Naawi-Oodena Master Plan.

The Pre-amble of section 4.0 (Infrastructure Framework) states the *purpose of the infrastructure framework is to ensure all physical infrastructure supports the complete community vision for Naawi-Oodena.* It is important to communicate that regardless of the details of how the infrastructure is provided, it will have to be compatible with City of Winnipeg standards. It is recommended that this sentence be modified to read (see item 8 of Attachment B):

> *The purpose of the infrastructure framework is to ensure all physical infrastructure supports the complete community vision for Naawi-Oodena while remaining compatible with City of Winnipeg standards.*

Policy 4.2.1(2) (Water Distribution, Wastewater Collection, and Utilities Objectives) refers to the design, development, and installation of infrastructure being "integrated" with City infrastructure. The term "integrated" is not the appropriate term to use in this instance as City standards apply to CLC lands but not the T1N lands, where infrastructure may be set up differently. It would be more appropriate for design and development to be "compatible and interconnected" as the potentially different systems would still need to connect to each other to some degree. It is recommended that the following objectives be reworded according to the following (see items 23 and 29 of Attachment B):

> 4.2.1(2) (Water Distribution, Wastewater Collection, and Utilities Objectives)
>
> > ***Coordinated Approach:*** *To promote effective coordination between T1N, CLC, and the City of Winnipeg on the ~~integrated~~ compatible and interconnected design, development, and installation of infrastructure*
>
> 4.3.1(1) (Stormwater Management Objectives)
>
> > ***~~Integrated~~ Compatible and Interconnected Drainage System:*** *To provide for an adequate land drainage system throughout the subject lands during all phases of development*

Section 5.3 (Phasing) recognizes that the pace of development will be subject to “availability of wastewater treatment capacity”, among other things. Reference to treatment capacity limitations should also be included in section 4.2 (Water Distribution, Wastewater Collection, and Utilities). It is recommended that the following sentence be added to the preamble of section 4.2 (See item 22 of Attachment B):

> *Wastewater capacity at the North End Sewage Treatment Plant is limited. A lack of treatment system capacity may constrain full development of the subject lands until an upgraded treatment system is available.*

It is also recommended that related policy 4.2.2(2) be reworded to read as follows (see item 25 of Attachment B):

> *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 while respecting capacity and/or regulatory requirements, to protect existing residents or businesses and the environment.*

OW 2045 (section 6.36) requires a full range of municipal services in urban land use designations “to protect public health and life safety, minimize negative environmental and property impacts, and facilitate planned and orderly development.” The Proposed Plan requires a policy which explicitly states that development requires a full-range of municipal services. It is recommended that the following policy be added to section 4.2.2 (see item 26 of Attachment B):

> *All permanent development in the Plan Area will be serviced with the full range of municipal services, including piped water, wastewater and land drainage.*

The Proposed Plan requires a policy to address situations in which public sewer, water and/or drainage infrastructure are not located in a legally opened right-of-way. It is recommended that the following policy be added to section 4.2.2 (see item 27 of Attachment B):

> *Easements or equivalent access agreement shall be provided where municipal infrastructure-related assets are not located in legally opened rights-of-way.*

Stormwater Management

Stormwater retention ponds will support development of Naawi-Oodena as a whole, with one or more ponds potentially being shared cross-jurisdictionally with the Naawi-Oodena Urban Reserve.

The location and configuration of stormwater retention ponds depicted on the Land Use Policy Map (see Figure 3 of this Report) are assumed to be generally accurate. However, it is understood that the location and configuration of these ponds in the Plan Area may be adjusted or re-envisioned to the satisfaction of the City of Winnipeg during the subdivision and rezoning application process.

The Proposed Plan aims to ensure that stormwater management facilities are not only functional, but also contribute to the overall aesthetic of the community.

The pre-amble portion of section 4.3 (Stormwater Management) references the Doncaster Combined Sewer District and suggests that the Naawi-Oodena development provides an opportunity to pursue combined sewer separation. However, it also needs to be acknowledged that all development must adhere to Clause 8 of Environmental Act Licence no. 3042, which requires that post-development drainage and wastewater flows into combined sewers not exceed those of pre-development. It is recommended that the following sentence be added to the preamble section of 4.3 (see item 28 of Attachment B):

> *All phases of development are subject to Clause 8 of Environment Act License no. 3042.*

Drainage of the Plan Area will require proven and reliable infrastructure in order to meet the combined sewer license requirements. Green infrastructure may be explored but will not be considered as a primary means to "adequately and efficiently serve" the subject lands without evidence of it being feasible. It is recommended that objective 4.3.1(2) be reworded as follows (see item 30 of Attachment B):

> ***Green Infrastructure:*** *To promote and support the use of green infrastructure where feasible as part of ~~for~~ stormwater management infrastructure which will ~~to~~ adequately and efficiently serve the phased and ultimate development of the subject lands based on acceptable engineering analysis.*

Stormwater Management policies throughout the Proposed Plan encourage the use of Low Impact Development (LID) strategies to filter, store and detain water runoff on private properties before it reaches the public drainage infrastructure. Examples of LIDs include rain barrels, rain gardens, bio-swales and permeable pavement. While LID features may be pursued on private land holdings, these features are not factored into calculations related to the Sewer By-law for site drainage management or current design standards for municipal servicing. The Public Service is not opposed to LIDs, however, they should not be presented as a recommended alternative to public drainage infrastructure, such as retention ponds. It is recommended that the word "should" be replaced by the word "may" in policies 3.6.2(6) (Community Spaces) and 4.3.2(5) (Stormwater Management) so that the policies read according to the following (see item 7 and 32 of Attachment B):

> Policy 3.6.2(6) (Community Spaces)
>
> > *In support of a broader commitment to climate change adaptation, Community Spaces ~~should~~ may incorporate Low Impact Development strategies, emphasizing conservation and use of on-site natural features to filter, store, and detain runoff water.*

4.3.2(5) (Stormwater Management)

In addition to the Stormwater Management Facilities, the overall approach to stormwater management ~~should~~ may 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 where feasible.

Standards are not established for all types of land drainage proposals. Examples include underground drainage storage tanks and dry water retention basins. In instances where the City has not adopted standards, stormwater management facilities will need to be designed to the satisfaction of the Water and Waste Department. It is recommended that the following policies be reworded in accordance with the following (see items 24, 33 and 34 of Attachment B):

Policy 4.2.2(1) (Water Distribution, Wastewater Collection, and Utilities)

The water distribution and wastewater collection systems shall be designed and developed to adequately and efficiently serve the phased development of the subject lands, subject to acceptable engineering analysis to the satisfaction of the Director of the Water and Waste Department.

Policy 4.3.2(8) (Stormwater Management Policies)

Where Stormwater Management Facilities are to be conveyed to the City, they will be designed ~~to meet applicable City standards~~ to the satisfaction of the Director of the Water and Waste Department.

Policy 4.3.2(9) (Stormwater Management Policies)

Stormwater Management Facilities shall provide adequate stormwater management for the phased and ultimate development of the Plan Area, as outlined conceptually in Schedule 1 of this document, or as otherwise determined through an engineering study ~~in compliance with applicable City standards~~ to the satisfaction of the Director of the Water and Waste Department.

Sewer

The Naawi-Oodena lands, including those of the Plan Area, occupy a significant portion of the City of Winnipeg's Doncaster Combined Sewer District.

The Proposed Plan includes policies that aim to limit the amount and rate of stormwater run-off in the combined sewer.

Implementation

Section 5.1 (Administering the Plan) includes a statement that allows for Design Guidelines to established for the Plan Area, that would be enforced at the discretion of the applicant (CLC) and the T1N. Such design guidelines would support the cohesive design aspirations of the larger Naawi-Oodena development.

The timing and funding of infrastructure, including transportation, stormwater management, sewer and water supply, will determine the rate at which development occurs.

Minor Rewording

The Proposed Plan contains a number of oversights that should be corrected before being adopted by Council as a secondary plan bylaw.

The secondary plan will continue to exist and apply to the subject lands long after CLC has sold them. It is recommended that the following wording from section 1.2 (Plan Area) be reworded as follows (see item 1 of Attachment B):

> *For the purposes of this Secondary Plan, the Plan Area includes the lands ~~owned by CLC~~, outlined in red in Figure 1, totaling approximately 51.45 acres (20.82 hectares) ~~(outlined in red in Figure 1)~~.*

A quote from OW 2045 in section 1.7 (City of Winnipeg Context) of the Proposed Plan is incorrect. It is recommended that the quote be reworded as follows (see item 2 of Attachment B):

> *…provide a transformative, sustainable, well-designed and ~~walkable~~ pedestrian-oriented urban environment~~s~~, through a comprehensive and collaborative secondary planning process.*

Policy 4.1.2(3) (Transportation and Mobility Policies) contains two separate directions and was likely intended to be two separate policies. It is recommended that Policy 4.1.2(3) be separated into two unique policies as follows (see item 15 of Attachment B):

> *(3) Development of the internal transportation network should reflect the layout and hierarchy of internal street and path connections as illustrated in Reference Map 2 and Reference Map 3 to provide a safe and low speed environment for all users regardless of their age, gender, and ability.*
>
> *(4) 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.*

The City of Winnipeg refers to drainage retention ponds as “stormwater retention basins.” It is recommended that objective 4.3.1(5) and (6) (Stormwater Management), be reworded to reflect preferred terminology. In addition, the word “and” appears after the last item in the list in error.

It is recommended that objectives 4.3.1(5) and (6) be reworded according to the following (see item 31 of Attachment B):

> ***Naturalized ~~Ponds~~ Stormwater Retention Basins**: To make water retention part of the subject land’s systems of natural amenities; and*
>
> ***Innovation:** to promote innovation in urban infill stormwater management. ~~; and~~*

The Proposed Plan uses the term “sanitary sewer” to refer to a “wastewater sewer”. The term “sanitary” is not used in City of Winnipeg documentation. It is therefore recommended that all references to “sanitary sewer” in the Proposed Plan be replaced with “wastewater sewer” (see item 35 of Attachment B).

It is recommended that term “water supply”, used only in section 5.3 (Phasing), be replaced with the term “water distribution” which is used elsewhere throughout the Proposed Plan (see item 36 of Attachment B).

RECOMMENDATION:

It is recommended that the Proposed Plan be amended in accordance with the alterations provided in Attachment ‘B’ as discussed in this report, and adopted by Council as a secondary plan by-law.