**THE CITY OF WINNIPEG**

**BY-LAW NO. 26/2023**

A By-law of THE CITY OF WINNIPEG to adopt a secondary plan for Major Redevelopment Site "K" – Kapyong Barracks.

**THE CITY OF WINNIPEG,** in Council assembled, enacts as follows:

**1** This By-law may be referred to as the "Naawi-Oodena Secondary Plan".

**2** The document entitled "Naawi-Oodena Secondary Plan", attached hereto and marked as Schedule "A" to this By-law, is hereby adopted as the Naawi-Oodena Secondary Plan.

**3** Schedule "A" to the Winnipeg Zoning By-law No. 200/2006 is amended in section 1 by adding the following as the next available subsection:

*Naawi-Oodena Secondary Plan*

RECEIVED FIRST READING on this day of , 202__.

RECEIVED SECOND READING on this day of , 202__.

RECEIVED THIRD READING on this day of , 202__.

**DONE AND PASSED** this day of , 202__.

Mayor

City Clerk

***Approved as to content:***

Director of Planning, Property
And Development

***Legally reviewed and certified as to form:***

for Director of Legal Services
and City Solicitor

DRAFT



# Naawi-Oodena
## SECONDARY PLAN BY-LAW

January 2023

Canada Lands Company
Société immobilière du Canada

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# 1.0 Introduction

**The redevelopment of Naawi-Oodena 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 exemplary community design. The site includes lands owned by both the Treaty One Nation and Canada Lands Company. This Secondary Plan applies only to the lands owned by Canada Lands Company but is in alignment with the Naawi-Oodena Master Plan, which articulates a collective vision for the approximately 160-acre site.**

## 1.1 Background

Anticipation for the redevelopment of Naawi-Oodena, formerly Kapyong Barracks, has been building for almost two decades. Following the Government of Canada's sale of the property to the Canada Lands Company CLC Limited (CLC) in 2007, a legal challenge was put forward by the Treaty One First Nations (T1N) on the basis that Canada had failed to consult and accommodate the First Nations prior to selling the land. After years of litigation the Federal Court of Appeals ruled in favour of the Treaty One Nations, which led to the signing of a Comprehensive Settlement Agreement in 2019, giving the Treaty One Nations the ability to acquire a large portion of the former Barracks. Today, ownership of the subject lands reflects the cross-jurisdictional nature of the project, with the land split almost two-thirds/one-third between T1N and CLC respectively.

In late 2019, CLC and T1N began a collaborative process to develop a Master Plan for the former Kapyong Barracks with the vision to build a complete community that is integrated with the surrounding neighbourhoods and welcomes all residents, neighbours, and visitors into this new place.

The Naawi-Oodena Secondary Plan, which applies only to the CLC portion of lands outlined in the Master Plan, aims to realize this vision by establishing a comprehensive land use and development framework to guide its implementation. The Naawi-Oodena Secondary Plan is a roadmap for the long-term development of the subject lands.

## 1.2 Plan Area

The Naawi-Oodena Master Plan Area (**Reference Map 1**) is situated in the southwest corner of Winnipeg, approximately eight kilometres east of the City's western boundary, and seven kilometres southwest of Downtown. The Master Plan Area is bound to the west and northeast by the established neighbourhoods of Tuxedo and River Heights, respectively, with the CN rail line forming the southernmost boundary of the subject lands.

For the purposes of this Secondary Plan, the Plan Area includes the lands owned by CLC, totaling approximately 51.45 acres (20.82 hectares) (outlined in red in **Figure 1**). All other lands with the Naawi-Oodena boundary in **Figure 1** belong to T1N.

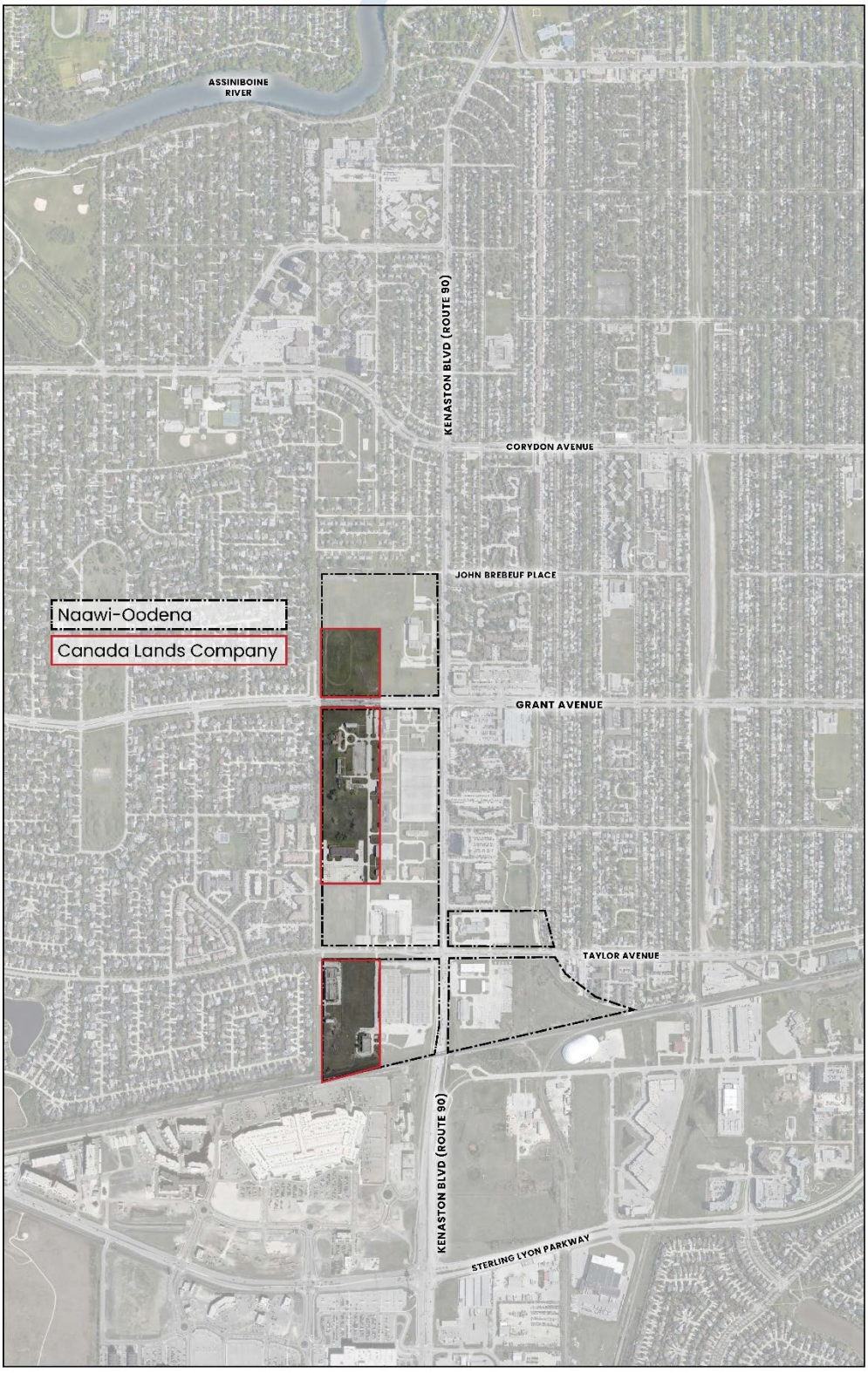



**Figure 1 – Context Map**

## 1.3 Authority of the Plan

Under Section 234 of the City of Winnipeg Charter Act (the Charter), Council is granted the authority to adopt Secondary Plan By-laws to *"…provide such objectives and actions as council considers necessary or advisable to address, in a neighbourhood, district or area of the city".* The Naawi-Oodena Secondary Plan, once adopted by Council, will be recognized as a Secondary Plan By-law pursuant to the Charter and afforded the entitlements contained therein.

Naawi-Oodena is designated as a 'Major Redevelopment Site' in OurWinnipeg and Complete Communities Direction Strategy. As discussed further in **Section 1.7**, this Plan has been developed in conformity with the overall objectives and policy directions articulated in both OurWinnipeg and Complete Communities.

## 1.4 Purpose of the Plan

The purpose of the Naawi-Oodena Secondary Plan is generally as follows:

- Establish a clear vision premised on Project Aspirations developed collaboratively by T1N and CLC and informed by extensive community input;
- Create frameworks addressing land use, built form, open space, and circulation, with supporting policies to guide growth and development;
- Provide guidance for implementation; and
- Create a complete community that both complements and enhances the existing adjacent neighbourhoods by advancing principles of sustainable community design, inclusivity, and opportunities for reconciliation.

## 1.5 Interpreting the Plan

The Naawi-Oodena Secondary Plan is intended to be read in its entirety to comprehend the intent of its objectives and policies. While the diagrams in this document are mainly illustrative, and the boundaries and the locations of roads, parks, infrastructure, or other areas are approximate, the Land Use Framework policies should be read with reference to the Land Use Plan (**Schedule 1**). Provided they meet the intent of the Plan, minor adjustments to the boundaries of land uses will not require an amendment to the Plan, as to provide sufficient flexibility as development proceeds.

Introductory statements preceding the policies outlined in Section 3.0 of this document are provided for information purposes only. They are offered to enhance the user's understanding of the policies, which follow in bullet form, by outlining the intent and context that has informed them. The policies require compliance in accordance with the following definitions:

- Where "may" is used in a policy, it indicates a guideline or suggestion that aligns with the policy's intent.
- Where "should" is used in a policy, it indicates that the direction applies in a majority of situations. This acknowledges that some minor deviation may be appropriate to address unique circumstances where full policy compliance is impractical or impossible, or where alternate means are acceptable to the Joint Planning Committee established through the Gaawijijigemangit Agreement (Municipal Development and Services Agreement).
- Where "must" or "shall" is used in a policy, it indicates the policy is mandatory.

## 1.6 Amending the Plan

In conformity with the Charter, amendments to this Plan may be considered so long as it can be demonstrated they are justified and consistent with the vision and objectives of this Secondary Plan and the Naawi-Oodena Master Plan.

Applications to amend this Plan must be submitted to the Planning, Property and Development Department for consideration and approval by Council.

As indicated, all maps (apart from **Schedule 1**) are conceptual and for illustrative purposes only; their modification does not require an official amendment.

## 1.7 City of Winnipeg Policy Context

The objectives and policy directions of this Plan have been developed in accordance with OurWinnipeg and its companion document Complete Communities. Other relevant city policies and guidelines were also considered, including, but not limited to: 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 Plan.

### OurWinnipeg 2045

OurWinnipeg 2045 (OurWinnipeg) identifies Naawi-Oodena 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:

> *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*
>
> *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.*
>
> *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 Directions Strategy 2.0

As the key companion document supporting OurWinnipeg, Complete Communities 2.0 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 policies:

- *Require that the development in Major Redevelopment Sites be guided by a front end collaborative planning process, culminating in a secondary plan.* (C5. Major Redevelopment Sites, 1.1)

- *Where compatible with surrounding land uses and subject to other applicable policies of this By-law, direct the highest multifamily residential densities to the areas that provide the best transit service.* (B1. General Growth, 3.1)

- *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.* (F2. Urban Reserves, 1.1)

## 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 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.

## 1.8 Stakeholder Engagement

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.

# 2.0 Plan Vision and Project Aspirations

## 2.1 Vision

Beyond the transformation of the subject lands, through the Master Plan and this Secondary Plan, Naawi-Oodena is poised to become a catalyst for First Nations economic development, a focal point for the T1N identity and cultures, and an opportunity to demonstrate leadership in sustainable community design. T1N and CLC are working toward shared objectives of invigorating the T1N 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.

## 2.2 Project Aspirations

Together, T1N and CLC established a set of project aspirations as the foundation of their collective vision for Naawi-Oodena. They encompass a broad range of goals and values, providing flexibility to grow and adapt as the redevelopment evolves. Consistent with the Naawi-Oodena Master Plan, seven (7) main aspirations guide the Naawi-Oodena Secondary Plan, as follows:

1) **Prosperity and Partnerships** – Generate economic, social, and cultural prosperity for all nations by cultivating partnerships that are based on mutual respect and understanding.

2) **Identity** – Celebrate treaty identity, First Nation identity, culture, and connection to treaty lands.

3) **Community** – Build a welcoming, diverse, inclusive community that will become an integral part of the collective identity of Winnipeg, Manitoba, and Canada.

4) **Design** – Advance and demonstrate emerging expressions in Indigenous design.

5) **Knowledge and Learning** – Commit to the sharing of knowledge among cultures, generations, and partners.

6) **Innovation** – Showcase innovation, design leadership, and integration of Indigenous traditions and processes into city building and urban development.

7) **Sustainability** – Give future generations a place to work and live healthy and sustainable lives in relationship with each other and the land.

# 3.0 Land Use Framework

The land use framework, established by this Secondary Plan, creates a complete community that supports connectivity and compatibility with T1N lands and adjacent neighbourhoods. The overall land use structure provided in **Schedule 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. The Land Use Policy Areas are defined and summarized in **Table 1** below.

**Table 1. Summary of Land Use Policy Areas**

| LAND USE DESIGNATION | CLC Secondary Plan Area | | | Total Naawi-Oodena Master Plan Area | |
|---|---|---|---|---|---|
| | acres | hectares | % of Master Plan Area | acres | hectares |
| Mixed-Use Village | 4.87 | 1.97 | 43% | 11.32 | 4.58 |
| Commercial Mixed-Use | 0.29 | 0.12 | 1% | 45.74 | 18.51 |
| Medium Density Residential | 19.87 | 8.04 | 66% | 29.89 | 12.10 |
| Lower Density Residential | 10.91 | 4.42 | 70% | 15.59 | 6.30 |
| Sports + Recreation | - | - | - | 4.90 | 1.98 |
| Cultural Campus + Education | - | - | - | 11.41 | 4.62 |
| Community Spaces | 5.72 | 2.31 | 48% | 11.85 | 4.80 |
| Right-of-Ways | 8.47 | 3.43 | 43% | 19.53 | 7.90 |
| Stormwater Management Facilities | 1.08 | 0.44 | 22% | 4.96 | 2.01 |
| Potential Route 90 Expansion | - | - | - | 4.39 | 1.78 |
| **TOTAL** | **51.45** | **20.82** | **32%** | **159.71** | 64.63 |

The Land Use Plan, included as **Schedule 1**, defines the Land Use Policy Areas within the Plan Area. The Land Use Plan is intended to be adopted as policy by the City of Winnipeg and used to execute the policies and directions contained within this section.

Based on proposed height and density provisions outlined in this Plan's Land Use Framework, at full completion, the Plan Area could accommodate between 1,200 and 1,500 residential units and between 115,000 and 135,000 square feet (10,680 and 12,540 square metres) of commercial space (mix of office, retail, and service commercial uses).

Overall, Naawi-Oodena, including CLC and T1N lands, could accommodate between 2,300 to 3,000 residential units and between 915,000 and 1.2 million square feet (85,000 and 111,500 square metres) of commercial space (mix of office, retail, institutional, and service commercial uses).

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

The following Sections outline the intent, objectives, and policies that apply to each Land Use Policy Area. The objectives and policies are intended to guide land use, density, and built form in alignment with the Plan Vision and Project Aspirations.

## 3.1 General Policies

Policies included in **Section 3.1** are intended to apply to all Land Use Policy Areas.

### 3.1.1 Policies

(1) All development should be consistent with this Plan's Project Aspirations and Community Design Strategic Directions as established in the Master Plan.

(2) The basic pattern of land use for the Plan Area is established as shown on **Schedule 1**. The land use pattern provided on **Schedule 1** is schematic and may be adjusted through the preparation of a Plan of Subdivision or Plan of Condominium, accounting for storm water management requirements, detailed land use relationships, road patterns, and the achievement of the density targets of this Secondary Plan.

(3) **Schedule 1** provides the general location and distribution of the following land use policy areas:

   a. Mixed-Use Village
   b. Commercial Mixed-Use
   c. Medium Density Residential
   d. Lower Density Residential
   e. Community Spaces

(4) The implementing Zoning By-law may further refine the list of permitted uses in any land use designation to ensure that new development is appropriate in the context of the adjacent and surrounding community.

(5) In addition to the other Policy Directions outlined in this Plan and complying with applicable or relevant regulatory and/or capacity requirements, interim or temporary uses may be permitted to activate lands within Naawi-Oodena 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.

(6) Measures to increase parking efficiency throughout the subject lands, including shared parking between land uses and reduced parking minimums, are strongly encouraged. Specific parking standards for all land use designations shall be provided in the implementing Zoning By-law.

## 3.2 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 of the subject lands.

### 3.2.1 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.

### 3.2.2 Policies

(1) Permitted Uses in 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 maximum height of any building within the Mixed-Use Village designation will generally be 6-storeys, by may be up to 8-storeys in select locations.
(3) Residential densities within the Mixed-Use Village designation shall generally achieve between 40 and 60 units per gross developable acre (100 and 150 units per gross developable hectare).
(4) Permitted uses are encouraged to be integrated and developed within mixed-use buildings.
(5) Automobile related uses (i.e., sales, service, gas bars, car washes, etc.) are not permitted.
(6) Drive-through restaurants and facilities are not permitted.
(7) No individual, direct access should be permitted for any development lot from Grant Avenue, except if provided via a shared laneway connection.
(8) Parking lots shall not be located within any front yard.

## 3.3 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.

### 3.3.1 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) **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;

(3) **Quality Design:** To ensure that all commercial developments meet the highest standards for building design, siting, massing, and public access;
(4) **Visual Quality:** To minimize the visual impact of parking, service areas, and similar elements on the public realm; and
(5) **Neighbourhood Character:** To ensure that commercial developments do not encroach upon or negatively impact adjacent neighbourhoods and are adequately separated from residential areas.

### 3.3.2 Policies

(1) Permitted Uses within the Commercial Mixed-Use designation include:
   i. A diverse range of retail and commercial uses including office, restaurants, and personal services;
   ii. Food stores;
   iii. Pharmacies;
   iv. Hotels;
   v. Cultural, recreational, and entertainment uses;
   vi. Public or institutional uses;
   vii. Gas bars and electric vehicle charging stations; and
   viii. Multi-unit residential uses above or to the rear of commercial uses.
(2) The maximum height of any building within the Commercial Mixed-Use designation will generally be 6-storeys, but may be up to 8-storeys in select locations.
(3) Commercial developments should be easily accessible to the public and provide convenient pedestrian, cycling, and transit amenities and access.
(4) 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.
(5) 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.

## 3.4 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.

### 3.4.1 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.

### 3.4.2 Policies

(1) Permitted Uses within the Medium Density Residential designation include:
   i. Low and mid-rise apartments and multi-unit residential buildings;
   ii. Stacked townhomes, clustered townhomes, and other forms of ground oriented housing;
   iii. Live work units; and
   iv. Small-scale at-grade convenience commercial uses.

(2) 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.

(3) The maximum height of any building within the Medium Density Residential designation will generally be 6-storeys, or up to 8-storeys in select locations.

(4) Density within the Medium Density Residential designation should generally achieve between 30 and 60 units per gross developable acre (74 and 150 units per gross developable hectare).

(5) Parking lots shall not be located within any front yard unless site conditions and compatibility with adjacent development necessitates such a location.

(6) 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.

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

## 3.5 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 subject lands. The aim of this designation is to ensure compatibility with land uses of adjacent established neighbourhood areas.

### 3.5.1 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, where economically feasible;

(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.

### 3.5.2 Policies

(1) Permitted Uses within the Lower Density Residential designation include:
   i. Single-detached and semi-detached dwellings;
   ii. Townhouse, clustered townhouse, stacked townhouse, and other forms of ground oriented housing forms;
   iii. Small plex-type multi-unit residential uses; and

iv. Secondary suites.

(2) The maximum height of any building within the Lower Density Residential designation will generally be 3.5-storeys.

(3) Density within the Lower Density Residential designation should generally achieve between 10 and 18 units per gross developable acre (25 and 45 units per gross developable hectare).

(4) Secondary suites shall 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 shall be established in the implementing Zoning By-law.

(5) 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.

(6) 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.

(7) To support the development of affordable housing, prospective developers are encouraged to form partnerships with, and access funding from, all levels of government.

## 3.6 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 traditional knowledge. In addition, they allow for commemoration of the former use of the land by the military, and military history of Manitoba, including indigenous military service.

### 3.6.1 Objectives

(1) **Open Space Connectivity:** To provide an interconnected system of parks and open spaces for a variety of year-round active and passive recreation 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 subject lands;

(3) **Active Transportation (AT) Connectivity:** To complement and enhance the planned pedestrian and cycling network (**Reference Map 2**), 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 subject lands;

(6) **Gathering Places:** To provide open public spaces to accommodate large and small community gatherings;

(7) **Native Plant Species and 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.

### 3.6.2 Policies

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

(2) In addition to lands designated as Community Spaces on **Schedule 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) In support of a broader commitment to climate change adaptation, Community Spaces should incorporate 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 subject lands' military heritage should be integrated into the design of Community Spaces.

# 4.0 Infrastructure Framework

Building a successful community requires physical infrastructure that is deliberately planned, designed, and implemented to provide a high quality of life. The purpose of the infrastructure framework is to ensure all physical infrastructure supports the complete community vision for Naawi-Oodena. Accordingly, the following Sections provide general policy direction for the provision of municipal services in the Plan Area, including objectives and policies for:

- Transportation and Mobility;
- Water, Sewer, and Utilities; and
- Stormwater Management.

## 4.1 Transportation and 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 Secondary 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.

The aim of the planned 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 rights-of-way 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.

### 4.1.1 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 T1N 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 development and in connecting to surrounding neighbourhoods and transportation networks;

(5) **Neighbourhood Connectivity:** To create safe connections and crossings between Naawi-Oodena and existing neighbourhoods for all users and modes;
(6) **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;
(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 Secondary Plan; and
(9) **Transit:** To support the integration of transit infrastructure and amenities into the internal transportation network of the development and ensure alignment with the City of Winnipeg's Transit Master Plan.

### 4.1.2 Policies

(1) 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.
(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.
(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. 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.
(4) The hierarchy of internal streets should be comprised of the following street types:
    i. 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. The Minor Collector Streets are divided into three types based on their specific function and characteristics, as outlined below. The planned Minor Collector Street network is illustrated in **Reference Map 3**.

        a. **Minor Collector Type A** – Type A 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 4.1 below.

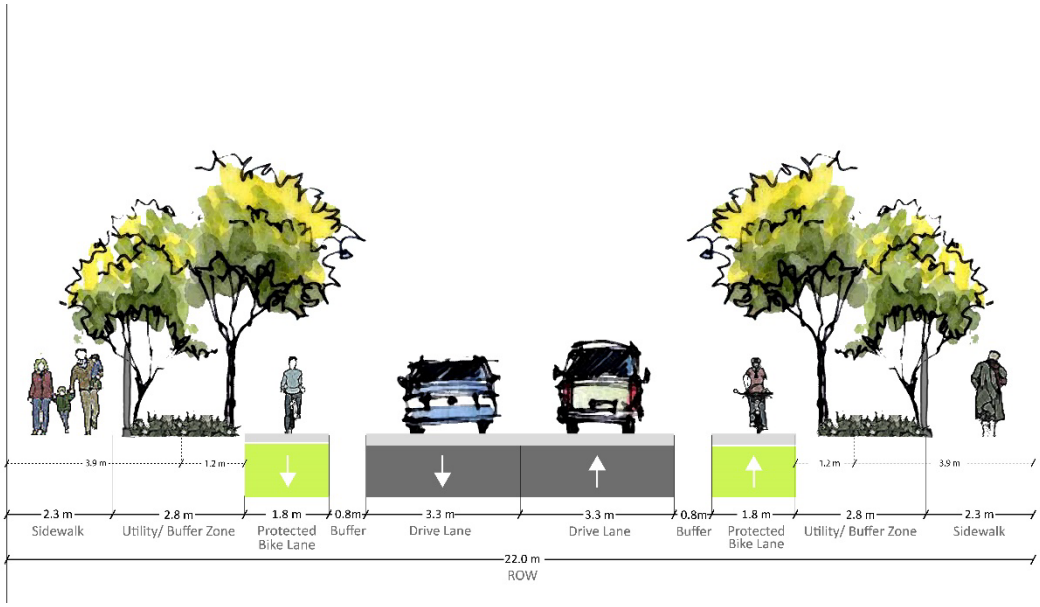



**Figure 4.1 – Minor Collector Type A**

b. **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 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 4.2, 4.3, 4.4, 4.5 illustrate varied configuration for the Type B street.

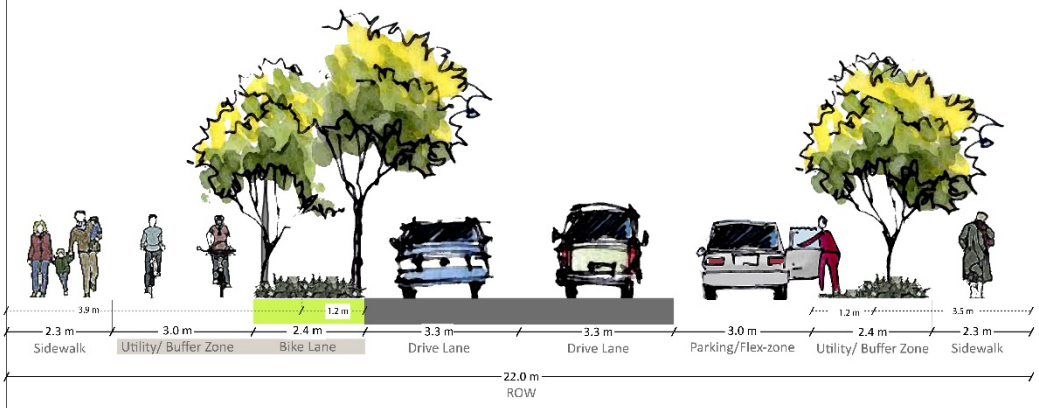



**Figure 4.2 – Minor Collector Type B**

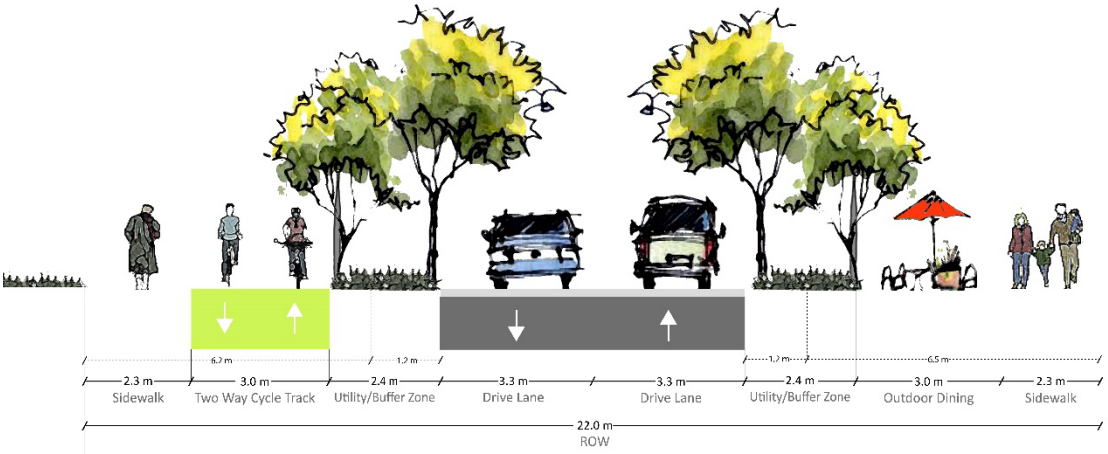



**Figure 4.3 – Minor Collector Type B with Outdoor Seating**

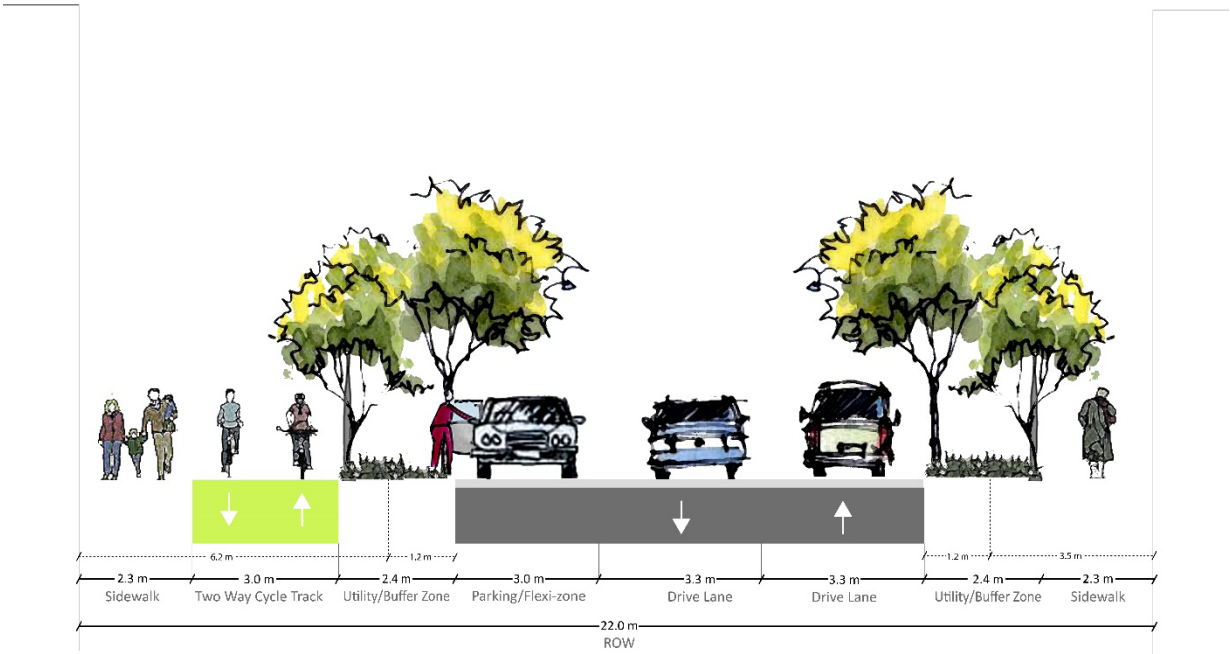



**Figure 4.4 – Minor Collector Type B Section with Parking**

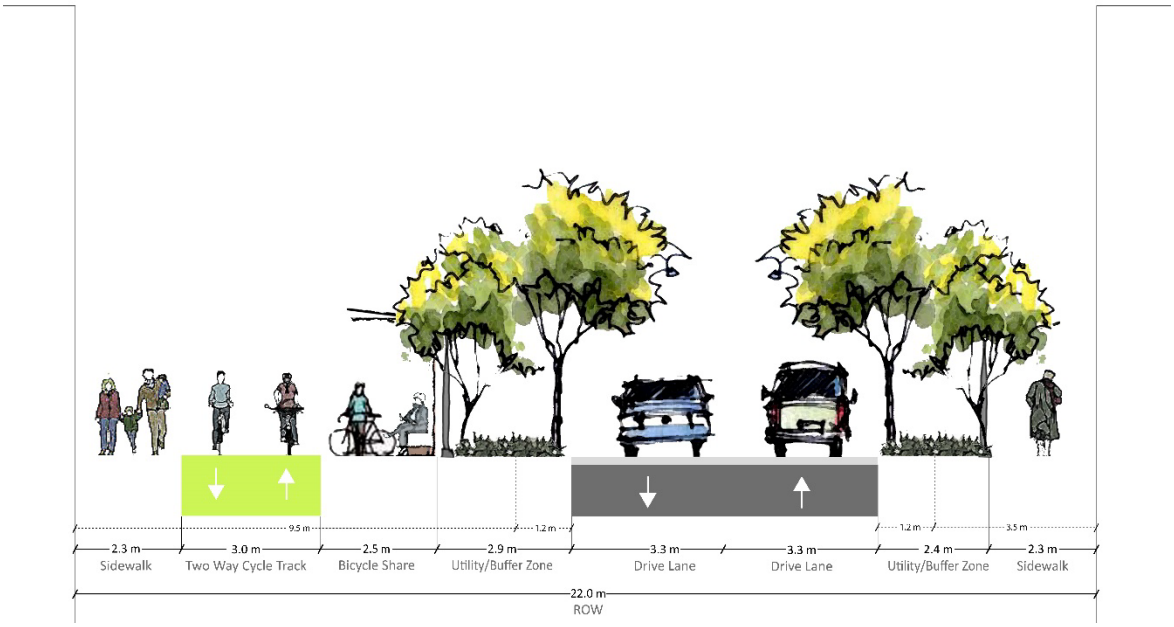



**Figure 4.5 – Minor Collector Type B with a Bike Share Station**

c. **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 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.

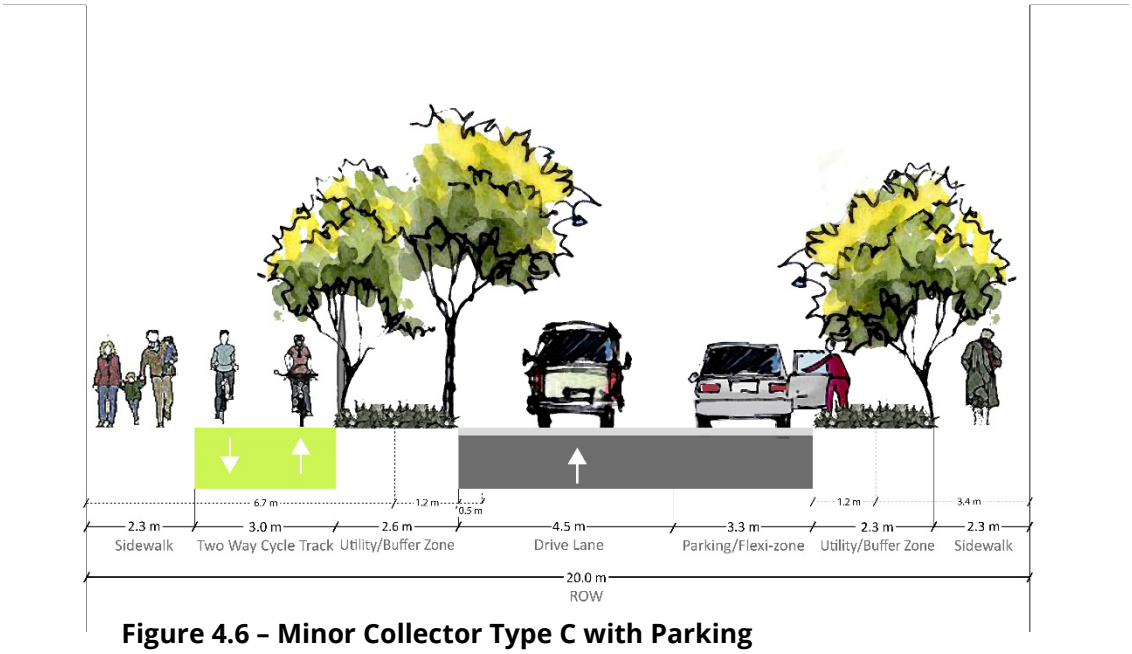



**Figure 4.6 – Minor Collector Type C with Parking**

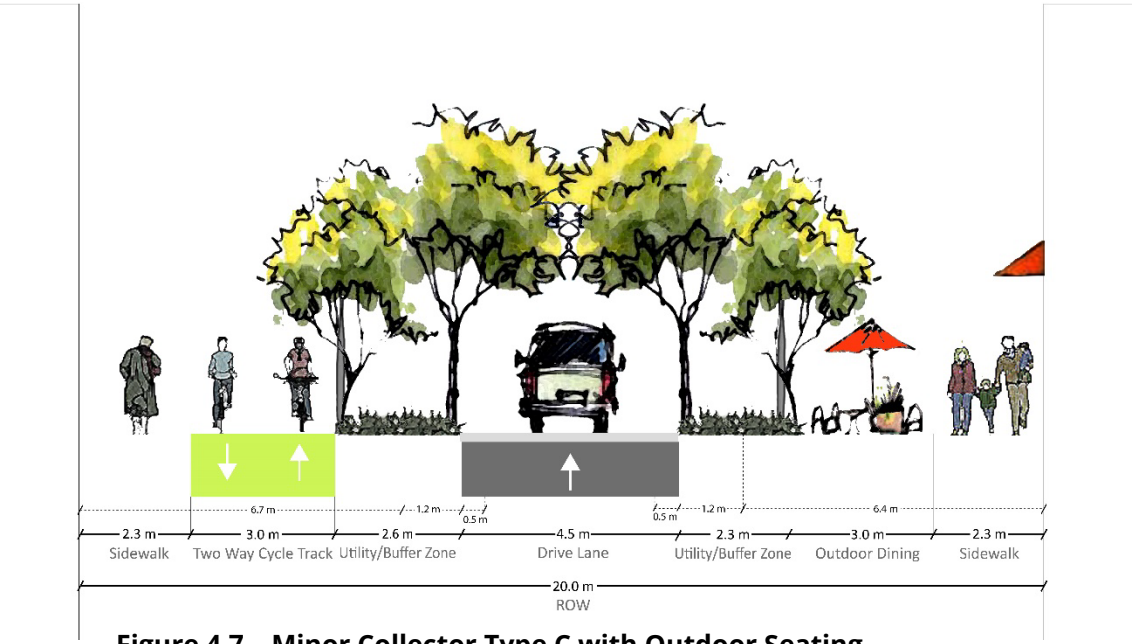



**Figure 4.7 – Minor Collector Type C with Outdoor Seating**

ii. Local Streets - Local streets are low vehicular capacity streets with the lowest intended vehicle speeds within the planned transportation network. They serve predominately residential land uses and provide local connections to Minor Collector streets. They are designed for slow vehicle speeds and limited through mixed traffic to improve safety for vulnerable road users (pedestrians, cyclists, elderly, and children).

iii. Active Transportation Paths (AT) - AT Paths are designated pathways for pedestrians, cyclists, and other non-motorized vehicles. The potential and/or desired AT Paths, shown in **Reference Map 2**, 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.

(5) 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 the design objectives outlined in the Master Plan.

(6) 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.

(7) All internal streets must have sidewalks on both sides and must be fully accessible to all users.

(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.

(9) Review the Transportation Demand Management measures and parking considerations identified in the Traffic Impact Study and incorporate them, where appropriate, as development occurs.

(10) 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.

(11) 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.

(12) 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.

(13) Consider strategies, including shared parking approaches, reduced parking minimums, or by way of a Parking Management Plan, to reduce parking requirements, manage parking demands, and optimize overall parking usage.

## 4.2 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, Naawi-Oodena is surrounded by existing, fully serviced development. Naawi-Oodena 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 subject lands allows for a multitude of phased development scenarios.

### 4.2.1 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 subject lands and subject to acceptable engineering analysis;

(2) **Coordinated Approach:** To promote effective coordination between T1N, 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 Secondary Plan's Project Aspirations and Sustainability Framework.

### 4.2.2 Policies

(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, subject to acceptable engineering analysis.

(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 T1N, CLC, the City of Winnipeg, and utility providers.

## 4.3 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 Naawi-Oodena lands occupy a significant portion of the City of Winnipeg's Doncaster Combined Sewer District. As a result, the redevelopment represents an important opportunity to implement combined sewer separation within the District, a major objective of the City of Winnipeg.

### 4.3.1 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 systems of natural amenities;
(6) **Innovation:** To promote innovation in urban infill stormwater management; and

### 4.3.2 Policies

(1) The locations, configuration, and boundaries of the Stormwater Management Facilities 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 to the satisfaction of the Water and Waste Department if/when applicable.
(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 where feasible.

(6) New development featuring buildings with flat rooftops should be encouraged to store stormwater actively or passively.

(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) Where Stormwater Management Facilities are to be conveyed to the City, they will be designed to meet applicable City standards.

(9) 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.

# 5.0 Implementation

## 5.1 Administering the Plan

Any future development in the Plan Area should be consistent with T1N and CLC's vision, Project Aspirations, land use designations and directions articulated in this Secondary Plan and in the Master Plan. Further direction may be provided to developers through the creation of Design Guidelines for the Plan Area, which would not form a statutory component of this plan, but rather, be enforced solely at the discretion of CLC and T1N.

## 5.2 Joint Planning and Collaboration

The 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.

## 5.3 Phasing

Development of the subject lands shall occur in logically planned phases. Recognizing that the pace of development will be subject to a variety of factors, including market conditions, growth trends, availability of wastewater treatment capacity, 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 subject lands 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 3.0**).

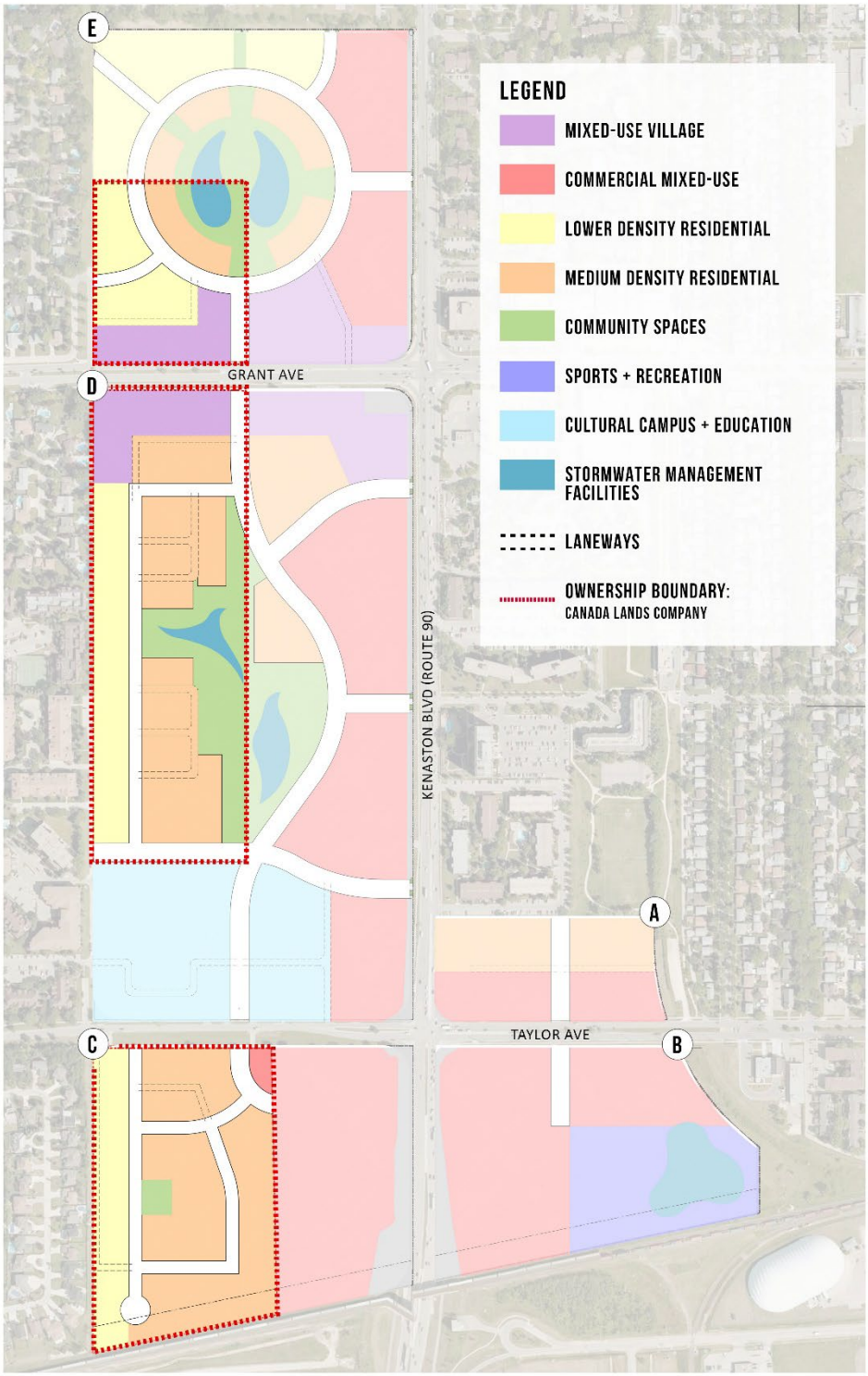
## 5.4 Monitoring and Review

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

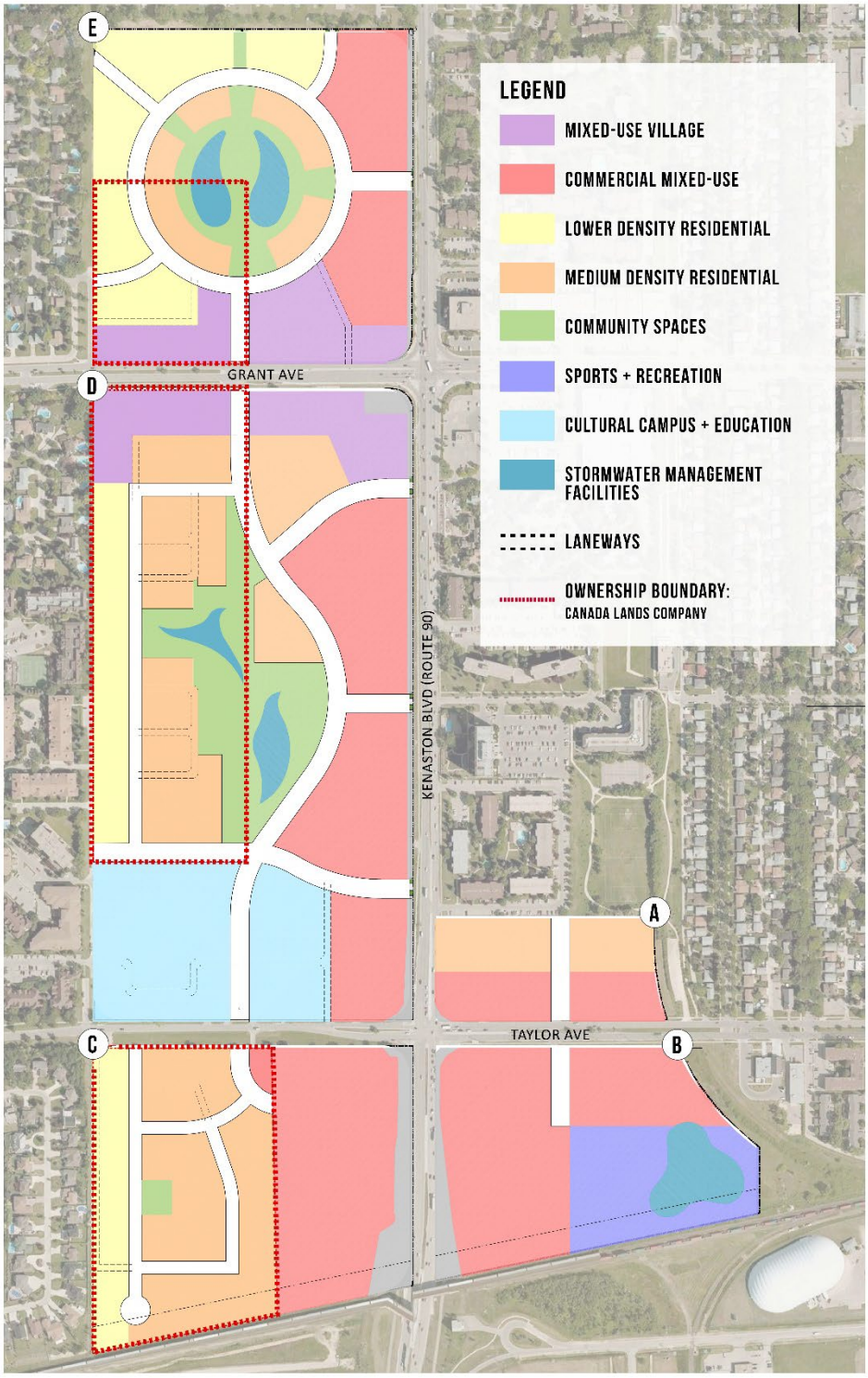
By extension, CLC should periodically review this Secondary Plan, to ensure alignment with the Master Plan as it evolves. If deemed necessary, the policies of the Secondary Plan may be updated to reaffirm alignment with the collective development objectives of T1N and CLC for the Naawi-Oodena lands.

## Plan Schedules and Reference Maps

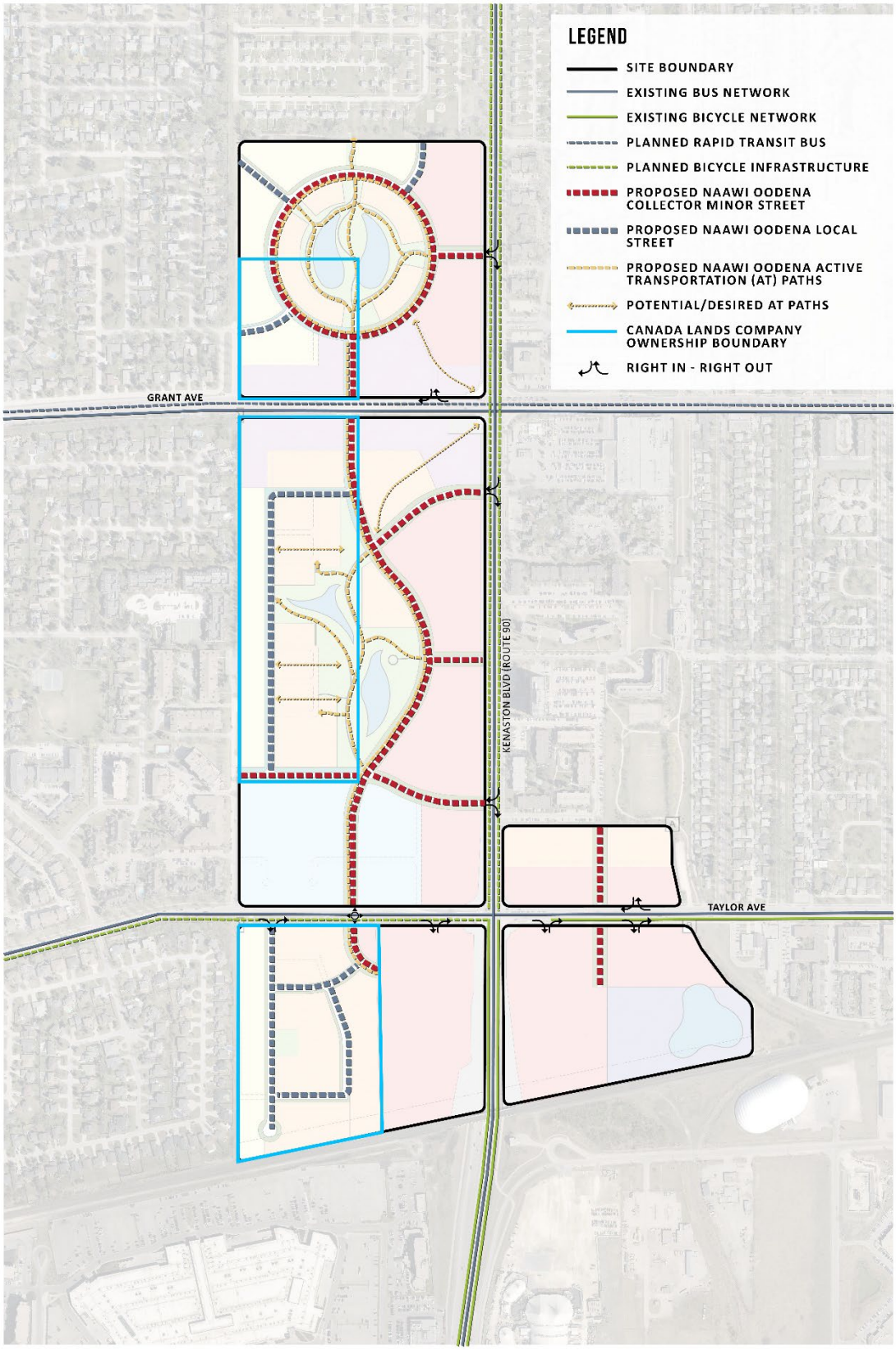
## Schedule 1 – Land Use Plan



## Reference Map 1 – Naawi-Oodena Master Plan Area



## Reference Map 2 – Circulation Network



## Reference Map 3 – Minor Collector Street Types

