Minutes – Council – December 12, 2024

Minute No. 57
Report – Executive Policy Committee – December 4, 2024

Item No. 9 Naawi-Oodena – 24-month Update

COUNCIL DECISION:

Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That this report be received as information.

Report – Executive Policy Committee – December 4, 2024

DECISION MAKING HISTORY:

Moved by His Worship Mayor Gillingham,
That the recommendation of the Executive Policy Committee be adopted by consent.

Carried

Councillors Allard, Gilroy and Orlikow were absent for the vote on the above motion.

David Grant submitted a communication with respect to the matter.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On December 4, 2024, the Executive Policy Committee concurred in the recommendation of the Winnipeg Public Service and submitted the matter to Council.

David Grant submitted a communication in opposition to the matter.

COUNCIL DECISION:

On June 23, 2022, Council concurred in the recommendation of the Executive Policy Committee and adopted the following:

1. That the Gaawijijigemangit Agreement ("the Agreement"), attached hereto as Schedule A, relating to the provision of municipal services to, and the development of, a proposed urban reserve at Naawi-Oodena, be approved.

2. That the City enter into, execute and deliver the Agreement, and such other agreements as determined necessary by the Director of Legal Services and City Solicitor to implement the intent of the foregoing and/or such other agreements relating to matters mentioned herein (the "Ancillary Agreements").

3. That authority be delegated to the Chief Administrative Officer to negotiate and approve any changes to the Agreement and the Ancillary Agreements, in accordance with this report and such other changes deemed necessary by the Director of Legal Services and City Solicitor to protect the interests of the City.

Report – Executive Policy Committee – December 4, 2024

DECISION MAKING HISTORY (continued):

4. That authority be delegated to the Chief Administrative Officer to negotiate and approve any changes of all future amendments of the Agreement, in accordance with this report and such other terms and conditions deemed necessary by the Director of Legal Services and City Solicitor to protect the interests of the City.

5. That the Winnipeg Public Service be directed to report back 2 years after the date the "First Nation Land" is set apart as reserve, on the status of the Municipal Development and Services Agreement.

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

ADMINISTRATIVE REPORT

Title: Naawi-Oodena, 24-month Update

Critical Path: Executive Policy Committee

AUTHORIZATION

Author	Department Head	CFO	CAO
Moira Geer, Deputy CAO	Sherwood Armbruster, Interim CAO	T. Graham	S. Armbruster, Interim CAO

EXECUTIVE SUMMARY

The report provides an update on key steps undertaken for the implementation of the Municipal Development and Services Agreement between the City and the seven First Nations of Treaty No. 1 (the 'Treaty One Nation') over the last 24 months.

In 2019, the Government of Canada and Treaty One Nation signed a comprehensive settlement agreement transferring ownership of a 160-acre site on a former military base in to the Treaty One Nation. Treaty One Nations agreed to develop 68 percent of the lands, with Canada Lands Corporation responsible for the remaining 32 percent.

In June 2022, Treaty One Nation and the City of Winnipeg (the 'City') announced the Gaawijijigemangit Agreement (the 'Agreement'). It was subsequently formally approved by both parties. On December 16, 2022, the transfer of lands was formally concluded from the Government of Canada to Treaty One. This act converted the lands of the former Kapyong Barracks in Winnipeg, MB, to reserve, and repatriated it to the Joint Reserve land base of the seven Treaty One First Nations.

The Agreement between Treaty One and the City of Winnipeg was negotiated on a government-to-government basis with the understanding that both Parties would work together to identify and resolve issues as they arose. Section 21 of the Agreement established a Joint Committee as the main decision-making mechanism through which the Parties would work together on an ongoing basis.

Throughout 2023 and 2024, collaborative processes including land use planning, development and service standards, and open houses were undertaken by proponents and partners. The development of Blocks A with Treaty One Development Corporation (T1DC), and Block C Canada Lands Corporation (CLC) jurisdiction commenced in the spring of 2024, and set the stage for ongoing future site development (Appendix A).

Technical sub–committees have been established to facilitate the unique Nation-to-Nation relationship between T1DC and the City of Winnipeg and T1DC has been establishing Design Guidelines that will be reflected through the entire Naawi-Oodena site including CLC properties.

RECOMMENDATIONS

That this report be received as information

REASON FOR THE REPORT

On June 23, 2022, the Council approved the Gaawijijigemangit Agreement and adopted the following:

5. That the Winnipeg Public Service be directed to report back 2 years after the date the "First Nation Land" is set apart as reserve, on the status of the Municipal Development and Services Agreement.

IMPLICATIONS OF THE RECOMMENDATIONS

There are no financial implications associated with this report.

HISTORY/DISCUSSION

1. Context

Treaty One Nation is comprised of the seven First Nations who are signatories to the first of the numbered Treaties, originally signed on August 3, 1871 at Lower Fort Garry. The leadership of the seven Nations form the governing council of the Treaty One (T1) Nation, and they created the Treaty One Development Corporation (T1DC) whose mandate is to is to empower and sustain the economic foundation of T1 Nation through the establishment of: a diversified business development portfolio; support of sustainable revenue streams; and to maximize ongoing and future investments

Naawi-Oodena ("centre of the heart and community" in the Anishinaabe language), and the 109-acre site, is poised to become the largest urban development urban reserve in Canada The property will expand First Nations leadership in Winnipeg's economy, and promote community investment. Naawi-Oodena stands as a model of innovation for major cities across Canada.

The relationship established through the Agreement, commits the T1 Nations and the City to work together as governments to provide services to the Naawi-Oodena development, and to build structures for enduring collaboration and partnership. The Agreement was negotiated on a government-to-government basis with the understanding that both Parties would work together to identify and resolve issues as they arise.

At final completion, Naawi-Oodena will accommodate mixed-use development consisting of facilities geared towards residential, commercial, education, cultural, sports/recreational, and health, and community space-related purposes.

T1DC began construction in the spring of 2023 with development estimated to take 15 years to complete in three phases:

Phase I (Years 1-5): includes 100 residential units and 300,000 sq. ft of commercial space. Also includes about $25 million in infrastructure required to support this level of residential and commercial development.

Phase II (Years 6-10): includes a further 600 residential units and another 400,000 sq. ft of commercial space with an additional $30 million in infrastructure.

Phase III (Years 11-15) includes another 400 residential units and 350,000 sq. ft more commercial space. There is a further $29 million in infrastructure required to support Phase III development.

2. Governance

The Agreement was negotiated on a government-to-government basis with the understanding that both Parties would work together to identify and resolve issues as they arise. In Section 21, the Agreement established a Joint Committee as the main decision-making mechanism and establish how the Parties would work together on an ongoing basis. Terms of Reference were established to define the role of the Joint Committee, and Technical sub committees were collaboratively established. (Appendix B).

The Terms of Reference and membership was established via a facilitated process assisted via external resources in the spring of 2023. The document was formally signed off by the City of Winnipeg's CAO and T1DC's Executive Director in April, 2024.

Joint Committee Membership

Treaty One Nation

- Jolene Mercer, Executive Director
- Tyndall Fontaine, Property Development Coordinator
- Cody Mercer, Chief Development Officer

City of Winnipeg

- Cecil Sveinson, Manager of Indigenous Relations
- Marc Pittet, Manager of Real Estate and Land Development
- James Platt, Senior Planner, Plan Implementation

Summary - Terms of Reference

The Joint Committee reports directly to the Oversight Committee, which is comprised of the Chief Administrative Officer of the City and the Chief Executive Officer of the T1DC. Each member of the Oversight Committee is responsible for reporting to their Party's respective decision-making bodies.

The Oversight Committee is responsible for:

- Reviewing reports on progress of implementation of the Agreement;
- Receiving recommendations on any matter related to the Agreement;
- Resolving matters brought to it under the Consultation and Review Process included in the Agreement.



Figure 1: Reporting structure of the committees and Councils

As per Subsection 21.4 of the Agreement, the Joint Committee is responsible for conducting an annual review of progress on implementation of this Agreement and report its findings, including any recommendations, to the Oversight Committee. The Party chairing the Joint Committee in a given year is responsible for creating the first draft of the annual report.

The Joint Committee will conduct a review of these Terms of Reference and recommend required or advisable amendments as needed.

Action to date - Review by the Joint Committee as a decision-making body has not been required. All issues to date have been resolved via consultation and collaboration through the Technical Committees (described below).

3. Technical Committees

Technical Sub-committees were to be established as needed by the Parties, and were to report directly to the Joint Committee. Technical Sub-committees provide advice and potential solutions to the Joint Committee; while they do not make final decisions, they strive to make consensus recommendations for consideration and possible adoption by the Joint Committee.

In 2023, informal meetings were initiated involving T1DC, CLC and multiple City departments to advance site plans. Beginning in February, 2024, monthly and then bi-weekly technical

discussions were undertaken to secure cost estimates for Naawi Oodena and to meet potential T1 federal infrastructure applications (June, 2024). To streamline the process, members of the Joint Committee participated in the discussions.

Committee Membership

- Treaty One Development Corporation
- Canada Lands Corporation
- City of Winnipeg (multiple departments)
    - Planning, Property and Development
    - Public Works
    - Water and Waste
    - Office of the CAO

Technical Committees Processes

Each Party shall notify the other Party of its intention and shall submit a copy of the proposed By-law or Land Law to the Development Process (Section 18 of the Agreement). This process requires T1DC to "as soon as possible notify the City of any proposed Development on the Treaty One Land and provide plans to the City showing the proposed Development, including access and servicing plans."

Following notification, the City has 60 days to inform T1 Nation of their concerns and work together to address the concerns. Discussions during the 60-day period take place at the Technical Subcommittee level. Once there is agreement at that level, or if agreement cannot be reached at the end of 60 days, the matter is brought before the Joint Committee for a decision.

In addition, prior to providing preliminary or final approval to other applicants, the City is to consult and inform T1DC on applications which, if approved, is likely to:

- Impact the provision of the Services to the T1 Land.
- Limit the ability of T1DC to proceed with Development of T1 Land.
- Otherwise negatively impact the livability or habitability of the T1 Land or the Area of Interest.
- Prior to amending or passing By-laws or T1 Nation Land Laws which will affect the use, occupancy or development of the Area of Interest or the T1 Land, including a change that could.
- Change Land Use to a use that is not a Planned Land Use.
- Increase the intensity of Land Use.
- Subdivide land.

Actions to date

- Review of Right of Way (ROW) dimensions, intents and cross section options
- Review of land drainage, servicing, and sequencing for Blocks A, B, and C
- Design guidelines developed by T1DC
- Federal Infrastructure Application
- Maintenance responsibilities for pipes, pavement and parks articulate
- Block A site access and servicing (Public Works and Water and Waste)
- Site addressing for emergency supports and utilities
- Metering and servicing resolutions
- Pipes and servicing and sequencing as required for Blocks A, B, and C

- Co-efficient for runoff calculation and how it can be used for sequential development
- Right of way implications – on site and Kenaston
- Future open space and Active Transportation connections

Current Status

Block A – T1DC
2024 Underground Service application, Water and Waste and Public Works permits are open.

Block C – CLC
The Naawi-Oodena Secondary Plan was adopted as a bylaw on January 25, 2024. The Plan applies only to the 51 acres owned by CLC.

A DASZ application, including a PDO, for Block C was submitted on October 31, 2024 (17 acres). The City of Winnipeg will be providing T1 with notice as per Agreement.

4. Assessment Process (Section 20 of the Agreement)

This process requires T1 Nation to "provide the City with a copy of the assessments for the Treaty One Land and improvements when the Treaty One Nation receives those assessments and in no case later than February 1 of each calendar year".

Following notification, the City has 30 days to inform T1DC of their concerns. Discussions during the 30-day period take place at the Technical Subcommittee level. Once there is agreement at that level, or if agreement cannot be reached at the end of 30 days, the matter is brought before the Joint Committee for a decision.

Consultation and Review Process (Section 23 of the Agreement). The Consultation and Review process is the process by which all matters under the Agreement that require deliberation or discussion are reviewed by the Parties.

Action to Date – None have been required.

FINANCIAL IMPACT

Financial Impact Statement **Date:** November 20, 2024

Project Name:
Naawi-Oodena, 24-month Update

COMMENTS:
There are no financial implications in receiving this report as information.

Randy Bernard
Randy Bernard, CPA, CMA
Manager of Finance & Administration (Campus)
Corporate Finance Department

CONSULTATION

This Report has been prepared in consultation with:

- Indigenous Relations Division
- Assessment and Taxation
- Public Works Department
- Planning, Property and Development Department
- Water and Waste Department

OURWINNIPEG POLICY ALIGNMENT

Leadership and Good Governance
Objective 2 – Promote trust and government responsiveness through meaningful, inclusive and informed community engagement.

Policy 1.13 - Indigenous Economic Development
Facilitate the process of reclamation of Indigenous land for urban reserve development by building respectful relationships with Indigenous governments and leadership to establish or maintain processes and protocols for service provision, bylaw harmonization, and land-use planning.

Economic Prosperity
Objective 1 - Ensure transparent and predictable conditions are in place to support desired business growth through attraction, investment, and retention.

Policy 3.10 - Indigenous Economic Development
Prioritize Indigenous heritage, culture, art, entrepreneurial and tourism-related economic opportunities. Social Equity

Objective 2 – Build bridges spanning ideas, cultures, identities and generations on a foundation of truth, understanding, and rights-based reconciliation.

Policy 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.

Policy 5.5 – Indigenous Lens

Include an Indigenous lens and leadership in municipal governance processes, to recognize, respect and advance Indigenous rights, and build cooperative and mutually beneficial relationships toward reconciliation.

City Building

Objective 1 – Responsibly plan, prioritize and accommodate growth in areas that best support Complete Communities principles, to achieve this Plan's sustainable development goals

Objective 2 – Integrate resilient land use, transportation and infrastructure planning, and investments.

Objective 3 – Facilitate development opportunities that complete established communities, and plan new communities as complete and connected from the outset.

Policy 6.6 – Intensification Target

Achieve the intensification target by making development in existing built-up areas easier and more desirable and predictable, as directed in Complete Communities

Policy 6.9 – Transformative Areas

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

Policy 6.15 – Regional Mixed-Use Corridors

Recognize that a primary function of designated Regional Mixed-Use Corridors is for the efficient movement of people, goods and services, while transitioning the functional design over time to support mixed-use intensification and transit-orientation.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Strategic opportunity 1: Corporate leadership

1.8 Work with Indigenous communities, the provincial government, and the federal government to advance climate action

Strategic opportunity 3: Advancing sustainable transportation — increase mobility options & shift to zero emission vehicles

3.2 Increase the density of urban development along key transit corridors

3.3 Design new suburban communities to enable enhanced public transit services and access to transit corridors

Strategic opportunity 4: Facilitate compact, complete development & increase density

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

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

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

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

They embody the following **Guiding Principles**:

- We will Uphold Human Rights
- We will Honour Relationships and Reconciliation with Indigenous Peoples
- We will Address Systemic Oppression, Trauma, and Social Inequity
- We will Promote and Maintain the Welfare of all residents
- We will Develop Trust and Meaningful Partnerships to find solutions and drive change

As such the agreements aligns with the following Goals and 10-year objectives:

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

B. City decisions and actions are informed by Lived Experience perspectives, trusting relationships are established.

Goal 6: All City Services are Equitable, Inclusive and Accessible

A. Residents have equitable access to City services, in particular demographic groups who experience marginalization.

C. Use of City's tools and resources are maximized to reduce systemic inequities

Goal 8: Equity in Community Safety is Increased through Collaboration

A. Community and equity-based approaches to safety are prioritized and resourced, particularly for First Nations, Métis Nation, Inuit, Black, Racialized and Religious Minority groups and in areas of higher poverty.

SUBMITTED BY

Department: Office of the CAO
Division: N/A
Prepared by: Implementation Coordinator
Date: November 22, 2024
File No: N/A

Attachments:

Appendix A - Concept Map, Naawi Oodena

Appendix B - Joint Committee Terms of Reference