



# St. Norbert Background Study

Prepared by the Planning, Property and Development Department  
Planning and Land Use Division

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# **PART I**

## **HOW TO USE THE REPORT**

# Chapter 1: How to Use the Report

*The St. Norbert Background Study is divided into six sections for ease of use. This section explains how to use the report, and where to look for specific information.*

## **Part I: How to Use the Report**

This section includes an explanation of the Background Study and the rationale for it, the goals of the Study, an overview of the Study development process, and a list of figures and tables found in the Report.

## **Part II: Background Study**

This section provides a detailed neighbourhood analysis and an identification of key issues. The Study was completed in 2009 and used the most recent data available. Demographic information data was obtained from the 2006 census.

## **Part III: Community Engagement**

This section of the Report includes the notes taken from the Open House held in St. Norbert on June 24, 2009. This Open House helped define neighbourhood information and issues important to residents of the community.



Figure 1-A: Gathering feedback at the Open House

## **Part IV: Summary, Recommendations and Next Steps**

Although each major section includes a summary, Part IV presents an overall Report

summary, recommendations that flow from the Report, and next steps.

## **Part V: Glossary & References**

This section provides definitions for terms found in the Report, and references used.

## **Part VI: Appendices**

This section contains larger versions of the maps presented throughout Part II and tables with more detailed data from Crimestat and on recent development.

## **What is a Background Study?**

Background studies are prepared by the City of Winnipeg's Planning & Land Use Division to provide basic planning intelligence and information on a study area. A background study provides a snapshot of an area or neighbourhood in terms of its physical form & characteristics, as well as its socio-economic composition. It describes what is known about the area today, and examines what influences are shaping its future from land use, environmental, heritage, infrastructure, socio-economic, and neighbourhood perspectives.

A background study chronicles neighbourhood history, identifies past development activity, and reviews & analyzes data to determine present circumstances. The study assembles information from a number of sources, including

census data, Geographic Information Systems (GIS), field research, literature & document review, and community consultation.

Background studies are conducted to inform future planning & land use decision-making processes and determine if any further planning interventions or actions are warranted, such as Secondary Plans, Planned Overlay Districts (PDOs), or others. Background studies ensure any future planning interventions or decision-making processes correspond to the unique characteristics of a neighbourhood.

## Why a Background Study for St. Norbert?

St. Norbert has recently seen new land uses and housing developments, and will likely be affected by a realignment of Highway 75 in the coming years. The background study will help analyze these and other neighbourhood changes.

Moreover, the study was initiated in response to the following March, 2008 motion from the Standing Policy Committee on Property & Development:

*“That the Winnipeg Public Service be requested to initiate a preliminary review, analysis and recommendations with respect to a Secondary Plan*

*for the South St. Norbert area bounded by the south Perimeter Highway, west of the Red River, east of the westerly City boundaries and out to the southern City boundaries.”*

## The Big Picture: Plan Winnipeg and this Report

This Report was compiled while *Plan Winnipeg 2020 Vision* acted as the primary plan for the City. The upcoming primary plan for the City, *Our Winnipeg*, will soon replace *Plan Winnipeg 2020 Vision*.

Some recommendations in this report were informed by *Plan Winnipeg 2020 Vision* and may need to be revised at a later date to conform to policies of *Our Winnipeg*.

*Our Winnipeg* will also include a review of the current designations used for City of Winnipeg policy areas (outlined in *Chapter 1: Study Area*). These policy areas and/or their associated terms and definitions could also potentially be revised as part of *Our Winnipeg*.

## Report Goal

The goal of the background study is to help ensure future planning interventions and land use decisions are based on accurate information and community concerns. Potential planning interventions may include a planned development

overlay (PDO), a secondary plan, or other regulatory tools.

## Report Development Process:

The development of the St. Norbert Background Study has involved a multi-step, inclusive planning process. Steps included:

- A detailed review of area heritage sites;
- A study of the census data;
- An analysis of assessment data;
- Mapping of all natural lands;
- Correspondence with a number of provincial and municipal government departments;
- Consultation with TransCanada Gas Pipeline Authority and the Brady Road Landfill;
- Communication with businesses and organizations active in the neighbourhood;
- A detailed study of the neighbourhood’s zoning;
- Ground truthing of existing land uses; and
- A consultation with community members and neighbourhood organizations in an Open House held on July 24, 2009.



Figure 1-B: Gathering feedback at the Open House

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# **PART II**

## **Background Study**

## Chapter 2: Study Area

### Neighbourhood Overview & Context

The neighbourhood of St. Norbert is one of the three officially bilingual neighbourhoods in Winnipeg.

The study area is bordered by the Red River to the east, the R.M. of MacDonald to the west, the R.M. of Ritchot to the south and the Perimeter Highway to the north. The study area occupies 25.7 km<sup>2</sup>, which represents over 5% of Winnipeg's total land area of 474.2km<sup>2</sup>.

The St. Norbert study area is divided into four Neighbourhood Policy Areas (NPAs) and four Rural Policy Areas (RPAs) (See Figure 2-B).

According to section 3A-01 (ii) of *Plan Winnipeg 2020 Vision*, the NPA designation is intended to “signify areas of local identity with mutually supportive uses generally including a residential mix together with a variety of educational, recreational, institutional, commercial and possibly industrial uses, at a scale and density compatible with each other”.

As stated under section 3A-01 (iv) the RPA designation is intended “to signify areas primarily devoted to agricultural uses and related support functions until such time that these lands area required to be redesignated for future development”. The four

NPAs are Cloutier Drive, St. Norbert, Parc La Salle and Richmond Lakes; these NPAs occupy 3.1 km<sup>2</sup>, which is 12.1% of the study area.

The four RPAs are La Barriere, Trappistes, Perrault and Turnbull Drive; these RPAs occupy 22.6 km<sup>2</sup>, which is 88% of the study area.

The RPAs are primarily agricultural lands whereas the NPAs are primarily residential. While the main commercial area is located along Pembina Highway in the NPA of St. Norbert, several schools, parks, and cultural institutions are located throughout the four NPAs.

St. Norbert is designated as a “Conservation Area”, which is a neighbourhood that may be showing some initial signs of decline but is “physically and socially stable.” (City of Winnipeg, 1999, 4). The designation of “Conservation Area” is given to established areas with the least need for rehabilitation or improvement (City of Winnipeg, 1999, 4).

### Boundaries

St. Norbert Study Area



#### Legend

- Study Area Boundary
- Neighbourhood Boundaries

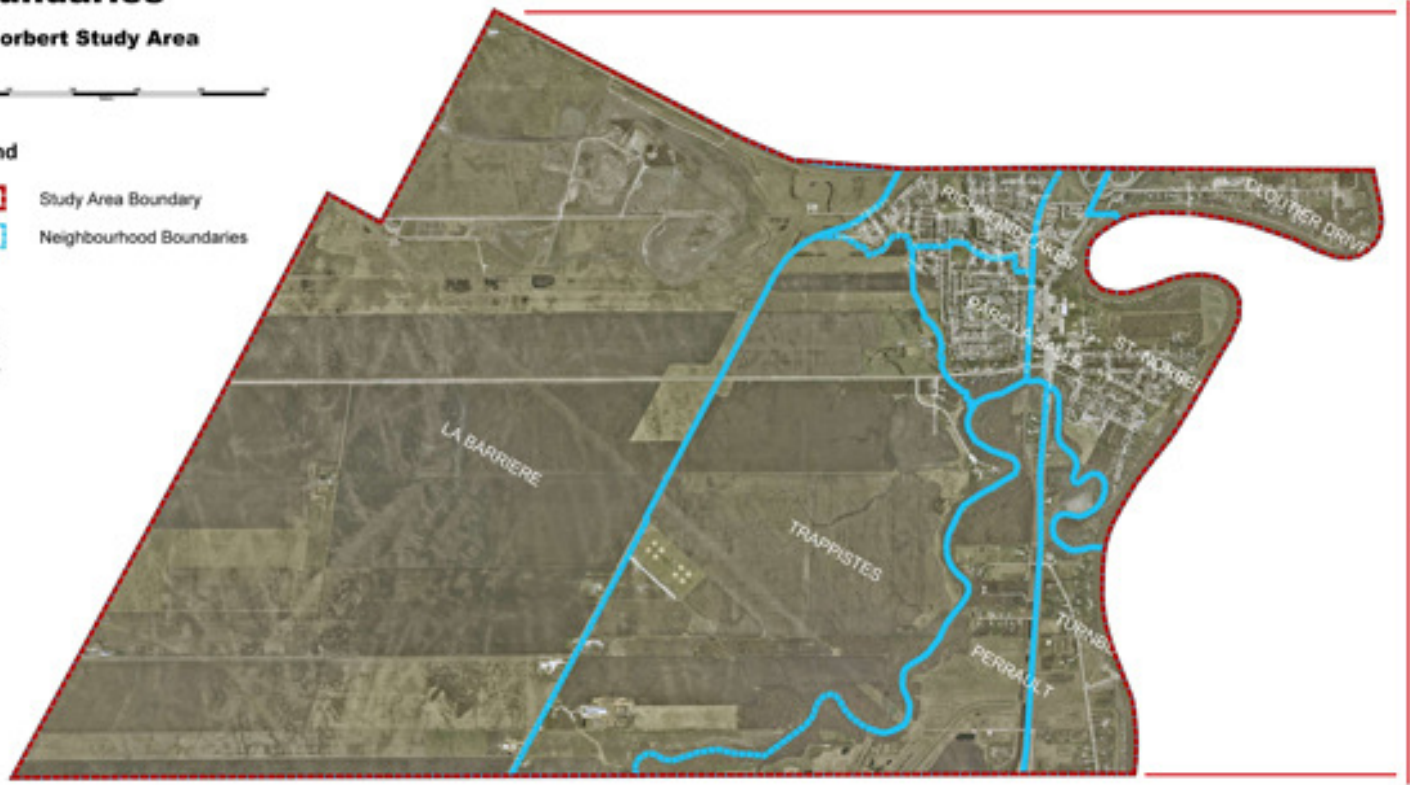


Figure 2-A: Boundaries of St. Norbert. See Appendix A for a larger view.

# Policy Area Designations

## St. Norbert Study Area



### Legend

- Neighbourhood Policy Area
- Rural Policy Area
- Study Area Boundary

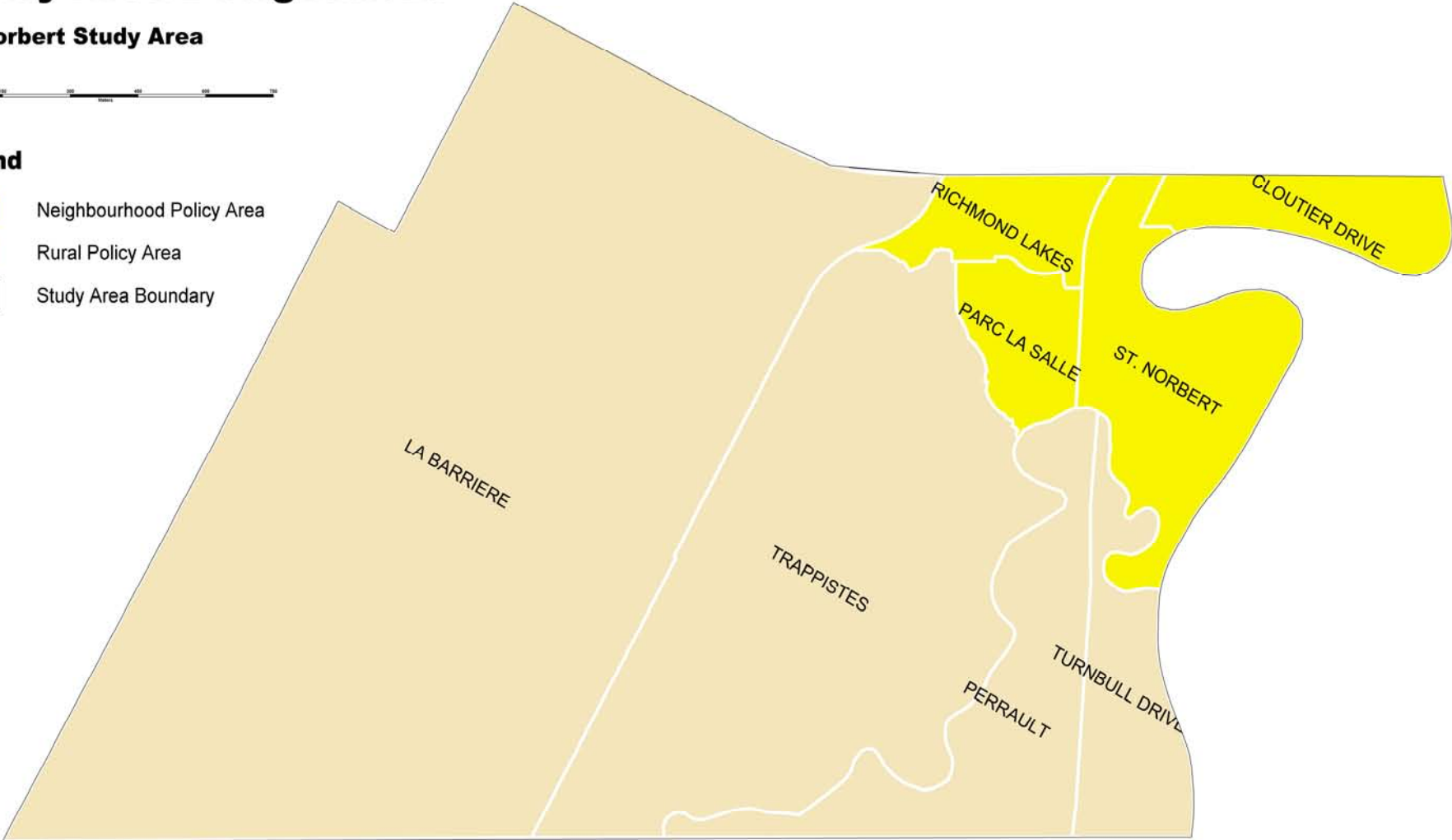


Figure 2-B: Policy areas of St Norbert. See Appendix B for a larger view.

## Chapter 3

### Neighbourhood History

*St. Norbert was named after Norbert Provencher, who was the first bishop of St. Boniface.*

Until the early 1800s, the St. Norbert area was home to a primarily Aboriginal community, and was a centre for fishing, trade, and hunting, including the annual buffalo hunt. In the 1820s, an influx of families from Quebec and France arrived in the area to take advantage of its strategic trade location, proximity to St. Boniface, and prime agricultural lands. The resulting French-speaking Métis settlement provided merchandising, transportation and other services to travelers from the northern US and eastern Canada.



Figure 3-A: A Red River Ox Cart, commonly used in the 19<sup>th</sup> century fur trade in St. Norbert.

The next few decades of settlement in St. Norbert saw conflicts between Métis community members and the Canadian government. In 1869, the federal government attempted to survey and subdivide area land to make way for new settlers. A local group persuaded the officials to leave and provide time to negotiate land issues with Ottawa.

The community established a resistance force and a

provisional government called *Comité national des Métis*, with Louis Riel as leader. The Comité built a wooden barrier across Pembina Trails (now known as Pembina Highway). This barrier (La Barrière) was intended to keep government officials from entering and taking control of the Red River colony.

Negotiations with the Canadian government followed, and in 1870 the *Manitoba Act* was proclaimed, granting provincial status to Manitoba and linguistic, proprietary and religious rights to its citizens. To mark this success, an inscribed cross was erected on La Barrière, and in 1970, a plaque was added in commemoration of those events.

The Trappist Monastery was established in the 1890s by Father Ritchot, who believed that the St. Norbert area would provide a sustainable and peaceful life for the monks. The Trappists lived on the site in relative isolation until 1978, when they relocated the monastery to Holland, Manitoba, to escape increased traffic and noise in the area.

In 1922, the same year the Banque d'Hochelaga was established, the Pembina Highway Bridge was realigned to its present location. The realignment had a negative economic impact on the previously vibrant commercial strip of St. Norbert (Avenue De L'Eglise).



The St Norbert monastery site succumbed to fire in 1983, and only the ruins remain. Soon after the fire, Heritage Saint-

*Heritage Saint-Norbert rallied to save the remains from neglect, and were successful in having the grounds listed as a heritage site.*

Norbert rallied to save the remains from neglect, and was successful in having the grounds listed as a heritage site. In April, 2009, the Province announced a new renovation and preservation effort for the Monastery ruins.

Today, St. Norbert is a picturesque residential and agricultural district with an abundance of natural features. The community maintains a strong sense of its history, and a number of groups and initiatives have formed to preserve and promote heritage. These include *Heritage St. Norbert*, formed in 1978; which among other activities has worked to preserve the old post office, the Monastery, and develop historically-relevant street names. There is also *Place St. Norbert*; which celebrates the Métis history of the area, *St. Norbert Provincial Heritage Park*; which houses several heritage buildings, and *St. Norbert Heritage Trails*; which offers heritage walking tours.

A group called *Group Action St. Norbert (GAS)* formed in the 1990s to coordinate community economic and planning objectives, and to celebrate the area's environmental, social, and cultural heritage. This group is an umbrella organization that provides a context for combined work among several organizations (see right).

*Enterprise Riel* has initiated a streetscaping project for Pembina Highway, which began in summer 2009, and which will incorporate heritage elements in its design.

For information on heritage buildings in St. Norbert, see *Chapter 6: Heritage Assets*.

#### **Group Action St. Norbert Membership**

- *Heritage Saint-Norbert (HSN)*
- *St. Norbert Arts Centre (SNAC)*
- *Behavioural Health Foundation (BHF)*
- *Conseil de développement économique des municipalités bilingues du Manitoba (CDEM)*
- *Entreprises Riel (ER)*
- *St. Norbert Parish-La Barrière Council, Manitoba Métis Fédération (MMF)*
- *Cloutier Drive Residents Association (CDRA)*
- *St. Norbert Business Community (Future BIZ or merchants association)*
- *Chevaliers de Colomb (Knights of Columbus)*
- *St. Norbert Parish*
- *Laureate Academy / Villa Maria Retreat House*
- *St. Norbert Foundation (SNF)*
- *Local elected representatives i.e. City Councillor, MLA and MP*
- *Chalet Saint-Norbert*
- *St. Norbert Community Centre (SNCC)*
- *Howden Community Residents Group*
- *French School Division (DSFM)*
- *Seine River School Division*
- *St. Norbert Provincial Heritage Park*
- *Mary Mother of the Church*
- *Protestant churches in St. Norbert*
- *Le Marché St. Norbert Farmers Market Coop Inc. (SNFM)*
- *Fort Garry Historical Society/St. Norbert Provincial Heritage Park*

# Chapter 4 Community Profile

*The community profile is based on the 2006 Census. The Census is conducted once every five years by Statistics Canada to develop a national statistical portrait.*

## Profile Overview

Census data has been compiled on several key topics and analyzed to provide an overview for the St. Norbert study area. Specific census topics have been organized under the categories of Demographics, Employment, Education and Housing. The analysis includes a comparison between the data for the study area and the data for the entire city.

## Demographics

In 2006, the population of the study area was 5450. Between 1971 and 1996, three neighbourhoods in Rural Policy Areas experienced one of the greatest population declines in the entire city. These neighbourhoods are: Trappistes (declined 60% from 125 to 50), Turnbull Drive (declined 50% from 80 to 40), and Perrault (declined 38% from 80 to 50).

From 1986 to 1991, the population of the study area increased by 11.8%, which was the highest increase in the history of the neighbourhood.

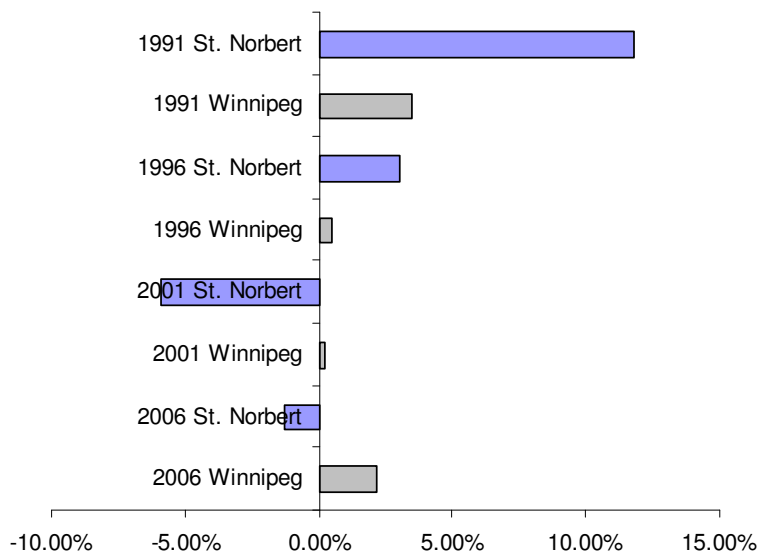
Between 1991 and 1996, the neighbourhood grew by a more modest 3%, reaching 5,875 in 1996. Between 1996 and 2001, the population decreased by 5.9%. There was a further decrease of 7.2% between 2001 and 2006. In contrast, the population of the entire city increased by 2.4% between 1996 and 2006.

## Population by Age

Residents aged 45 and older constitute the largest age group in the study area, at about 35% of the total population. That same age group makes up a slightly larger 39.6% of the population of the entire city. The second largest age group in the study area is 24-44 years, at about 30%.

Compared to Winnipeg as a whole, St. Norbert appears to have a slightly younger residential population.

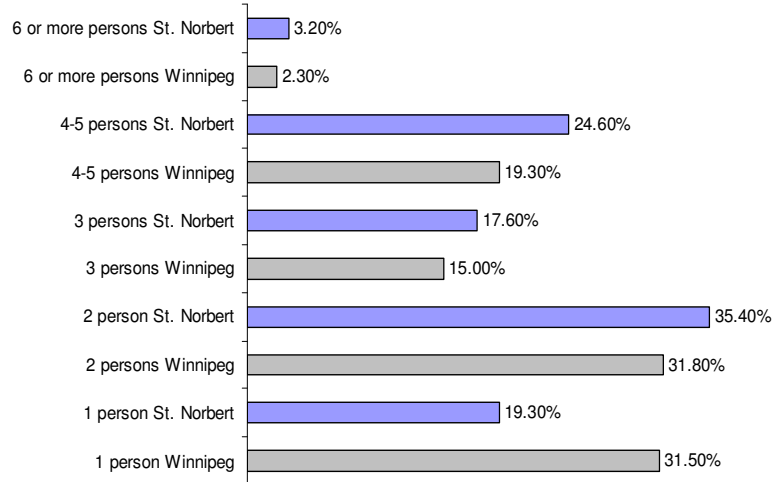
Figure 4-A: Population Change



### Household Size

One-person households constitute only 19.3% of the households in the study area compared to 31.5% in the entire city. This is an indication of a greater proportion of family households in the area.

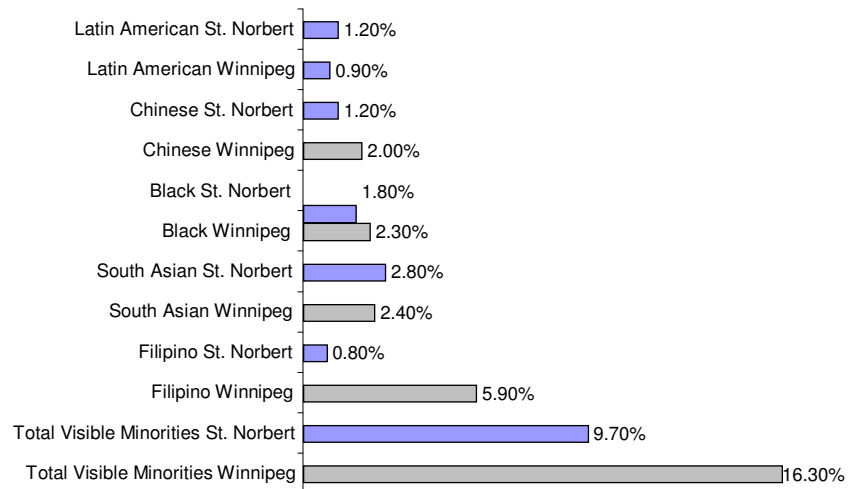
Figure 4-B: Household Size



### Visible Minorities

Visible minorities are primarily of South Asian, Latin American and Black origin; these groups account for approximately 9.7% of total the population of the study area. Visible minorities comprise 16.3% of the population in the entire city. Compared to the entire city the study area has less variety of cultural backgrounds.

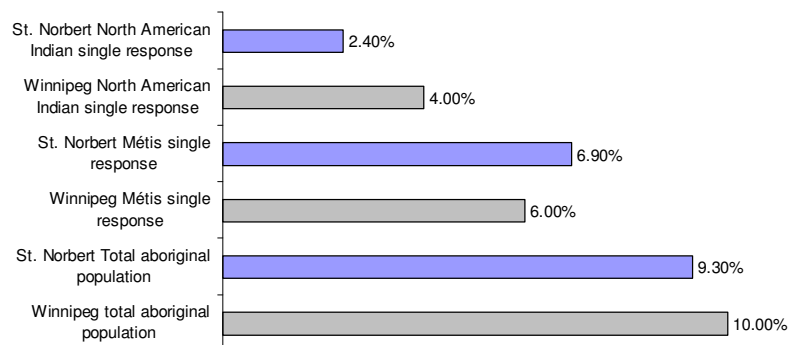
Figure 4-C: Visible Minorities



### Aboriginal Population

The percentage of the Métis population in the study area is slightly higher than in Winnipeg as a whole; however the total Aboriginal population (Métis or North American Indian) in St. Norbert is slightly lower than in the entire city. Given the Aboriginal and Métis origins of the St. Norbert community, these numbers highlight a cultural shift that has occurred in this area over time.

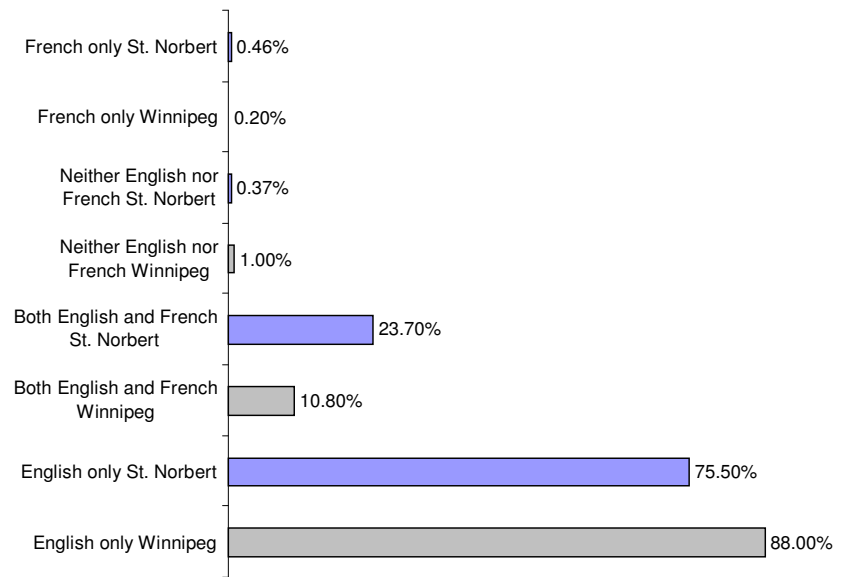
Figure 4-D: Aboriginal Population



### Languages

English is the most commonly spoken language in the study area (4110 people or 75%). The percentage of English and French bilingual speakers (23.7%) is more than twice that in Winnipeg as a whole (10.8%). Also, the percentage of French-only speakers (0.46%) is more than twice that in the entire city (0.2%). These statistics illustrate the continuing presence of French language and culture in the study area. The study area exhibits more of a cultural and linguistic diversity than an ethnic diversity.

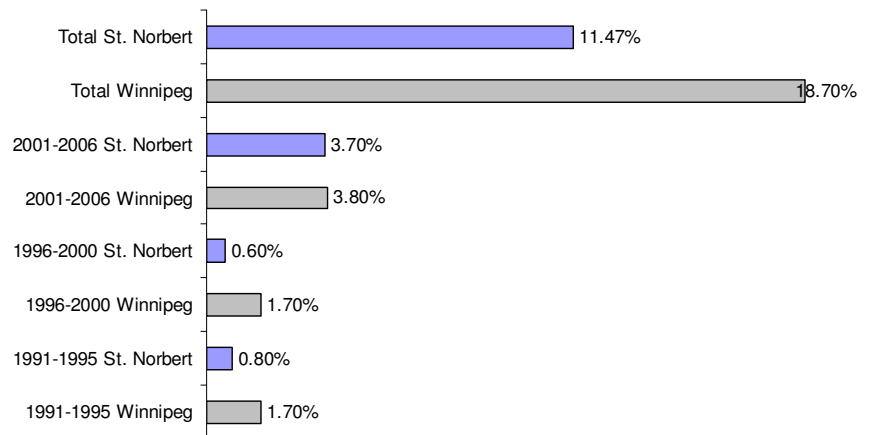
Figure 4-E: Languages



### Immigration

Since the start of immigrant enumeration, the St. Norbert area has attracted 625 international immigrants, or about 11.47% of its total population. During the same period, Winnipeg as a whole drew 18.7% of its population through international immigration. The percentage of international immigrants making the study area their home is 7.2% less than for Winnipeg as a whole.

Figure 4-F: Immigration



## Housing

### Condition of Housing Stock

The condition of dwelling units in the study area is generally consistent with Winnipeg as a whole. Roughly 65% of housing units are in need of regular maintenance, compared to 62.4% in the entire city. Only 7.4% of dwellings in the study area are in need of major repair. The good condition of housing, along with low mobility rates and high rates of home ownership indicate relatively stable neighbourhoods. For this reason, the study area is designated in *Plan Winnipeg 2020 Vision* as a Conservation Area; which is a neighbourhood that is “physically and socially stable”.

Figure 4-G: Condition of Housing Stock

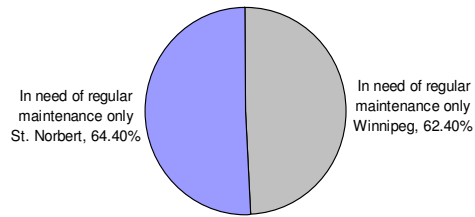


Figure 4-H: Mobility

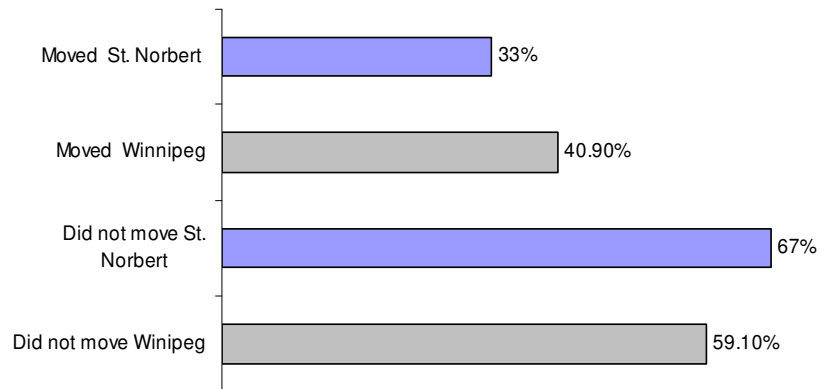
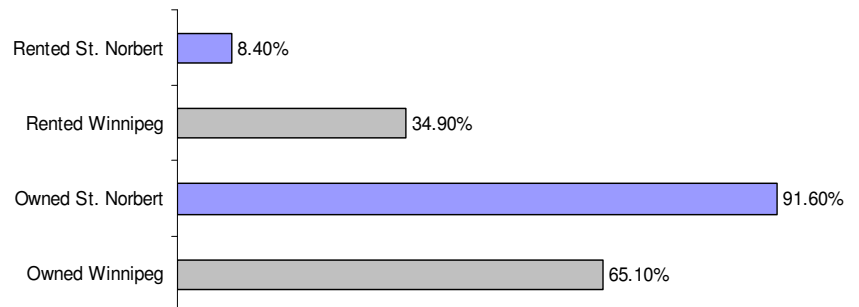


Figure 4-I: Housing by Tenure



### Tenure

The percentage of home owners in St. Norbert exceeds that of Winnipeg by 26.5%. The study area has a variety of housing types but not necessarily a variety of housing tenure.

### Housing Cost

House values are slightly higher in the entire city (\$161,999) than they are in the study area (\$155,664). Cloutier Drive and Richmond Lakes do not have tenant-occupied housing. Average monthly rent in St. Norbert and Parc La Salle is \$721, which is higher than the average in the entire city (\$618). The differences may be due to the low availability of rental stock in the study area.

At \$ 276,946 and \$ 221,850, the 2009 average assessment of single family dwellings in Cloutier Drive and Trappsites, respectively, is the highest in the study area.

Figure 4-J: Housing Costs

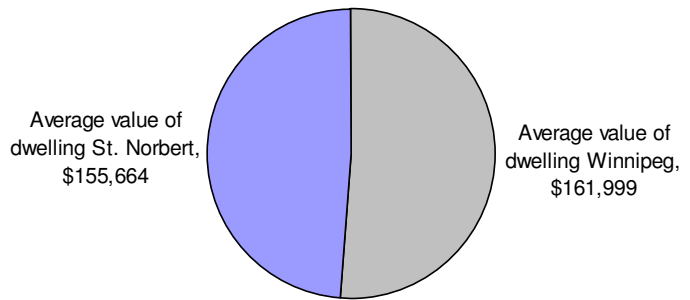
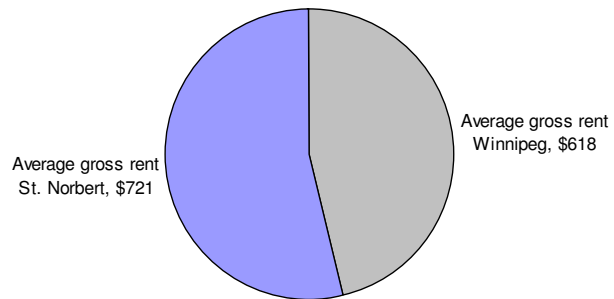


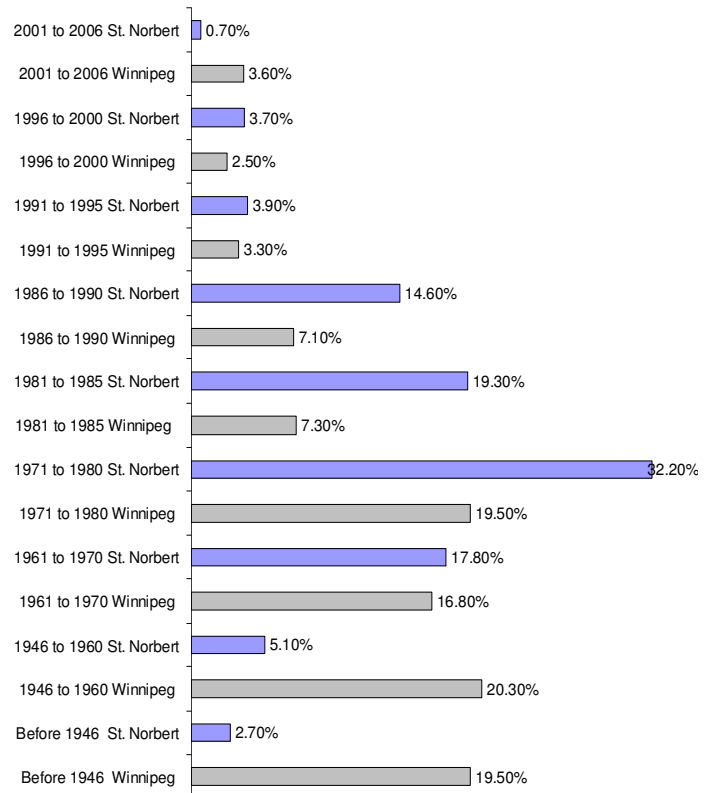
Figure 4-K: Rental Costs



### Age of Housing Stock

The St. Norbert study area had a surge in housing construction between 1971 and 1980, with 32.2% of the existing housing stock built during this period. Between 2001 and 2006, the study area underwent its slowest growth period in the past 60 years, with only 0.7% of its existing units being built. This figure compares to 3.6% for the City of Winnipeg as a whole during the same time period.

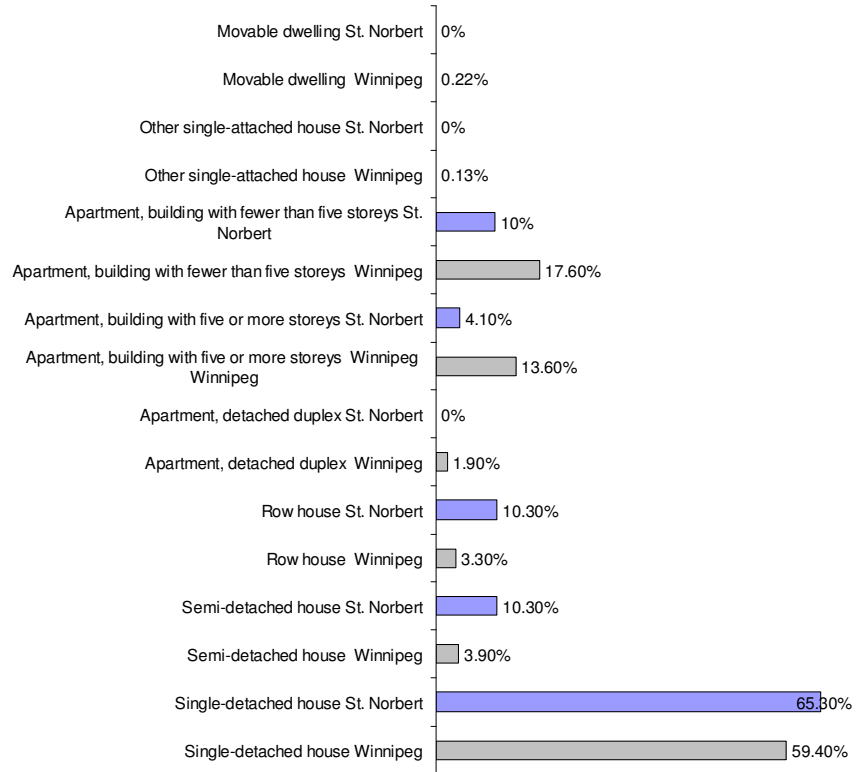
Figure 4-L: Age of Housing Stock



### Housing Types

65.3% of homes in the study area are single-detached, which is 6% higher than the city average. Row houses represent 10.3% of the total occupied private dwellings in the study area compared to 3.3% in the entire city. Most of the row houses are located in Parc La Salle. Between 2001 and 2006, the percentage of apartment dwellings in the study area decreased by about 2%.

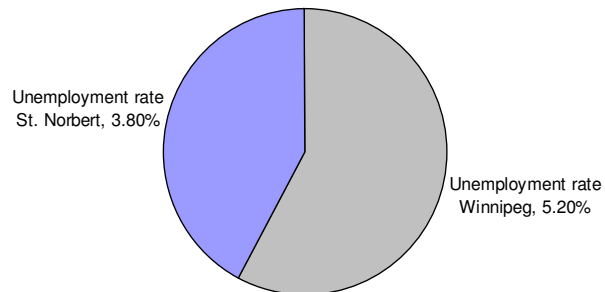
Figure 4-M: Housing Types



### Employment and Education

According to 2006 Census data, the unemployment rate in the study area was 3.8%; lower than the rate for Winnipeg, which was 5.2%. Employment Status is defined by Statistics Canada as persons aged 15 years and older who are employed in the workforce or are actively seeking employment.

Figure 4-N: Unemployment Rate

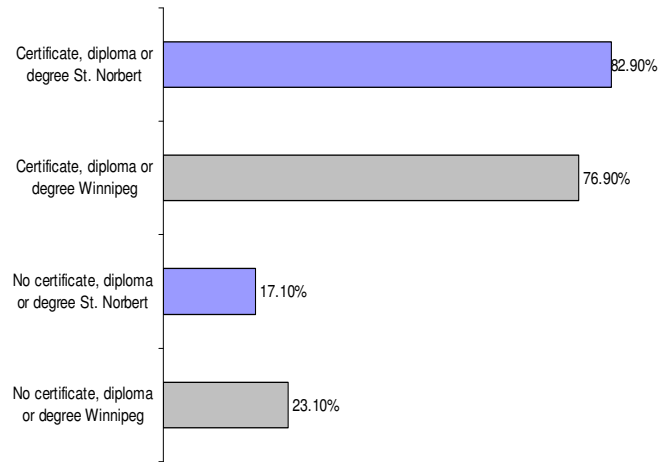


82.9% of study area residents have attained a certificate, a diploma or a degree. This compares to 76.9% for the entire city. The higher rate of education in the study area may be associated with the area’s relatively low unemployment rate.

### Income

The average income for full time workers in St. Norbert was \$44,467, roughly the same as Winnipeg (\$45,790).

Figure 4-O: Education



### Crime

At the time of this report, crime statistics from the City of Winnipeg are available from May 2007 onward. Table 1 therefore uses May as its starting point. The crime percentage was calculated using population numbers from the 2006 Census.

In spite of an increase in robberies, the crime rate in St. Norbert dropped by more than 50% between May 12, 2008 and May 12, 2009; mainly due to declines in break-ins and car thefts. The crime rate in Winnipeg as a whole decreased by about 35% during the same period.

No violent crimes, sexual assaults or arsons were reported in St. Norbert between May 2007 and May 2009.

For more detailed crime statistic tables, see *Appendix K*.

Table 1-A: Percentage of crime in St. Norbert and City of Winnipeg

Date	St. Norbert Area		City of Winnipeg	
	Total crimes	Crime percentage	Total crimes	Crime Percentage
May 12, 2008 To May 12, 2009	23	0.42%	12,595	1.98%
May 12, 2007 To May 12, 2008	53	0.97%	19,363	3.05%



## Permit Activity

*The number of permits issued in the study area provides an indication of investment in public and private property, and reveals patterns in building activity by type and location.*

Since 1998, 115 Residential Building Permits valued at \$10,000 or more have been issued in the study area. The majority of these permits have been concentrated in the four Residential Policy Areas, especially St. Norbert and Richmond Lakes. Out of the 115 permits, approximately 12 were related to multi-family dwellings.

Alterations, additions and new constructions on already existing structures constituted a large number of the permit activities.

Over the last 20 years, there have been no requested amendments to *Plan Winnipeg* with the study area neighbourhoods. Moreover, there have been no applications to rezone any parcels of land within the past 10 years. There were 54 variances in the last 10 years, all of which were minor and related to either use-specific standards or dimensional standards.

In total, there were 23 conditional uses since 1998. 20 were related to either structures or accessory uses. Two of the remaining three conditional uses were related to the development of apartment buildings in St. Norbert. The last conditional use was for the Southwood Golf and Country Club in the neighbourhood of Trappistes.

A Residential Home Occupation involves a resident obtaining a license for uses like an office, a

clinic, a family day-care, an auto-broker or a hairdresser to operate within an existing home. A total of 77 Residential Home Occupation permits have been issued in the study area since 1998. Richmond Lakes has the highest number of these permits (44) followed by St. Norbert (18) and Cloutier Drive (8). The majority of Residential Home Occupation permits are listed as home offices (58) and personal services (14).

Since 1998, there have been only 8 permits for housing upgrades, all issued in 2005. Over the last ten years, 2 new apartment buildings have been constructed, and no multiple family housing has been demolished.

There have been no development permits for the establishment of public institutions since 1998. There have been 47 commercial permits since that time, 8 of which were for new construction. The neighbourhood of St. Norbert has the highest number of commercial permits (40). There were only 3 demolition permits within the commercial sector.

The study area has only 5 vacant buildings, 3 of which are located in the neighbourhood of St. Norbert.

## Main Demographic, Housing, Employment and Education Issues

- The study area contains stable neighbourhoods with a low proportion of vacant buildings, and with a lower percentage of one-person households than Winnipeg as a whole.
- The percentage of French-only and bilingual speakers is more than double the city average.
- The Aboriginal and Métis origins of the St. Norbert community are not reflected in the percentage of Aboriginal People in the latest census. The percentage of Aboriginal People is slightly lower than the city average.
- The percentage of international immigrants in the study area is significantly lower than the city average.
- The percentage of residents who attained a high school diploma or higher is significantly higher than the city average.
- Compared to the entire city, study area residents are less likely to relocate to a new neighbourhood.
- The study area has been decreasing in population since 1996.
- The study area has a variety of housing types, but lacks diversity in tenure.
- The average monthly rent in the study area is significantly higher than the average in the entire city.
- The rate of housing construction in St. Norbert between 2001 and 2006 was significantly lower than that in entire city.
- St. Norbert has more cultural and linguistic diversity than ethnic diversity.
- There are no significant land use conflicts in the area, as indicated by the absence of rezoning applications and *Plan Winnipeg* amendments.
- Residential and commercial development activity has been relatively low since 1998 compared to the City of Winnipeg as a whole.
- Overall, reported crime has been dropping in the study area.

# Chapter 5

## Zoning & Land Use

*This chapter examines the current zoning and land use found throughout the study area.*

### Zoning Overview

Zoning is a legal tool used by the City of Winnipeg to control land use and development. If utilized properly, it can help to stabilize and maintain the existing built environment, provide transparency and predictability for future land development, and facilitate orderly growth that is consistent with land use policies and plans for an area.

The City of Winnipeg's current zoning by-law (*By-law 200/06*) governs zoning in the St. Norbert study area.

No major rezonings have taken place between 1998 and the date of study completion.

### Agricultural and Parks Zoning

The *Agricultural "A"* district is intended for general agricultural uses and activities. Approximately 88% of the study area is zoned as "*A Agricultural*". The majority of *Agricultural* zoning is located in the Rural Policy Areas (RPAs).

The *Parks and Recreation* districts in the study area are defined as follows:

*Neighbourhood Park "PR1"*: Occurs in residential areas or riverbanks and are accessed by residential streets. These sites are intended to be accessed primarily by pedestrians and cyclists.

*Community Park "PR2"*: parks that are accessed by mixed pedestrian and vehicular traffic.

*Regional Park "PR3"*: Major recreational facilities and are a regional destination, found along major arterials with parking facilities ranging from 100 to 300 or more stalls.



Figure 5-B: A Regional Park in St. Norbert.

### Residential Zoning

*Single-Family, Two-Family, Multi-Family, and Rural Residential* zoning districts are found within the study area.

*Single-Family Residential "R1"* is the predominant residential zoning type in St. Norbert. The majority of *Single-Family Residential* districts are located in Richmond Lakes, Parc LaSalle and St. Norbert. The *Single-Family Residential* designation is intended to accommodate primarily single family residential development in lower density neighbourhoods.

*Two Family Residential "R2"* zoning is concentrated in the Parc La Salle neighbourhood. "*R2*" zoning is intended to accommodate the development

### Zoning St. Norbert Total Area



- Legend**
- Agricultural  
A
  - Parks  
PR1 PR2 PR3
  - Single Family Residential  
R1-E R1-L R1-M  
R1-S RMH
  - Two Family Residential  
R2
  - Multi-Family Residential  
RMP-L RMP-M RMP-S  
RBU
  - Rural Residential  
RR2 RR5
  - Commercial  
C1 C2 C3 C4 CMU
  - Manufacturing  
M1 M2 M3 MMU
  - Educational & Institutional  
EI

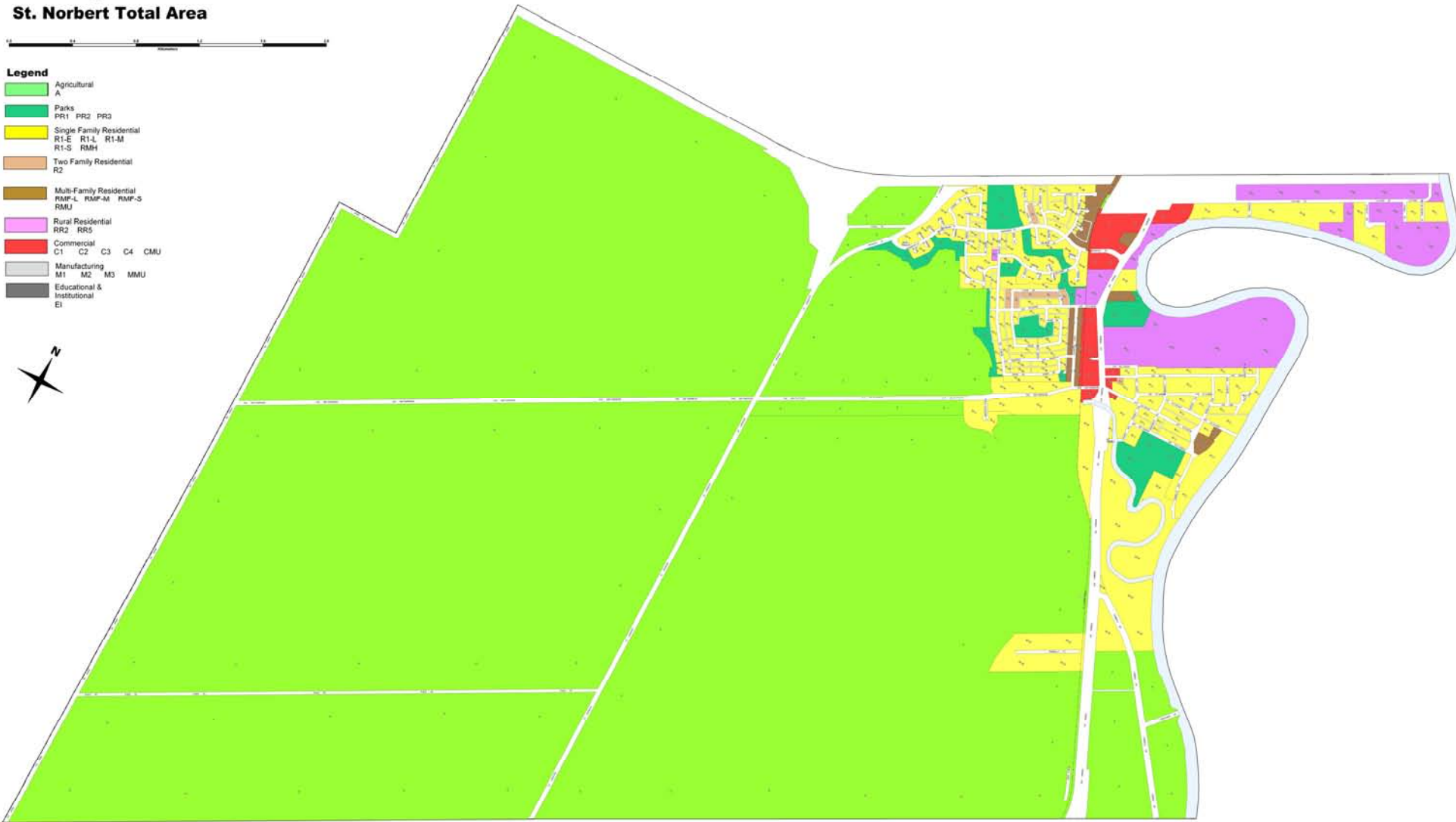


Figure 5-A: Zoning in St. Norbert. See Appendix C for a larger view.

of single- and two-family units and where appropriate limited multi-family units in lower-density neighbourhoods.

*Multi-Family Residential “RMF”* is intended to accommodate multi-family units in neighbourhoods with medium or high densities. “RMF” zoning is concentrated on the West side of Pembina Highway.

*Rural Residential “RR5”* zoning is present along Cloutier Drive, Pembina Highway and on one lot on Rue LeMaire. Rural Residential is intended to allow for large-lot rural residential development along with limited agricultural uses.

Single-Family and Multi-Family Residential districts are further grouped by small (“S”), medium (“M”) and large (“L”) lot size designations.

## Commercial Zoning

There are two categories of commercial zoning in the study area that define the scale and intensity of development and its market orientation. These commercial zoning districts are defined as follows:

*Commercial Community “C2”:* Intended to accommodate more intensive commercial sites that do not have a local or neighbourhood orientation, and may be regional in nature.

*Commercial Corridor “C3”:* Intended to provide commercial goods and services to residents of the community in areas that are dependent on automobile access and exposed to heavy automobile traffic, but do not including regional shopping malls or regional shopping areas.



Figure 5-C: Some sites, like the St. Norbert Farmer’s market, are zoned and used for commercial purposes, but also serve as social or cultural institutions for the community.

Most of the commercial zoning in the study area is “C2”, which is a regional commercial designation. Some of these existing “C2” or “C3” sites could be rezoned to promote a local-commercial or mixed-use orientation for the commercial corridor along Pembina Highway.

## Institutional Zoning

There are no sites currently zoned *Educational and Institutional “EI”* within the study area.

Institutional land uses in St. Norbert occur on land zoned for other purposes. Neighbourhood schools and the St. Norbert Community Centre, for example, are located on sites zoned for *Parks and Recreation*.

## Industrial Zoning

There are no sites zoned for *Manufacturing* (“M1”, “M2”, “M3”, or “MMU”) in the study area. All industrial uses occur on land zoned for other purposes. For example, the St. Norbert Yards is located on the north side of Cloutier Drive in a “RR5” district. The Brady Landfill is located in an “A” *Agricultural* zoning district.

## Land Use Overview

*Land Use is distinguished from zoning in that it describes how land is being used rather than how it is classified. Zoning and land use are meant to coincide, but differences sometimes exist.*

Land Use is typically described using six main categories:

- Agricultural;
- Residential;
- Commercial;
- Industrial;
- Institutional; and
- Parks and Open Space.

The predominant land use in the St. Norbert study area is agricultural. In the Neighbourhood Policy Areas (NPAs), the predominant land use is single-family residential. Multiple-family residential, including duplexes, and industrial land, are also significant land uses in the NPAs.

## Residential Land Use

### Residential Precincts

Approximately 23% of the land area in the St. Norbert study area is residential.

Approximately 5.2% of this residential land is currently vacant. The majority of dwellings in St. Norbert are single family homes (approximately 65%), followed by semi-detached homes (approximately 10%), row houses (approximately 10%), and low-rise apartments (approximately 10%). There are also a small number of high-rise apartments in the area (approximately 4%).

In the four Rural Policy Areas (RPAs), detached single family dwellings are the only type of housing aside from one multiple family building in the neighbourhood of Trappistes.

# Land Use

## St. Norbert Total Area



- Legend**
- Commercial
  - Multiple Family Residential
  - Single Family Residential
  - Parks & Open Space
  - Agricultural
  - Industrial
  - Institutional
  - Schools
  - Vacant Commercial
  - Vacant Residential

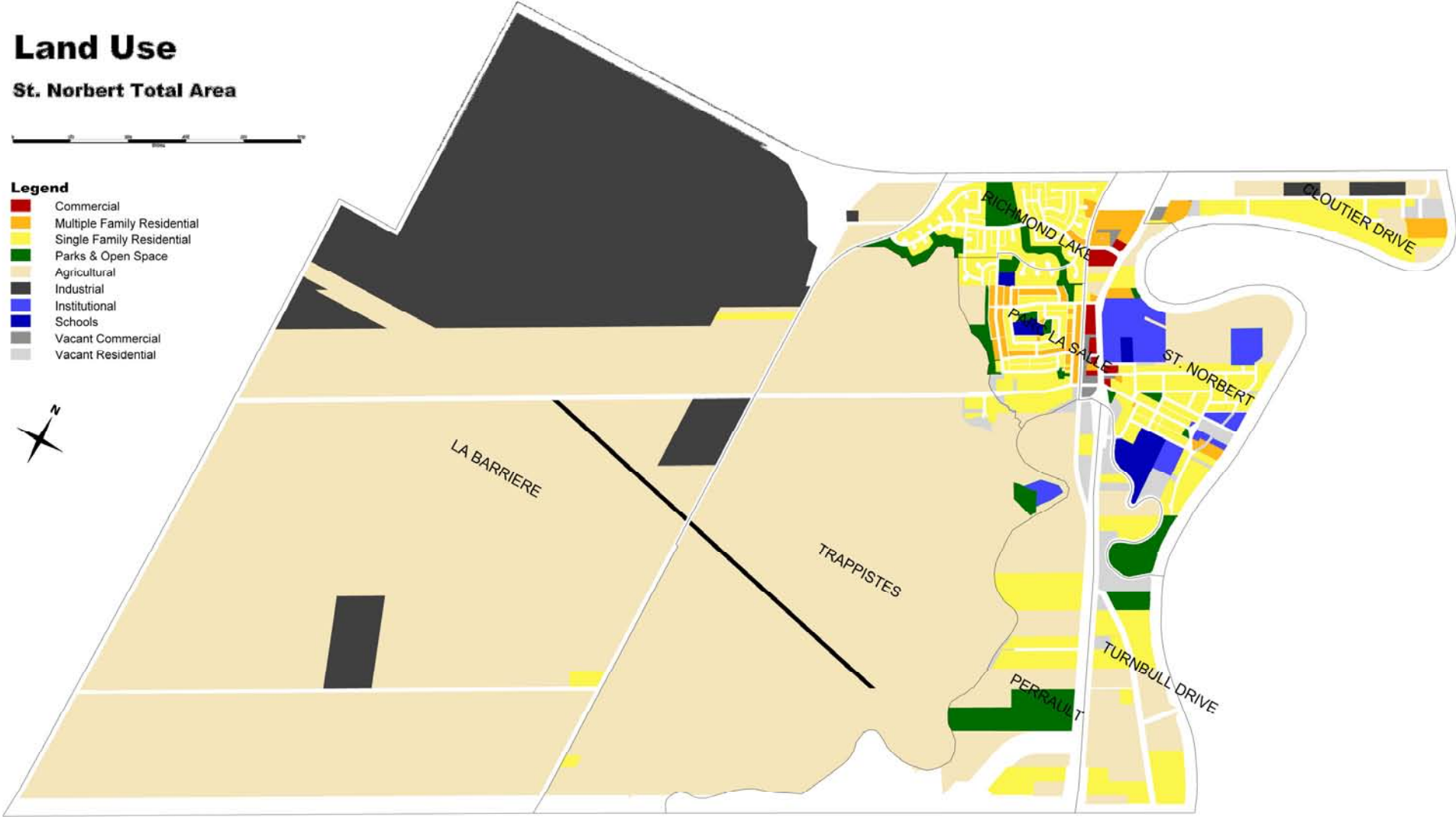


Figure 5-D: Land Use in St. Norbert. See Appendix D for a larger view.

There is only one apartment building in the entire St. Norbert study area. This is located in the neighbourhood of St. Norbert.

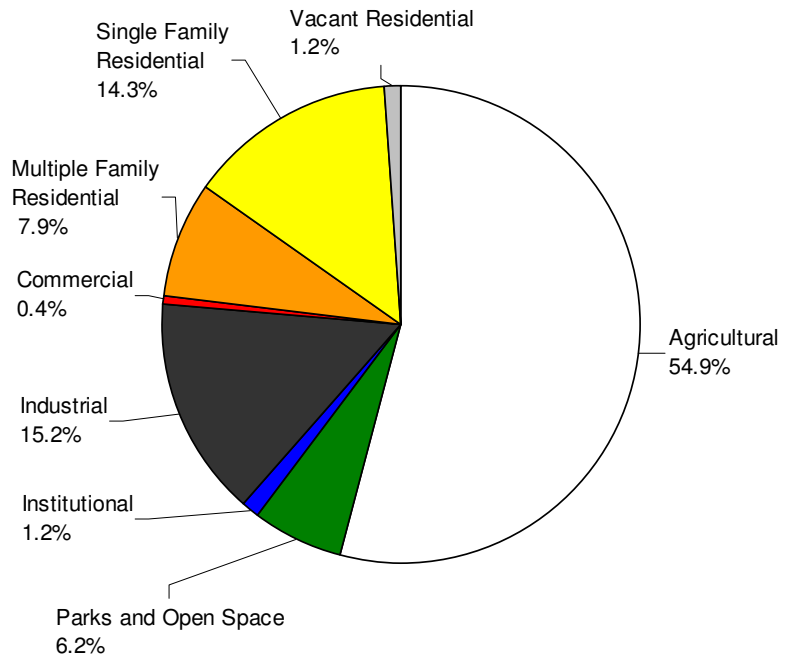
Most single family homes are concentrated in Cloutier Drive, Richmond Lakes, Parc La Salle and St. Norbert (south of the Community Centre and St. Norbert Behavioural Health Foundation). A small amount of single family residential housing stock also exists along Perrault Avenue and Turnbull Drive.

Most multiple family housing is located on the west side of Pembina, with most row houses in Parc LaSalle, and a cluster of recently-developed townhouse condominiums on Grandmont Avenue, between the train tracks and Pembina Highway. Housing in Cloutier Drive is composed almost exclusively of single family dwellings.

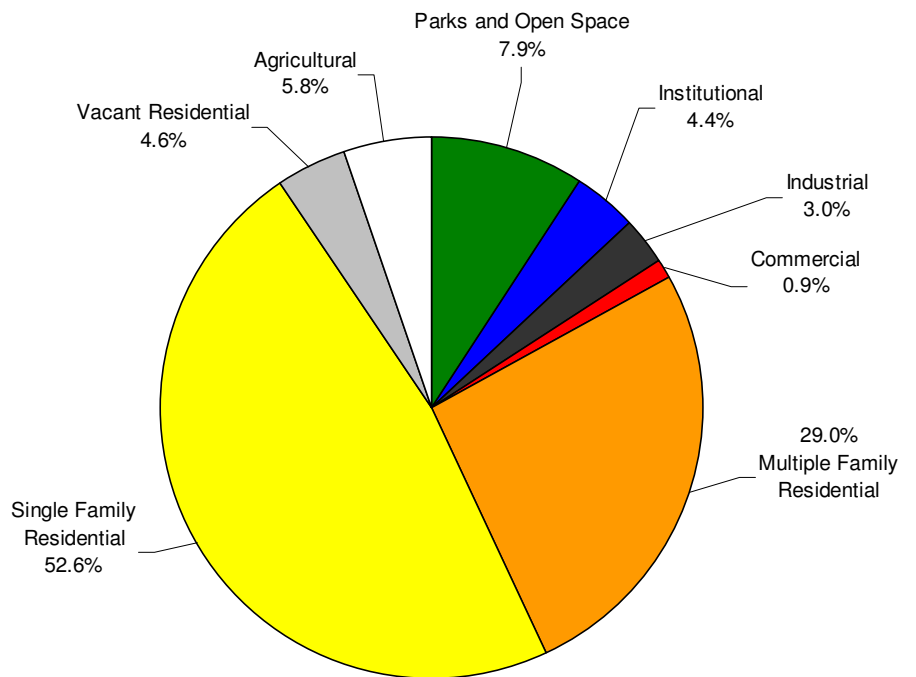
Mixed-use development (more than one use in a single building) is minimal in St. Norbert. Residential development is also generally separated from other uses.

Most vacant residential lots in St. Norbert are located on the east side of Pembina, south of

**Figure 5-E: Land use distribution in St. Norbert study area.**



**Figure 5-F: Land use distribution in the St. Norbert urban area.**





de L’Eglise and Des Trappistes. Currently, there are approximately five vacant buildings in the St. Norbert area. The majority of them are located in St. Norbert.



Figure 5-G: Row housing in Parc La Salle.

**Affordable Housing**

There is one housing co-op in the St. Norbert study area, with 42 units. There is one private, non-profit project with 12 units, and there is a group living project with 88 beds (no individual units).

**Plan Winnipeg 2020 Vision and Residential Development in St. Norbert**

Residential expansion in the study area can be accommodated in Residential Policy Areas, on undeveloped land or on infill lots.

Any residential expansion in Rural Policy Areas would require either a secondary plan and/or amendment to *Plan Winnipeg*. Section (3B-08) of *Plan Winnipeg* states that the City shall regulate land uses in rural areas by:

- Designating Agricultural and related support functions as the principal use through the requirement of a minimum site area of 16 ha (40 acres) or such other minimum size as would be allowed under an applicable secondary plan and subject to minimal variances;
- Allowing the subdivision of land into parcels less than 16 ha (40 acres) only through the preparation and adoption of a secondary plan; and
- Allowing the redesignation of Rural land to Neighbourhood or Industrial only where there is a demonstrated need for additional land to satisfy projected demand and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner.

Once an area is a designated Neighbourhood, the City is obliged according to section (3B-02) of *Plan Winnipeg* to guide the development of new and existing residential areas by:

- Providing a full range of municipal infrastructure in an environmentally-sound, economical, and timely manner; and

- Preparing detailed secondary plans for future neighbourhoods in consultation with residents and business interests to ensure the coordination of local and regional services and the compatibility of land uses and other objectives.

**Main Residential Land Use Issues:**

- Approximately 5.2% of residential land is vacant and may offer housing infill development opportunities within existing urban areas.
- A number of single family dwellings are located in Multiple Family or Two-Family zones.
- New higher density, multiple family housing is occurring along Pembina Highway, but community support for some of their designs has been mixed.
- Some community members expressed support for condominiums and opposition to rental developments.

## Commercial Land Use

Commercial land uses, including retail, auto service shops, and offices, are concentrated on Pembina Highway between Avenue DuCharme and Rue Des Trappistes. Aside from the St. Norbert Arts Centre, which operates a gift shop and café, there are no commercial sites located off Pembina Highway in the study area.

Less than 1% (24.8 acres) of land in the study area is used for commercial purposes. 12.3 acres of this is currently vacant. This offers significant redevelopment opportunity to accommodate more commercial or mixed-uses in the study area.

Commercial amenities within the study area include a grocery store, gas station, convenience store, a hotel, and various restaurants. The St. Norbert Farmer's Market serves as a commercial node in the study area. Residents have expressed a desire to see the market open year-round, and for complimentary amenities such as cafés and restaurants to serve local residents and market customers. Community members also expressed the need for a solution to traffic congestion associated with the Farmer's Market.

Commercial establishments are auto-oriented in form, with parking in front of the building and setback from sidewalks and pedestrians.



Figure 5-H: Commercial properties within a "C3" zoning district on Pembina Highway

### Main Commercial Land Use Issues:

- Approximately half of commercial sites in the study area are currently vacant, the majority of which are located on Pembina Highway. There is potential for redevelopment of vacant sites to provide more commercial or mixed uses.
- Much of the commercial development in St. Norbert is dominated by parking space and set back from the sidewalk, which detracts from the pedestrian-friendliness of the area.
- Community members would like to see improvements in traffic and parking management during the Farmer's Market.

## Industrial and Employment Land Use

Approximately 15.2% (1062 acres) of the total study area is occupied by industrial uses. Industrial land uses in the study area are mostly sites used for infrastructure purposes. Industrial sites include the Brady Road Landfill and the St. Norbert Yards. There are two parcels of land owned by communications companies (CBC and CKJS); both sites contain communications' infrastructure.

All industrial sites are located within the Rural Policy Areas except for the St. Norbert Yards, which is located on Cloutier Drive. The St. Norbert Yards are owned by the Province of Manitoba and fall outside the City's jurisdiction.

The Brady Road Landfill opened in 1973 and serves as the main landfill for residential and commercial waste in Winnipeg.

The Brady Road Landfill occupies 996 acres. 760 acres are active dumping grounds; the remainder is held by the Brady Road Landfill for future expansion. In total, the Brady Road Landfill owns about 2230 acres of land, making it the largest land owner in the study area.

The landfill currently holds approximately 5 million metric tones of waste. The site

generates significant traffic; an average of 530 vehicles per day.

Environmental impacts of the Brady landfill are covered in *Chapter 8: Infrastructure and Impacted Sites*.

### Main Industrial and Employment Land Use Issues:

- Current residents have complained of blowing debris and noise associated with the Brady Landfill.
- The north side of Cloutier Drive is zoned for “RR” *Rural Residential* but used for industrial purposes.

### Institutional Land Use

Institutional land uses include neighbourhood schools, places of worship, personal care homes and organizations such as the St. Norbert Farmer’s Market, Behavioural Health Foundation, and the St. Norbert Arts Center. These land uses occupy 4.4% of the urban land area and 1.2% of the total study area. With the exception of the St. Norbert Arts Centre, all institutional land uses are located within the Neighbourhood Policy Areas.

### Neighbourhood Schools

There are five schools located in the study area:

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**St. Norbert Collegiate High School**, located at 870 Ste. Therese Avenue, is a bilingual high school which offers English and French immersion curricula for grades 9 through 12. In 2009, enrollment is at 385 students, with capacity for 425.

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**École St. Norbert Immersion**, located at 900 Ste. Therese Avenue, offers a French immersion curriculum for grades Kindergarten through 8. Enrollment remains steady at around 200 students.

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**La Barriere Crossing School**, located at 245 Le Maire Street, offers an English curriculum for grades 5 through 8. Since opening in 1996, enrollment has been declining. Current enrollment is 127 students, which is substantially lower than the 1996 enrollment of 243 students.

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**Parc La Salle Elementary**, located at 190 Houde Drive, offers an English curriculum for grades Kindergarten through grade 4. Enrollment fluctuates yearly between 140 to 180 students. Parc La Salle School also operates a Family centre and preschool program. Residents and school administrators have expressed

concern over vandalism and loitering occurring on school grounds.




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**École Noël-Richot**, located at 45 Avenue de la Digue, is a French immersion school for grades Kindergarten through 8. Enrollment at this school remains steady at around 200 students.

### Other Institutional Land Uses

**Behavioural Health Foundation Inc.**, located at 35 Avenue de la Digue, is an addictions and mental health treatment centre. The building served as an orphanage in the early 1900s and later as a First Nations halfway house in 1966.



**St. Norbert Adult Education Centre (SNAEC)**, located at 35 Avenue de la Digue, is operated by the Behavioural Health Foundation Inc. in partnership with Winnipeg Technical College. SNAEC offers adult education courses for a high school diploma, as well as basic courses in literacy, math, science and computing. There are no tuition charges for qualifying students, as the educational programming is funded by Manitoba Education Adult Literacy and Learning (ALL). Students must be at least 19 years of age or older or out of school for six months to participate.

**St. Norbert Farmer's Market**, located at 3450 Pembina Highway, is Winnipeg's largest farmer's market. It started in 1988 and currently runs on Saturday and Wednesday afternoons from the end-of-June until Thanksgiving weekend. At its peak operating time, the market hosts up to 200 vendors and receives up to 10,000 daily visitors.

**St. Norbert Arts Centre (SNAC)**, located at 100 rue des Ruines du Monastère, is a volunteer-run, non-profit centre located on the historical site of the Trappist Monastery Ruins. SNAC was incorporated as a non-profit charitable organization in 1991. SNAC runs an artist residency program as well as a gallery, café and rental studios for art

classes. SNAC is located on a five-acre site with gardens, a greenhouse and a river dock.



**St. Norbert Personal Care Home**, located at 50 St. Pierre Street, is a seniors' assisted living facility with seventy-five private rooms and eight doubles.



**St. Norbert Roman Catholic Cathedral/ Paroisse Catholique Saint-Norbert**, located at 80 rue St. Pierre, is closed to the public except for service on Saturday evenings



and Sunday mornings. The first church was built on this site in 1857 and burned down in 1883.

**Villa Maria Renewal Centre**, located at 100 Place Villa Maria, was opened in 1960 by the Oblate Order of Catholic Priests. Today, it is used as an ecumenical retreat centre.

### Main Institutional Land Use Issues:

- The St. Norbert Farmer's Market has created parking, traffic and pedestrian safety issues along Pembina Highway, particularly on Saturday mornings.
- Some area residents have expressed a desire for a pedestrian crossing along Pembina Highway and more parking capacity around the market.
- The potential redevelopment of the Villa Maria Renewal Centre site has caused some land use conflict in the study area. Some area residents are concerned with loss of river views and destruction of a mature tree stand associated with further development on the site.
- Lack of parking around neighbourhood schools, especially around St. Norbert Collegiate High School causes students and parents to park on



neighbourhood streets surrounding the school.

- Vandalism is reportedly a problem at schools and public playgrounds, particularly around Parc La Salle School.
- Declining enrollment at schools, particularly at the English elementary schools.
- Residents have expressed a desire to see more youth-oriented programming at the community centre, and more recreational opportunities for youth in St. Norbert.

## Parks and Open Space

The St. Norbert study area has an extensive system of parks and open space, providing greenspace and recreational opportunities. For the purposes of this study, parks and open space are defined as public lands that serve as passive greenspace, playgrounds, athletic fields or community recreational centres. This analysis does not factor in privately owned land, such as schoolyard sites, which may also serve recreational purposes. There are 16 City-owned parks and open space and two provincially-owned parks in the study area. The study area contains over 431.5 acres of parks and open space. Parks and open space

occupy 6.2 % of the total study area or 7.9 % of the urban policy area.

### City Parks and Open Spaces

The City-owned parks are Du Charme Park, Du Couvent Park, Dorge Park, Grandmont Park, Henri Boux Park, Houde Drive Park, La Barriere Park, La Salle Park, Lord Avenue Park, Parc De Moissac, Parc St. Pierre, Parc Trottier, and Payment Street Park, Pollock Island Park, Trappiste Monastery Park. With the exception La Barriere Park, the City-owned parks are concentrated in the urban policy areas. Several of the smaller parks, such as Park De Moissac and Park St. Pierre are dispersed through the residential areas and serve as dedicated playgrounds. Pollock Island Park and Henri Boux Park serve as passive green spaces. La Barriere Park is the largest City-owned park in the study area and extends outside the City limits.



**St. Norbert Community Centre**, located at 3450 Pembina Highway, is a City-owned recreational centre with a skating rink and meeting

rooms that are available for rent. Located next to the Farmer's Market, the community centre parking lot is used extensively by market patrons.



### Provincial Parks

The Provincial Parks are Trappist Monastery Provincial Park and St. Norbert Provincial Heritage Park.

**St. Norbert Provincial Heritage Park** is located at 40 Turnbull Drive. St. Norbert Provincial Park offers an interpretive tour of the restored homes of some of St. Norbert's first Métis inhabitants. Amenities on site include a self guided trail, museum and interpretive centre, picnic tables, and washrooms.



Figure 5-I: Trappist Monastery Provincial Park

**Trappist Monastery Provincial Park** is located at 100 rue des Ruines du Monastère. The park was created in 2002 as a two-hectare heritage park at the St. Norbert ruins, thus preserving the historic site from future development.

The park offers amenities such as a river dock, canoeing, walking and cross-country skiing, as well as access to the stabilized monastery ruins.

### **Main Parks and Open Space Issues:**

- Study area residents have expressed concerns over vandalism and loitering occurring at City-owned parks, particularly the ones located in the Parc La Salle neighbourhood.
- Residents expressed support for the possibility of Duff Roblin Provincial Park to be extended into the study area.
- Some Parks and Open Spaces are not zoned to reflect their present use. For example, La Barriere Park is located in an *Agricultural* zoning district.

## Chapter 6 Heritage Assets

*St. Norbert's heritage assets include historic buildings and sites. Although most buildings have been protected and preserved, there may be some additional heritage assets in the community that are not currently protected.*

### Municipally Designated Sites in St. Norbert

#### Building Conservation List

Buildings on the City of Winnipeg's Building Conservation List are protected from demolition, and are required to meet standards for alterations, repairs, and maintenance. The following buildings in St. Norbert are on the City's Conservation List:

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**3514 PEMBINA HIGHWAY:  
"HOUSE" (FORMERLY AT 931  
AVENUE DE L'ÉGLISE)  
ARCHITECT UNKNOWN  
BUILT APPROX. 1895**



This house, originally a mixed-use butcher shop and residence, is one of the last remaining commercial buildings from the old village centre of St. Norbert. In the late 1800s, a number of amenities and services, housed in a variety of structures, lined the village main street and

contributed to the success of the St. Norbert as a centre of commercial activity for nearby farmers and travelers. These included general stores, a mill, a blacksmith, a post office, a hotel, a livery, and this butcher shop.

In the 1920s, this building became a post office, and later in the 1920s it became a private home. The house was divided into a duplex in 1963, and today houses a local daycare. Original architectural details included gabled windows and a mansard roof. Also on the original site at 931 Avenue De L'Église were a large barn and a smoke house.

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**3514 PEMBINA HIGHWAY:  
MCDUGALL HOUSE  
ARCHITECT UNKNOWN  
BUILT 1883**



This house, built for Marguerite McDougall and her two sons, was originally located on the Seine River near Lorette, Manitoba. This 1 1/2-storey log house is considered a legacy of Manitoba's agricultural settlement period, and one of the earliest local building types of the time. The McDougall

family was one of a number of Métis families who relocated from St. Vital to areas further south during the political upheaval associated with the formation of Manitoba. Descendants of McDougall lived in the house until 1965.

This house has no basement. Originally, the ground floor was a single room and the upper floor held three bedrooms. This house was constructed with dovetailed spruce logs. According to the City of Winnipeg, "Its design and materials reflect contemporary shortages of milled lumber and the need of settlers with limited financial means to use indigenous resources from cleared land. The design's ample interior space, warmth, low cost and possibilities for expansion made it popular throughout the West" (1988).

The wall logs and overall structure of this house remain in good condition.

---

**100 RUINES DU MONASTERE:  
TRAPPIST MONASTERY  
(GUEST HOUSE)  
ARCHITECT UNKNOWN  
BUILT 1904-1905**



The former Trappist Monastery (Western Canada's first monastery) was located at an elbow of the LaSalle River in St. Norbert until it was destroyed by fire in 1983. Called Notre Dame des Prairies, the monastery began in 1892. The site offered privacy for the Trappists, who raised purebred horses and cattle, kept bees and sold honey and cheese. In 1904, the monks build a brick and stone church based on plans provided by the motherhouse in France. In 1978, the monks sold their 1200 acre farm and relocated to Holland, Manitoba.

This wood-framed guesthouse was built in 1912 after the original residence building burned. The building soon became the guesthouse for clerics and lay visitors. Today, it is used by St. Norbert Arts Centre.

### Historic Buildings Inventory List

The City of Winnipeg may prevent buildings on its Heritage Inventory list from demolition. The following buildings in St. Norbert are on the Inventory List:

---

**35 DE LA DIGUE  
ASILE RITCHOT (NOW  
BEHAVIOURAL HEALTH  
FOUNDATION  
BUILT 1903-1911**




---

**40 TURNBULL DRIVE  
MAISON B. BOHEMIER AND  
MAISON J. TURENNE  
BUILT 1871**




---

**932 AVE. DE L'EGLISE  
BANQUE D'HOCHELAGA  
BUILT 1919**





## Provincially Designated Sites in St. Norbert

Provincially designated buildings are protected from alteration or demolition. The following buildings in St. Norbert are on the Heritage List:

**RUE DU MONASTÈRE  
TRAPPIST MONASTERY RUINS  
DESIGNATED JANUARY 25, 1988**



**AVENUE DE L'ÉGLISE  
LA CHAPPELLE DE NOTRE-DAME-  
DU-BON-SECOURS  
DESIGNATED MAY 10, 1989**



**100 RUE DES RUINES DU  
MONASTÈRE  
TRAPPIST MONASTERY  
GUESTHOUSE  
DESIGNATED MARCH 30, 1990  
\*PICTURED ON PREVIOUS PAGE**

## Other Buildings of Historical Interest

*Area research and community consultation suggests that there may be some other buildings of historical interest in the area. These include:*

- *The St. Norbert Church, completed in 1937. The church that stood here in 1870 was the place where documents were signed by Louis Riel, Father Ritchot, and the government of Canada to enshrine rights of the people of the Red River Settlement.*
- *St. Norbert Immersion School, built in 1977, is Manitoba's first French-only K-9 school.*
- *Villa Maria Retreat House was opened in 1960 by the Oblate Order of Catholic priests. It is now an ecumenical centre.*
- *"Yellow house on Campeau"*
- *"Westendorf Farm House on Gendreau Ave"*
- *960 Avenue De l'Eglise*
- *"1<sup>st</sup> house before river lots on Lord Avenue"*
- *"Doubigin House on Pembina Highway just South of the post office"*

## Archaeological Sites in St. Norbert

There are several sites in St. Norbert that Manitoba Culture, Tourism, Heritage and Sport have identified as having archaeological importance. Sites include historically significant materials or habitats from prehistoric, historic or mid-late historic times. For more information, see Appendix E at the end of this report.

### Main Heritage Issues:

- Many of the area's existing heritage assets are preserved or protected. An in-depth study is needed to identify other structures of historic importance in the area.
- Archeological information should be consulted when considering new developments.
- Heritage information is communicated to residents and tourists through parks, trails, and urban design initiatives.
- The monastery and streetscaping projects indicate that heritage preservation continues to be an important focus for the community of St. Norbert.

## Chapter 7

# Traffic & Transportation

*This section will examine traffic and transportation issues in the study area, including current traffic volumes, planned street improvements, public transit service and active transportation.*

### Street Network and Traffic Volume

Arterial streets typically carry 20,000 or more vehicles per day and may be designated as full-time truck routes. The stretch of Pembina Highway between the Perimeter Highway and Avenue De L'Eglise is the only arterial road in the study area and carries an average of 23,500 vehicles per day in both directions. South of Avenue De L'Eglise, traffic flow reduces to 12,500 vehicles per day. Local traffic from the study area contributes an average of 11,000 vehicles per day to the traffic volume on Pembina Highway between the Perimeter Highway and Avenue De L'Eglise. In other words, half of the traffic found on this stretch of Pembina Highway is locally generated.

Collector streets connect local streets to regional streets and, as such, accommodate higher

than average traffic volumes than typically found on a residential street. These streets also serve to provide land access in residential areas. Collectors can exhibit more intensive residential development or a mix of residential and commercial land uses. Collector streets may carry between 5,000 to 20,000 vehicles per day, depending on the intersection. Collector Streets in the study area include: Cloutier Drive; Avenue LeMay; Avenue De la Digue, Avenue De L'Eglise, Rue Campeau, Avenue DuCharme, Boulevard Villeneuve, Rue LeMaire, Grandmont Boulevard, and Waverley Street between Perimeter Highway and Grandmont Boulevard.

Local streets, by definition, are intended to carry traffic destined to, or generated by, those living within the residential district. Local streets can typically carry 1,000 to 5,000 vehicles per day.

TRAFFIC VOLUME – ARTERIAL AND COLLECTOR STREETS		
2007 Average Weekday Daily Traffic Flow Map		
Street Name	Street Section	Average Traffic Volume
Pembina Highway	Perimeter Highway to Grandmont Boulevard	24,900
	Grandmont Boulevard to De L'Eglise Avenue	22,100
	De L'Eglise Avenue to Turnbull Drive	12,500
	Turnbull Drive to City Limit	10,600
Waverley Street	Perimeter Highway to Grandmont Boulevard	3,300
<i>Note: The numbers denote the total volume of two-way traffic on each street section. All data is derived from the most recent traffic counts that may have been taken from 2001 to 2007 inclusive.</i>		
<b>Source:</b> City of Winnipeg Public Works Department, Transportation Engineering Division's 2007 Traffic Flow Map. <a href="http://winnipeg.ca/PublicWorks/Transportation/pdf/2007_Traffic_Flow.pdf">http://winnipeg.ca/PublicWorks/Transportation/pdf/2007_Traffic_Flow.pdf</a>		

Table 7-A: Traffic Volume in St. Norbert.

## Local Street Improvements

The following projects are included in the City of Winnipeg's 5-year Capital Budget as of 2009:

- Residential street improvement - St. Pierre Street from Avenue DuCouvent to Avenue Ste. Therese
- Timber Pedestrian Bridge repairs - La Barriere Park
- Pedestrian Crossing at the St. Norbert Farmer's Market- On Pembina Highway between Grandmont Boulevard and Rue Des Trappistes

Non-municipal capital improvements include:

- Highway 75 Bypass – see *Section 8: infrastructure and Impacted Sites* for more information.
- St. Norbert Gateway Streetscaping Project – Undertaken as part of the Winnipeg Partnership Agreement, an urban renewal initiative that funds capital improvements with contributions from all three levels of government. The Gateway project incorporates signage, way finding and landscaping elements, along with new pavilions around the Farmers Market, designed to promote the development of main street character along Pembina Highway.

## Transportation Modes

The 2006 Census suggests that St. Norbert is primarily auto-oriented, as 75.3% of residents commute to work by car compared to 68% of all Winnipeg residents.

The percentage of study area residents who commute by public transit, walking, or cycling is lower than the Winnipeg average. Only 1.4% of study area residents walk to work, whereas the Winnipeg average is 6.2%. Of the alternative transportation modes, public transit is the most popular. However, at 12.8%, the proportion of area residents who commute by public transit is still slightly lower than the Winnipeg average of 14.

MODE OF TRANSPORTATION	St. Norbert Study Area		Winnipeg
	Number	% of Total	% of Total
15 and over, employed labour force			
Car, truck, van, as driver	2170	75.3%	68.0%
Public transit	370	12.8%	14.2%
Car, truck, van, as passenger	245	8.6%	9.0%
Walk	40	1.4%	6.2%
Bicycle	25	0.9%	1.8%
Taxicab	0	0.0%	0.2%
Motorcycle	0	0.0%	0.1%
Other method	30	1.0%	0.6%
<b>TOTAL</b>	<b>2880</b>	<b>100.0%</b>	<b>100.0%</b>

Table 7-B: Mode of transportation in St. Norbert and City of Winnipeg.

# Streets Hierarchy

St. Norbert Total Area



### Legend

- Study Area Boundary
- Arterial Streets
- Collector Streets
- Local Streets

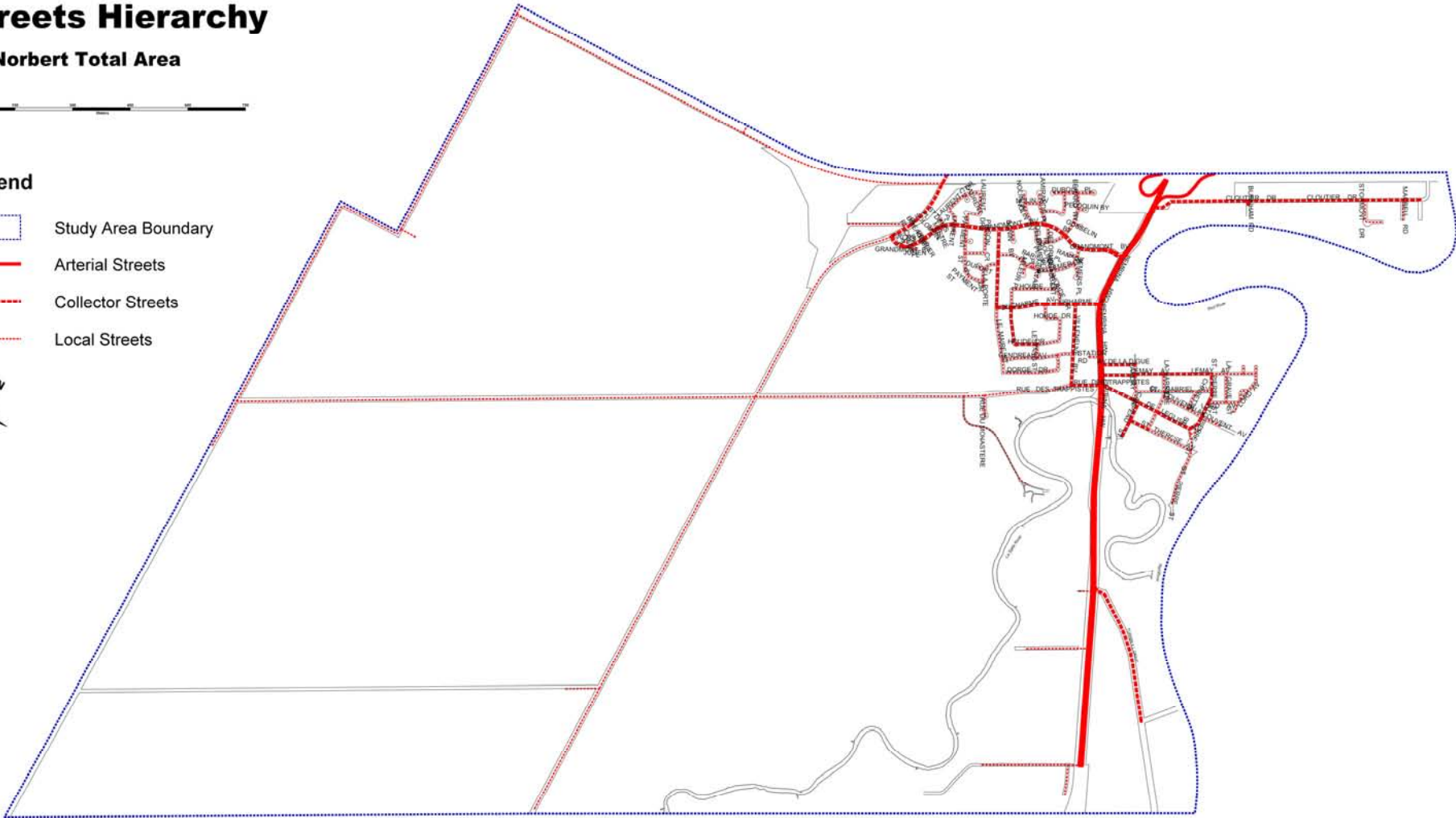


Figure 7-A: Streets Hierarchy in St. Norbert. See Appendix F for a larger view.

## Transit Access

The Neighbourhood Policy Areas within the St. Norbert study area are well served by transit given their modest area and peripheral location within Winnipeg. Winnipeg Transit routes 37 Super Express, 62 Express, 70 and 91 currently operate in the study area. These routes offer direct connections with neighbourhoods to the north, the University of Manitoba and downtown. Route 91 is a DART route that operates between 7PM and 10:45 PM and offers pick-ups and drop-offs at homes or at specific DART stops.

Transit stops are distributed along Pembina Highway and collector streets located in the Urban Policy Areas. The 62 Express route has one of the highest levels of ridership of all transit routes in Winnipeg.

Winnipeg Transit has not received any major complaints about service in the area.

## Active Transportation Opportunities

In the study area, Active Transportation infrastructure and trails are primarily for recreational purposes.

There is a multi-use trail along Cloutier Drive that allows cyclists and pedestrians to connect to Fort Richmond under the Perimeter Highway. Dedicated Active

Transportation is also available along some parks in Richmond Lakes.

There are a number of planned Active Transportation corridors, most notably Pembina Highway and the South Winnipeg Parkway.



Figure 7-C: An Active Transportation Trail on Cloutier Drive

The first phase of the Pembina Highway proposal focuses on the area between Osborne Street and Plaza Drive. The remaining stretches of Pembina Highway will likely be covered in future phases of the study.

There are discussions to extend the South Winnipeg Parkway from Assiniboine Park to the neighbourhood of La Barriere but this project is not in the 2009 budget.

Connectivity of trails in the study area remains an issue, especially along the rivers, where most of the land is privately-held.

## Parking

The majority of surface parking lots are found along commercial establishments on Pembina Highway, outside neighbourhood schools and other institutional buildings.

The St. Norbert Farmer's Market on Saturday mornings has caused parking issues, particularly along Pembina Highway. Pedestrian safety, parking issues and traffic generated by the market are concerns expressed by community residents.

Persistent parking issues exist around some of the neighbourhood schools, particularly the high school.

Schools with parking shortages report that staff, students and parents compete for spots in the staff parking lot and along the surrounding residential streets.



Figure 7-D: A commercial parking lot in St. Norbert.



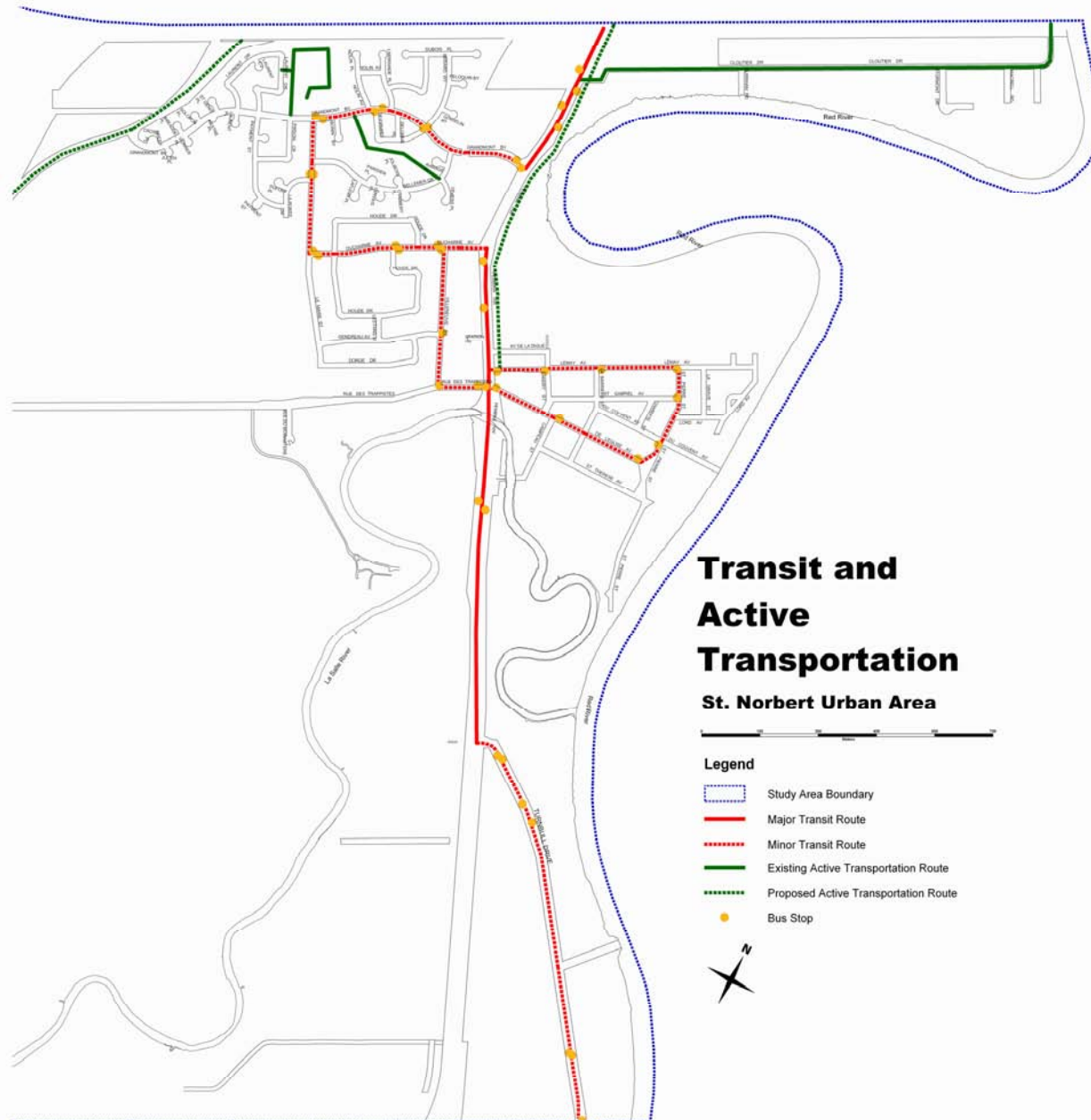


Figure 7-B: Transit and Active Transportation in St. Norbert. See Appendix G for a view of the entire study area.

### Main Traffic and Transportation Issues:

- St. Norbert is an auto-oriented neighbourhood with lower than average levels of commuting by walking, cycling, or public transit.
- Nearly half the traffic on Pembina Highway is locally-generated.
- The Highway 75 realignment has the potential to significantly reduce traffic on Pembina Highway, particularly truck traffic.
- Trails and Active Transportation infrastructure is recreationally-based and fragmented.
- Extending the South Winnipeg Parkway and the Active Transportation network in the area would serve to connect existing trails and expand recreational opportunities in the study area
- St. Norbert Farmer's Market creates parking, traffic, and pedestrian-safety issues in the study area

## Chapter 8

# Infrastructure & Impacted Sites

*This section provides information on major surface and subsurface infrastructure systems in St. Norbert, as well as environmentally impacted sites (brownfields).*

### Highway 75 By-Pass

Provincial Trunk Highway (PTH) 75 is Manitoba's main artery to the United States. It is the major route for trucking and plays a vital role in the economy of Manitoba. Approximately 90 per cent of all vehicular traffic coming into Manitoba from the south uses PTH 75 passing through the study area.

The Manitoba Department of Infrastructure and Transportation is conducting a design study for the realignment of PTH 75. The proposed realignment will start south of St. Norbert outside the City limits, rejoining PTH 75 and Kenaston Boulevard north of the Perimeter Highway.

### Proposed PTH 75 Realignments

Future public consultations will be held regarding proposed realignments. The long term plan for the realigned PTH 75 is a free flow facility with no local road connections. Three alternative realignment concepts have been developed. The project involves developing alternative interchange configurations for the existing PTH 75 south of the City, as well as with the Perimeter Highway and the future extension of Kenaston Boulevard.

A preferred combination of interchanges and realignments will be selected following a thorough evaluation and an

additional public consultation process. Consideration has been given for a future flyover (overpass) to allow for road access and connectivity across PTH 75, although a location has not been established. A right-of-way width in the range of 135m to 165m may be required based on median width, and whether service roads are required.

The project is not under the Province of Manitoba's 5-year capital budget but it is envisioned for the Province's long term plan.

### Proposed New Brady Road Landfill Access

There are no significant alterations currently planned for the Brady Road Landfill site; however there is a proposal to relocate the Provincial Road 330 access to the Perimeter Highway, the main access to the landfill. There are also plans for a new signalized intersection along some points of Provincial Road (PR) 330 near the new access point.

Relocating the PR 330 access to the Perimeter and installing the signalized intersection is a response to increasing numbers of accidents at the current access site.



# P.T.H. No. 75 Realignment (Vicinity of St. Norbert)

## FUTURE AREA TRANSPORTATION SYSTEM



Figure 8-A: Proposed PTH 75 realignments. See Appendix H for a larger view.





### Infrastructure and Impacted Sites

#### St. Norbert Total Area

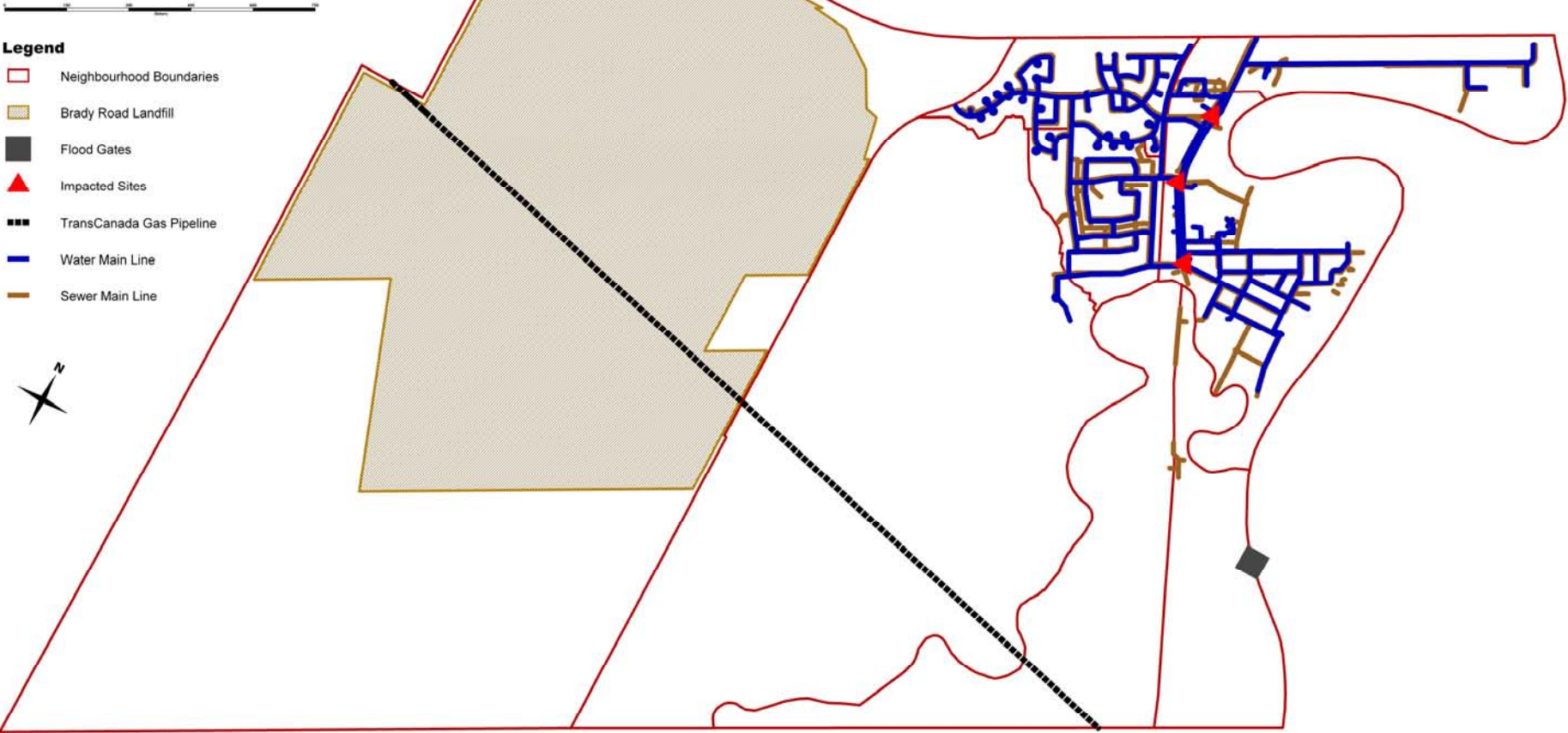


Figure 8-B: Infrastructure and Impacted Sites in St. Norbert. See Appendix H for a larger view.

## Red River Floodway Gates

The Red River Floodway is 47 kilometers long and almost as wide as the Red River itself. By diverting Red River flows away from Winnipeg and into the Floodway, it is designed to protect Winnipeg from a flood 50 per cent greater than the flood of 1950. Between 1968 and 1999, the Floodway saved Winnipeg from significant damage 20 times, most notably in 1979 and 1997. The gates of the Floodway are located in St. Norbert on the Red River just east of Turnbull Drive.



Figure 8-C: The Red River Floodway Gates

## Waste Water Sewer System

The existing wastewater sewer system in St. Norbert connects through Bishop Grandin to the South End Water Pollution Control Centre, located at 100 Ed Spencer Drive. The main sewage pipe has reached its capacity and any significant future development will require upgrades and/or an expansion to the system.

## Water Service

The Water lines in St. Norbert are below capacity; however any significant future development will require a detailed water engineering study.

## TransCanada Gas pipeline

The section of TransCanada Gas Pipeline that goes through Winnipeg starts at the southeastern side of St. Norbert and ends at the northwestern side. The Pipeline runs through the neighbourhoods of Perrault, Trappistes and La Barriere.

Development is prohibited on the 90-foot right-of-way around the TransCanada gas pipeline.

## Impacted Sites (Brownfields)

While there is no single, legal definition of a 'brownfield' in Canada, it is generally considered to be an abandoned, vacant, derelict, or under utilized property that has potential for redevelopment, but which has been contaminated by past actions on or near the site (Russ 2000, v). Brownfields can include decommissioned refineries, former railway yards, abandoned gas stations, old warehouses, waterfronts and riverbanks, former dry cleaners, and other commercial properties where toxic substances may have been used

or stored (National Round Table on the Environment and the Economy 2005). Sites that are underutilized or abandoned because of the perception of environmental contamination can also be termed brownfields (Russ 2000, v).

Brownfields can present challenges to neighbourhoods in which they are located, and to the city as a whole, because they pose environmental problems that are costly to address (Russ 2000, 2). Vacant sites are also associated with lost tax revenue for the city (Russ 2000, 2), and they can pose financial risk to developers because of the expense of remediation, and because of liability issues. Some Canadian cities such as Hamilton, Kitchener and Waterloo have brownfield policies, and offer tax credits to buyers of the sites.

- In order to formally identify contaminated sites, Environmental Site Assessments (ESAs) are undertaken by Environmental Engineers.



Figure 8-D: The site of this abandoned gas station on Pembina Highway in St. Norbert may require remediation if it is developed as a different use in the future.

Manitoba Conservation defines brownfields as “Contaminated Sites” or “Impacted sites” (Manitoba Conservation 2002, 3).

A Contaminated Site is “a site, designated under The *Contaminated Sites Remediation Act (CSRA)*, where contaminants are present at a level which poses or may pose a threat to human health or safety, or the environment” (Manitoba Conservation 2002, 3).

An Impacted Site is “a site where contaminants are present in concentrations above background levels, but which does not pose a threat to human health or safety, or the environment” (Manitoba Conservation 2002, 3).

### Impacted sites in the study area

St. Norbert has no currently Contaminated Sites, but has three Impacted Sites: **3560 Pembina Highway; 3311 Pembina Highway; and 3455 Pembina Highway** – all of which area previous petroleum stations. Some contaminants at 3560 Pembina were found to exceed environmental quality guidelines. This site was not deemed to present exposure concerns but requires further remediation if exposure becomes an issue in the future.

The 3311 and 3455 Pembina Highway sites were both found to have petroleum

hydrocarbons below soil quality guidelines. No further remediation is required at 3311 Pembina. At 3455 Pembina, no further remediation is required if the site is developed for a similar future purpose.

Manitoba Conservation should be consulted before any future development proceeds on these or other potential Impacted Sites.

**The Brady Road Landfill** is not a Contaminated or Impacted Site, but as residential development occurs closer to the site, the environmental impacts of the facility may become more of an issue. The following are some highlights of Brady Road Landfill’s environmental impacts:

- 15 metres of subsurface clay protects ground water from contamination.
- Wind spreads odor and light debris. Fencing around the site does not adequately address the blowing debris.
- Methane gas will be addressed through a new methane capture program.
- Speed limits have been reduced to address trucking noise.
- Gulls forage the landfill and use local water sources. Additional ponds in nearby residential subdivisions may exacerbate this issue.



Any new residential development near the Brady Landfill may need to consider the environmental impacts of the facility.

### Main Infrastructure and Impacted Sites Issues:

- The main sewer line is at capacity, impacting potential future development & expansion.
- Future significant development will require a water engineering study.
- Developers should consult Manitoba Conservation before proceeding with development on potential Impacted Sites.
- The realignment of PTH 75 will reduce trucking traffic on Pembina Highway through St. Norbert.
- The right-of-way for PTH 75 may impact available land for development, although most of the affected area falls outside the St. Norbert urban area.
- Community members and area stakeholders will help determine the configuration of interchanges and alignments through further public consultations.

## Chapter 9

# Riverbanks & Natural Lands

*Winnipeg's riverbanks are composed of clay-rich soils and alluvial deposits. Clay soils are generally prone to erosion and this strongly affects riverbank stability. St. Norbert has a significant amount of riverfront property, most of which is privately-owned.*

### Riverbank Stabilization

The St. Norbert study area is bordered by the Red River to the east. The La Salle River also runs through the study area, and meets the Red River just north of Turnbull Drive. Riverbank stability is a more significant issue along the Red River than the La Salle River. The City of Winnipeg has completed riverbank stabilization on three parcels of public land in St. Norbert: at Pembina Highway and Grandmont Avenue and along both sides of the La Salle River Bridge. However, most land along the Red River is privately owned.

Private land owners are responsible for stabilizing the riverbanks on their property. In 2008, the City established the *Riverbank Stabilization Grant and Local Improvement Tax Financing Program*, which grants up to 25% of the total costs of riverbank stabilization projects on private property. To date the largest stabilization project undertaken with this grant program has been on the Villa Maria site.

### Flood Protection

Flood protection exists in the form of the City's primary dike system, which is a permanent earthen dike with an elevation of 26.5 feet. South Winnipeg's primary dike system does not protect all riverfront properties in the St. Norbert study area,

particularly south of Cloutier Drive, Rue Des Trappistes and on Rue St. Pierre.

Secondary dikes are constructed by the City on public lands and by private landowners on private land. A secondary dike is a non-permanent structure, typically built of sand bags, to levels recommended by the City (typically 2 feet above the maximum crest elevation). Pick-up and drop-off points for sandbags are provided by the City.

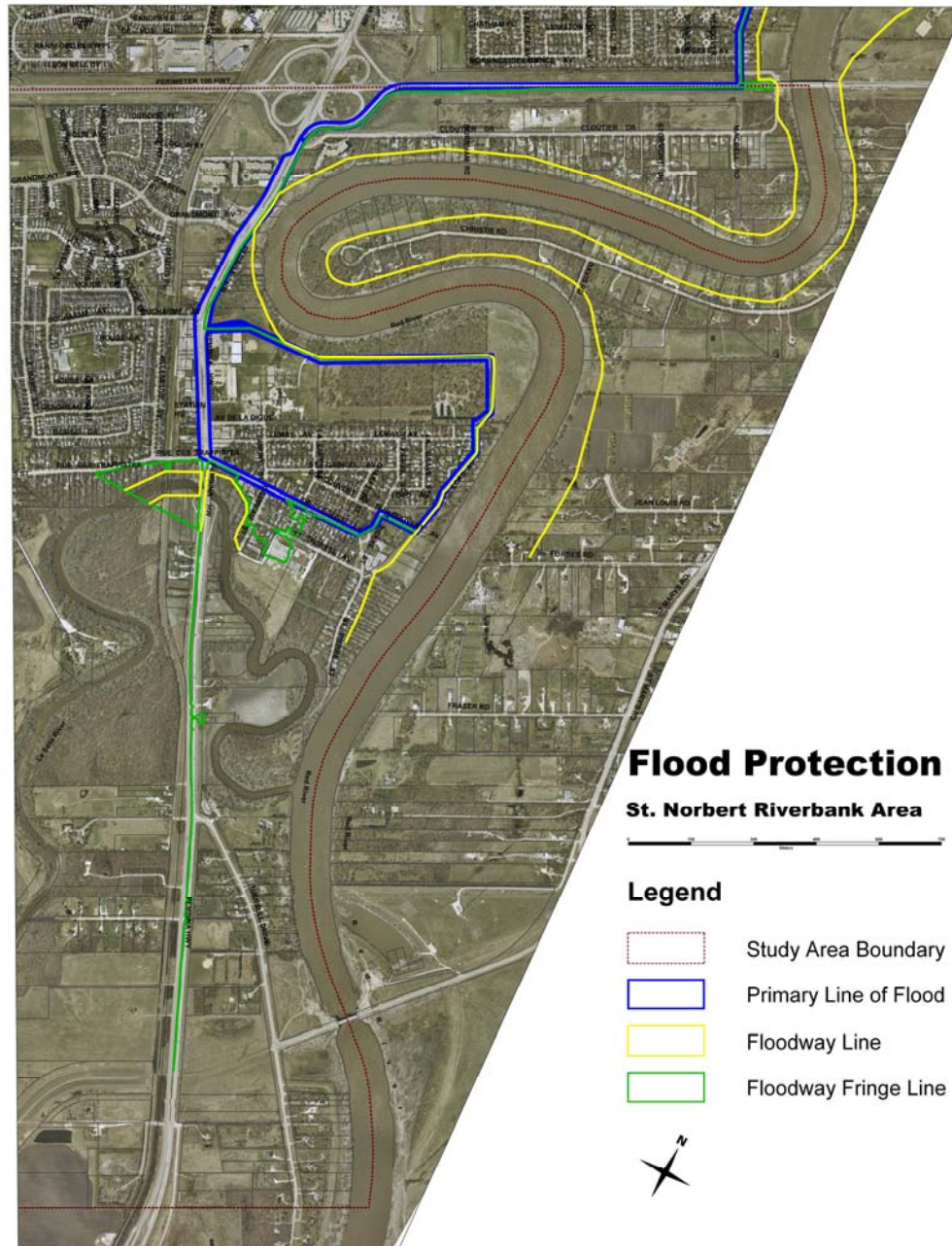
The Primary Line of Flood Defense (PLD) protects Winnipeg from catastrophic flood events. In St Norbert the

PLD protect properties west of Pembina Highway. The PLD does not protect land south of Avenue De L'Eglise.

Development is not permitted in the "Floodway Zone", the area between the Floodway Line and the river. "Flood Prone" lands are located between the Floodway Line and Floodway Fringe Line.

Development on "Flood Prone" land must be flood-proofed according to criteria in the Province of Manitoba's *Designated Floodway Fringe Area Regulation*. There are properties on Cloutier Drive, Stormont Drive, Rue St. Pierre, Turnbull Drive, and Avenue Lord that are located on "Flood Prone" land.





**Main Flood Protection Issues:**

- There are portions of the riverbank that are actively eroding in the study area.
- The majority of riverbank property is privately owned and may be susceptible to riverbank failure with resultant loss of property and potentially upland investment.
- There is established development on flood prone lands that does not meet current flood proofing standards.

Figure 9-A; Flood Protection system in St. Norbert. See Appendix I for a larger view.

## Natural Lands

The St. Norbert study area contains five types of natural habitats: Riverbottom Forest; Tall Grass Prairie; Aspen Forest; Oak Forest; and Wetlands. The St. Norbert study area contains pockets of all these types; the most abundant is Riverbottom Forest. These habitat types are each given a grade of A, A/B, B, B/C, C, or D depending on the quality of habitat and the levels of disturbance. All these habitat types are considered at-risk except for Aspen Forest.

Natural lands are fragmented within the study area and are mostly located on publicly-owned land. Natural lands, especially Riverbottom Forest, are concentrated along the LaSalle River. Although most natural land is zoned as *Parks and Recreation*, some parcels are located in *Agricultural* districts.

Ecologically Significant Natural Lands (ESNLs) are natural lands designated by the City of Winnipeg.



Figure 9-B: Riverbottom Forest in St. Norbert.

Protection and conservation of ESNLs may be accomplished through acquisition and designation as parkland.

Other protection techniques such as Conservation Easements and Ecological Gifts have also been utilized. Designation of ESNLs is done on a case-by-case basis using an assessment process initiated by City of Winnipeg staff.

There are zoning, land use and development implications for neighbourhoods containing ESNLs. According to the City of Winnipeg's *Ecologically Significant Natural Lands Strategy and Policy*, ESNLs on public land shall be zoned "PR1", whereas ESNLs on private land will be managed through conservation agreements.

Two parcels of land within the study area will potentially have conservation easements:

**56 Campeau** is a publicly-owned land with prime Riverbottom habitat. If ever sold by the City to a private owner, there would be conservation easement in order to protect the stand of trees on this parcel.

The City of Winnipeg is seeking a conservation agreement with the owners of the **Southwood Golf Course** in order to protect a portion of oak forest in the vicinity of a portion of publicly-held riverbank.

### Main Riverbanks and Natural Lands Issues:

- Some natural lands are located in "A" or "RR5" zoning districts and are therefore not zoned in a manner that provides for preservation by the City of Winnipeg.
- Some city-owned parks are not zoned for Parks and Recreation; La Barriere Park, for example, is located in an Agricultural zoning district

# Riverbank Stabilization and Natural Lands

## St. Norbert Total Area



Figure 9-C: Riverbanks and Natural Lands in St. Norbert. See Appendix J for a larger view.

# **PART III**

## **Community Engagement**



# Chapter 10

## Community Engagement

*An open house was held June 24, 2009 at Parc La Salle School in St. Norbert to gather information from community members for the background study and to identify area issues of concern. This section presents the notes taken from interactive displays and round table discussions.*

### Community Open House Fast Facts:

**When:**

June 24, 2009, 4:30-9:00 PM

**Where:**

Parc LaSalle Elementary School

**Facilitators:**

Waleed Albakry, David Marsh, Vicky Reaney, Andrew Ross

**Participants:**

12 attendees/area residents with representatives from Entreprise Riel, Heritage St. Norbert and Group Action St. Norbert.

### Feedback from Interactive Displays

*What do you think are the heritage issues in the area?*

- French language needs preservation (more than one participant mentioned this)
- Aboriginal and Métis heritage preserved in school curriculum (more than two participants mentioned this)
- Number of Métis buried near church without acknowledgement
- Preserve and show Métis flag in different areas of St. Norbert
- More availability of heritage info needed: who were the aboriginal peoples and what were their lives like?
- Once you start paving over stuff, the history goes with it
- Make some use of buildings in heritage parks
- Find a way to acknowledge La Barriere (the actual site)
- Proud to have bilingual signage on the Co-op
- Support locally-relevant French-Métis historic architectural elements where appropriate (more than two participants mentioned this)
- Urban Design guidelines

*Are there any historic buildings or sites not listed on government heritage building lists that should be?*

- Preserve Rail Bridge
- The Catholic Church site/building
- Villa Maria- now Laureate Academy was owned by the Oblates – the history of these grounds should be preserved and documented
- Yellow house on Campeau
- Westendorf Farm House on Gendreau Ave.
- 1<sup>st</sup> house on the south side of De L'Eglise
- 1<sup>st</sup> house before river lots on Lord Ave
- Doubigin House on Pembina Highway just South of the post office
- There is a need to study and identify other buildings

*In your opinion, what kind of mix of housing should St. Norbert have, in order to meet the needs of its population?*

- More rentals (one participant disagrees)
- Multiple family housing (one participant disagrees)
- More affordable condos (lower prices than what is being built now) (more than one participant mentioned this)
- Aging in place

- Affordable rentals
- People who grew up in this area should be able to stay in this area
- Support for condos but not apartment buildings (transient rental population causes problems)

*In your opinion, what are the major zoning and/or land use issues in St. Norbert?*

- Strip malls on Pembina look ugly/unsavory
- Might look better to have commercial on Pembina built to sidewalk and parking behind and doors on both sides
- Commercial strip needs a 'critical mass of pedestrian-friendly buildings'
- Mixed use development along Pembina to increase pedestrian presence
- Cut Pembina to create a grid of local streets
- Potential redevelopment of the Villa Maria site
- Potential development of agricultural area east of Waverly and north of Des Trappistes (why?)
- Single family lot on Pembina can be rezoned for multiple family
- Less businesses on Pembina and more community based places for families
- More options for an active lifestyle

- Pedestrian crossing needed on Pembina by Foodland
- Vandalism and litter in the community

*In your opinion, what are the major transportation and/or parking issues in St. Norbert?*

- High levels of traffic and vehicle and pedestrian safety are concerns
- Transit service is fairly good
- Transit service is minimal
- Long ride downtown on Transit (St. Norbert to Victoria Hospital takes approximately 25 minutes on route 62, and 45 minutes to Downtown)
- More transit feeder routes are needed
- Parking around the Farmer's Market (several participants agreed on this point)
- Need to expand Active Transportation network
- Need Active Transportation trail along Turnbull Drive to connect with Crow Wing Trail and Duff Roblin Park
- Active Transportation network should be extended to the Floodgates on Phase II of rapid transit
- Vehicle accidents and collisions occur on the corner of Pembina Highway and Rue Des Trappistes due to bad

sight lines and speeding on Pembina Highway (psychologically, Pembina should have highway speed limits beginning at Des Trappistes)



Figure 10-A: Gathering community views at the Open House

*What are your thoughts about the PTH 75 realignment proposal, and how do you think it may impact St. Norbert?*

- What is the amount of trucking traffic that will be diverted from the PTH 75 realignment?
- PTH 75 should have minimal impact on businesses along Pembina
- May improve on traffic safety; less traffic and lower speeds
- Better for businesses along Pembina
- Help development "community" feeling in St. Norbert by producing more of an 'urban village' character as opposed to the current 'bedroom community' character

- Re-establish St. Norbert as the gateway to Winnipeg
- What can be done in the meantime to enhance the character of Pembina, before the re-alignment occurs?

*What do you think are the major natural lands and/or riverbank issues in St. Norbert?*

- Development occurs too close to the riverbank (i.e.: on St. Pierre, Ave Lord, and Cloutier Drive)
- Riverbanks cost too much to protect
- Need more green space along creek west of Parc La Salle
- Prevent future development on environmentally sensitive lands

*Are there any issues associated with infrastructure/impacted sites or the Brady Landfill?*

- The garbage needs to be contained better
- Planting more trees to hide the landfill



Figure 10-B: Facilitating community discussion at the Open House

**Facilitated Discussion Table**

*What makes up the character of St. Norbert / what makes the community unique?*

- Small town charm in the city (more than one participant mentioned this)
- Country and city benefits (more than one participant mentioned this)
- Historic character: French and Métis heritage, “where Manitoba started”
- Entrance to Winnipeg
- Floodway
- Abundance of parks: 3 Provincial Parks and 1 city park
- Architectural and heritage aspect of area and its buildings
- Two rivers: the River and the LaSalle
- Farmer’s Market

*What you like most about St. Norbert?*

- Small Town Charm (more than one participant mentioned this)
- It’s unique
- Farmer’s Market (more than one participant mentioned this)
- Bilingual Character
- Multi-cultural nature
- Riverbottom Forest

- Two Rivers- need to be more accessible (Red River)
- Greenspaces/parks

*What would you change?*

- Heavy truck traffic on Pembina Highway
- Would Like PTH 75 Bypass to occur
- Address odour/debris and methane capture from Brady landfill
- Better refuse collection in parks
- Have BIZ established for St. Norbert
- Allow mixed zoning in the core
- Pedestrian and vehicular safety at Farmer’s Market/Pembina
- Strict controls on development on Pembina Highway should be in character of the area
- More bikes and pedestrian routes
- Fewer parking lots along streets
- Less parking lots along streets
- Better entrance to St. Norbert/City of Winnipeg
- More French signage

*What do you hope for the future of St. Norbert?*

- Longer operating hours for community centre
- More programming/ facilities for youth, which ties into petty crime and vandalism in the area

- Better trails connectivity and signage
- Make St. Norbert a destination, i.e.: make commercial aimed at tourism; Farmer’s Market as ‘Town Centre’ for St. Norbert
- Diversity of housing type and tenure, i.e.: more condos and apartments; good quality of development
- Better lighting in public spaces but not the light polluting kind
- Farmer’s Market as summer node for activity; need winter node such as Duff Roblin Park
- Better connections to Duff Roblin Park
- Village Commons concept

*What concerns do you have about the future of the St. Norbert?*

- Petty crime
- Having more low income housing concentration in one area
- Public transit not supported well
- Better property maintenance
- Need to include Market integrated housing in new development
- Increased traffic volume on Pembina Highway if PTH 75 by-pass does not occur
- Maintaining the quality of the LaSalle River, greenspaces, and

environmentally sensitive lands

- Destruction of environmentally sensitive lands on private land

*Where do you see St. Norbert 20 years from now?*

- Farmer’s Market as destination
- Commercial development serves local population, St. Norbert as a “tourist destination”, and creates employment
- A ‘look and feel’ for community based on Franco-Manitoba/ Métis heritage of the area with a focus on Pembina Highway
- New development reflects the character of the area
- More greenspace
- Connections to the larger Active Transportation Network
- Key entry point into the City of Winnipeg

**PART IV**  
**Summary,**  
**Recommendations**  
**and Next Steps**

# Chapter 11

## Summary and Recommendations

### Summary

The St. Norbert study area is located at the southern periphery of Winnipeg. According to *Plan Winnipeg*, the study area is divided into four Neighbourhood Policy Areas (NPAs) and four Rural Policy Areas (RPAs). These designations have implications for development and infrastructure servicing.

Census data indicates that the study area is fairly stable. Residents have higher-than-average levels of education, homeownership, and tend to move less compared to the Winnipeg average. The study area also has lower than average levels of unemployment and crime. Also, there is a lower proportion of one-person households than in Winnipeg as a whole, indicating a comparatively greater proportion of family households.

The City's housing policy designates this St. Norbert as a "Conservation Area", a category that is given to established areas in the City that have the least need for rehabilitation or improvement (City of Winnipeg, 2000).

The study area contains a rich Franco-Manitoban and Métis heritage, which is represented through signage, heritage tours, and heritage

buildings. There are a higher percentage of Francophone residents than in Winnipeg as a whole. There are a number of citizens' and non-profit groups that are active in heritage conservation and interpretation in the study area. Residents have suggested that there may be other heritage assets in the area worth preserving that are not currently protected.

There is less ethnic diversity in the study area compared to Winnipeg as a whole. Although there is a larger Métis population than in Winnipeg as a whole, there is a lower percentage of visible minorities and Aboriginal residents.

Recent development, including residential, commercial and conditional use permits, have been concentrated in the NPAs. The number of development permits indicates a relatively low level of development activity in the neighbourhood in the past several years.

A possible outcome of the Southwood Golf Course might be a demand for housing in the its adjacent lands; especially after the realignment of Highway 75 which will serve as a buffer between the Brady Landfill and the area located east of the realignment.

Overall, the predominant land use in the study area is

agricultural; while the predominant land use in the NPAs is single-family residential. There are some discrepancies between zoning and land use such as homes, parks or industrial developments on sites that are zoned for other uses.

While there is a diversity of housing types in the study area, the major tenure type is home ownership. A significant proportion of the housing stock is row houses side-by-side dwellings, which are mostly concentrated in the neighbourhood of Parc La Salle.

Residents have expressed support for more multiple-family condominium development but are less supportive of new apartments or existing duplexes and side-by-sides. Newly developed multiple-family housing is concentrated on Pembina Highway. Support for designs of these has been mixed, with some residents expressing support for designs that reflect area heritage.

The study area contains significant amounts of vacant residential and commercial land which could be redeveloped to accommodate more mixed uses. Approximately half of the commercial sites in the study, which are mostly located on Pembina Highway, are vacant. Much of the

commercial development is auto-oriented, with parking in front and the storefront located away from the sidewalk. Study area residents have shown support for the redevelopment of the Pembina Highway commercial area, in a way that supports pedestrian-oriented built form, reflects St. Norbert as a gateway to the City, and supports the St. Norbert Farmer's Market as a City-wide destination.

Although *Manufacturing* zoning districts are not present, industrial land uses occupy 15.2% of the study area. The largest industrial use is The Brady Road Landfill. The Brady Road Landfill owns 2230 acres in the RPA of La Barriere, which also makes it the largest landowner in study area. Noise and traffic associated with the Landfill have been raised as issues by nearby residents.

Currently, there are three impacted sites (brownfields) in the study area and seven sites of archeological significance.

Institutional land uses include neighbourhood schools, places of worship, personal care homes and organizations such as the St. Norbert Farmer's Market, the Behavioural Health Foundation, and the St. Norbert Arts Center. The

potential redevelopment of the Villa Maria Renewal Centre site has been controversial, as nearby residents have complained about loss of river views and destruction of a mature tree stand.

The study area has over 400 acres of parks and open space, which include 16 city-owned parks and two provincially-owned parks. Some parks, such as La Barriere Park, are not located in a *Parks and Recreation* zoning district, and are therefore not zoned in a way that provides protection or reflects present use. Study area residents appreciate the ample system of parks and open space, although there is some concern with vandalism and loitering occurring in neighbourhood parks and schoolyards; and parks, open spaces and trails are lacking in connectivity.

The study area contains riverfront land on the Red and La Salle Rivers. Riverbank stability is an issue; particularly on riverfront properties next to the Red River, where erosion is occurring more rapidly. However, as most of this land is privately-owned, comprehensive riverbank stabilization is difficult to quantify and implement. While private landowners are responsible for bank stabilization on their properties, the City has



started to offer grants for stabilization projects on private land.

As per Provincial regulations, new development cannot proceed within the Floodway Line or on Flood-prone lands without undergoing flood-proofing measures. There are examples, however, of established development on flood prone lands in the area that does not meet current flood proofing standards.

Pembina Highway is the only arterial street in the study area and also serves as a major trucking route and a thoroughfare for traffic entering and leaving the City from the South.

Approximately 90 per cent of all vehicular traffic coming into Manitoba from the south passes through the study area on Pembina Highway. While trucking traffic contributes to the perception of Pembina Highway as a busy thoroughfare, almost half of the traffic found on Pembina Highway in the study area is locally generated.

Commuting patterns indicate that the study area is primarily auto-oriented, with lower-than-average levels of commuting by walking, cycling, or public transit. However, levels of commuting by public transit are only slightly lower than the Winnipeg average.

The study area contains many hiking, multi-use and Active Transportation trails. However, these trails are fragmented and recreationally-based. However, connecting existing trails and the future extension of the South Winnipeg Parkway will serve to expand recreational opportunities and commuting options to study area residents.

Public parking is concentrated outside commercial land uses on Pembina Highway and around neighbourhood schools. Parking, traffic and pedestrian safety issues related to St. Norbert Farmers' Market have been identified by area residents.

A realignment of Highway 75 is planned for the coming years following additional public consultation on the proposed alternatives. The realignment will divert truck traffic around St. Norbert and has the potential to reduce traffic levels on Pembina Highway. After the realignment occurs, there will be opportunities to redevelop Pembina Highway to reflect the character of a neighbourhood main street.

Also, there will be opportunity to designate the surplus right of way to on-street parking, Active Transportation, or other uses.

The sewage line serving the study area is at capacity. It will require upgrading or expansion if more residential development occurs. Also, there is a need for a water engineering study before proceeding with any substantial new development.

While the study area contains abundant natural areas and habitat types, some of these parcels are not zoned in a manner that provides for conservation.

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*The level of detail provided in this background study is intended to provide a working knowledge of area issues while allowing for a wide range of land use and development topics to be covered. Further information can be obtained by contacting the Planning, Property and Development Department, Planning and Land Use Division.*

## Recommendations

Based on the absence of substantive land use conflicts and development pressures in the St. Norbert area, and the lack of indications of neighbourhood decline, a secondary planning process is not warranted for the St. Norbert study area at this time. There are a number of discrete interventions that can provide guidance for St. Norbert, and address the area's localized land use and planning issues.

The following are recommended courses of action to address the main issues identified in this background study. It is recommended that community members and area stakeholder groups be consulted as part of the development of these initiatives. See *Figure 11-A* for a summary and implementation plan for these recommendations.

### Guiding Future Development

- Create a Planned Development Overlay (PDO-1 or PDO-2) District for Pembina Highway, between the Perimeter Highway and Rue Des Trappistes, to:
  - Address zoning incongruencies;
  - Allow for redevelopment of vacant commercial sites to accommodate multiple-family residential or mixed-uses;
  - Support cultural heritage through signage;
  - Encourage pedestrian-oriented urban form, a mix of land uses, quality urban design and streetscaping.

Collaboration between Public Works and Planning & Land Use should be a central aspect of the PDO.

- Create a Development/Service Concept Plan for land north Rue Des Trappistes, east of the proposed PTH 75 By-Pass, to guide potential future development. The Plan should include basic land use policies, recommend street and active transportation patterns, and address existing and future infrastructure issues.
- Protect park space and natural lands by rezoning of agricultural parcels that are currently used as parks and open space.
- Ensure Manitoba Conservation is consulted before proceeding with developments on impacted sites (brownfields).
- Ensure environmental and/or other impacts from the Brady Road Landfill are considered before future development occurs near that site.
- Promote a diversity of housing types and tenures in new development and redevelopment. This may include rental housing, and market-integrated affordable housing.

### Transportation and Active Transportation

- Complete a Parking Management Study for the St. Norbert Farmer's Market, and potentially for entire the Pembina Highway commercial area. Shared parking agreements and better utilization of existing adjacent parking should be explored.

- Maximize opportunities for connecting parks, riverfront lands, trails, recreational spaces and natural lands.
- Implement existing plan to link the South Winnipeg Parkway to La Barriere Park.
- Examine proposals for utilizing the surplus right-of way on Pembina Highway that will be created by the realignment of Highway 75 in the future. Proposals could include on-street parking, sidewalk cafes, streetscaping, or other uses.

**Infrastructure**

- Upgrade or expand the existing main sewage line before any substantial new development proceeds.
- Conduct a water engineering study before any substantial new development proceeds.

**Heritage**

- Conduct a heritage resource review to identify community heritage assets not currently listed or protected.
- Ensure Manitoba Culture, Heritage, Tourism and Sport is consulted before development occurs on archaeologically significant sites.

**Figure 11-A: Recommendations Chart**

<b>ACTION</b>	<b>PRIORITY</b>	<b>IMPLEMENTATION LEAD</b>	<b>OTHER INVOLVEMENT</b>
<b>Guiding Future Development</b>			
Create a Planned Development Overlay (PDO-1 or PDO-2) District for Pembina Highway, between the Perimeter Highway and Rue Des Trappistes	Short-Term to Mid-Term	Planning & Land Use	Public Works, Winnipeg Transit, Water & Waste, Winnipeg Parking Authority, Area Heritage Groups, Residents and other Stakeholders
Create a Development/Servicing Concept Plan for land north of Rue Des Trappistes	Short-Term	Planning & Land Use	Public Works, Winnipeg Transit, Water & Waste
Rezone agricultural parcels currently used as parks and open space	Short-Term	Planning & Land Use	Parks
Ensure Manitoba Conservation is consulted before developments occur on impacted sites (brownfields)	Ongoing	Planning & Land Use/Development Application Review	
Ensure environmental and/or other impacts from the Brady Road Landfill are considered before any adjacent future development occurs	Ongoing	Planning & Land Use/Development Application Review	Public Works, Water and Waste

Promote a diversity of housing types and tenures in new development and redevelopment	Ongoing	Planning & Land Use/Development Application Review	Development Community, Area Stakeholders
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**Transportation and Active Transportation**

Complete Parking Management Study for the St. Norbert Farmer’s Market and Pembina Highway commercial area. Note: May be tied with PDO (above).	Short-Term to Mid-Term	Winnipeg Parking Authority	Planning & Land Use, Residents, Area Stakeholders, Public Works
Maximize opportunities for connecting parks, riverfront lands, trails, recreational spaces and Riverbottom forest lands	Ongoing	Planning & Land Use	Parks, Public Works
Implement plan to link the South Winnipeg Parkway to La Barriere Park	Mid-Term to Long-Term	Planning & Land Use	Parks, Public Works
Develop proposals for using surplus right-of way on Pembina Highway following realignment of Highway 75	Long-Term	Planning & Land Use	Public Works, Winnipeg Transit, Winnipeg Parking Authority, Residents, Area Stakeholders

**Infrastructure**

Upgrade or expand existing main sewage line before any substantial new development proceeds	Mid-Term to Long-Term	Water & Waste	Public Works, Planning & Land Use
Conduct a water engineering study before any substantial new development proceeds	Short-Term	Water & Waste	Public Works, Planning & Land Use

**Heritage**

Conduct a review of heritage assets	Short-Term	Planning & Land Use/Heritage	Heritage Buildings Committee, Area Heritage Groups and other Stakeholders
Ensure Manitoba Culture, Heritage, Tourism and Sport is consulted before development occurs on archaeologically significant sites	Ongoing	Planning & Land Use/Development Application Review	

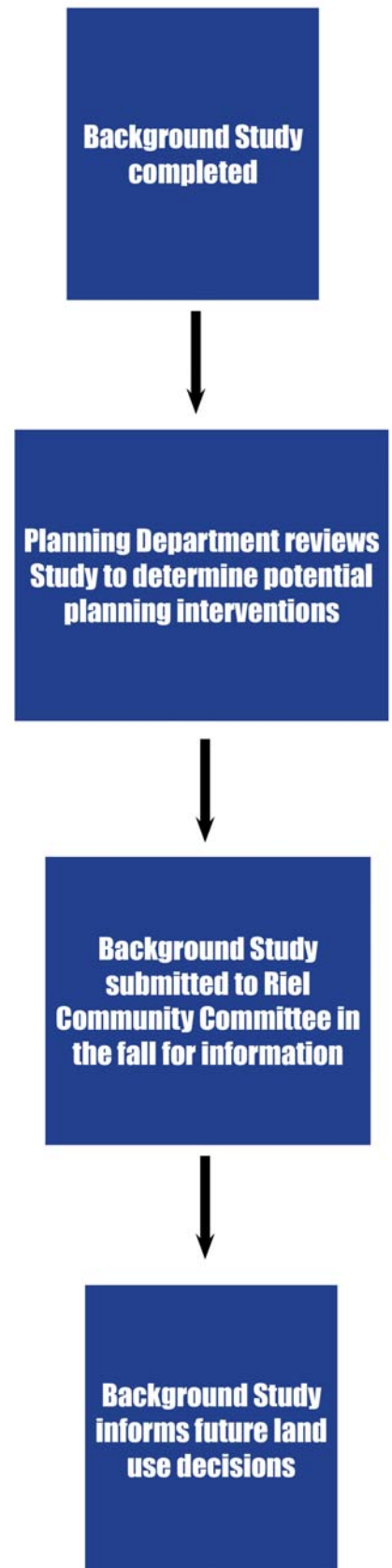
## Chapter 12

### Next Steps

#### What's Next?

Upon Completion, the Background Study will be submitted to the Riel Community Committee for information. The Planning and Land Use Division will also study the document and determine the scope of future planning activities in the St. Norbert area.

Future planning activities may include a Planned Development Overlay (PDO) or other planning or regulatory tools. If any of these are initiated, they will include further consultation with the community.



**PART V**  
**GLOSSARY**  
**AND**  
**REFERENCES**

## Glossary

The purpose of this section is to provide clarification for certain terms that are used in the *St. Norbert Background Study* that may not be defined in the City of Winnipeg's *Plan Winnipeg, Zoning By-Laws, or other legislation or by-laws.*

<b>Active Transportation</b>	A means of human-powered transportation such as walking, cycling or roller-blading.
<b>Caribou Lake</b>	Paleo-Indian artifact culture or complex dating from 6000 to 4000 BC.
<b>Conservation Agreement (or Conservation Easement)</b>	A voluntary, legal agreement between a landowner and conservation organization that permanently limits uses of the land in order to protect its conservation values. Unlike other methods that require landowners to sell or donate their property to a conservation organization, conservation agreements allow private landowners to continue to own and use their land and even to sell it or pass it on to heirs.
<b>DART (Dial-a-Ride Transit)</b>	A bus that operates on a fixed schedule, but one that has more flexibility than regular buses
<b>Ecological Gifts</b>	A way for landowners with ecologically sensitive land to protect nature. It offers significant tax benefits to landowners who donate land or a partial interest in land to a qualified recipient. Recipients ensure that the land's biodiversity and environmental heritage are conserved in perpetuity.
<b>Historic (Archaeological)</b>	Artifacts of European or later origin.
<b>Historic building or place</b>	A structure, building, group of buildings, district, landscape, archaeological site, or other place that has been formally recognized for its heritage value. These include, but are not exclusive to, buildings or structures designated on the City of Winnipeg Buildings Conservation List.



<b>Maintenance</b>	Within a historic or architectural significance context, the routine, cyclical, non-destructive actions necessary to slow the deterioration of a historic building or place. It normally entails routine, periodic inspection; routine, cyclical, non-destructive cleaning associated with housekeeping; minor repair and refinishing operations; replacement of damaged, broken or deteriorated materials that are impractical to save (e.g., broken window); rust removal; cyclical pruning; top-dressing; and cleaning of drainage inlets or outlets.
<b>Mixed Use</b>	A tract of land or building or structure with two or more different uses such as but not limited to residential, office, retail, public, or entertainment, in a compact urban form. Mixed use may occur in two forms. 'Vertical' mixed use involves more than one use within the same building or structure on different floors or storeys, i.e. ground floor commercial with residential uses above. 'Horizontal' mixed use involves more than one use on the same site, building, or structure.
<b>Mobility</b>	Information indicating whether the person lived in the same residence on Census Day), as he or she did one year before. A person is classified as a non-mover if no difference exists. Otherwise, a person is classified as a mover.
<b>Multi-use trail</b>	Shared roadways that have been designated as such by signage. Designated Bicycle Routes are primarily for recreational purposes but can also be used to provide an alternative route to streets with heavier traffic.
<b>Natural lands</b>	A general term that refers to wildlife habitat and natural areas. These areas can be divided into three categories wetlands, forests and the river corridors.
<b>Node</b>	Centre of activity in a neighbourhood with mixed uses and a variety of transportation alternatives.
<b>Preservation</b>	The action or process of protecting, maintaining and / or stabilizing the existing materials, form, and integrity of a historic place or building, or of an individual component, which protects its heritage value.
<b>Restoration</b>	The action or process of accurately revealing, recovering or representing the state of a historic building or place, or of an individual component, as it appeared at a particular period in its history, while protecting its heritage value.

<b>Streetscape</b>	The space between the buildings on either side of a street that defines its character. The elements of a streetscape include building frontage/façade, landscaping (trees, yards, bushes, plantings, etc.), sidewalks, street paving, street furniture (benches, kiosks, trash receptacles, etc), signs, awnings, and street lighting.
<b>Tall Grass Prairie</b>	A complex ecosystem native to central North America. It takes its name from the dominant tall grasses which grow well over one meter high
<b>Tenure</b>	Housing tenure refers to the financial arrangements under which someone has the right to live in a house or apartment. The most frequent forms are tenancy, in which rent is paid to a landlord, and owner occupancy.
<b>Tree stand</b>	A relatively uniform group of forest trees that have similar species composition, tree sizes, ages and structure.
<b>Wetlands</b>	Lands that are wet and whose plant and animal communities are adapted to living on waterlogged soils.
<b>Woodland Blackduck</b>	Pottery or ceramics found in Manitoba dating from A.D. 800 to 1700.

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