Minute No. 505
Report - Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – July 4, 2011

Item No. 2 Downtown Residential Development Strategy – Downtown Residential Development Action Plan

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management and adopted the following;

1. That the Downtown Residential Development Strategy and Downtown Residential Development Action Plan (Appendix A) be adopted.

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

Report - Standing Policy Committee on Downtown Development, Heritage and Riverbank Management – July 4, 2011

DECISION MAKING HISTORY:

Moved by Councillor Swandel,

That the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management be adopted.

Carried

Councillors Smith and Wyatt asked to be recorded as having voted against the item in accordance with Section 47.7 of the Procedure By-law.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On July 13, 2011, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management and submitted the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On July 4, 2011, the Standing Policy Committee on Downtown Development, Heritage and Riverbank Management concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council.

ADMINISTRATIVE REPORT

Title: **To establish a Downtown Residential Development Strategy**

Critical Path: **Standing Policy Committee on Downtown Development, Heritage and Riverbank Management, Executive Policy Committee, Council**

AUTHORIZATION

Author	Department Head	CFO	CAO
S Dueck	D Joshi	N/A	P Sheegl CAO

RECOMMENDATIONS

1. That the attached Downtown Residential Development Strategy and Downtown Residential Development Action Plan (Appendix A) be adopted.

REASON FOR THE REPORT

On September 21, 2006, the Executive Policy Committee referred the recommendation of the Winnipeg Housing Steering Committee to the Public Service to prepare a report outlining scope, strategy, and process for housing in the Downtown.

IMPLICATIONS OF THE RECOMMENDATIONS

The intent of the Downtown Residential Development Strategy (DRDS) is to contribute to the creation of a Downtown that:

- is vibrant;
- has neighbourhoods with distinct character;
- is walkable, and;
- is a source of civic pride.

The DRDS identifies four key goals and six specific strategies.

The goals set out to achieve this vision are:

1. to increase the population of the Downtown;
2. to create dense residential clusters;
3. to promote residential buildings and neighbourhoods in order to develop a Downtown that reflects the income diversity of the whole of the city of Winnipeg; and
4. to continue to support existing downtown neighbourhoods.

The DRDS identifies six specific strategies to achieve these goals:

1. Enhance the quality of downtown residential life;
2. Improve access to and from, and mobility within, the Downtown;
3. Develop a strong planning framework for downtown residential development;
4. Enhance and ensure responsive and integrated City services related to Downtown residential development;
5. Adapt and develop key tools to encourage desired development; and
6. Promote downtown living with developers and potential residents.

These six strategies are in turn supported by almost 50 action items identified in the Downtown Residential Development Action Plan. A number of these action items are already in place or are presently being completed. A second category represents actions that have been previously announced or will be implemented as part of other operational plans. A third category represents new initiatives. It was seen as important to include all three categories of actions in this document to reflect the broad set of initiatives that are currently underway within the Downtown.

One of the cornerstones of the strategy is the new Downtown Residential Development Grant Program (DTRDGP) jointly announced by the City and Province in 2010 and expanded in 2011. This program provides a grant to developers at the time of project completion and is financed by incremental municipal and education taxes for up to 15 years. The program is designed to provide increased incentives or leverage to encourage residential projects characterized by mixed income (a range of rental or price options within the project) and/or mixed-use (inclusion of commercial or non-residential uses within the project). Initial uptake in the program has been very strong and, projections based on the projects that have been conditionally approved already indicate that over 1400 new units could be created in the Downtown under this program alone.

Downtown currently has an estimated population of 14,385 with about 65% of residents living in the two neighbourhoods of Assiniboine-Broadway and Central Park. Future growth is projected to result in a population of about 15,000 by the end of 2011.

Overall, while there are a large number of affordably priced rental units in the Downtown, there are a limited number of moderately-priced ownership options. Recent condominium projects completed in the Downtown have tended to have larger units and are situated along the river, and so are generally higher priced. This has left a gap in the mid-range of housing options in the Downtown, and offers an opportunity for development of moderately-priced rental and more attainable ownership options. The take-up under the new DTRDGP appears to be addressing this gap.

Between 2003 and 2010, over 700 new units of rental and ownership housing were completed and another 446 units are under construction in the Downtown. Of these approximately 100 new units per year, half are rental and half are condominium. Additionally, with the assistance of the new Downtown Residential Development Grant Program, over 700 new units will likely be proceeding within the next few years associated with projects that have been announced or are known to be in the planning process. The data suggests that momentum is building as the most recent years of 2009 and 2010 (estimated) will average about 150 new units annually.

In terms of population growth, from the Census periods of 2001 to 2006, the population of the Downtown increased by about 5 percent or 655 people. This was more than double the city's overall 2.2 percent change over the same period. Likewise, based on estimated growth since the 2006 Census, the downtown population has grown by an additional 6.8% between 2006 and 2010, exceeding the city's 4.8% overall growth. The Downtown population is growing and the Strategy and Action Plan will build on this success.

The following table breaks out forecasted growth by neighbourhood group in the Downtown.

Neighbourhood	2006-2010	2011-2015	2016-2020	Forecast increase in population, 2011 - 2020	% of Forecast Growth
Broadway - Assiniboine	0	200	190	624	14%
Central Park	42	100	85	296	6%
China Town / Civic Centre / DT portion of Centennial	147	115	215	528	11%
Colony / Legislature	11	50	110	256	6%
Exchange District / DT portion of West Alexander	150	523	375	1436	31%
Portage - Ellice / South Portage / Portage & Main / The Forks	193	238	350	940	20%
South Point Douglas / Logan C.P.R. (DT portions only)	29	150	175	520	11%
TOTAL	**572**	**1375**	**1500**	**4600**	**100%**
Average / Year	**114**	**275**	**300**	**460**	

The Downtown's population represents a rich cultural diversity which contributes to the Downtown's energy as a cultural centre, and provides opportunities to incorporate and promote diversity as a distinct character feature However, a concerning indicator is that currently the median household incomes in the Downtown are approximately half of those in Winnipeg as a whole. This is due in part to the smaller household size in the Downtown and due to the high preponderance of rental vs. home ownership housing. However, in general, the goal would be for the Downtown to reflect the income diversity of the whole of the city of Winnipeg. Projects planned under the DTRDGP indicate that developers are actively planning units representing

mid-range rental and condominium options. These new affordable and attainable units should lead to subsequent population growth that will result in this demographic shift.

Like many downtowns in North America, and, due in part to the high percentage of rental units in the Downtown, residents in Winnipeg's Downtown are highly mobile. A key implication of this is that encouraging people to live in the Downtown applies as much to the existing housing stock as creating new units. Existing dwellings and established neighbourhood clusters need to be well maintained and supported.

A common theme amongst most of the developers interviewed in a background study was the importance of parking for marketing condominium units, even if one or more members of the household do not drive to work. Therefore, a number of items in the Action Plan are geared to supporting and developing public transit and active transportation.

That being said, parking remains an issue, particularly if more surface lots are converted to new residential development in the future. In addition, as parking demand grows, surface lots become more lucrative and more costly to convert to residential development. Currently, most new residential development, therefore, looks to develop parking as part of the project or may struggle with sales when either it does not and/or it finds the challenge of providing project parking within the built-form environment insurmountable. This situation is anticipated to change somewhat over the medium/long-term, as the downtown environment and the transportation system evolves to offer a wider range of practical transportation options, as contemplated in the Sustainable Transportation Direction Strategy. The City of Winnipeg is committed to working with downtown stakeholders including residents and developers to introduce practical creative parking solutions that meet the goals of promoting mobility, enhancing long-term social, environmental and economic sustainability and contributing to a high quality urban environment. A downtown parking strategy is a critical tool for enabling these solutions.

HISTORY

On September 21, 2006, the Executive Policy Committee referred the recommendation of the Winnipeg Housing Steering Committee to the Public Service to prepare a report outlining scope, strategy, and process for housing in the Downtown.

Downtown Winnipeg has increasingly become a focus in City policy. Plan Winnipeg 2020 identifies a need to promote downtown development and to encourage downtown living. The City has, over the past decade, implemented a number of measures to promote Downtown housing, which has bolstered the creation of new units through new construction and the conversion of non-residential space to residential units.

In addition, CentrePlan, the City's plan for the Downtown identifies a healthy residential sector and growth in 'clusters' as a key element in the Downtown's future success.

The City would like to go further in promoting housing in the Downtown and has developed this Strategy and Action Plan to achieve this.

FINANCIAL IMPACT

Financial Impact Statement **Date:** May 26, 2011

Project Name:

Downtown Residential Development Strategy

COMMENTS:

The recommendation contained in this report is that the attached Downtown Residential Development Strategy and Downtown Residential Development Action Plan (Appendix A) be adopted.

There are no direct financial implications associated with this recommendation.

"Original Signed By"
Mike McGinn, CA
Manager of Finance

CONSULTATION

In preparing this report there was consultation with:

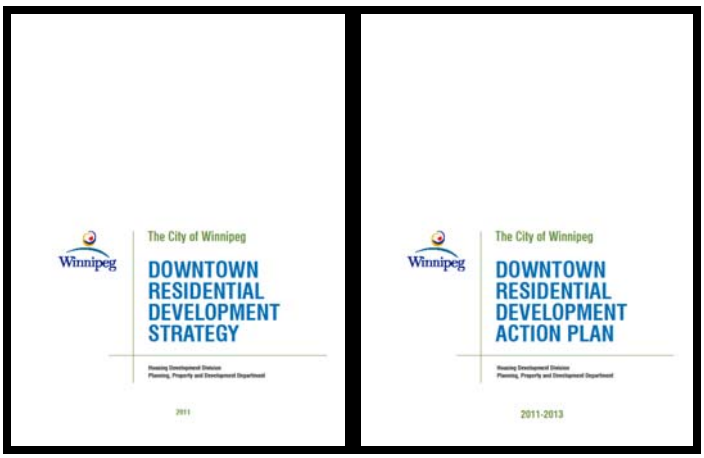
Winnipeg Police Service
Community Services Department
Public Works Department
Winnipeg Transit
Winnipeg Parking Authority

External Consultation:
The Forks North Portage Group
CentreVenture
Downtown Winnipeg BIZ
Exchange District BIZ
Winnipeg Downtown Council members
Government of Manitoba
- **Local Government**
- **Manitoba Housing and Community Development**

SUBMITTED BY

Department:	Planning, Property and Development
Division	Housing Development Division
Prepared by:	Stan Dueck, Housing Development Manager
Date:	May 26, 2011
File No.	o:\reports directive\housing development\ris dt residential development strategy.doc

APPENDIX A


The City of Winnipeg
DOWNTOWN RESIDENTIAL DEVELOPMENT STRATEGY
2011
The City of Winnipeg
DOWNTOWN RESIDENTIAL DEVELOPMENT ACTION PLAN
2011-2013



The City of Winnipeg

DOWNTOWN RESIDENTIAL DEVELOPMENT STRATEGY

Housing Development Division
Planning, Property and Development Department

2011

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Summary

The Downtown Residential Development Strategy

Vision

The Downtown Residential Development Strategy envisions a downtown that

- is vibrant;
- has neighbourhoods with distinct character;
- is walkable;
- is a source of civic pride.

Goals

1. To increase the population of the Downtown
2. To create dense residential clusters.
3. To promote residential buildings and neighbourhoods in order to develop a Downtown that reflects the income diversity of the whole of the city of Winnipeg.
4. To continue to support existing downtown neighbourhoods.

Measures of Success

1. A net increase in total downtown population
   Data: Estimated based on ratio of people per unit for new development (City of Winnipeg; annually); Census data (Statistics Canada; every five years)
2. An increase in the municipal property tax base (prior to calculation of tax-related financial incentives)
3. Decreasing or elimination of the need for financial incentives to meet the forecasted number of new units

Strategies

1. Enhance the quality of downtown residential life;
2. Improve access to and from, and mobility within the Downtown;
3. Develop a strong planning framework for downtown residential development;
4. Enhance and ensure responsive and integrated City services related to downtown residential development;
5. Adapt and develop key tools to encourage desired development; and
6. Promote downtown living with developers and potential residents.

Introduction:

The intent of the Downtown Residential Development Strategy ('Strategy' or DRDS) is to outline the scope and strategies for downtown residential development. It is accompanied by the Downtown Residential Development Action Plan which identifies a variety of specific action items with implementation time frames that support the strategies identified in the DRDS. Both documents continue the efforts to create a Downtown that is growing in residential population, and is vibrant, safe, sustainable, as well as a source of civic pride. The DRDS draws on the Downtown's historic role as the social, physical, economic, and cultural hub of Winnipeg. Looking towards the next five years, the Strategy's overarching goal is to promote downtown living as a viable lifestyle choice for a number of market segments that is competitive with other location choices. It lays out an action plan to encourage the on-going development of the Downtown as an attractive and desirable place to live.

Winnipeg's development plans have identified the Downtown as an important part of the city's image, influencing how visitors and residents experience and think about Winnipeg. One key indicator identified in Plan Winnipeg 2020 Vision was "More people working and living in the Downtown.[1]" Winnipeg has made great strides in meeting this objective.

The DRDS aims to take the City's downtown residential development activities to the next level by aligning them with the more recently Council-adopted plans, OurWinnipeg, and Complete Communities, as well as other key strategies and plans[2], developed or emerging. As was the case throughout the OurWinnipeg process, the common foundation or focus is on sustainability.

Sustainability principles become easier to implement in densely populated areas, and more specifically, in strategic clusters of residential density. For example, more people allow for more eyes on the street which increases community safety. When designed with accessibility in mind, denser land uses allow for better public and active transportation, which increases connectivity between areas. In addition, increased residential density will feed the downtown retail sector which will in turn increase the residential demand.

1. Plan Winnipeg 2020 Vision (By-law No. 7630/2000). http://winnipeg.ca. p11.
2. CentrePlan Development Framework, Portage Avenue Action Strategy, Parking Strategy, Transportation Master Plan, Warehouse District Secondary Plan, South Point Douglas Secondary Plan, etc

The DRDS is only one part of a broader set of initiatives relating to downtown revitalization. There are a number of plans and strategies in place or in development that focus on improving downtown amenities and infrastructure. Some of these plans and strategies are mentioned in the accompanying Action Plan document (e.g. the Downtown Parking Strategy and the Transportation Master Plan currently being developed as part of the Our Winnipeg process). Others are not explicitly mentioned (e.g. CentrePlan Development Framework, the Downtown Retail Strategy, and the Portage Avenue Action Strategy) but have informed the directions and priorities of the DRDS. As the Downtown evolves and changes over time, it is important that the various strategic plans be simultaneously dynamic and integrated in their approaches to create a coherent and holistic framework for downtown revitalization and ultimately a better city.

The DRDS identifies four key goals and six specific strategies. These six strategies are in turn supported by almost 50 action items within the Action Plan. A number of these action items are already in place or are presently being completed. A second category represents actions that have been previously announced or will be implemented as part of other operational plans. A third category represents new initiatives. It was seen as important to include all three categories of actions to reflect the broad set of initiatives that are currently underway within the Downtown.

Rather than consolidate the responsibility for residential development within the Downtown under a single entity, it was recognized that many individuals and organizations, both within and external to the City, will need to play a leadership role in moving this agenda forward and achieving success. However, to mitigate the risk of inaction sometimes associated with diffused responsibility, an attempt was made for each action item to not only be as clear as possible regarding a concrete deliverable, but to also identify specific leads or champions which could be held accountable for the actions and their timeframes.

The Downtown Today

The DRDS focuses on housing development and actions supporting residential growth within the boundaries established by the Winnipeg Downtown Zoning by-law (see Fig. 1).[3] That being said, neighbouring communities can have a direct impact on the potential vibrancy of downtown living. These residential neighbourhoods surrounding the Downtown may influence either positively or negatively the potential for downtown residential development. However, while it is recognized that neighbouring communities should be considered as part of the discussion to identify

3. The neighbourhoods in the Downtown are Colony, Legislature, Broadway-Assiniboine, The Forks, South Portage, Portage-Ellice, Central Park, Portage and Main, Exchange District, Civic Centre, China Town, and portions of South Point Douglas, West Alexander, Centennial, and Logan C.P.R.

challenges and solutions regarding the Downtown, they are not the direct focus of this Strategy, and plans and initiatives related to them have not been identified within this Strategy's action items.

According to the 2006 Census data, Winnipeg is a city of more than 630,000 people, with over 13,000 people living in its Downtown.[4] It is estimated that this number has grown to over 14,000 today. Each year, people make millions of visits to downtown restaurants, museums, theatres, retailers, attractions and events.[5]

Downtown Winnipeg boasts a number of strengths that provide a solid foundation for future residential development. The Downtown has a strong employment base as about 16% of the city's capital region[6] workforce works within the Downtown, and about 25% works within the broader downtown region.[7] In addition, more than 16,000 students come Downtown each day, and more than 130,000 people live within a five minute drive. The arts and cultural opportunities available in the Downtown include large theatres and museums as well as small galleries and festivals. Historic buildings, especially in the Exchange District, provide a sense of the city's past and illustrate Winnipeg's rich architectural heritage. Numerous entertainment and retail options exist on a walkable scale. In fact, while within the broader city of Winnipeg, almost 70% of employed people drive themselves to work, in the Downtown, only a quarter of employed people drive themselves to work. Of the remainder, 38% walk, and 28% take public transit.[8] These unique advantages have made the Downtown an attractive place for many to visit and live.

In 2006, 13,470 residents lived in 8,340 households in the Downtown.[9] The vast majority of these downtown households live in low- or high-rise apartment buildings, and more than 90 percent of multiple-family units in the Downtown are rented.[10] These dwelling units are concentrated in three neighbourhoods within the Downtown: Broadway-Assiniboine, Central Park, and South Portage.[11] In fact, almost 80% of the downtown population lives in these three neighbourhoods (see Fig. 2).

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4. 2006 Census: City of Winnipeg Neighbourhood Profiles. http://winnipeg.ca/census/2006/. Based on the Community Social Data Strategy, Custom Tabulation, Statistics Canada, Census of Population – 2006. Downtown Winnipeg BIZ. 2007. Downtown Trends: Downtown Winnipeg Market Research. http://downtownwinnipegbiz.com.
5. Downtown Winnipeg BIZ, 2007.
6. Refers to the City of Winnipeg and a number of surrounding municipalities – the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul.
7. Altus Clayton. 2008a. Downtown Winnipeg Employment Strategy (draft). Unpublished paper. Prepared in conjunction with Urban Strategies Inc.
8. City of Winnipeg 2009.
9. City of Winnipeg 2009. Statistics for the Downtown include the Colony, Legislature, Broadway-Assiniboine, The Forks, South Portage, Portage-Ellice, Central Park, Portage and Main, Exchange District, Civic Centre, and China Town neighbourhoods. They do not include the portions of the South Point Douglas, West Alexander, Centennial, and Logan C.P.R. neighbourhoods that fall within the Downtown boundaries; the population of these areas is approximately 150 people in South Point Douglas, 61 people in West Alexander, 55 in Centennial, and 115 people in Logan C.P.R.
10. Altus Clayton. 2008. Winnipeg Downtown Revitalization Strategy. Unpublished paper. Prepared in association with Urban Strategies Inc.
11. Altus Clayton. 2008.

FIGURE 1:

Boundaries of the Downtown Residential Development Strategy Area

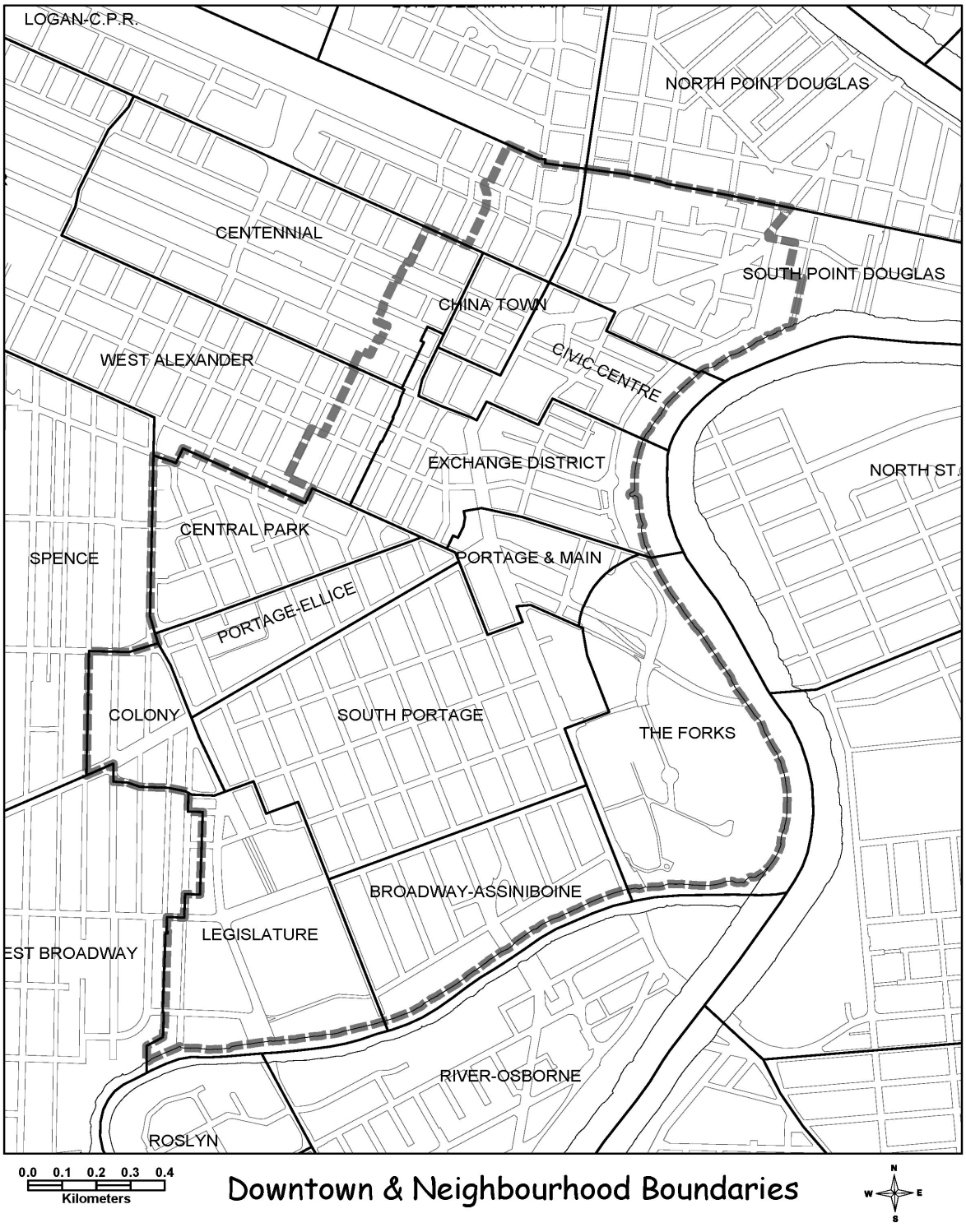
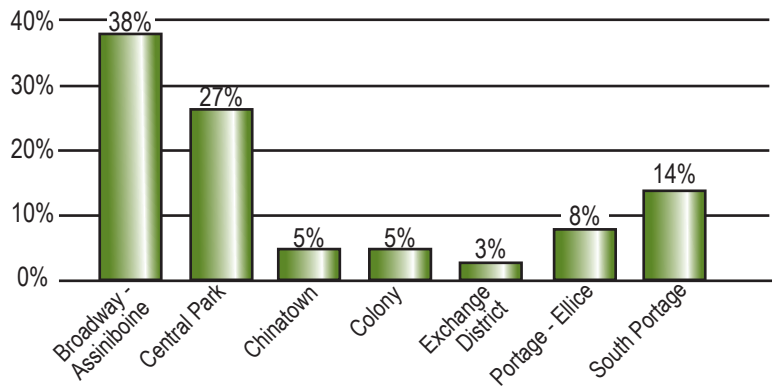


FIGURE 2:

Downtown Population by Neighbourhood



While there are a large number of affordably priced rental units in the Downtown, there are a limited number of moderately-priced ownership options. Recent condominium projects completed in the Downtown have tended to have larger units and are situated along the river, and so generally reflect higher price points.[12] This has left a gap in the mid-range of housing options in the Downtown, and offers an opportunity for development of moderately-priced rental and more attainable ownership options.

Between 2003 and 2010, over 700 new units of rental and ownership housing were completed and another 446 units are currently under construction in the Downtown.[13] Of these approximately 100 new units per year, [14] half are rental and half are condominium units. Additionally, 700+ new units will likely be proceeding within the next few years associated with projects that have been announced or are known to be in the planning process. The data suggests that momentum is building as the most recent years of 2009 and 2010 will average almost 150 new units annually.

In terms of population growth, from the Census periods of 2001 to 2006, the population of the Downtown increased by about 5%, or 655 people (see Table 1).[15] This was more than double the city's overall 2.2% change over the same period.[16] This trend of downtown growth outpacing the growth of the city as a whole has continued into 2010 where, during the 9-year period, the estimated percentage increase in population is over 70% greater than that for the city (12.3% vs. 7.1%). It is estimated that by the end of 2010, the downtown population reached 14,385 people and will be about 15,000 by the end of 2011. This is clear evidence that Winnipeggers are interested in moving to the Downtown, and that housing is being built to meet this demand.

Even as the population of the Downtown is increasing, the profile of current downtown residents is quite different from the broader Winnipeg profile.

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12. Altus Clayton. 2008.
13. Downtown Winnipeg BIZ 2007.
14. 1146 units over a 10 year period
15. City of Winnipeg 2009.
16. City of Winnipeg 2009.

TABLE 1:

Downtown and City of Winnipeg Population, 2001, 2006 and 2010[17]

	Downtown	% Change	Winnipeg	% Change	Downtown as a % of Winnipeg
2001	12,815	--	619,544	--	2.07 %
2006	13,470	5.1%	633,451	2.2%	2.13 %
2010 (estimated)	14,385	6.8%	663,577 [18]	4.8%	2.17%
% Change 2001-2010		12.3%		7.1%	

Some of these differences would be expected. In 2006, the Downtown had a much greater proportion of people aged 25-34 than the city of Winnipeg, but fewer people under the age of 15, and fewer adults between 45 and 75.[19] A third of Downtown residents were first-generation immigrants, compared with fewer than one in five Winnipeggers.[20] Sixteen percent of Downtown residents, compared with ten percent of Winnipeggers overall, identified as Aboriginal.[21] Thirty-five percent of downtown residents were 'visible minorities', compared to the city average of 16%.[22] This cultural diversity contributes to the Downtown's energy as a cultural centre, and provides opportunities to incorporate and promote diversity to enhance the distinct character of the Downtown.

Currently, median household incomes in the Downtown are approximately half of those in Winnipeg as a whole (see Table 2),[23] and the housing options in the Downtown reflect these income levels. In the Downtown, the average household income was $33,407 in 2005, and the median household income was $25,760.[24] In contrast, the city of Winnipeg's average household income was $63,023 in 2005, and the median household income was $49,790 (see Fig. 3).[25] In part, these income level differences reflect the differences in the nature and size of housing options available in the Downtown (e.g. a higher percentage in the Downtown of multiple family rental dwellings vs. a predominance of single-family-detached, owner-occupied dwellings in the rest of the city). That is, there already exists a solid base of housing units for low-income households.

Across the Downtown, income levels are relatively similar, with the exception of the Exchange districts where average and median household incomes are substantially higher than the Winnipeg average and median incomes (see Fig. 4).[26] In general, a healthier Downtown would reflect the income diversity of the whole of the city and Census data suggests that downtown household incomes are increasing at a faster rate than the rest of the city.

17. City of Winnipeg 2009.
18. Statistics Canada population estimate, July, 2010 adjusted downwards by 3% to represent an estimated Census count
19. City of Winnipeg 2009.
20. City of Winnipeg 2009.
21. City of Winnipeg 2009.
22. City of Winnipeg 2009.
23. City of Winnipeg 2009.
24. City of Winnipeg 2009.
25. City of Winnipeg 2009.
26. City of Winnipeg 2009.

TABLE 2:

Downtown and City of Winnipeg Average & Median Household Incomes, 2000 and 2005[27]

	Downtown		Winnipeg	
	Average	Median	Average	Median
2000	$28,890	$21,264	$53,176	$43,383
2005	$33,470	$25,760	$63,023	$49,790
Percent Change		**21.14 %**		**14.77 %**

FIGURE 3:

Downtown and City of Winnipeg Household Income (2005)

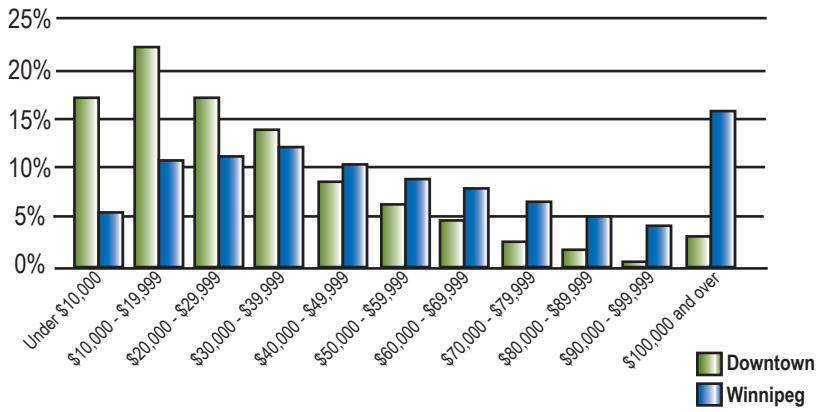
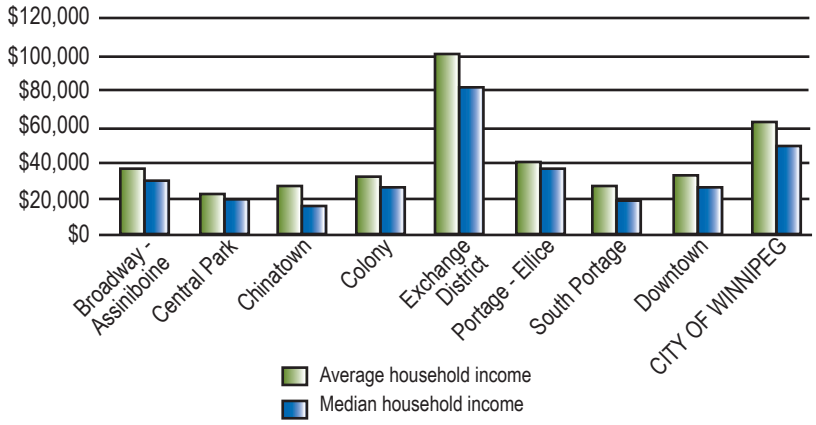


FIGURE 4:

Downtown and City of Winnipeg Household Income (2005)



27. City of Winnipeg 2009.

Challenges and Opportunities for Downtown Living

There are a number of challenges facing the development of new housing and increasing the population base in Downtown Winnipeg:

- commutes from suburbs are not overly long;
- there remains a persistent perception that the Downtown is less safe than many other areas of the city;
- the range of housing in the Downtown is not broad enough to match demand;
- the Downtown is spread out over a wide area, and so can seem disconnected and disjointed;
- there is a perceived need for additional affordable, good quality food markets;
- there is a higher cost of residential development in the Downtown, compared to other parts of Winnipeg; and
- both rental and owned units outside the Downtown remain relatively affordable.[28]

To address these challenges, two key approaches are necessary. First, Winnipeg must create an attractive environment to spur demand, by planning for and encouraging the development of amenities that would benefit residential and mixed-use communities within the Downtown. Second, it must encourage the development of more attainable units that would be affordable and attractive to younger and other moderate income buyers.[29]

Currently, there exists a high percentage of affordable rental units in the Downtown. However, while vacancy rates remain tight throughout the city, supplying the demand for rental housing may prove to be a market opportunity. In contrast, there are few ownership options in the Downtown, particularly in the lower and mid-range of prices. The development of and demand for these attainable condominium units have been a major focus of other Canadian cities' downtown housing strategies.[30] A critical component in making units attractive is that although the cost of development per square foot may be higher in the Downtown, the benefits of downtown living would outweigh the smaller living area for which a comparably-priced unit would sell outside the Downtown.[31] Therefore, the DRDS must focus as much on developing demand as on subsidizing supply.

Winnipeg's current tax-related financial incentives and subsidies to encourage development of downtown residential housing are significant and have played an important role in the recent addition of new units. However, developers are often constrained by:

- property acquisition costs;
- higher costs of construction than in the rest of Winnipeg;
- the rehabilitation and retrofitting of older buildings; and
- a still emerging demand.

28. Altus Clayton 2008b.
29. Altus Clayton 2008b.
30. Altus Clayton, 2008b.
31. Altus Clayton, 2008b.

A Vision for Downtown Housing

The overall goal of the Downtown Residential Development Strategy is to increase the number of people living in the Downtown. The strategy will facilitate this by continuing to create a Downtown that people want to live in by encouraging and providing needed amenities and a desirable living environment.

The DRDS aims to rapidly increase the population of the Downtown. The forecast is for Winnipeg to be a moderate growth city (e.g. adding 180,000 residents by the year 2031), and the challenge is for the Downtown to capture a share of this future development and population growth. The Strategy also intends to to facilitate a variety of housing options and price-points – promoting mixed-income residential buildings and neighbourhoods in order to better reflect within the Downtown the income diversity of the whole of the city of Winnipeg.

A substantial investment has already been made in Waterfront Drive, and there is much potential in this area for additional development to build on this investment.[32] The ambience of the Exchange District and the conversion of historic warehouse buildings to residential condominiums also create potential to attract people to live in the Downtown. For these reasons, the East and West Exchange Districts and the extension of Waterfront Drive have been identified as key development areas for residential projects.

Finally, there is already a solid population base clustered in the Broadway-Assiniboine, Central Park, and South Portage neighbourhoods; resources must be provided to support and maintain these neighbourhoods to ensure that they remain viable and desirable parts of the Downtown.

The DRDS, therefore, envisions a Downtown that

- has neighbourhoods with distinct character and compact residential development;
- has a growing population;
- includes residential, commercial, office and mixed-use spaces;
- offers a range of services and amenities that are attractive to residents and visitors;
- provides appropriate parking; and
- is walkable, vibrant, and a source of civic pride.

32. Altus Clayton, 2008b.

The goals set out to achieve this vision are:

1. to increase the population of the Downtown;
2. to create dense residential clusters;
3. to facilitate a variety of housing options and price-points and promote residential buildings and neighbourhoods in order to develop a Downtown that reflects the income diversity of the whole of the city of Winnipeg; and
4. to continue to support existing downtown neighbourhoods

While the DRDS identifies these five specific goals for the type and nature of downtown residential development, the City needs to support these goals through the following six specific strategies:

1. Enhance the quality of downtown residential life;
2. Improve access to and from, and mobility within the Downtown;
3. Develop a strong planning framework for downtown residential development;
4. Enhance and ensure responsive and integrated City services related to downtown residential development;
5. Adapt and develop key financial tools to encourage desired development; and
6. Promote downtown living with developers and potential residents.

Amenities are key to encouraging a vibrant and dynamic Downtown, and so the first strategy addresses issues such as essential retail services, neighbourhood character, and parks; transportation and parking options; and safety. The second strategy addresses connectivity options for the Downtown and looks at public, active, and automotive transportation options.

There is, in both the short and long term, a role for the City to play in guiding how and where residential development should take place in the Downtown. The third strategy, therefore, strengthens the City's planning framework for residential development in the Downtown. The fourth strategy describes ways in which the City can enhance and ensure a high level of responsiveness, and take a more integrated approach to providing services relating to downtown residential development. The fifth strategy includes financial tools to provide incentives for residential development.

Finally, to impact the general demand for downtown living, the sixth strategy plans to inform both potential residents and developers about the benefits of and opportunities for downtown living.

A Look at Downtown Growth Possibilities by Neighbourhood Group

Estimating growth and change over a 10 year period is difficult even in cases where many variables are under the control of a single entity. In the Downtown, change is dependent on and impacted not only by multiple factors such as market demand and general economic and population growth in the city, but also by multiple entities such as existing and future property owners and tenants, and engagement by multiple levels of government and government related agencies. Thus, the challenge of creating accurate estimates is heightened considerably.

However, to attempt an area by area analysis and forecast throughout the Downtown was considered helpful. The following, therefore, projects the distribution of new dwelling units in downtown Winnipeg from 2011 to 2020. In projecting new unit growth to population growth, the ratio of 1.6 persons per unit was used in keeping with the equivalent ratio in the 2006 Census for downtown neighbourhoods.

The recent Downtown Residential Development Grant Program supported by the Province's Community Revitalization Levy legislation has been well received and provides a significant sense of optimism regarding achieving the forecasts, particularly for the 2011 – 2015 period.

TABLE 3:

Estimated Distribution of New Dwelling Units Created in Downtown Winnipeg 2006 – 2020.

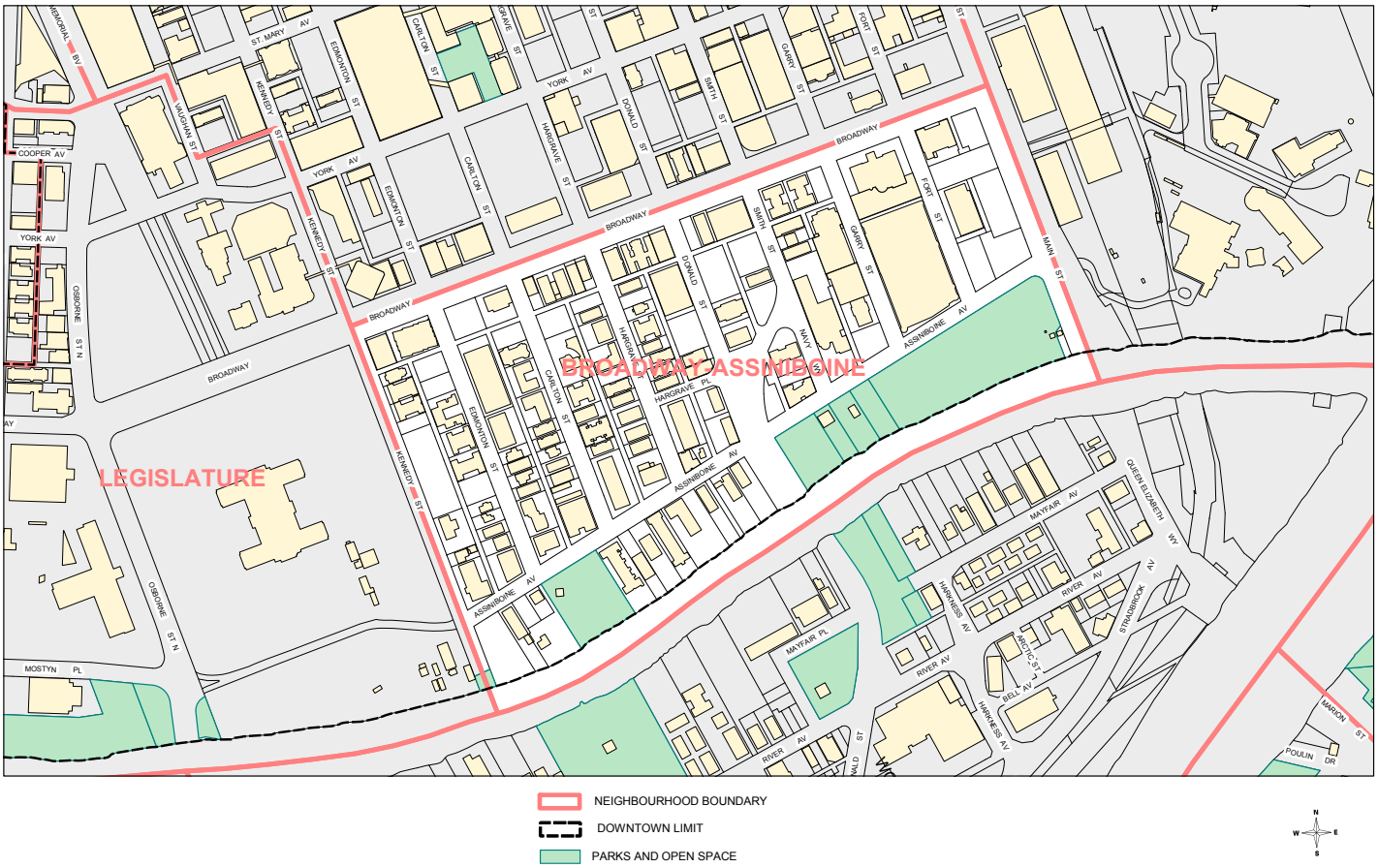
Downtown Neighbourhood Groups	Growth Potential	2006 -2010 New Units (actual)	2011 - 2015 New Units (forecast range)	2016 - 2020 New Units (forecast range)	Forecast increase in population, 2011 - 2020[33]	% of Forecast Growth
Broadway - Assiniboine	Moderate / High		100 - 300	100 - 280	624	14%
Central Park	Low	42	50 - 150	50 - 120	296	6%
China Town / Civic Centre / DT portion of Centennial	Moderate	147	50 - 180	80 - 350	528	11%
Colony / Legislature	Low	11	0 - 100	50 - 170	256	6%
Exchange District / DT portion of West Alexander	High	150	350 - 695	200 - 550	1436	31%
Portage - Ellice / South Portage / Portage & Main / The Forks	Moderate / High	193	125 - 350	175 - 525	940	20%
DT portions of South Point Douglas / Logan C.P.R.	Moderate	29	90 - 210	75 - 275	520	11%
Estimated Total Range			**745 - 2005**	**730 - 2270**		
TOTAL		572	1375	1500	4600	100%
Average / Year		**114**	**275**	**300**		

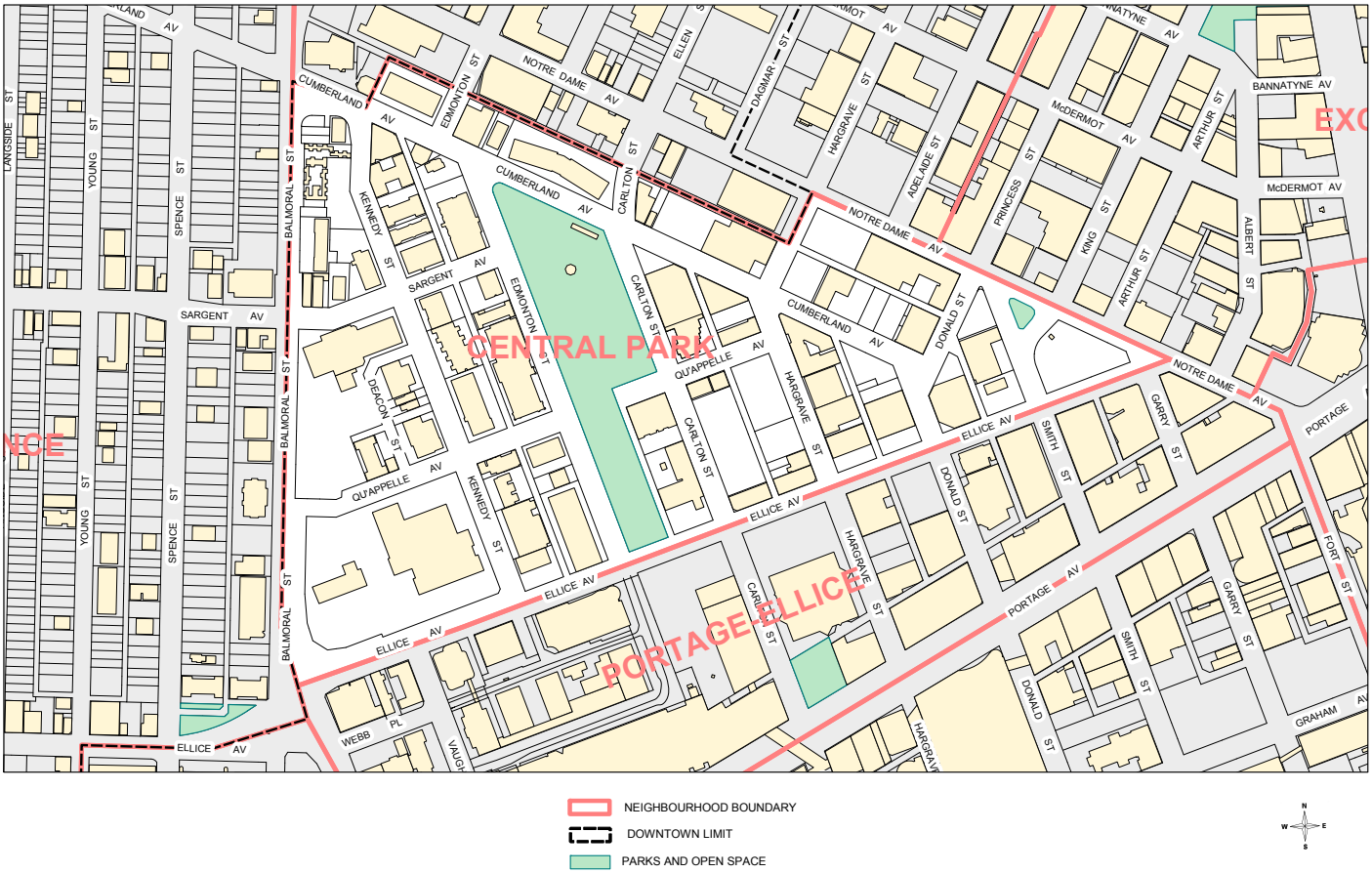
33. Assuming ratio of 1.6 individuals per unit as per 2006 Census

Broadway-Assiniboine

There is a market opportunity for new residential units to be added to the most established residential neighbourhood within Downtown Winnipeg. There are several sites already under application or being considered for new units, and over time there could be potential for redevelopment of one or more developed sites or parking lots to create additional units. At the same time, it is recognized that this neighbourhood is largely developed already, so the potential for the creation of new units is somewhat limited.

Based on the projected net new units as presented in Table 3, this neighbourhood has population growth potential of approximately 600 persons over the forecast period.

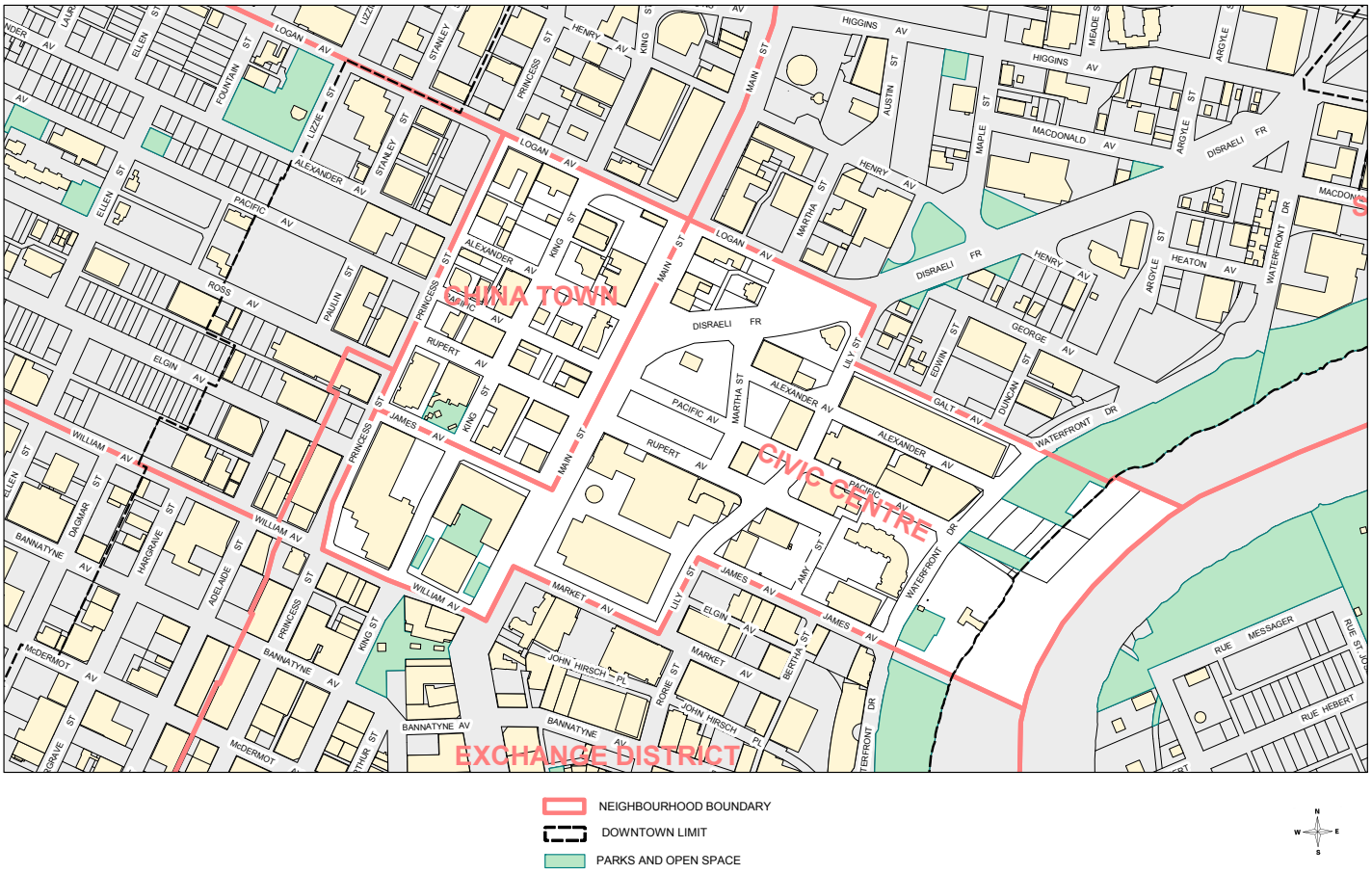




Central Park

Central Park represents the second largest residential neighbourhood in the Downtown with an established stock of affordable and rental housing units. Approximately 100 new units have been added to the neighbourhood in recent years[34] and a recently completed multi-million dollar rehabilitation and upgrade to Central Park will bring new vibrancy to the neighbourhood. There exist a number of sites that would lend themselves to additional development, but a general lack of site opportunity and market demand contributes to a moderate forecast of 185 new units during the forecast period.

34. Since 2005



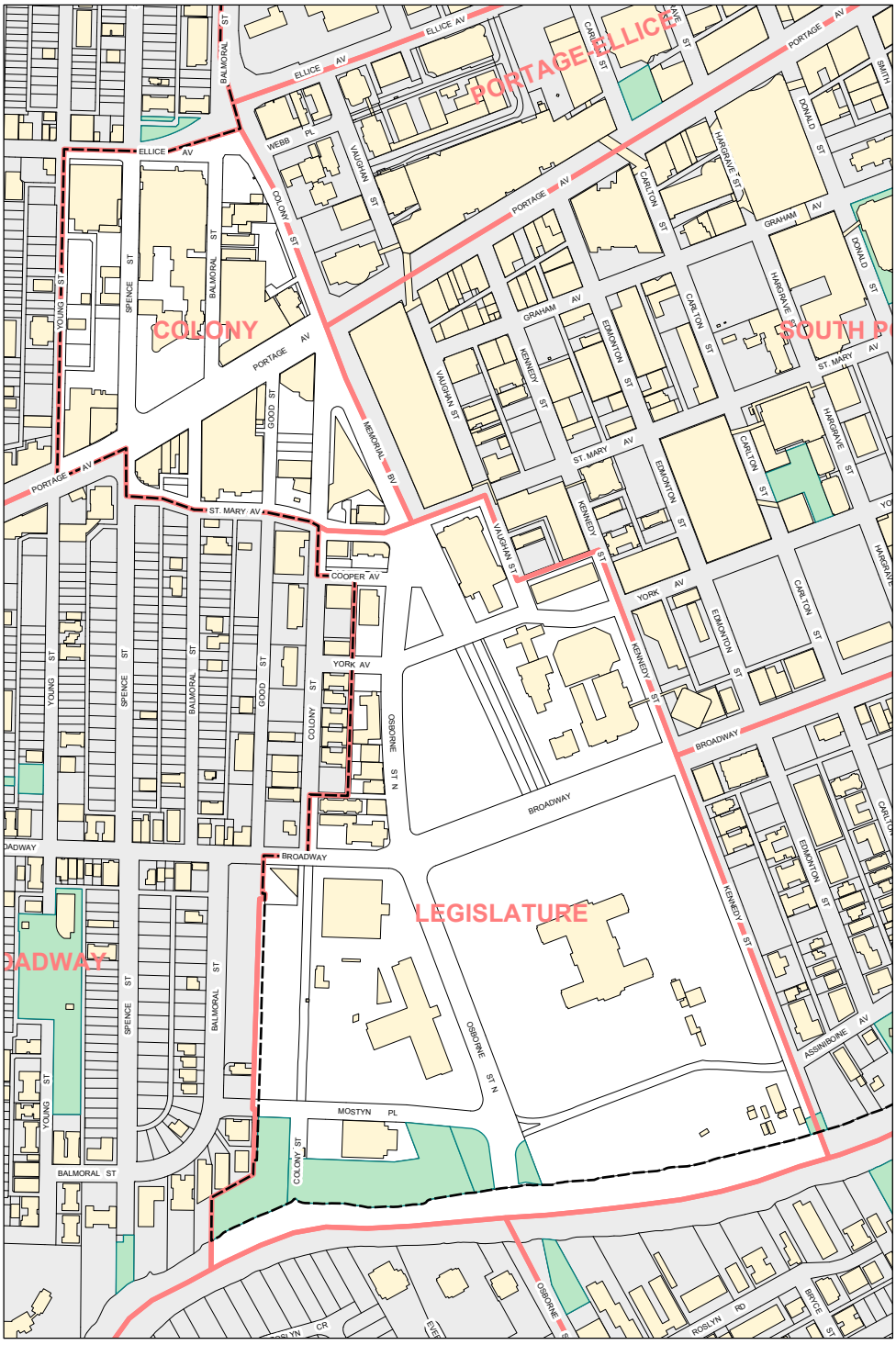
China Town / Civic Centre / DT portion of Centennial

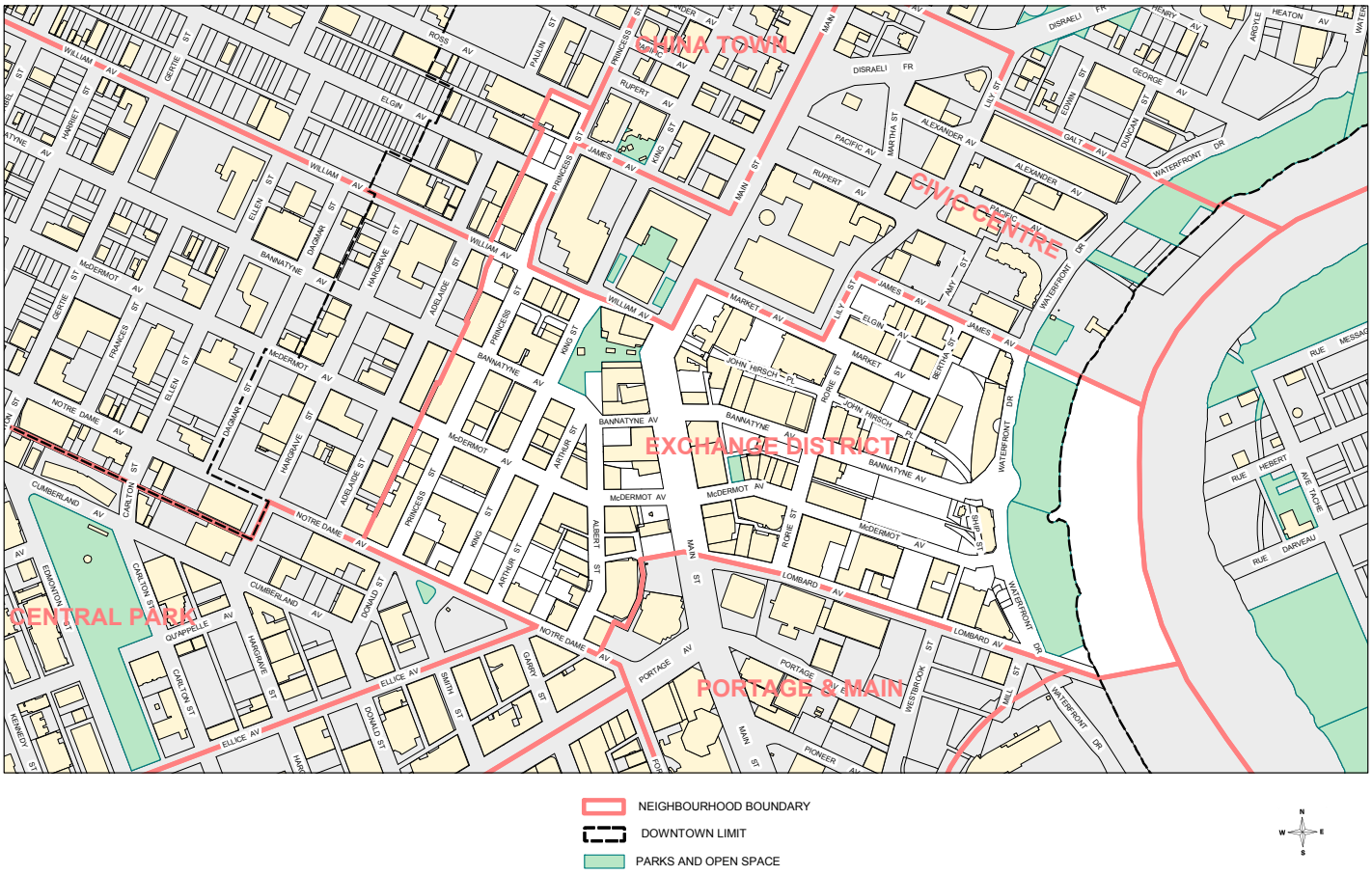
Most of the opportunity for creation of new residential units in these combined neighbourhoods lies in the Civic Centre neighbourhood where projects have already been completed along Waterfront Drive and a number of others have been proposed. The opening of Waterfront Drive has created the opportunity for additional redevelopment to occur in this neighbourhood, particularly across from or near Waterfront Drive. There is also potential for some new smaller scale redevelopment to occur in the China Town neighbourhood. The recent announcement of the 48 new units in the Peace Tower development is an important step.

Based on the projected net new units as presented in Table 3, these neighbourhoods are set to see population expand by some 500 to 600 persons over the forecast period.

Colony / Legislature

There is little residential development opportunity in these two neighbourhoods due to an established commercial and institutional presence. However, there may be some opportunity for residential development along Osborne St as well as increased housing targeted at students near the University of Winnipeg. Only 160 new units are projected in these two neighbourhoods over the next 10 years.





Exchange District / DT portion of West Alexander

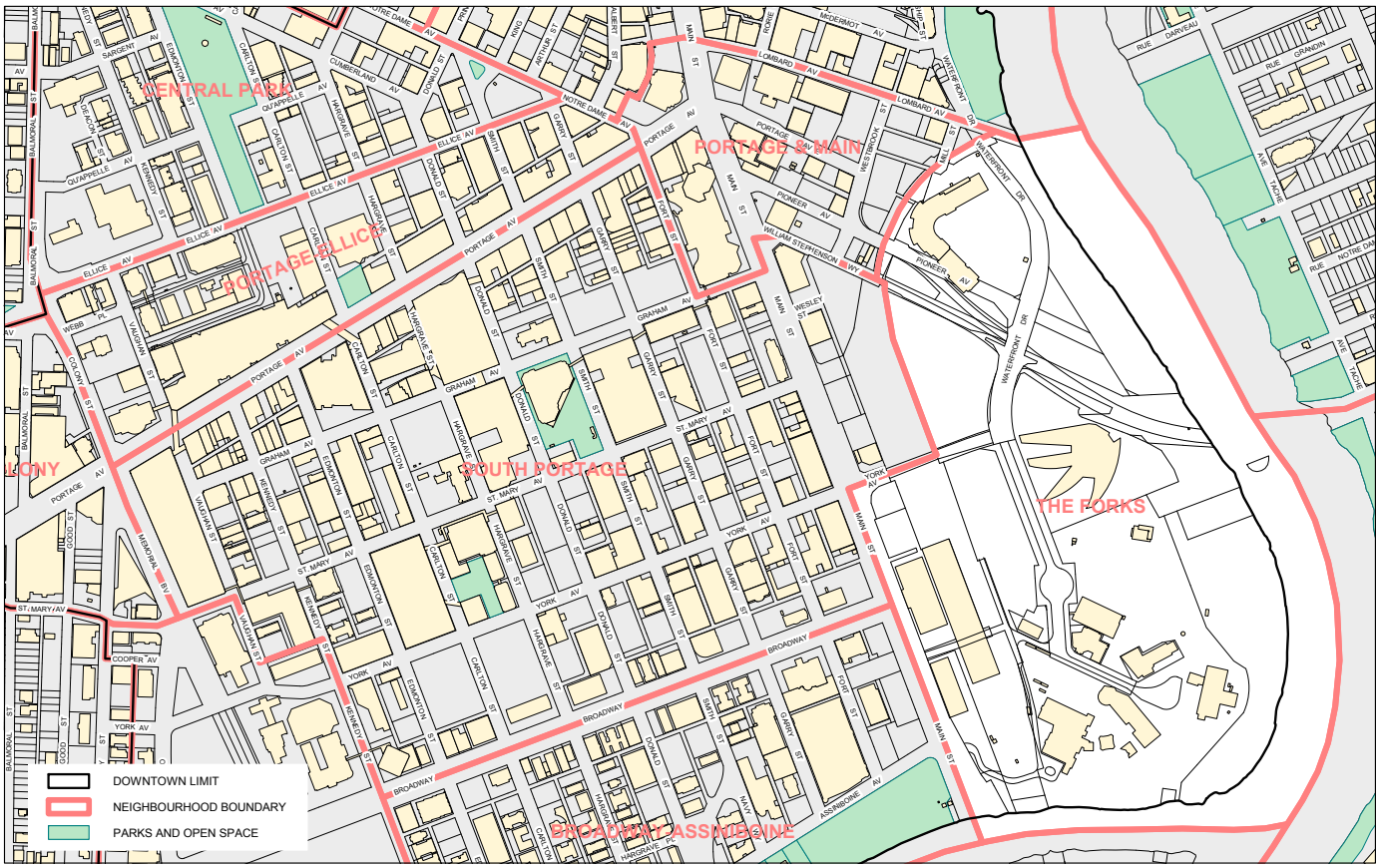
This neighbourhood is soon to be home to the largest number of new units created and occupied (or soon to be occupied) in Downtown Winnipeg in the past decade. There is strong evidence of continued demand in this area for condominium and rental apartment units in newly constructed buildings as well as in buildings converted from non-residential use. Additionally there exists opportunity in the form of additional non-residential buildings that could be converted for residential use, such as the new student housing under construction at the Royal Bank Building, as well, sites such as surface parking lots that could be redeveloped. Some of the existing buildings present challenges in converting to residential use, but the overall opportunity to include residential components in mixed-use buildings is significant. A Secondary Plan scheduled for the area may also provide impetus and direction for development.

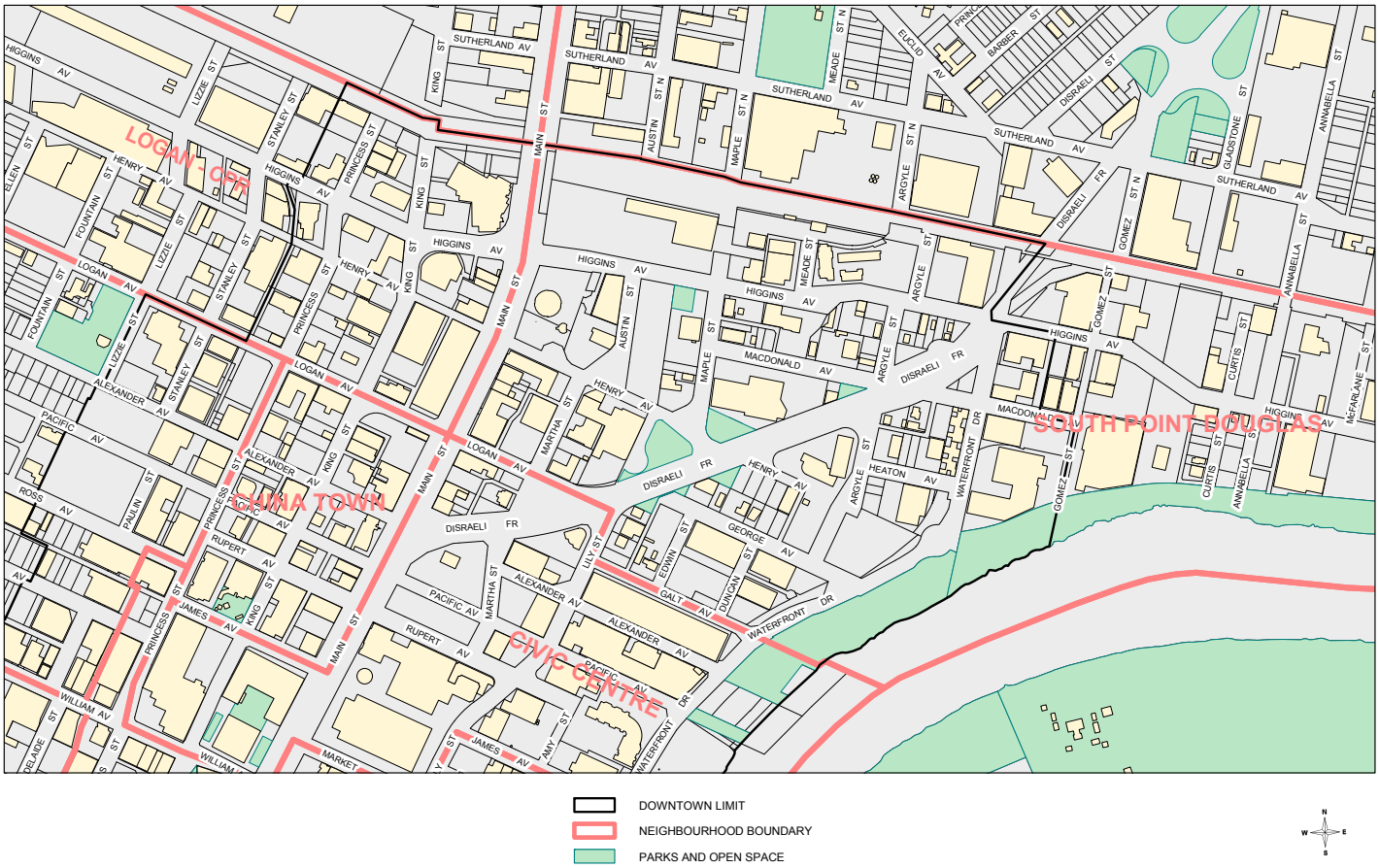
Based on the projected net new units as presented in Table 3, this neighbourhood is set to see population expand by some 1400 persons – representing a very rapid year over year percentage growth during the forecast period.

Portage-Ellice / South Portage / Portage & Main / The Forks

Although the bulk of these neighbourhoods are considered to be the 'central business district' and lend themselves more to office and retail development, there are a number of residential developments already in place representing over 20% of the downtown population as of the last census, and almost 200 new units have been added in past few years.

There is opportunity for additional residential development along the shopping and transit corridors of Portage and Graham Avenues. It is forecast that these neighbourhoods will experience a significant population growth of almost 1000 individuals over the next 10 years.





Downtown Portions of South Point Douglas / Logan CPR

These portions of neighbourhoods are considered to have significant potential to add new units over the 2011-2021 period. Already units have been added on Higgins in recent years, while others, such as the YouCube and Bell Hotel are under construction. A number of other sites are currently under investigation, such the CentreVenture site on Waterfront and George, which hold potential for a significant number of new units. The proximity of this section of South Point Douglas, which is connected by Waterfront Drive and bookended by new developments in Civic Center and the potential area redevelopment of the rest of South Point Douglas,[35] creates a number of interesting possibilities. An emerging secondary plan[36] for the area will also support the area's transition from an historic use as industrial land. South Point Douglas (including the section outside of the Downtown) has also been identified as one of eleven Area Redevelopment Sites within the OurWinnipeg document.

Based on the projected net new units as presented in Table 3, this neighbourhood is set to see population expand by over 500 persons over the forecast period.

35. South Point Douglas is identified as a Redevelopment Area in OurWinnipeg.
36. A secondary plan is being developed for the complete South Point Douglas neighbourhood (including the portion not in the Downtown) and will support the area's transition from industrial to mixed use..



Housing Development Division
Planning, Property and Development Department
361 Hargrave Street
Winnipeg. Manitoba
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The City of Winnipeg

DOWNTOWN RESIDENTIAL DEVELOPMENT ACTION PLAN

Housing Development Division
Planning, Property and Development Department

2011-2013

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Introduction:

The Downtown Residential Development Action Plan is a document created to accompany the Downtown Residential Development Strategy. The Strategy represents the vision, goals, measures of success and six specific strategies for continued downtown renewal and increased residential population. It is summarized as follows:

The Downtown Residential Development Strategy

Vision

The Downtown Residential Development Strategy envisions a Downtown that

- is vibrant;
- has neighbourhoods with distinct character;
- is walkable,
- is a source of civic pride.

Goals

1. To increase the population of the Downtown
2. To create dense residential clusters.
3. To promote residential buildings and neighbourhoods in order to develop a Downtown that reflects the income diversity of the whole of the city of Winnipeg.
4. To continue to support existing downtown neighbourhoods.

Measures of Success

1. A net increase in total downtown population
   Data: Estimated based on ratio of people per unit for new development (City of Winnipeg; annually); Census data (Statistics Canada; every five years)
2. An increase in the municipal property tax base (prior to calculation of tax-related financial incentives)
3. Decreasing or elimination of the need for financial incentives to meet the forecasted number of new units

Strategies

The Downtown Residential Development Strategy has six core strategy areas. These are intended to promote residential development and to create an environment in the Downtown that will encourage demand for residential development.

1. Enhance the quality of downtown residential life;
2. Improve access to and from, and mobility within the Downtown;
3. Develop a strong planning framework for downtown residential development;
4. Enhance and ensure responsive and integrated City services related to downtown residential development;
5. Adapt and develop key tools to encourage desired development; and
6. Promote downtown living with developers and potential residents.

These six strategies are in turn supported by almost 50 action items that form the Action Plan. A number of these action items are already in place or are presently being completed. A second category represents actions that have been previously announced or are being implemented as part of other operational plans. A third category represents new initiatives. It was seen as important to include all three categories of actions in this document to reflect the broad set of initiatives that are currently underway within the Downtown.

How to read the Downtown Residential Development Action Plan

Each action item with the Plan is grouped within the strategy area it supports. While there are numerous other initiatives and actions planned for the Downtown, an item was not included in this Action Plan unless it was felt that it specifically contributed to creating an environment that supported increased residential development. Items are not listed in order of priority within each strategy area.

Many of these action items reflect one or more of the themes that run through the recently Council-endorsed OurWinnipeg and Complete Communities documents, including accessibility, connectivity, active living, safety, and ecological sustainability. These themes are identified on relevant action items using the symbols noted below.

Accessibility _____ 

Connectivity _____ 

Active Living _____ 

Safety _____ 

Ecological Sustainability ___ 

STRATEGY 1:

Enhance the quality of Downtown residential life

This strategy is intended to ensure that the Downtown maintains and improves the provision of amenities that contribute to viable and sought-after residential neighbourhoods. These include the character of the area, retail options, safety, accessibility and parks. It also includes maintaining the quality of existing housing in the Downtown.

STRATEGY 1:

Enhance the quality of Downtown residential life

ITEM 1:
Enhance and Strengthen Unique Advantages of Downtown Living

Continue to promote the re-use of heritage buildings to increase housing stock in the Downtown and to provide community amenities that will create more liveable neighbourhoods. (✳)

Lead:	Senior Planner, Heritage, Planning Property and Development Department
Key Partners:	
City:	City of Winnipeg Historical Buildings Committee
External:	CentreVenture
Timeframe:	Ongoing
City Budget:	Within existing budgets

See also:
Strategy 5, Item 1: Residential Development Incentive Programs

Continue to promote arts and culture within the Downtown through the use of the City's Public Art program.

Lead:	Winnipeg Arts Council
Key Partners:	
City:	Director, Planning and Property Development
External:	Other arts and cultural organizations
Timeframe:	Ongoing
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

ITEM 2:
Improved 'Essential' Retail to Support Downtown Living

Promote the success and expansion of existing retail businesses providing goods such as groceries which serve the downtown population.

Lead:	Manager, Economic Development, Planning Property and Development Department
Key Partners: External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; Downtown Neighbourhood Associations
Timeframe:	Immediate and ongoing
City Budget:	Within existing budgets

Assist in and encourage the establishment of new retail options throughout the Downtown to serve the existing, predicted, and desired population mix in each of the residential zones.

Lead:	Manager, Economic Development, Planning Property and Development Department
Key Partners: External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; Downtown Neighbourhood Associations
Timeframe:	Immediate and ongoing
City Budget:	Within existing budgets

STRATEGY 1:

Enhance the quality of Downtown residential life

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 1:

Enhance the quality of Downtown residential life

ITEM 3:
Safety

See also:
Strategy 1, Item 4: Maintain and Support Downtown Affordable Housing
Strategy 3, Item 2: Downtown Planning
Strategy 3, Item 3: Pedestrian Facilities Design Guidelines
Strategy 6, Item 7: Promote Safety

Building on existing safety initiatives[1], develop and implement additional safety strategies for the Downtown.[2] (●)

Lead:	Winnipeg Police Service
Key Partners:	
City:	Planning & Land Use Division, Planning, Property and Development; Community Services Department; Winnipeg Committee for Safety
External:	CentreVenture; Exchange District BIZ; Downtown Winnipeg BIZ; Forks North Portage
Timeframe:	Ongoing
City Budget:	TBD

Implement new downtown safety initiatives such as the Winnipeg Police Cadets.[3] (●)

Lead:	Winnipeg Police Service
Key Partners:	TBD
Timeframe:	Completed and ongoing
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

1. Current examples include the Outreach program, Downtown Safety Network, and Watch Ambassadors.
2. This may take the form of a downtown section of a larger strategy or safety plan.
3. Thirty full-time cadets began field training in November, 2010 to enhance the visual presence of the WPS. In January, 2011, 20 additional cadets will begin training.

Continue to take an active role in those public services areas within the mandate of the LiveSAFE[4] Interconnected Crime Prevention Strategy that relate to crime prevention through social development such as recreation, library services, and the Winnipeg Police Service (🛡)

Lead:	Chief of Police, Winnipeg Police Service; Director, Community Services Department
Key Partners: External:	Province of Manitoba; Government of Canada; Business; Not for profit organizations; Community groups; Citizens
Timeframe:	2010-2014
City Budget:	Within existing budgets

Review the pilot study of CCTV cameras to determine the ongoing cost-benefit of using CCTV cameras in the Downtown.[5] (🛡)

Lead:	Winnipeg Police Service
Key Partners:	TBD
Timeframe:	Completed
City Budget:	Within existing budgets

ITEM 4:
Maintain and Support Downtown Affordable Housing

Continue to work with the Province to deliver programs such as the Residential Rehabilitation Assistance Program (RRAP). Prioritize key neighbourhoods in the Downtown for funding through the RRAP program. (♿, ✳)

Leads:	Manager, Housing Development, Planning, Property and Development Department; Manitoba Housing and Community Development
Key Partners: External:	Canadian Mortgage and Housing Corporation
Timeframe:	Immediate and ongoing
City Budget:	Within existing budgets

4. The LiveSAFE Interconnected Crime Prevention Strategy is an inter-sectoral approach to crime prevention in partnership with other levels of government, business, not-for profit, community organisations, and citizens.
5. Call to Action, 2010, page 43.

STRATEGY 1:

Enhance the quality of Downtown residential life

LEGEND
- ♿ Accessibility
- 🔄 Connectivity
- 🚶 Active Living
- 🛡 Safety
- ✳ Ecological Sustainability

STRATEGY 1:

Enhance the quality of Downtown residential life

ITEM 4: *(cont'd)*

Provide, through Neighbourhood Integrated Service Teams (NISTs), a community-based service delivery model with a dedicated focus on the assessment of community needs and priorities utilizing recreation, library services, and neighbourhood by-law enforcement as primary community development tools in building healthy communities.[6]

Lead:	Director, Community Services Department
Key Partners: External:	Other levels of government, community based organizations, not-for profit sector, local area neighbourhood networks, and private sector organizations
Timeframe:	The Community Services Department has initiated transition into this integrated neighbourhood service delivery model and will continue this integration going forward.
City Budget:	Wthin existing budgets Identify funding available from partners

Ensure that property standards covered by the Livability and Vacant and Derelict Buildings Bylaws are enforced and that the Downtown is considered a priority area by bylaw officers.[7]

Leads:	Housing and Existing Buildings Administrator; Manager, Housing Development; Planning, Property and Development Department Manager, By-law Enforcement Services Division; Community Services Department
Key Partners: External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; Central Neighbourhoods Development Corporation
Timeframe:	Immediate and ongoing
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

6. Call to Action, 2010, page 58
7. A 9-Point Vacant and Derelict Buildings Strategy was adopted by Council on July 21, 2010. http://winnipeg.ca/CLKDMIS/ViewDoc.asp?DocId=10420&SectionId=&InitUrl=

Actively engage and partner with private and non-profit initiatives to increase the quantity of both market-oriented and affordable housing, encompassing both rental and owner-occupied units.

Lead:	CentreVenture
Key Partners:	
City:	Housing Development and Economic Development Divisions, Planning, Property and Development Department
External:	The Forks North Portage Partnership; Downtown Winnipeg BIZ; Exchange District BIZ; Central Neighbourhoods Development Corporation; Government of Canada; Province of Manitoba
Timeframe:	Immediate and ongoing
City Budget:	Within existing budgets and programs

ITEM 5: Skywalks

See also:
Strategy 2, Item 6: Active Living

Complete the 'Skywalks' (the weather protected walkway system) connecting buildings throughout the downtown. (♿, 🔄, 🚶)

Lead:	Supervisor of Property Management, Real Estate Division, Planning, Property and Development Department
Key Partners:	
External:	Province of Manitoba; Government of Canada; Building Owners
Timeframe:	Ongoing
City Budget:	New capital as required

STRATEGY 1:

Enhance the quality of Downtown residential life

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 1:

Enhance the quality of Downtown residential life

ITEM 6:
Parks and Green Spaces

Continue to improve the quality of existing park spaces including Millennium Library, Old Market Square, and Central Park as key public spaces in the Downtown; and support programming opportunities to animate the spaces as community destinations.[8] ( ).

Leads:	Coordinator, Parks, Riverbanks and Community Initiatives, Planning, Property and Development Department; Manager, Community Development and Recreation Services, Community Services Department
Key Partners: External:	Province of Manitoba; Downtown Winnipeg BIZ; Exchange District BIZ; Winnipeg Foundation; Forks North Portage; Downtown Neighbourhoods Associations; Private Donors
Timeframe:	Old Market Square and Central Park completed. Millennium Library: 2011, Programming: Ongoing
City Budget:	Within existing budgets

Explore and promote non traditional use of space in key downtown parks and plazas including the use of wireless technology applications in Millennium Library Park, Old Market Square, Stephen Juba Park, or Bonneycastle Park.[9]

Lead:	Coordinator, Parks, Riverbanks and Community Initiatives, Planning, Property and Development Department;
Key Partners: External:	TBD, Downtown Winnipeg BIZ, Exchange District Biz, Downtown Neighbourhood Associations
Timeframe:	Q3, 2011
Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

8. Call to Action, 2010, page 18.
9. Call to Action, 2010, pages 18, 46.

STRATEGY 2:

Improve transportation options to, from, and within the Downtown

This strategy addresses transportation and connectivity of the Downtown to other parts of Winnipeg, as well as within the Downtown. A variety of transportation types are included, from public transit to active and human powered options to automobiles. This strategy will be guided by OurWinnipeg's Sustainable Transportation Strategy and the Transportation Master Plan.

See also:

Strategy 3, Item 1: Transportation Planning
Strategy 3, Item 3: Pedestrian Facilities Design Guidelines
Strategy 3, Item 4: Increase Accessibility

STRATEGY 2:

Improve transportation options to, from, and within the Downtown

ITEM 1:
Priority Snow Clearing in the Downtown

Continue to provide enhanced snow clearing service on streets, sidewalks, the Riverwalk and strategic park spaces in the Downtown to increase mobility and transportation.[10] (♿, 🔄)

Leads:	Manager of Streets Maintenance; Manager of Parks and Open Spaces, Public Works Department
Key Partners: External:	Downtown Winnipeg BIZ; Exchange District BIZ
Timeframe:	Ongoing
City Budget:	Within existing budgets

ITEM 2:
Public Transit Links to the Downtown

Complete construction of Stage 1 of the Southwest Rapid Transit Corridor from the University of Winnipeg to Pembina & Jubilee, including a new terminal at the University of Winnipeg in order to better connect the Downtown to other parts of the city. (♿, 🔄, ✳)

Lead:	Manager, Service Development, Transit Department
Key Partners: External:	Province of Manitoba; Government of Canada
Timeframe:	Completed
City Budget:	Within existing budgets

Invest in future transit initiatives that provide improved links to Downtown. (♿, 🔄, ✳)

Lead:	Manager, Service Development, Transit Department
Key Partners: External:	Province of Manitoba; Private developers
Timeframe:	Ongoing
City Budget:	Future capital budgets

10. Call to Action, 2010, page 46.

LEGEND
- ♿ Accessibility
- 🔄 Connectivity
- Active Living
- Safety
- ✳ Ecological Sustainability

ITEM 3:
Public Transit Links within the Downtown

Ensure that the supply of public transportation options within the Downtown, including the service frequencies, service hours and operating days on the Downtown 'Spirit' shuttle routes, provides convenient mobility throughout the week for Downtown residents, workers, and visitors. (♿, 🔄, ✳)

Lead:	Manager, Service Development, Transit Department
Key Partners:	
External:	Province of Manitoba; Downtown Winnipeg BIZ, The Forks North Portage, CentreVenture, Downtown Residents Associations
Timeframe:	Ongoing
City Budget:	TBD

ITEM 4:
Automobile Parking

See also:
Strategy 5, Item 3: Surface Parking in the Downtown

Develop a new strategic plan with a particular focus on Downtown parking issues, which will include consideration of the development of structured parking in the Downtown to support residential/mixed-use development.[11] (🔄)

Lead:	Director, Planning, Property and Development Department
Key Partners:	
City:	Winnipeg Parking Authority; Manager, Economic Development, Planning, Property and Development Department
External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; West End BIZ; Forks North Portage; Downtown Residents Associations
Timeframe:	2011
City Budget:	N/A

11. Call to Action, 2010, page 46.

STRATEGY 2:

Improve transportation options to, from, and within the Downtown

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 2:

Improve transportation options to, from, and within the Downtown

ITEM 5:
Bicycle Parking

See also:
Strategy 2, Item 6: Active Living
Strategy 3, Item 1: Transportation Planning

Ensure that public bicycle storage/parking facilities (e.g. lockers, corrals, racks, etc.) meet demand.[12] (, ,)

Leads:	COO, Winnipeg Parking Authority; Active Transportation Coordinator; Public Works Department
Key Partners:	
City:	Planning, Property and Development
External:	Downtown Winnipeg BIZ; Exchange District BIZ; Downtown Residents Associations; CentreVenture; Chamber of Commerce; The Forks North Portage Partnership; Destination Winnipeg; Bike to the Future
Timeframe:	Completed and ongoing
City Budget:	Within existing budgets

ITEM 6:
Active Living

Continue to implement the active transportation plan which provides walking, jogging and cycling trails and connectivity from The Forks and Downtown to other active living zones outside the Downtown. (, , ,)

Lead:	Active Transportation Coordinator, Public Works Department
Key Partners:	
City:	COO, Winnipeg Parking Authority; Recreation Coordinator, Active Living, Community Services;
External:	Downtown Residents Associations; CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; Chamber of Commerce; The Forks North Portage Partnership; Destination Winnipeg; Active Transportation Advisory Committee
Timeframe:	Plan completed (http://winnipeg.ca/publicworks/MajorProjects/ActiveTransportation/AT-Network2009.pdf) Implementation ongoing.
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

12. See also Call to Action, 2010, page 49.

Market the completed 'skywalks' (the weather protected walkway system) loop as an active pedestrian transportation route. (,)

Lead:	Active Transportation Coordinator, Public Works
Key Partners:	
City:	Recreation Coordinator, Active Living, Community Services;
External:	Downtown Winnipeg BIZ; Downtown Residents Associations
Timeframe:	Ongoing
City Budget:	TBD

STRATEGY 2:

Improve transportation options to, from, and within the Downtown



STRATEGY 3:

Develop a strong planning framework for downtown residential development

This strategy focuses on developing guidelines that will proactively support and encourage residential development to create a vibrant and cohesive Downtown with residential, commercial, and mixed-use neighbourhoods.

STRATEGY 3:

Develop a strong planning framework for downtown residential development

ITEM 1:
Transportation Planning

See also:

Strategy 2: Improve transportation options to, from, and within the Downtown

Strategy 5, Item 3: Surface Parking in the Downtown

Ensure that the Transportation Master Plan (being developed as part of the Our Winnipeg process) includes transportation infrastructure and services essential for a dense, mixed-use area like the Downtown. (♿, 🔄)

Lead:	Manager, Transportation, Public Works Department
Key Partners:	
City:	Senior Transportation Planner, Planning, Property and Development; Manager, Service Development, Transit Department; Active Transportation Coordinator, Public Works; Taxicab companies
Timeframe:	Summer, 2011
City Budget:	Within existing budgets

ITEM 2:
Downtown Planning

Incorporate Crime Prevention through Environmental Design (CPTED) principles into downtown planning and design. (🛡)

Lead:	Manager, Parks, Riverbanks and Community Initiatives, Planning and Land Use, Planning, Property and Development Department
Key Partners:	
City:	Manager, Transportation, Publics Works Department;
External:	CentreVenture; Forks North Portage; Downtown Winnipeg BIZ; Exchange District BIZ; Winnipeg Committee for Safety
Timeframe:	Ongoing
City Budget:	Within existing budgets

LEGEND

- ♿ Accessibility
- 🔄 Connectivity
- 🚶 Active Living
- 🛡 Safety
- ✳ Ecological Sustainability

STRATEGY 3:

Develop a strong planning framework for downtown residential development

ITEM 2: *(cont'd)*

Review and amend the Downtown Zoning By-law to reflect current and future development requirements that support appropriate residential development.

Lead:	Manager, Planning and Land Use, Manager, Development and Inspections, Planning, Property and Development Department
Key Partners:	
City:	Historic Buildings Committee;
External:	CentreVenture; Forks North Portage; Downtown Winnipeg BIZ; Exchange District BIZ; Winnipeg Committee for Safety; Neighbourhood Associations;
Timeframe:	Ongoing
City Budget:	TBD

Create a plan for continued development extending along the northern portion of Waterfront Drive.

Lead:	Manager, Planning and Land Use
Key Partners:	
External:	Groups associated with stakeholder and community consultation;
Timeframe:	December, 2011
City Budget:	Within existing budgets

Ensure that the South Point Douglas Secondary Plan incorporates continuity and integration with the adjacent downtown neighbourhoods.[13]

Lead:	Manager, Planning and Land Use
Key Partners:	
External:	Province of Manitoba
Timeframe:	December, 2011
City Budget:	TBD

LEGEND
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13. The majority of the South Point Douglas (SPD) neighbourhood falls outside of the Downtown boundaries. However, a section of this neighbourhood is part of the Downtown. While much potential residential development in SPD is not part of this strategy and action plan, a seamless integration of its development will significantly impact residential growth in the Downtown.

Undertake mid-level development plans as appropriate.

Lead:	Manager, Planning and Land Use, Planning, Property and Development Department
Key Partners:	
City:	Historic Buildings Committee;
External:	Downtown Winnipeg BIZ; Exchange District BIZ; Winnipeg Chinese Cultural and Community Centre; Winnipeg Arts Council; Parks Canada, Government of Canada; CentreVenture; Residents of the Exchange District (R:ED);
Timeframe:	Ongoing
City Budget:	Within existing budgets

ITEM 3: Pedestrian Facilities Design Guidelines

Finalize Exchange District Pedestrian Facilities Design Guidelines. (♿, 🚶)

Leads:	Senior Transportation Planner, Planning, Property and Development Department; Active Transportation Coordinator, Public Works Department
Key Partners:	
City:	Transportation, Engineering, and Streets Maintenance Divisions, Public Works Department;
External:	Exchange District BIZ
Timeframe:	Q2, 2011
City Budget:	Within existing budgets

Consider expanding or developing additional Pedestrian Facilities Design Guidelines for other appropriate Downtown areas (♿, 🚶)

Leads:	Senior Transportation Planner, Planning, Property and Development Department; Active Transportation Coordinator, Public Works Department
Key Partners:	
City:	Transportation, Engineering, and Streets Maintenance Divisions, Public Works Department;
External:	Downtown Winnipeg BIZ
Timeframe:	TBD
City Budget:	TBD

STRATEGY 3:

Develop a strong planning framework for downtown residential development

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 3:

Develop a strong planning framework for downtown residential development

ITEM 4:
Increase Accessibility

Encourage multi family residential to include at least 5% visitable units to encourage community living and to accommodate the growing senior population (level access entrance, wider main entrance and entrance to washroom).[14] (♿)

Lead:	Manager, Housing Development Division
Key Partners:	
External:	CentreVenture, Private-sector developers
Timeframe:	Ongoing
City Budget:	Within existing budgets

LEGEND
- Accessibility
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- Safety
- Ecological Sustainability

14. One of the Provincial commitments as part of their participation in the recently established Downtown Residential Development Grant Program is to have 5% visitable or accessible new units as part of those funded under the Program. Efforts will be made to encourage developers to include these standards in their project designs.

STRATEGY 4:

Create responsive and integrated City services related to Downtown residential development

This strategy describes ways in which the City can continue to develop good relationships with its partners and can be proactive in providing services that encourage residential development. It intends to make processes and communication with the City clearer and easier to navigate for developers.

STRATEGY 4:

Create responsive and integrated City services related to Downtown residential development

ITEM 1:
Permit and Inspection Processes

Continue to ensure that all Downtown permit applications for residential and mixed-use development are given priority processing.

Lead:	Manager, Development & Inspections
Key Partners:	
City:	Manager, Planning & Land Use; Development Liaison Coordinator, Development and Inspections, Planning, Property & Development Department
External:	CentreVenture;
Timeframe:	Ongoing
City Budget:	Within existing budgets

ITEM 2:
Building Code Equivalencies

Develop a document on building code equivalencies or adaptive re-use of older buildings.

Lead:	Manager, Development & Inspections
Key Partners:	
City:	Fire Commissioner
External:	Province of Manitoba; Manitoba Association of Architects; Association of Professional Engineers and Geoscientists of the Province of Manitoba
Timeframe:	Completed; available at http://winnipeg.ca/ppd/pdf_files/Rehab_guidelines.pdf
City Budget:	Within existing budgets

Continue to respond to proposals for building code equivalences which meet building code objectives for adaptive re-use of existing buildings.

Lead:	Manager, Development & Inspections
Key Partners:	
City:	Fire Commissioner
External:	Province of Manitoba; Manitoba Association of Architects; Association of Professional Engineers and Geoscientists of the Province of Manitoba
Timeframe:	Ongoing
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

Develop and implement training and communication regarding building code equivalencies for adaptive re-use of older buildings.

Lead:	Manager, Development & Inspections
Key Partners:	
City:	Fire Commissioner
External:	Province of Manitoba; Manitoba Association of Architects; Association of Professional Engineers and Geoscientists of the Province of Manitoba
Timeframe:	TBD
City Budget:	Within existing budgets

ITEM 3:
Developers' Tool Kit

Create a simple, but comprehensive document outlining zoning and building permit processes related to the Downtown, including process descriptions, accessibility guidelines, building code equivalencies, financial programs, contact information, and issues relating to heritage buildings

Lead:	Manager, Planning and Land Use
Key Partners:	
City:	Manager, Development & Inspections; Manager, Housing Development, Planning, Property and Development Department
External:	CentreVenture; Developers of downtown properties; Urban Development Institute
Timeframe:	Q3, 2011
City Budget:	Within existing budgets

ITEM 4:
Monitoring and Tracking

Monitor the number of new residential units developed Downtown.

Lead:	Manager, Housing Development
Key Partners:	
External:	CentreVenture
Timeframe:	Ongoing
City Budget:	Within existing budgets

STRATEGY 4:

Create responsive and integrated City services related to Downtown residential development

LEGEND

- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 5:

Adapt and develop key financial tools to create incentives for desired development

The financial tools described in this strategy are intended to encourage particular types of development in the Downtown and to address the economic constraints currently faced by developers. These will be phased out as market demand increases and the need for subsidies is reduced.

STRATEGY 5:

Adapt and develop key financial tools to create incentives for desired development

ITEM 1:
Residential Development Tax-related Incentive Programs

Implement the new Downtown Residential Development Grant Program which includes Provincial participation with education-related property taxes and a full grant after project completion.

Lead:	Manager, Housing Development, Planning, Property and Development
Key Partners:	
City:	Manager, Economic Development, Planning, Property and Development
External:	Local Government; Housing & Community Development Departments, Province of Manitoba; CentreVenture
Timeframe:	Completed
City Budget:	Tax related financial incentives are financed through incremental property taxes generated by new development.

Work with partners to review and update rehabilitation incentives to promote a variety of housing opportunities in heritage buildings in the Downtown.

Lead:	Senior Planner, Heritage, Planning, Property and Development
Key Partners:	
City:	City of Winnipeg Historical Buildings Committee
External:	CentreVenture; Province of Manitoba; Downtown heritage property owners
Timeframe:	Fall, 2011
City Budget:	Tax related financial incentives are financed through incremental property taxes generated by new development.

ITEM 2:
Fees for Downtown Development

Continue the 10% reduction of development and permit fees within the Downtown.

Lead:	Director, Planning, Property and Development
Key Partners:	
City:	Manager, Development & Inspections, Planning, Property & Development Department
Timeframe:	Ongoing
City Budget:	Reduction in budgeted revenues



STRATEGY 5:

Adapt and develop key financial tools to create incentives for desired development

ITEM 3:
Surface Parking in the Downtown

Research and analyse opportunities to create simultaneous financial incentives for non-surface lot parking and disincentives for surface lot parking, with a goal of minimizing, mitigating and controlling the amount of surface parking in the Downtown

Lead:	Director, Planning, Property and Development
Key Partners:	
City:	Winnipeg Parking Authority; Assessment and Taxation Department
External:	Downtown Council organizations; CentreVenture, Parking facility owners and operators
Timeframe:	Q3, 2011
City Budget:	Within existing budgets

LEGEND
- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 6:

Promote downtown living with developers and potential residents

This strategy focuses on communicating with both developers and Winnipeggers about the benefits of downtown living.

See also:

Strategy 4, Item 3: Developers' Tool Kit

STRATEGY 6:

Promote downtown living with developers and potential residents

ITEM 1:
Development Information on City Website

Ensure that a clearly defined list of programs, City services, and contact information related to downtown residential development is available on the City of Winnipeg website.

Lead:	Manager, Housing Development
Key Partners:	
City:	Manager, Planning & Land Use, Planning, Property & Development; COO, Winnipeg Parking Authority
External:	CentreVenture
Timeframe:	Q3, 2011
City Budget:	Within existing budgets

ITEM 2:
Downtown Living Tour & Exhibition

Continue to promote downtown living through the Downtown Living Tour and Exhibition.

Lead:	Downtown Winnipeg BIZ
Key Partners:	
City:	Manager, Housing Development; Manager, Planning & Land Use, Planning, Property & Development Department
External:	Downtown residential property owners / developers; Downtown Residents Associations; CentreVenture; WinnipegREALTORS
Timeframe:	Annually
City Budget:	Within existing budgets

ITEM 3:
Promotional Downtown Living Package

Create a package of information for distribution to existing and prospective downtown residents to promote the advantages of, and opportunities for living in, Downtown Winnipeg.

Leads:	Downtown Winnipeg BIZ, Exchange District BIZ
Key Partners:	
External:	Downtown residents associations; Residential property owners / developers; WinnipegREALTORS
Timeframe:	Ongoing
City Budget:	Within existing budgets



ITEM 4:
Market Downtown Living

Develop marketing plans to promote downtown living through existing local and non-local media.

Leads:	Downtown Winnipeg BIZ, Exchange District BIZ
Key Partners: External:	Downtown Residents Associations; Residential property owners / developers; WinnipegREALTORS
Timeframe:	Ongoing
City Budget:	Within existing budgets

ITEM 5:
Downtown as an Entertainment Hub

Promote and enhance the Downtown as an entertainment hub.

Lead:	Manager, Economic Development, Planning, Property & Development Department
Key Partners: External:	CentreVenture; Destination Winnipeg; The Forks-North Portage Partnership; Downtown Winnipeg BIZ; Exchange District BIZ; Province of Manitoba
Timeframe:	December, 2011 & ongoing
City Budget:	TBD

ITEM 6:
Promote Active Transportation

Promote Downtown active transportation options. (,)

Lead:	Active Transportation Coordinator, Public Works Department
Key Partners: External:	Active Transportation Advisory Committee
Timeframe:	Ongoing
City Budget:	Within existing budgets

STRATEGY 6:

Promote downtown living with developers and potential residents

LEGEND

- Accessibility
- Connectivity
- Active Living
- Safety
- Ecological Sustainability

STRATEGY 6:

Promote downtown living with developers and potential residents

ITEM 7:
Promote Safety

Develop a media and education strategy to inform Winnipeggers about safety and safety initiatives in the Downtown and to improve the image of the Downtown.

Lead:	Winnipeg Police Services, Director, Community Services Department
Key Partners:	
External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; Downtown Residents Associations, Winnipeg Committee for Safety
Timeframe:	Ongoing
City Budget:	TBD

ITEM 8:
Market Downtown Opportunities

Promote the Exchange District and Historic Buildings in the Downtown.

Lead:	Manager, Planning & Land Use Planning, Property & Development Department
Key Partners:	
City:	Manager, Economic Development, Planning, Property & Development Department
External:	CentreVenture; Downtown Winnipeg BIZ; Exchange District BIZ; The Forks North Portage Partnership; WinnipegREALTORS
Timeframe:	Ongoing
City Budget:	Within existing budgets

LEGEND
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