

# West Alexander & Centennial Neighbourhood Plan

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

May 26th, 2008

Winnipeg
Embrace the spirit • Vivez l'esprit

The Planning and Land Use Division wishes to acknowledge the contributions the Stakeholder Committee members made to help in the development of this plan. The Stakeholders included participants from the following groups and organizations:

- McDermot-Sherbrook Resident Association
- Centennial Community Improvement Committee
- West Alexander Resident Association
- Elgin Avenue Resident Association
- University of Manitoba
- International Centre For Infectious Diseases
- Health Sciences Centre
- Committee to the Canadian Centre for Animal and Human Health Research
- National Microbiology Lab and Public Health Agency of Canada
- Red River College
- Winnipeg Health Authority/Health Science Centre Foundation
- Myers Drugs Ltd
- Riediger's Super Market Ltd.

Furthermore we would like to thank community members for supporting the planning process by sharing their opinions, voicing their concerns and by making valuable contributions through participating in the public open houses.

# Table of Contents

## Part I
## How to Use the Plan


**Chapter 1 – How to Use the Plan** 1
- Plan Need 3
- Plan Concept 3
- Vision 4
- Goals 4
- Community Assets & Challenges 4
- Time Frame 5
- Plan Formulation Process & Public Input 5


## Part II
## Neighbourhood Plan


**Land Use Map** 6

**Chapter 2 - Residential** 7
- Low Density Residential 10
- Medium Density Residential 11
- Residential Mixed-Use 14

**Chapter 3 - Commercial** 16
- Commercial Mixed-Use 19
- Character Commercial 21

**Chapter 4 - Institutional** 22
- Proposed Expansion Map 23

**Chapter 5 – Industrial** 29

**Chapter 6 – Transportation** 31

**Chapter 7 - Parks and Open Space** 34

**Chapter 8 - Heritage** 36


## Part III
## Plan Management


**Chapter 9 - Plan Management** 38

**Chapter 10 - General Administration** 39

**Chapter 11 - Plan Monitoring & Review** 41

**Chapter 12 - Glossary** 44

**Appendix A** 48

**Appendix B** 49

**Chapter 13 - Implementation** 51

**Zoning Map** 53


## Part IV
## Background


**Introduction** 55

**Chapter 14– Study Area**
- 14.1 Neighbourhood Boundaries 56
- 14.2. Regional Context 56
- 14.3. Neighbourhood Overview 56
- 14.4 Why Plan? 57

**Chapter 15 – History of the Neighbourhoods**
- 15.1 Centennial 58
- 15.2 West Alexander 59

**Chapter 16 – Community Profile**
- 16.1 Neighbourhood Statistics 61
  - Population 61
  - Age 61
  - Families 62
  - Marital Status 62
  - Lone Parent Families 62
  - Mobility 62
  - Ethnic Diversity 62
  - Language 63

Income 63
Low Income Cut-Off 63
Employment 63
Education 63
16.2 Sense of Community 63
16.3 Neighbourhood Challenges & Strengths 64

**Chapter 17 – Zoning**

17.1 Residential Zoning 66
17.2 Commercial Zoning 66
17.3 Industrial Zoning 66
17.4 Parks and Open Space 66
17.5 Character Area 66

**Chapter 18 – Heritage Assets** 68

**Chapter 19 – Land Use**

19.1 Land Use Distribution 72
19.2 Residential Precincts 73
Housing Tenure 74
Public Sector Supported Housing 74
Age & Condition of Residential Buildings 75
Demolitions and Vacant Lots 76
Residential Market Values 77
Summary 77
19.3 Institutional Precincts 78
Health Sciences Centre /University of Manitoba Bannatyne Campus 78
Virology Lab Precinct 80
Exchange District Education Precinct 80
Health & Related Institutions 81
Summary 81
19.4 Commercial Precincts 81
Summary 82
19.5 Industrial Precincts 82
Summary 83
19.6 Parks & Open Space Precincts 84
Recreation Facilities /Community Centres 84
Parks & Open Play Spaces 85
Summary 87

**Chapter 20 - Neighbourhood Schools and Community Facilities**

20.1 Neighbourhood Schools 88
Summary 90
20.2 Churches/Places of Worship 90
20.3 Day Care Centres 90
20.4 Youth Drop-In Centres: 91
20.5 Adults & Seniors Drop-in Centres 91
Summary 91

**Chapter 21 – Traffic and Transportation**

21.1 Traffic Volumes 92
21.2 Traffic Operational Issues 93
21.3 Proposed Capital Work - Street Improvements 94
21.5 Public Transit 95
21.6. Parking 96

**Chapter 22 – Summary of Findings and Next Steps**

22.1 Summary of Findings 97
22.2 Implications of Key Findings for Planning 98

**Part V**
**Meeting Notes** 100



# PART I
## HOW TO USE THE PLAN

# Chapter 1
## How to Use the Plan

The West Alexander & Centennial Neighbourhood Plan is divided into several parts and elements for ease of use. This section explains how to use the plan, and where to look for specific information.

Persons or groups looking for detailed background information on the neighbourhoods, and in depth coverage of current land use patterns and issues in the area should consult **Part IV: Background Study.**

**Part I: How to Use the Plan** includes the rationale for the Plan, the overall Plan concept and goals, and an explanation of the Plan formulation process.

**Part II: Neighbourhood Plan** presents the substantive portion of the Plan as it relates to urban form and land use. The Elements contained within this Section include:

- *Residential* – Contains policies to guide development and conservation of existing housing stock;
- *Commercial* – Contains policies to guide commercial development;
- *Institutional* – Contains policies to guide institutional areas;
- *Industrial* – Contains policies to guide industrial areas;
- *Transportation* – Contains policies to guide development projects and capital improvements for streets, public transit, multi-modal transportation, and on-street and off-street parking.
- *Parks & Open Space* – Provides information and policies for open spaces, streetscaping, and the urban forest;
- *Heritage* – Contains policies for heritage conservation in the plan area;

Each of the above Elements contain the following subsections:

- *Overview*– Background and contextual information relating to the specific Element, including a description of land use, transportation networks, issues, and challenges for the future;
- *Issues* –Issues that have been identified as important by the community;
- *Intent* – Explains the intent and purpose of each Element and each sector within that Element;
- *Policies* – Provides principles and required actions for development expectations, improvements, and future actions in the neighbourhoods;
- *Actions* – Policies which require future action. The specific action, by whom it is to be done, the priority level, and anticipated timeframe are shown in the implementation schedule.

**Part III: Plan Management** includes the portions of the Plan relating to public participation in planning, plan management, general administration, monitoring & review, and a glossary of terms.

## Background Study:

**Part IV: Background Study**
The Background Study includes a detailed neighbourhood overview and an identification of key issues. The Study was completed in 2006, and therefore reflects data gathered up to that year.



## Meeting Notes:

**Part V: Stakeholder Meeting Notes**
This section of the document includes the meetings notes taken from the Stakeholder Meetings, dated from March 2007 to December 2007. The meetings helped define neighbourhood issues and provided the overall direction and vision for the plan.

## Plan Need:

Intensification of major medical institutions and health research facilities in the vicinity of the Health Sciences Centre and the Virology Lab coupled with development of Red River College Downtown Campus adjacent to the University of Winnipeg Continuing Education Bannatyne Campus has led to demand for scarce land and resources to support the growth needs of these institutions. Located within the heart of the neighbourhoods of West Alexander and Centennial, these new and emerging facilities contribute significantly to the City's economic future.

At the same time, their presence exerts significant and ongoing pressure on the residential precincts within these neighbourhoods, making attempts to stabilize and rejuvenate them more difficult.

Striking a balance, then, which supports and encourages growth and development of these institutions while protecting and enhancing the quality of the residential neighbourhoods, is the thrust of the Secondary Plan for the West Alexander & Centennial neighbourhoods.

## Plan Concept:

The West Alexander & Centennial Neighbourhood Plan is based on the concept of a **Health and Wellness District** – where principles of a healthy neighbourhood are valued, promoted, and shared. This concept is designed to recognize the unique assets that exist in the neighbourhood today and to build upon these strengths. The following Healthy Neighbourhood information was taken from Canada Mortgage and Housing Corporation's features of Sustainable Neighbourhoods.

### Healthy Neighbourhood Streets

A healthy neighbourhood is a place where streets are for people, not just for cars. The human scale of the streets and slow speed of the cars make them comfortable, safe and pleasant places to walk.

### Safety

A healthy neighbourhood means that people look out for one another. Homes close to the sidewalk with porches and windows out front allow you to keep an eye on the street. You can stop and chat with neighbours at the shops, by the front porch, or at a nearby park. Neighbours can meet each other along the street, and children can play safely.




### Pedestrian Oriented

A healthy neighbourhood is a place where shopping, schools, recreation, and public transit are available within a short walk from home so you don't have to use your car every time you go out. Boulevard trees also make it a pleasant place to walk. By living close to work, you can get there easily by bus, foot, bike, or a

short car ride. This means spending less time in traffic.

#### Affordability

A healthy neighbourhood is a place where you can find a home that meets your needs at a price or rent that you can afford. There are a variety of housing choices ranging from apartments to condos to townhomes, duplexes and semi- or single-detached houses. It's the sort of place you can stay in throughout life's changes. As your age, family situation, abilities and income change, you can still find a suitable home in the same neighbourhood, where you have put down roots.

#### Strong businesses & institutions

A healthy neighbourhood is a place where businesses and institutions thrive today and have an opportunity to grow and prosper in the future. It is a place where a wide variety of employment opportunities are available and where new opportunities are continually presenting themselves.

## Vision:

The ambition of this Plan is to tie together the important role of the neighbourhood institutions with the values of neighbourhood health and sustainability to forge a new, positive vision for the community, which is captured in the proposed new designation for the area - the **City of Winnipeg's Health and Wellness District.**

## Goals:

The goal of the plan is to build on the strengths that exist today and to establish policies which seek to improve on the identified challenges in the neighbourhoods, in order to foster a healthier, more sustainable community that will:

- Support and encourage the growth and development of the local institutions;
- Protect and enhance the quality of the residential neighbourhoods;
- Maintain a balance of complementary land uses;
- Create and reinforce a well-designed, liveable, integrated community;
- Encourage building design, site layouts, and urban design features which promote safety, accessibility and contribute to the uniqueness of the community;
- Promote affordable and varied housing choices.

## Community Assets and Challenges:

The general land use of West Alexander & Centennial is comprised of several key factors, all of which are considered assets by the stakeholder committee:

1. A pedestrian oriented scale and design of the area;
2. A diversity of land uses, housing types, and population;
3. World class institutions;
4. Availability of local services;
5. The presence of numerous buildings of heritage and architectural importance;
6. Affordable housing;




7. A desirable location adjacent to downtown and institutions;
8. Strong access to public transit;
9. Low land prices help facilitate redevelopment potential of the area.

*At the same time, the following challenges have been identified:*

#### Health and Safety

1. Crime is high or perception of crime is high;
2. Concentration of uses which have spillover impacts into the community (bathhouses, beer vendors);

#### Land Use

3. There are pressures to expand the HSC into existing residential areas;
4. Land uses are expanding in an ad hoc manner;
5. Lack of services (such as banks);

#### Transportation

6. High volumes of primarily regional traffic through the neighbourhood heighten the feeling that the area is just for passing through;
7. Parking pressures from land uses;

8. Construction and detours;
9. Need more traffic controls (HSC, Notre Dame & Gertie, Notre Dame & Ellen, Pacific, Ross, & Alexander, back lanes);
10. Infrastructure upgrade to provide for better pedestrian accessibility;

#### Housing

11. Houses declining/ abandoned/ demolished;
12. Derelict houses foster illicit activities;
13. Difficulty in obtaining property insurance and mortgages in the neighbourhood ("red lining");
14. Manitoba Housing concerns;
15. Low home ownership rates;
16. Slum landlords not properly maintaining properties;

#### Other

17. Poor by-law enforcement;
18. Low property values discourage investment in properties;
19. Land speculators in the area.

## Time Frame:

The plan is future-oriented and depicts how development and redevelopment are to occur over an extended time period through private and public sector projects. Due to the complexity of land use and market issues, and the pace of development and redevelopment in West Alexander and Centennial, the plan has a time frame of twenty (20) years.

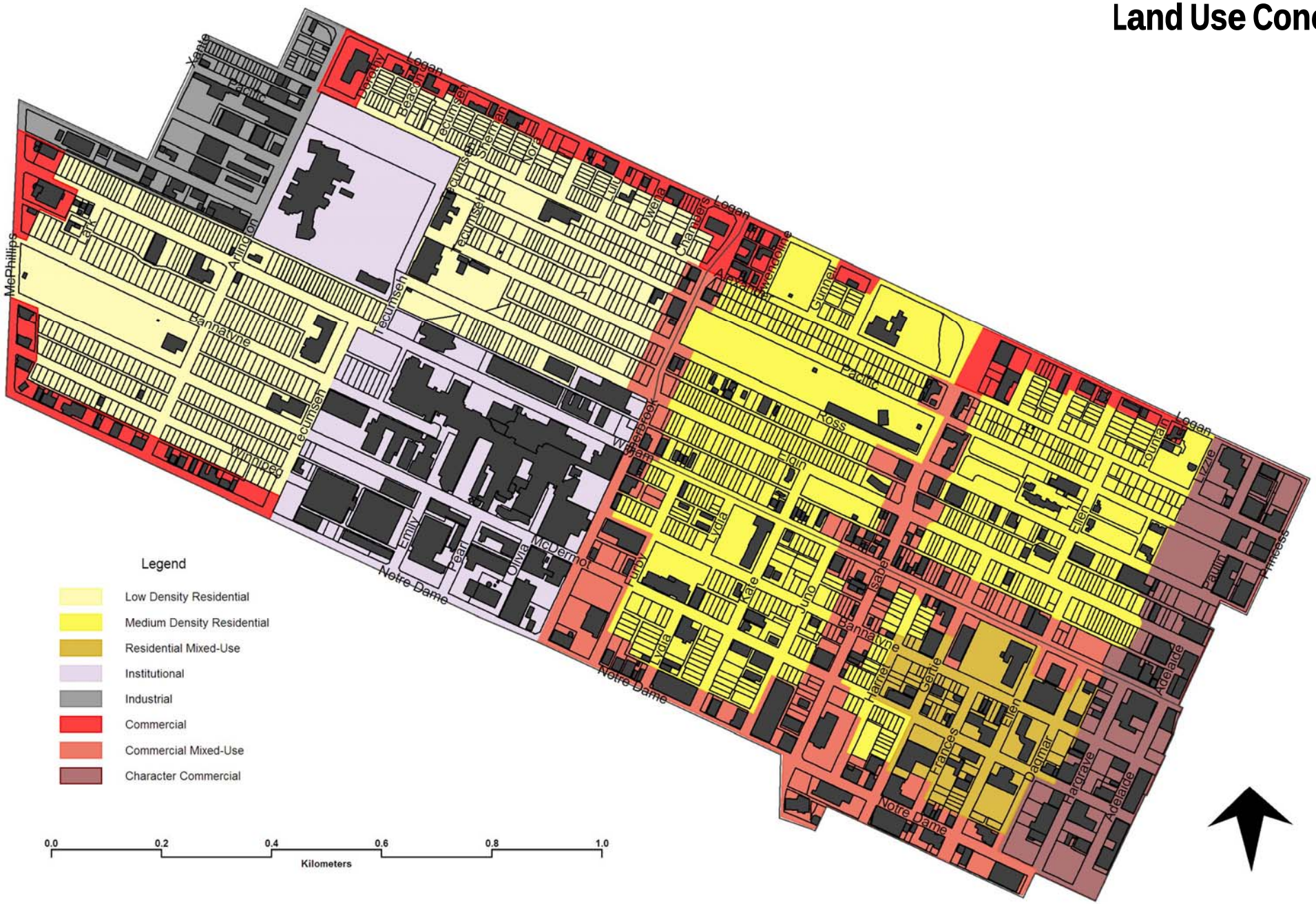
## Plan Formulation Process/Public Input:

The formulation and development of the *West Alexander & Centennial Neighbourhood Plan* have involved a multi-step, thorough, and inclusive planning process. These steps have included:

- Stakeholder group consultations; this has included numerous meetings of the stakeholder group over a period of three years, starting in 2005;
- Meetings with community representatives;
- Background study preparation;
- Draft Neighbourhood Plan preparation;
- Public feedback opportunities—including five public open houses; and
- Final Neighbourhood Plan adoption, in accordance with the public hearing process outlined in Section 234 of The City of Winnipeg Charter. These meetings include:
  - A public hearing before the Lord Selkirk-West Kildonan Community Committee;
  - Review and recommendation by the Standing Policy Committee on Planning, Property, and Development;
  - Review and recommendation by the Executive Policy Committee; and,
  - Review and by-law approval by City Council.

# Land Use Concept

## Map 1



# Chapter 2
# Residential Element

## Overview:

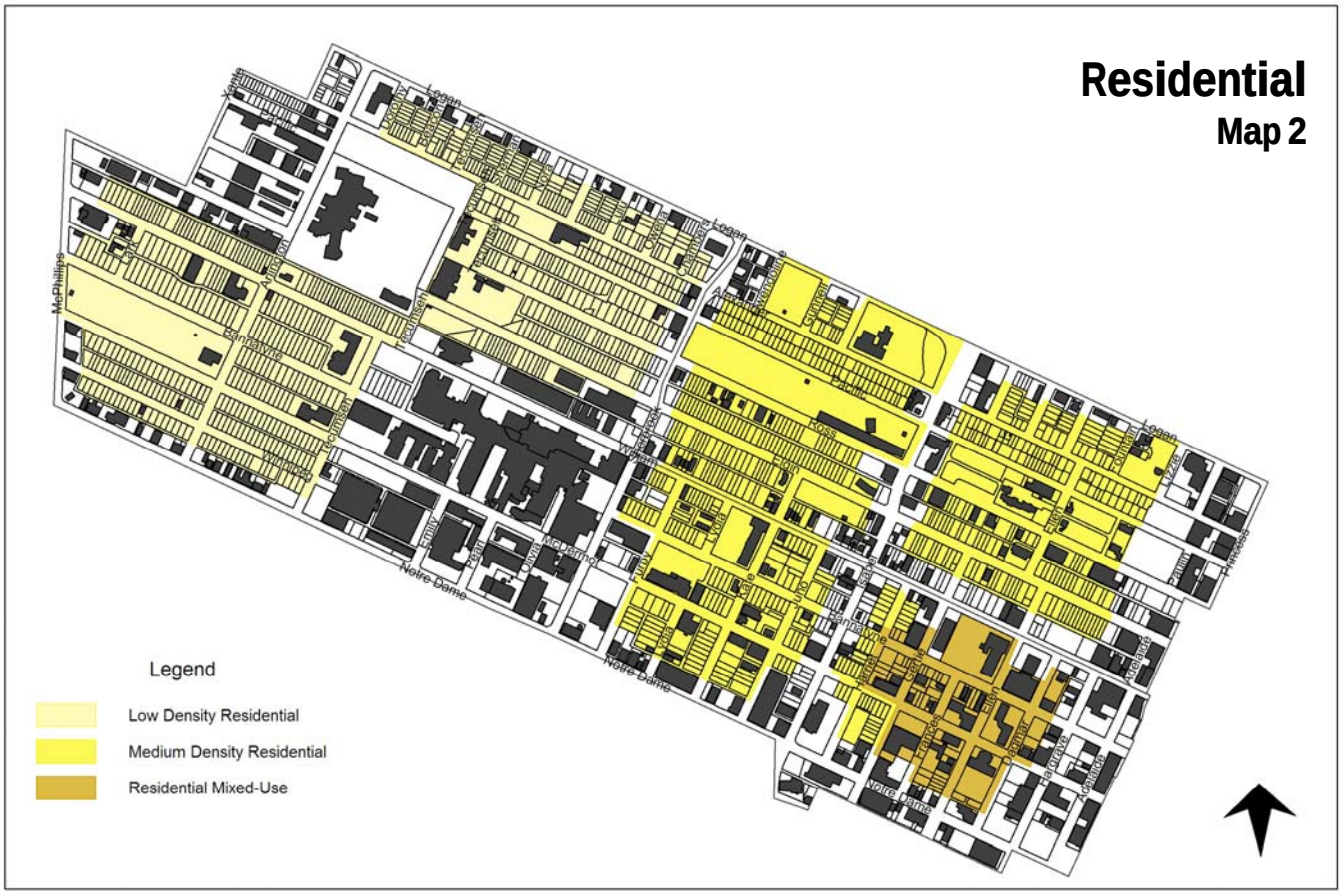
The residents of West Alexander and Centennial think of their community as a special place – where people know one another and where you are "accepted as you are", according to one resident.

It is the people who make the community special. Recognizing this, the plan aims to preserve and protect what is unique about the existing residential neighbourhoods while encouraging change which will complement and enhance what is already there. The planned area consists of a number of residential enclaves which are distinct and separated from each other by major areas of non-residential uses or major traffic arterials.

The areas west of Tecumseh and north of the Health Sciences Centre are characterized by low-density, low-rise leafy residential neighborhoods that are made up of one-family and two-family dwellings almost exclusively. The one exception to this is north of Alexander Avenue, where a number of multiple-family dwellings are present.

The residential pockets between Sherbrook and Isabel and east of Isabel, north of William are characterized by mix of multiple-family dwellings such as triplexes, row houses, and walk up apartments interspersed between single and two family dwellings.

Lastly, the area south of William and east of Isabel has seen the most encroachment by



nonresidential uses over the years. At this time, it can be best characterized as a mixed-use district which contains a variety of housing types and uses.

In light of the fact that these residential areas possess a diverse housing stock in terms of age, type, form, and tenure, and in order to encourage careful integration of new development and redevelopment, the West Alexander & Centennial Plan designates three (3) residential categories to provide for a mixture of residential development types and to ensure compatibility with the character and the scale of surrounding properties.

## Issues:

*The following have been identified as issues for residential land uses in West Alexander & Centennial.*

**Promote stability:**

i) More needs to be done to encourage infill housing in the Plan area;
ii) There are a number of older houses which need rehabilitation;
iii) The neighbourhoods are plagued by an excessive number of properties which are not properly maintained;
iv) The neighbourhoods are experiencing pressure from ad hoc development, land speculation, incompatible land uses, and pressures from competing land uses.



**Promote safety:**

i) Policies to encourage infill housing, reuse of vacant buildings, and increasing activity on the street are needed;
ii) A better understanding of the type and source of crime in the community is needed.

**Provide for new housing options:**

i) The percentage of renters to homeowners is much higher than in the City as a whole;
ii) New policies must consider large families that live in the area because of the size of the homes and their affordability;
iii) There is very little student housing for the major institutions in the area, such as the University of Manitoba and Red River College;
iv) More support for a variety of housing types, including market and integrated non-market housing, and housing aimed at different lifestyles, age groups, abilities and income levels is required;
v) More needs to be done to encourage the participation of local nonprofit groups and the private sector in new housing creation;
vi) Increased residential densities at appropriate, designated locations, which have convenient access to employment opportunities and a broad range of community and commercial facilities, are needed to provide more housing options in the neighbourhood.

## General Intent of District:

*The general intent of the residential districts is the following:*

To foster a high quality living environment and to preserve the strong sense of community while offering a wider variety of attractive and affordable housing choices which meet the changing needs of the West Alexander & Centennial community. In addition, the intent is to encourage more housing in locations with convenient access to employment opportunities and a broad range of community and commercial facilities.

**Low Density Residential**

The general intent of the area is to maintain single-family and two family housing and to ensure that new and renovated housing is compatible in mass and scale with existing housing, maintains sunlight and privacy on adjacent properties, and retains the pedestrian oriented character of the front street

The area north of the Health Science Centre may transition to health care and related institutional land uses over the life of the Plan. Until this happens, the general intent is to maintain the existing housing stock and to ensure that new and renovated housing is compatible in mass and scale with existing housing.

**Medium Density Residential**

The general purpose of the area is to preserve a mixture of residential uses, accommodating the apartments that already exist, and maintaining single-family,

duplex, and low/medium density multiple-family residential development, so that a variety of housing can continue to be provided in the area. A secondary purpose is to encourage compatibility of built form between the types of housing, to provide a consistent scale, and to maintain the interesting qualities and characteristics of the streetscape. This area may accommodate a density of up to one dwelling unit per 1,250 square feet of lot area.. Higher densities may be accommodated in certain instances through a discretionary review process.

**Residential Mixed Use**

The intent of this district is to encourage a fine grained mix of low and medium density residential uses with low intensity commercial uses – rather than a separation of uses. A secondary purpose is to encourage compatibility of built form between building types, to provide a consistent scale, and to maintain the interesting qualities and characteristics of the streetscape. This area may accommodate a density of up to one dwelling unit per 1,000 square feet of lot area. Higher densities may be accommodated in certain instances through a discretionary review process.

## General Policies:

*In order to achieve the Residential District intent and address the issues identified by the community, the following policies are to be implemented:*

**Use**

1. Encourage the phasing out of non-conforming uses through the elimination or adaptive reuse of existing non-residential buildings;

**Density**

2. Encourage secondary suites;
3. Prohibit the establishment of new or expansion of existing single room occupancies (SRO's), except for medical receiving homes and student dormitories, which may be accommodated in the Medium Density Residential and Mixed Use Residential Areas;

**Action: Amend the Zoning By-Law by PDO to prohibit new or expanded single room occupancies within the Plan area.**

**Urban Form & Design**

3. Require that intensification and infill projects are consistent in design with the street pattern and architectural character of existing areas. Existing patterns of streets, lanes, blocks, and private or public open spaces must be respected;
4. Encourage development to have an urban character and reinforce the relationship between buildings and the street by:
   - Orienting buildings to the street to restore traditional mature neighbourhood character;
   - Respecting the traditional character of the area and surrounding properties in terms of pedestrian orientation, mass and scale of surrounding properties, compatible building materials, orientation of entrances to the street, and incorporation of compatible alignment, setbacks, and height of building(s) along the street;
   - Locating parking at the rear of the buildings wherever possible;
   - Having consideration for light, view, and privacy of adjacent buildings and areas.

**By-Law Enforcement**

6. Encourage increased By-law enforcement for zoning By-law infractions and property maintenance issues;

**Sustainability**

7. Encourage the use of 'green' design principles, such as the use of sustainable building design, and the utilization of 'green roofs';
8. Encourage new buildings to be designed and developed in a matter that considers future reuse, and not solely designed and built for only one specific use or user;

**Safety and Accessibility**

9. Encourage the incorporation of concepts of Universal Design into building, streetscape, and site design through compliance with the City of Winnipeg Accessibility Design Standards;
10. Encourage the incorporation of concepts of Crime Prevention Through Environmental Design (CPTED) into building, streetscape, and site design;

**Action: Endorse the City of Winnipeg Draft CPTED Guidelines**

# Low Density Residential Policies

*In order to achieve the stated intent for this area, and address the issues identified by the community, the following policies are to be implemented:*

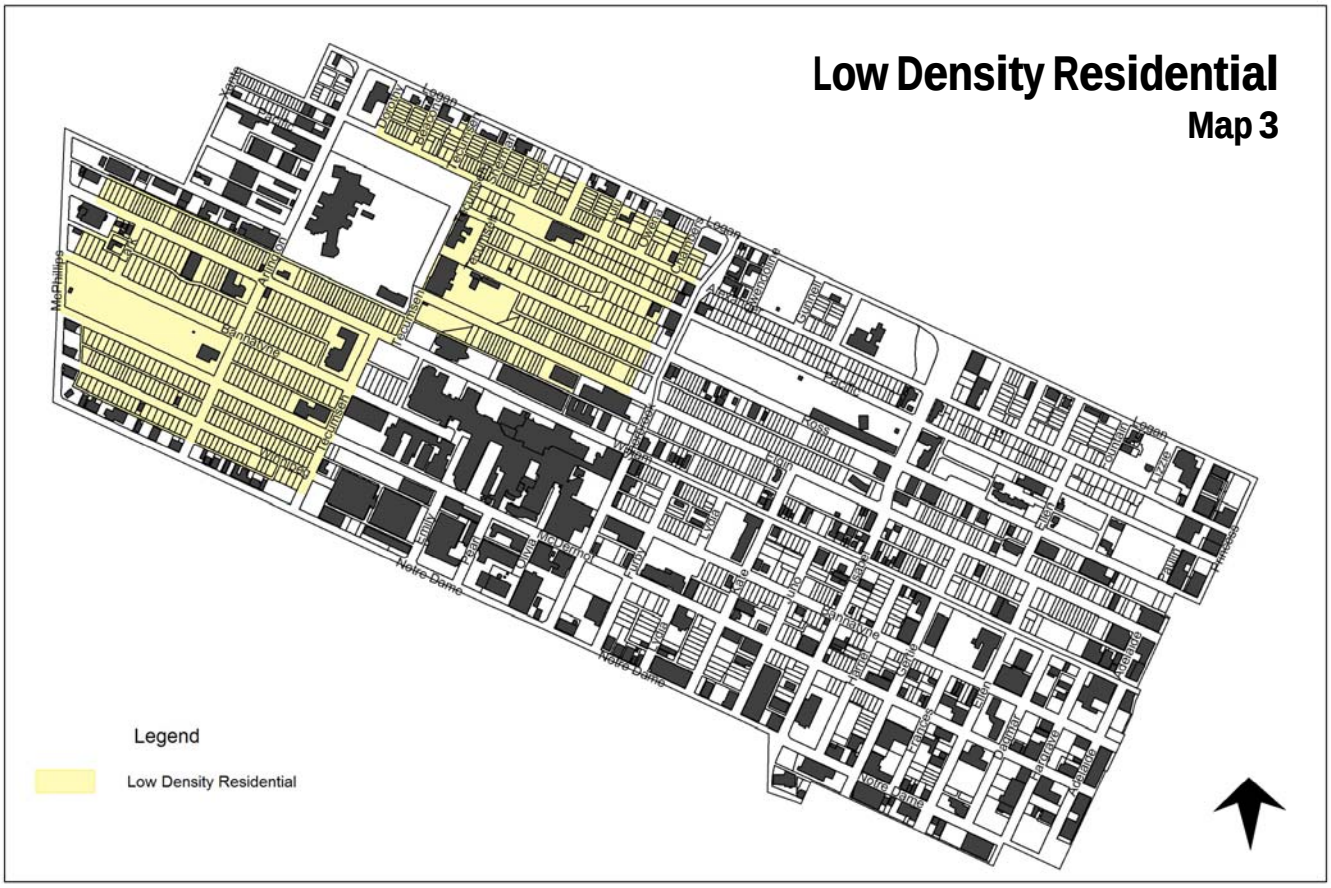
**Use**

1. Limit residential development in this area to single and two-family dwellings;
2. Prohibit new commercial, industrial, and institutional expansion in this area;
3. Accommodate community services such as schools, parks, community centres, and churches which are primarily intended to serve local neighbourhood residents;

**Urban Form & Design**

4. Encourage new development to be similar in scale and character to established adjacent residences.





# Medium Density Residential Policies

*In order to achieve the stated intent for this area, and address the issues identified by the community, the following policies are to be implemented:*

**Use**

1. Accommodate a mix of residential housing including single-family, duplexes, and low/medium density multiple-family development;
2. Prohibit new industrial and institutional expansion in this area;
3. Prohibit commercial uses in this area, except for the following:

i) On William Avenue, between Sherbrook and Furby Streets, the following commercial uses will be accommodated:

- Mixed-use buildings combining residential with low-intensity office or commercial uses on the ground floor;
- Development of professional, financial, and support services provided that the development is compatible with the surrounding residential land uses in terms of yards, building height,

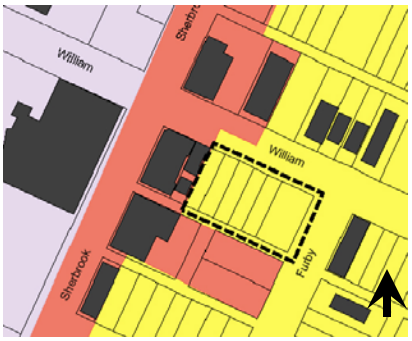
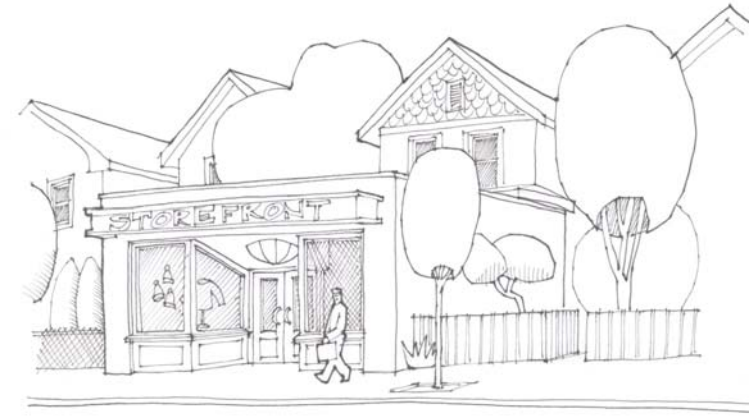
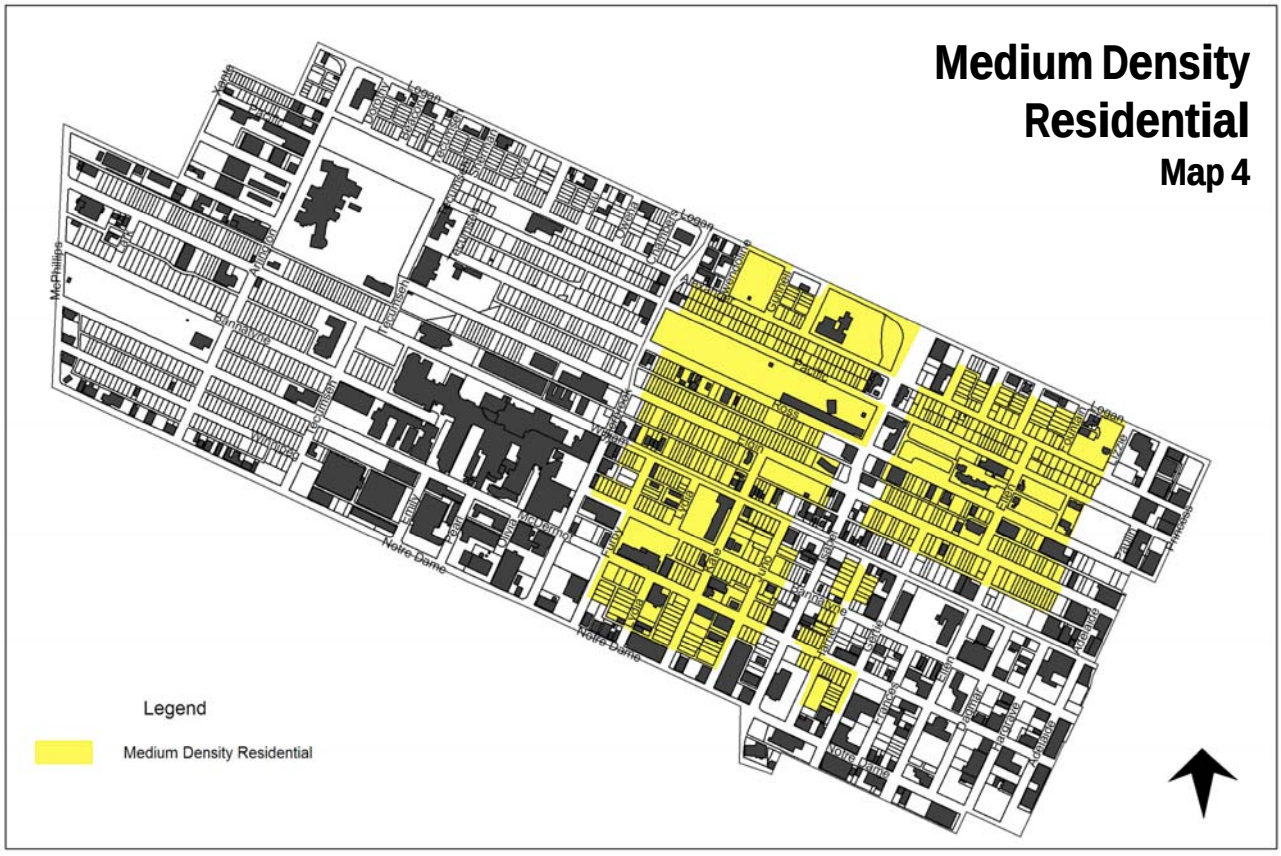



***Figure 1*** *Mixed-use & enhanced residential block on William Avenue between Sherbrook & Furby Streets*



building orientation, scale and massing, parking and other features and that the residential character of the structure and property is maintained.

ii) On Bannatyne Avenue, between Sherbrook and Furby Streets, the following commercial uses will be accommodated:

- Development of professional, financial, and support services provided that the development is compatible with the surrounding residential land uses in terms of yards, building height, building orientation, scale and massing, parking and other features, that the residential character of the structure and property is maintained, and that the building is owner-occupied.




***Figure 2*** *Dotted line showing enhanced home occupation block*

4. Accommodate community services such as schools, parks, community centres, and churches which are primarily intended to serve local neighbourhood residents;




*Enhanced home occupation*

5. Encourage the adaptive reuse of old industrial and commercial buildings for offices, artisans, or other compatible uses;

**Density**

6. A density of one dwelling unit per 1,000 to 1,250 square feet of lot area may be accommodated through a discretionary review process;
7. A density exceeding one dwelling unit per 1,000 square feet of lot area may be accommodated through a discretionary review process only in the following circumstances:
   i) For existing non-residential structures, when they are being rehabilitated and converted to a residential use;
   ii) For school sponsored student housing which is located within 1000 meters of the Bio-Medical Zone or Red River College;
   iii) For non-profit, social housing.

**Lot area**

8. Encourage infill development and preserve the existing fine grained development patterns in this area by reducing the required minimum lot size;

**Action: Amend Zoning By-Law 200/2006 by PDO to reduce the minimum lot size requirements**

**Height**

9. In order to preserve the scale and pedestrian oriented character of this area, new development will have a minimum of two storeys and a maximum of three storeys in height; however, along William Avenue, Bannatyne





*Examples of medium density buildings found in other cities.*

Avenue, and McDermot Street, a maximum height of 4 storeys will be allowed;

**Action: Amend Zoning By-Law 200/2006 by PDO**

**Urban Form & Design**

10. Encourage future apartment development to be sensitive to the scale of adjoining single-family development and to reflect the interesting qualities and character of the streetscape that is currently present in the community. This can be achieved by:

- Articulation of the front façade and regular placement of the front entrances;
- Accommodating reduced side yard requirements to provide a pattern of breaks in development that is more consistent with single-family and two-family housing;
- Accommodating features at the first storey level to create interest on the street and reduce the appearance of height and mass.



*Medium density residential building*

# Residential Mixed-Use Policies

*In order to achieve the stated intent for this area, and address the issues identified by the community, the following policies are to be implemented:*

**Use**

1. Accommodate a mix of low and medium density residential uses with low intensity commercial uses;
2. Prohibit new industrial expansion in this area;
3. Accommodate community services such as schools, parks, community centres, and churches;
4. In order to protect the residential characteristics of the area, commercial development will be limited to the following:
   - Low intensity and pedestrian oriented commercial uses, such as professional offices and small retail businesses (under 2,500 square feet). Automobile-oriented land uses, such as gas stations, non-accessory parking lots, and other drive-through uses will not be accommodated.

**Action: Amend Zoning By-Law 200/2006 by PDO**

**Density**

5. Encourage the adaptive reuse of old industrial buildings for offices, artisans, or other compatible uses;
6. A density of one dwelling unit per 800 to 1000 square feet of lot area may be accomodated through a discretionary review process;
7. A density exceeding one dwelling unit per 800 square feet of lot area may be accommodated through a discretionary review process only in the following circumstances:
   i) For existing non-residential structures, when they are being rehabilitated and converted to a residential use;
   ii) For school sponsored student housing which is located within 1000 meters of the Bio-Medical Zone or Red River College;
   iii) For non-profit, social housing;



iv) The lot is a minimum of 9,000 square feet.

**Action: Amend Zoning By-Law 200/2006 by PDO**

**Lot area**

8. Encourage infill development and preserve the existing fine grained development patterns in this area by reducing the required minimum lot size;

**Action: Amend Zoning By-Law 200/2006 by PDO to reduce the minimum lot size requirements**

**Height**

9. In order to preserve the scale and pedestrian oriented character of this area, new development will have a minimum of two storeys and a maximum of four storeys in height; Five storeys will be permitted when the following criteria are met:
   - The lot is a minimum of 9,000 square feet;
   - The fifth story is setback from the building face.

**Action Required: Amend Zoning By-Law 200/2006 by PDO**

**Urban Form & Design**

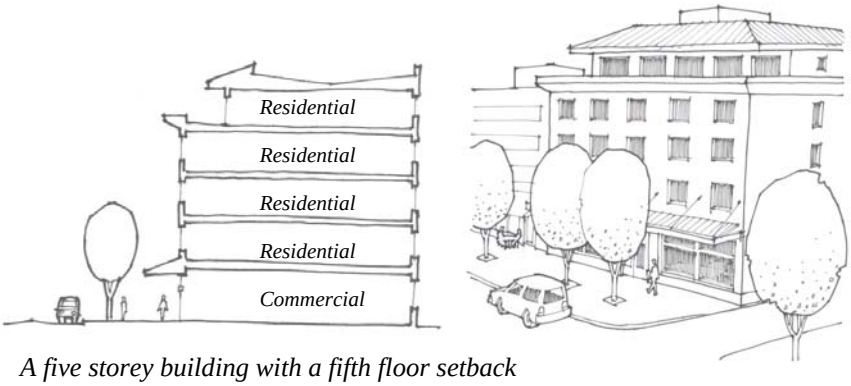
10. Encourage mixed use buildings with commercial uses at street level and office, live/work units, and residential uses above;
11. Encourage new development to reinforce and contribute to a strong streetscape and pedestrian oriented environment:
    - Encourage pedestrian access as a predominant feature in site design;



*Residential mixed-use building*

- Encourage building design that reinforces activity and vitality at the ground level through use of architectural elements and accommodate features to create interest on the street level;
- Provide wider sidewalks in active areas to accommodate pedestrian traffic, particularly where outdoor seating and retail activities are to occur;
- Encourage the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations;
- Discourage blank walls and ensure that all sides of a building that face a public street have windows with transparent glass that look out onto the street.

12. Encourage future apartment development to be sensitive to the scale of adjoining single-family development and to reflect the interesting qualities and character of the streetscape that is currently present in the community. This can be achieved by:
    - Articulation of the front façade and regular placement of the front entrances;
    - Accommodate reduced side yard requirements to provide a pattern of breaks in development that is more consistent with single-family and two-family housing;
    - Accommodate features at the first storey level to create interest on the street and reduce the appearance of height and mass.




*A five storey building with a fifth floor setback*

# Chapter 3
# Commercial Element

## Overview:

There is a wide range of commercial uses in the West Alexander & Centennial neighbourhoods. This diversity is symbolic of the nature of the communities, edged on one side by the urban charm of the Exchange District National Historic Site and on the other by the vehicular oriented McPhillips Street. The intent of this section of the Plan is to set policies which provide some guidance for commercial development in the area.

Part of this guidance includes discouraging the expansion or establishment of uses which local residents feel have a negative impact on the character and the safety of their community. These uses include beverage rooms, massage parlours, pawnshops and steam baths.

### Commercial Mixed-Use

Sherbrook and Isabel Street and parts of William and Notre Dame Avenue are busy streets with a commercial focus, but also with a residential component that helps form the overall character. These smaller scale or mixed-use commercial areas have strong ties to the local community, but have also acted as barriers because of traffic and safety issues, further fragmenting the neighbourhood. The Plan focuses on reinforcing the links between the residential neighbourhoods by strengthening these specific commercial corridors, through an improved built environment.



#### Character Commercial

The Commercial Character area is focused on the downtown, and sites at the outer edges of the Exchange District National Historic Site. While there is no significant portion of the Historic Site within the boundaries of the plan, many similar attributes of this area can also be found outside of its immediate boundaries. The established built form of this area, lends itself to a non-traditional form of commercial because of the nature and wealth of the heritage buildings. It differs from the Mixed-Use area because it has higher concentrations of commercial and light industrial uses, and seems to tolerate this diversity more readily. Additionally it is further tied together through a similar architectural era of building and use of materials.

#### Commercial

Notre Dame and Logan Avenue are major connectors to the downtown, and generally buildings edge the sidewalk forming a traditional vertical rhythm of storefronts. The Avenues are busy thoroughfares, and are more accepting of more regional focused commercial developments, although smaller-scaled businesses are still an important component of the street. New development should respect the established built form of the street.

McPhillips Street marks the final type of commercial use in the area. McPhillips Street has a more suburban approach, with parking located in the front and the building setback from the street. The street has a higher intensity regional commercial focus and development occurs at a larger scale.

McPhillips Street, parts of Notre Dame and Logan Avenues, do not have area specific policies, although must still adhere to the general policies of the commercial areas.

Commercial uses related to the health service sector are encouraged to be located on Sherbrook Avenue, with larger scaled businesses along Notre Dame, Logan or McPhillips, or in the industrial area.

## Issues:

*The following have been identified as issues in the West Alexander & Centennial Neighbourhoods:*

i) There are concerns over the encroachment of commercial uses into the surrounding residential area;
ii) There is pressure for the development of larger commercial operations, which are not consistent with the small scale commercial establishments in the area;
iii) There are safety concerns associated with some businesses and uses in the neighbourhood which are believed to compromise the safety of area residents.

## Intent:

The general intent of the commercial sectors is the following:

To encourage commercial businesses which positively contribute to the community by supporting a pedestrian friendly neighbourhood, but also giving opportunities for auto-oriented developments along parts of McPhillips and Logan Avenues.

#### Commercial

The intent of this district is to provide for commercial businesses with a more regional focus.

#### Commercial Mixed-Use

The intent of this district is to encourage thriving, pedestrian-oriented commercial streets that act as threads weaving the residential communities together.

#### Character Commercial

The intent of this district is to maintain the established commercial identity that reinforces the recognized character of the Exchange District National Historic Site.

## General Policies:

*In order to achieve the Commercial District intent and address the issues identified by the community, the following policies are to be implemented:*

#### Use

1. Prohibit the following businesses, where possible:
   - Any steam bath or expansion of an existing steam bath;
   - Any new massage parlour or expansion of an existing massage parlour;
   - Any new pawn shop or expansion of an existing pawn shop;

- Any new beverage room or expansion of an existing beverage room.

**Action: Amend Zoning By-Law 200/2006 by PDO**

2. Limit the size of cocktail lounges so that the square footage does not exceed 1/3 of the gross floor area of the overall tenant area (for example, a 1,500 square foot restaurant would be permitted a 500 square foot lounge);

**Action: Amend Zoning By-Law 200/2006 by PDO**

3. Commercial areas will not be permitted to encroach upon or expand into the surrounding residential areas;

**Action: Amend Zoning By-Law 200/2006 by PDO**

4. Encourage new commercial development that is adjacent to residential areas to minimize potential negative impacts on the residential districts, by mitigating the impacts of parking, loading zones, refuse collection, vehicle access, and other issues via site design, buffering, setbacks and landscaping;

**Action Required: Amend Zoning By-Law 200/2006 by PDO**

### Urban Design

5. Encourage the development of a sign plan for buildings with multiple occupants;
6. Discourage blank walls on buildings;
7. Require all sides of new buildings which face public streets to have windows with transparent glass at least the street level;

**Action: Amend Zoning By-Law 200/2006 by PDO**

8. Encourage new developments to consider the light, view and privacy of adjacent buildings;
9. Encourage site planning to include side yards and other spaces to ensure that all space is positively used and has a function;

a. Encourage the incorporation of concepts of Universal Design into building, streetscape, and site design through compliance with the City of Winnipeg Accessibility Design Standards;
b. Encourage the incorporation of concepts of Crime Prevention Through Environmental Design (CPTED) into building, streetscape, and site design;

**Action: Endorse the City of Winnipeg Draft CPTED Guidelines**

10. Encourage the use of ‘green’ design principles, such as the use of sustainable building design, and the utilization of ‘green roofs’;
11. Encourage local businesses to work together to beautify, improve and create a strong and vibrant pedestrian oriented commercial street.

**Action: Support the efforts of local businesses to create a BIZ;**

# Commercial Mixed-Use Policies

*In order to achieve the stated intent for this area and address the issues identified by the community, the following policies are to be implemented:*

1. Encourage active uses such as retail at street level;
2. Encourage office uses above the first floor or encourage 1st floor office space to be designed in a manner consistent with the permeable nature of commercial storefronts;
3. Encourage residential uses on the upper storeys of buildings;
4. Discourage uses which are automobile oriented, such as:
   - Any new gas station or expansion of an existing gas station;
   - Any new drive-through or an expansion of an existing drive-through;
   - Any car wash or expansion of an existing car wash.

**Action: Amend Zoning By-Law 200/2006 by PDO**

5. Prohibit big-box suburban style of development, unless the building is designed with frontage consistent with small individual shops;

**Action: Amend Zoning By-Law 200/2006 by PDO**

6. Encourage commercial uses that are complementary to the health service sector to be located on Sherbrook Avenue;
7. Rezone the areas as defined by the Commercial Mixed-Use Map 7, to CMU.

**Action: Rezone the C2 Commercial Districts to CMU Commercial Mixed-Use Districts.**

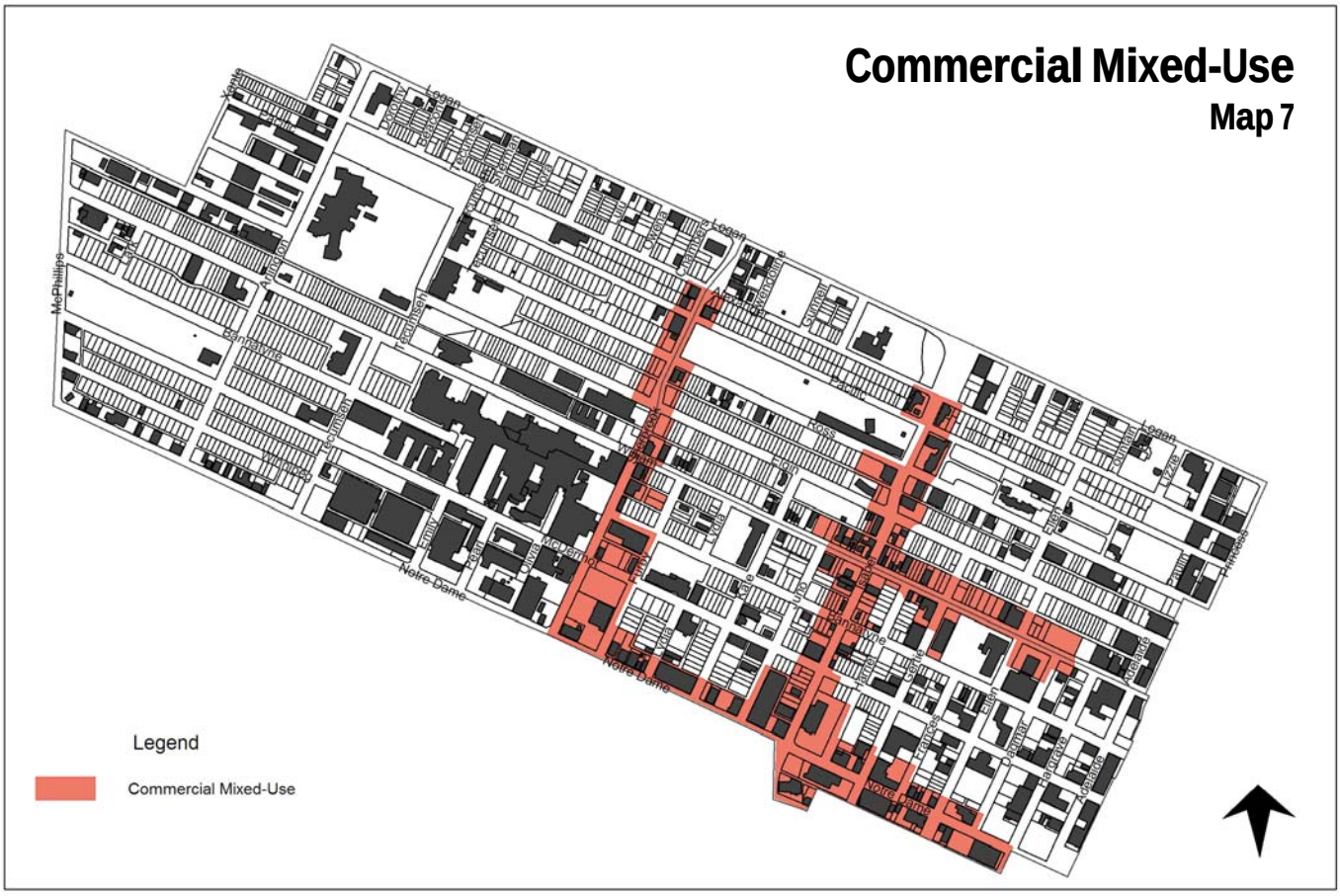
### Urban Design

8. Require signage to be designed for the pedestrian rather than vehicular traffic.;

**Action: Amend Zoning By-Law 200/2006 by PDO**

9. Require buildings to be oriented to the street to restore the traditional mature neighbourhood character;

**Action: Amend Zoning By-Law 200/2006 by PDO**



10. Require new buildings to be located to the front and corner side property lines;

**Action: Amend Zoning By-Law 200/2006 by PDO**

11. Require pedestrian access at the street level, and locate parking, loading and other service entrances at the rear of buildings;

**Action: Amend Zoning By-Law 200/2006 by PDO**

12. Encourage development to reinforce and contribute to a strong streetscape and pedestrian oriented environment;
13. Encourage the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations;
14. Encourage new building to have design elements that are consistent with surrounding properties, including materials, finishing, signage, placement of windows and doors, and height and massing of buildings.



*Sketch of a mixed-use street*

# Character Commercial Policies

*In order to achieve the stated intent for this area and address the issues identified by the community, the following policies are to be implemented:*

1. Require signage to be designed for the pedestrian rather than vehicular traffic;

**Action: Amend Zoning By-Law 200/2006 by PDO**

2. Require buildings to be oriented to the street to restore to respect the character area;

**Action: Amend Zoning By-Law 200/2006 by PDO**

3. Require new buildings to be located to the front and corner side property lines;

**Action: Amend Zoning By-Law 200/2006 by PDO**

4. Require pedestrian access at the street level, and locate parking, loading and other service entrances at the rear of buildings;

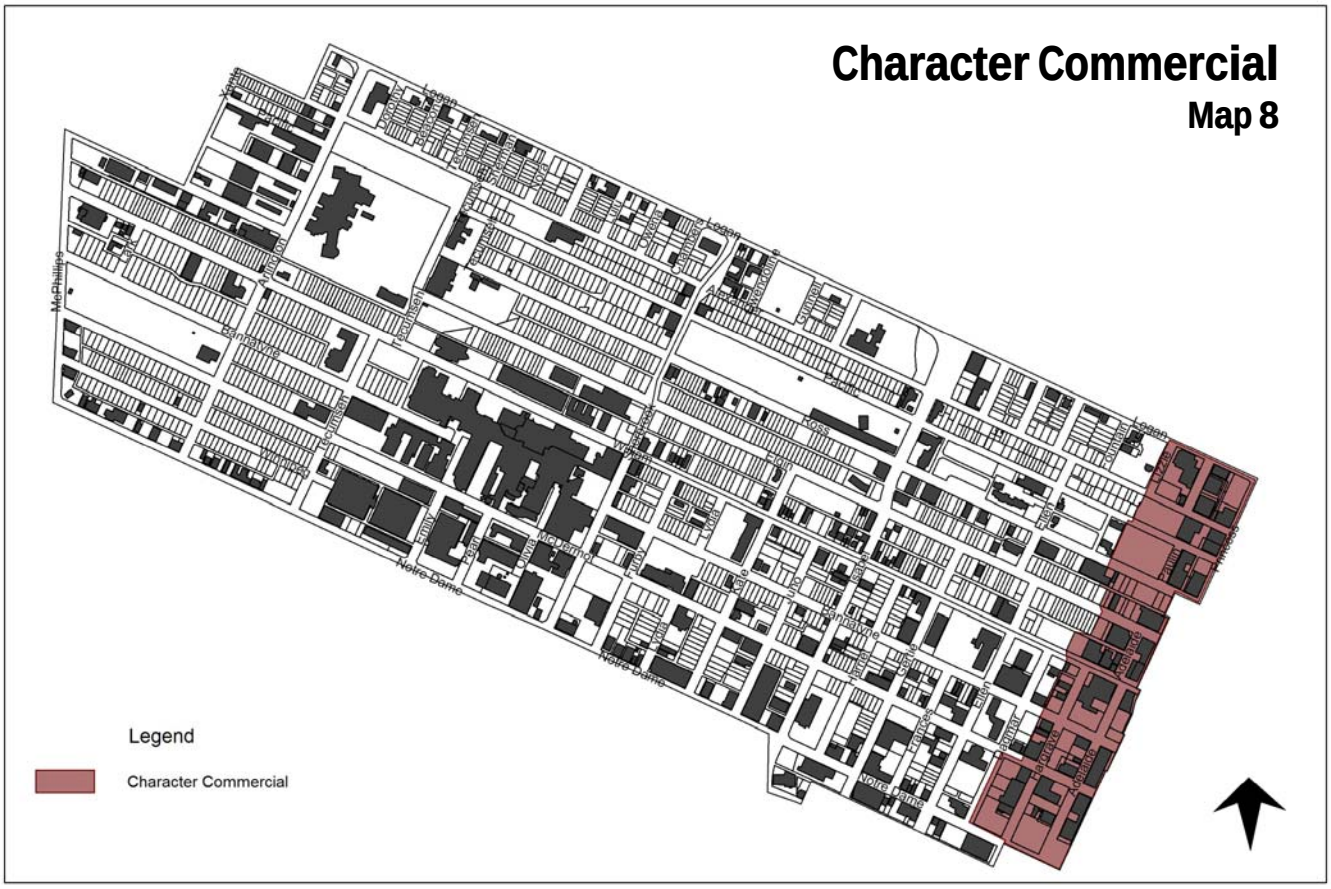
**Action: Amend Zoning By-Law 200/2006 by PDO**

5. Encourage development to reinforce and contribute to a strong streetscape and pedestrian oriented environment;
6. Encourage the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations;
7. Encourage new building to have design elements that are consistent with surrounding properties, including materials, finishing, signage, placement of windows and doors, and height and massing of buildings.

*Parking policies can be viewed in the Transportation section of the document.*







# Chapter 4
# Institutional Element

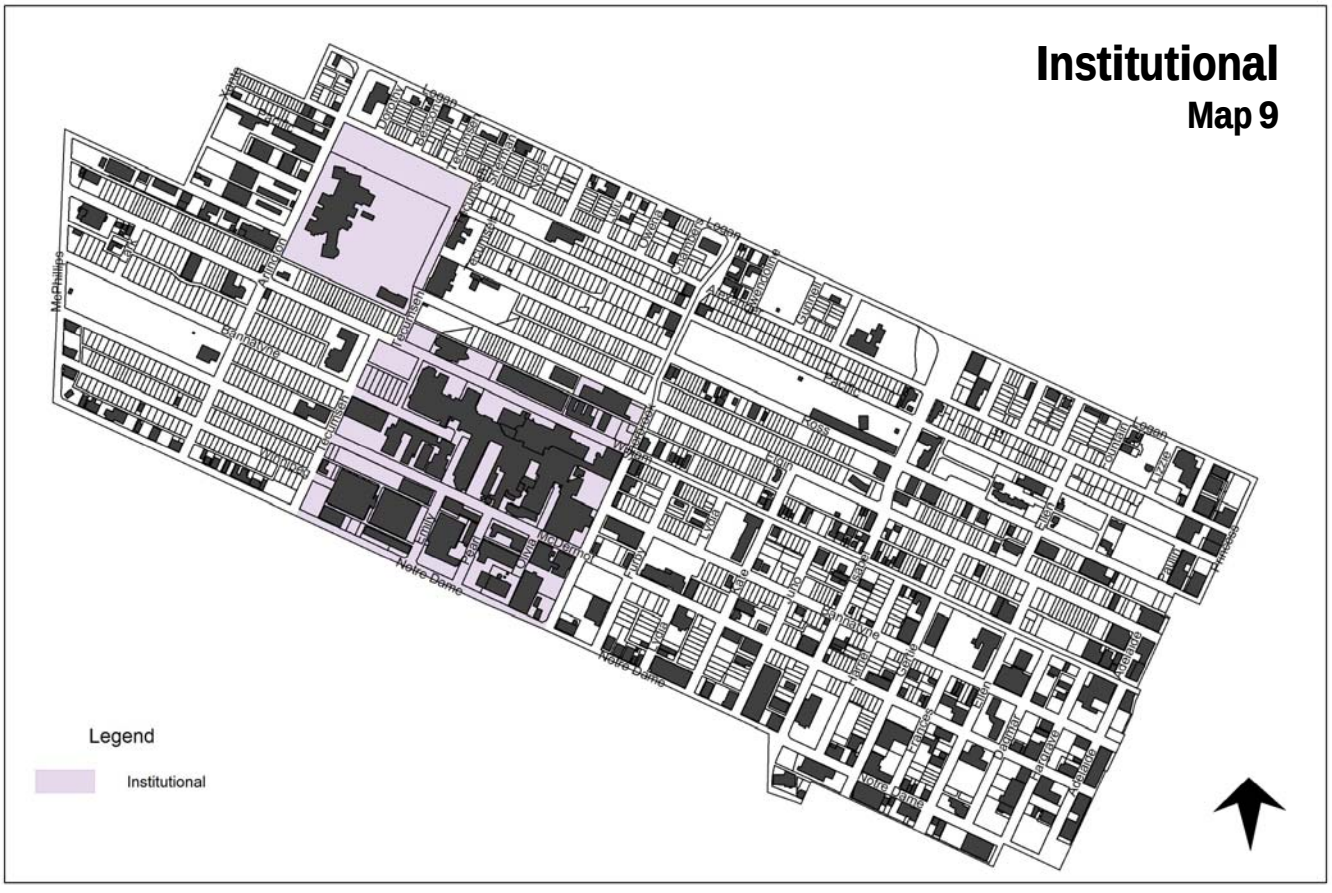
## Overview:

One of the unique characteristics of the West Alexander & Centennial area is the presence of a number of major medical, biotechnology, and educational institutions. These institutions are intensive, have long-term needs for expansion, represent significant economic opportunities for the future, and appear to have significant affinities to inter-relate with each other. The major institutions in the West Alexander and Centennial areas are as follows:

- Health Sciences Centre;
- University of Manitoba, Bannatyne Campus;
- Virology Lab;
- Red River College.

Some of the factors which distinguish institutions are:

- The form and scale of building development: Sites are intensely developed, with mixed building forms including large slab blocks and towers which contrast with nearby housing;
- The scale and intensity of activities on site: The institutions generate large flows of people and vehicles both by day and night;
- The effects of building development and activities impact on surrounding residential neighbourhoods: Vehicle parking in residential streets is a continuing problem;
- The considerable pressure for growth: new development needs to become more integrated with other community uses.



**A new model:**
Major institutions in this district have a need to adapt and respond to changing circumstances and to maintain their leadership positions in education, health care, and research while recognizing, responding to, and coordinating with City goals.

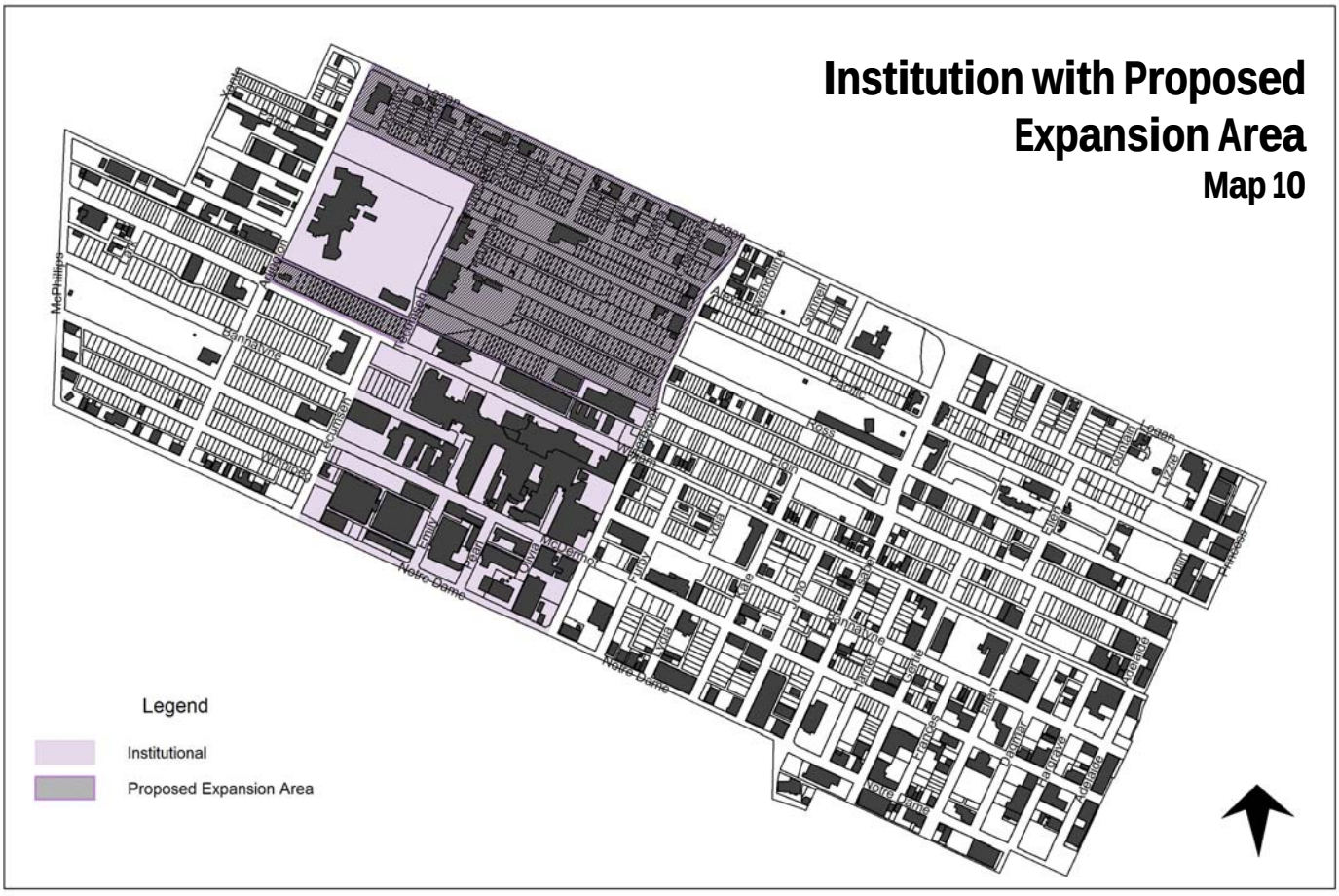
Thus, in order to facilitate the future prosperity of these institutions, the Plan advocates a more flexible approach to the establishment of health, education, and applied research and development activities within the District. This will allow the institutions to be more responsive to future political, economic, and technological change.

**Campus**
The Plan envisions that the Institutional District will develop into a "campus" within the larger neighbourhood. However, it is strongly felt that this "campus" should not be an entity unto itself but instead be a definable, yet seamless district that connects with the rest of the community. As such, a full palette of neighbourhood uses ranging from residential apartments and condominiums to neighbourhood supportive type uses could be planned for this "campus". In addition, services which are currently inside the institutional buildings can be brought out on the street – for which they can serve the entire neighbourhood.

The campus is further envisioned as a place which supports people and activity on the street. It is compact in form, and includes ample green space.

**Bio-Med Zone Concept**
For a number of years, there has been interest in the concept of maximizing the collective strength of Winnipeg's infectious disease cluster and promoting industry development spin-offs from medical and scientific research. The idea of Bio -Med City was recommended in 2003 by the Joint federal-provincial International Centre for Infectious Diseases Task Force as an area where laboratories and scientists could provide synergies for new research, training, product development, commercialization, and product start ups.

The Bio-Med Zone is visualized as a combination of place, people, land, buildings, and public



infrastructure, growing in close proximity to one another. This approach to cluster development is consistent with similar initiatives across North America.

Whereas the cluster idea may have originally been focused solely on infectious disease industries, the vision has broadened to include the entire burgeoning biotechnology and life sciences sector.

This is a key sector of our city's economy and one that may be poised for significant growth in the future. For instance, Winnipeg currently has the fifth largest biotech and health research cluster in Canada. We are home to 37 biotechnology companies, with 1,700 employees and 20 research and development establishments, representing 1,800 employees.

## Institutional District Expansion

In order to accommodate existing growth pressures and new economic opportunities, the Institutional District may be required to expand beyond its existing boundaries. The Plan allows for the possibility of an expanded institutional district adjacent to the hospital campus and virology lab. This area would allow for existing health care related services and the future establishment of health, education, and applied research and development activities, which complement the existing research institutions and help form a physical cluster of biotechnology and life sciences industries at this location.

### Process

An expansion of the institutional zone is a two-step process which involves first amending the Secondary Plan and then subdividing and rezoning land. Significant detail must be provided to the City in support of a Plan amendment (see master plan requirement in Appendix B). Additionally, the participation of a majority of property owners is required before a Plan amendment can be tabled. Given that a Plan amendment may cause significant change to occur in the future land use and development patterns of the area, and may cause people to be displaced from their homes, it is expected that the applicant will hold broad consultation with the public in conjunction with any amendment process (see Section on Plan Monitoring and Review).

### Principles of Expansion

Two of the fundamental principles guiding any expansion are that people who are displaced will be treated fairly and that no net loss of housing shall occur in the Plan area. The no net loss of housing principle sets an expectation that any institution which acquires residential housing and converts that housing to another use has a social responsibility to ensure that the viability of the community is protected through the stabilization of the population base.

At the time a Plan amendment is put forward, as a part of the Conceptual Master Plan process, it will be up to the institutions to propose how they plan to meet this objective. At this point, it is enough to say that there are a number of possible ways that this principle can be realized. Some ideas, for the sake of future discussion include:

- A unit for unit replacement within the Institutional District;
- The creation of new housing units, on a unit for unit basis, in other parts of the Plan area;
- A contribution to an affordable housing fund for each residential dwelling removed.

### Impacts of Growth

While the Plan supports institutional growth, there is a recognition that these institutions have impacts on the surrounding community. Thus, the Plan attempts to balance the needs of these two constituencies by providing means for future growth and expansion of the Institutional District – but in an orderly, measured fashion that acknowledges the surrounding non-institutional community. For instance, the Plan includes increased height allowances for institutions and provides the mechanism for possible future expansion. At the same time, heights must be tapered at any residential boundary – to limit shadowing and privacy issues.

Additionally, the requirement for a Master Plan, which will show how and where growth is to occur in the future, responds to the residents' strong desire for clarity and predictability for the future direction of the area.

## General Intent of District:

The general intent of this district is to create a zone which recognizes the importance of the institutions in the neighbourhood by providing parameters for their future growth and development, as well as enabling the establishment of complementary activities within the zone.

New developments within the Institutional District are subject to provisions aimed at encouraging compatible expansion and protecting the features of Residential Areas.

Furthermore, the Plan seeks to ensure that any expansion is properly evaluated. Expansion proposals will be dealt with under the plan amendment processes in order to enable a full review of the proposed change.

#### Bio-Medical District

The general intent for the area is to provide a flexible land use approach for the provision of health services to the on going functioning of existing health care related services, and the future establishment of health, education, and applied research and development activities.

## Issues:

*The following have been identified as issues for institutional land uses in the West Alexander and Centennial Neighbourhoods:*

i) The present and potential value of these institutions needs to be recognized;
ii) The impact that these institutions have on the community must be acknowledged;
iii) The potential value/ benefits for the community should be defined;
iv) There is currently no clear geographic area defined for where institutional growth is to take place;
v) There is no clear plan for how institutional growth may occur;
vi) There are no rules in place to protect homeowners who may be impacted by institutional expansion;
vii) An expansion process that allows for consultation with and consideration of the existing community is needed;
viii) The community is concerned that residents may be displaced by future expansions of the Hospital and may not be treated fairly.

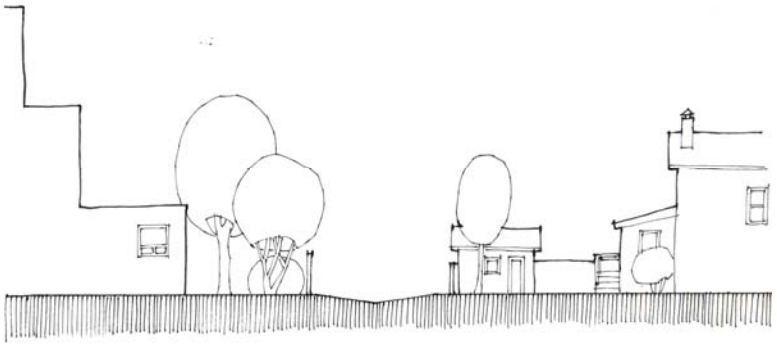
## Institutional District Common Policies:

*In order to achieve the Institutional District intent and address the issues identified by the community, the following policies are to be implemented:*

1. The preparation of Campus Master Development Plans by Major Institutions located in the Zone will be required. Such plans are an effective means to manage site development in a comprehensive manner, thereby reducing the likelihood of potential non-compliance with the rules contained in the Plan (see Appendix B);
2. Where activities, buildings or structures in the Institutional District adjoin or face a Residential Area, they will satisfy additional conditions, identified in Appendix A.

**Action: Amend Zoning By-Law 200/2006 by PDO**

3. Require that intensification and infill projects will be consistent in design with the street pattern and architectural character of existing areas. Existing patterns of streets, lanes, blocks, and private or public open spaces should be respected when possible;
4. Encourage new development to be in a compact urban



*Consider the impacts of institutional buildings on residential homes, including back lanes.*

layout, which means a vertical, instead of a land consumptive, sprawling horizontal building form;
5. Encourage the creation of green space into existing areas – in the form of small pocket parks and gardens, exercise/rest station areas, and bench seating areas for the passive enjoyment of employees, patients, and residents of the area;
6. In order to ensure that pedestrian access is a predominant feature in site design;
7. Require that building design reinforces activity and vitality at the ground level through use of architectural elements and accommodate features to create interest on the street level;
8. Encourage all public, semi-private and private spaces to be considered in the design process;
9. Encourage the development of gathering places and active areas, such as pedestrian plazas, outdoor seating areas, and patios at prominent, highly visible locations;
10. Discourage blank walls and ensure that all sides of a building that face a public street have windows with transparent glass that look out onto the street;
11. Consider light, view, and privacy of adjacent buildings and areas;
12. Encourage the incorporation of concepts of Universal Design into building, streetscape, and site design through compliance with the City of Winnipeg Accessibility Design Standards;
13. Encourage the incorporation of concepts of Crime Prevention Through Environmental Design (CPTED) into building, streetscape, and site design;



**Action: Endorse the City of Winnipeg Draft CPTED Guidelines**

14. Encourage the use of 'green' design principles, such as the use of sustainable building design, and the utilization of 'green roofs';
15. Encourage the development of a sign plan for buildings with multiple occupants;

### Campus Concept

16. Promote greater physical integration between the community and the institution through the addition of amenities that can be shared by the community, such as green space, and the location of services complementary to the hospital, that may be accessible to the community;
17. Promote unity and connectivity between buildings and around the entire Institutional District ;

### Social

The Plan recommends that the following services and social interactions be explored to further deepen the relationship between the Hospital and the neighbourhood.

18. While it already has a large and very successful outreach and volunteer program, the Hospital is encouraged to make a special effort of reaching out to the Neighbourhood for volunteers and other ways of getting people from the immediate area to invest their time and

resources into the Hospital. The possibilities for deepening these types of relationships between the Neighbourhood and the Hospital are only limited by our imaginations and the willingness of people to serve;

19. Encourage the Hospital to determine which services they already provide that may be of interest to neighbourhood residents such as restaurants and gift shops and to explore ways of making those services accessible to the exterior of the building, at key pedestrian locations, or having them located near the main visitor entrance;
20. Encourage the continuing dialogue between the Health Sciences Centre and the West Alexander Residents Association. Further encourage their commitment to continue to work together to achieve understanding on issues of mutual interest such as safety, development, traffic, parking, and noise;
21. Encourage the City and its major institutions to engage in a formally established ongoing dialogue to share concerns, identify problems, conflicts, and opportunities, and to fashion solutions and areas of cooperation;

**Action: Support the creation of a working group between the HSC and the City**

#### "Weston Bakery" Site

Due to the expected redevelopment of this site in the near future and prior to a establishment of more comprehensive development plan for the Hospital campus, the following policies for the Weston Bakery site have been developed.

Future redevelopment of this site shall meet the following objectives:

22. Prohibit vehicular ingress, egress, or loading from Elgin Avenue;
23. Require all primary entrances and exits to the building to be on Sherbrook Street or William Avenue;
24. Require mechanical equipment to be screened and located away from adjacent residences, so as to limit excessive noise, odours, or vibrations;
25. Require a minimum 15-foot landscaped front yard setback on Elgin Avenue to match the residential character of the street. The setback may be active or passive in nature;

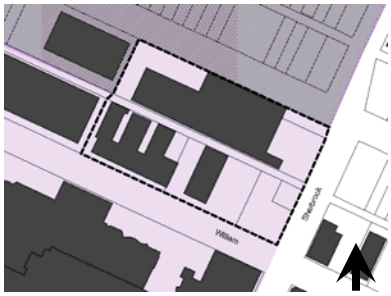



***Figure 3** Dotted line showing Weston Bakery Site*

#### Expansion outside zone

26. Consider fiscal burdens on the City of Winnipeg:
    i) Any proposal to expand the institutional area outside its existing boundaries should be evaluated to determine if it will create any new fiscal burdens on the City's treasury through the conversion of tax producing uses to non-taxable uses. If it is determined that there will be fiscal impacts, mitigating such impacts through financial compensation or other means should be considered;
    ii) Require that future expansion of the Institutional District occur north of William Avenue, east of Sherbrook Street, and west of Tecumseh (see Map 10).
27. In order to avoid, remedy, or mitigate the adverse effects of building development or redevelopment which either fronts onto or is adjacent to a residential area, require that new institutional development be contiguous to existing development;

#### Displacement of people

28. In order to maintain the stability of the population within the Plan area, require that no net loss of housing shall occur within the Plan area through the acquisition and conversion of residential properties to an institutional use;
29. When properties are acquired for conversion to another use, encourage full maintenance of existing buildings and their grounds until such time that redevelopment proceeds;

**Expansion Process**

30. Require a plan amendment to expand the Institutional District, as specified in Section 6, Plan Amendment Section;

**Economic**

31. Encourage progress in further developing the idea of establishing an "economic enterprise zone", which could include economic incentives for targeted enterprises locating within a defined geographic area in the Institutional District;

**Action: Review the idea of creating an economic enterprise zone within a defined geographic area in the Bio-Med District.**

**Public Works Yard**

32. Review options for the future utilization of the Public Works Yard, including the possibility of relocating the existing operations and redeveloping the site;




***Figure 4*** *Dotted line showing Public Works Yard*

**Action: Review options for the future utilization of the Public Works Yard, including the possibility of relocating the existing operations and redeveloping the site.**

**Servicing**

33. Require that any future development be designed so that the land drainage runoff rates do not exceed existing runoff rates to avoid any degradation to the level of service in the area.

# Chapter 5
# Industrial Element

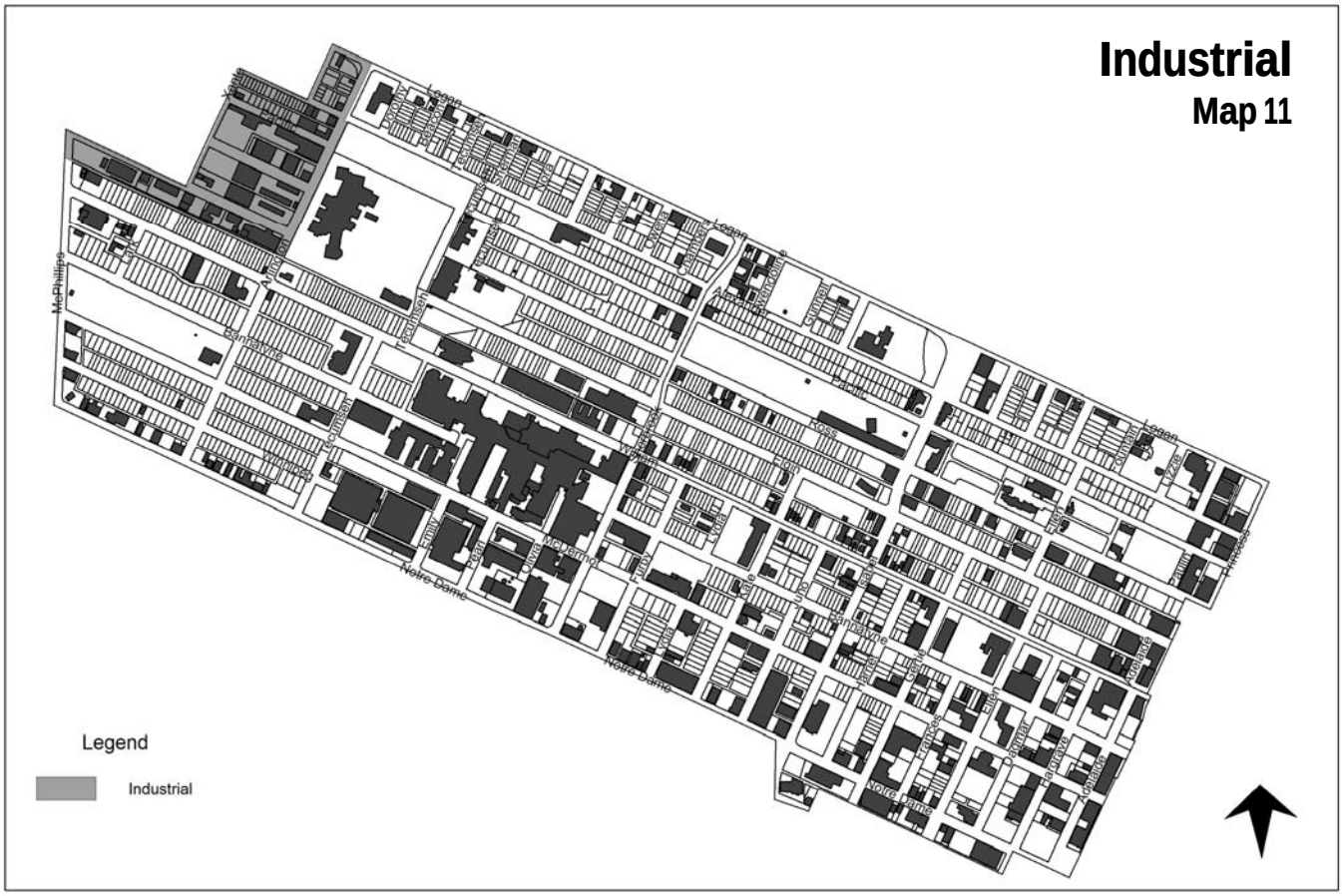
## Overview:
Industrial land uses are generally concentrated in the northwest portion of the planning area and scattered intermittently throughout the balance of the neighbourhoods.

Existing zoning, for the most part, is "M3", which provides for the most intensive industrial uses allowed under the Zoning By-Law. Some of the uses that are permitted under "M3" could potentially have very negative impacts on surrounding properties. Tapering down the zoning to "M2" in this area would allow for a broader range of uses – while restricting the uses which could potentially have the most adverse impact through noise, emissions, dust, and vibration.

This area, which is strategically located near the bio-medical cluster and close to both regional streets and the City Centre, may offer potential (as more intensive employment lands in the future) for future development which complements the emerging bio-science industry.

## Intent:
The planning concept is to phase out industrial uses in areas that are predominantly residential in nature and to encourage the development of non-noxious industrial uses in the area of industrial concentration, which is located in the northwest portion of the planning area.

## Issues:
The following have been



identified as issues for the industrial areas:

i) Heavy industrial zoning is incompatible with the adjacent residential community;
ii) The current zoning does not accommodate non-industrial uses, such as the emerging biotechnology and life sciences sector, which would complement and enhance the industrial area and be compatible with industrial uses.

## Industrial Policies

*In order to achieve the Industrial policies and address the issues identified by the community, the following policies are to be implemented:*

1. Preserve a viable industrial base which can coexist with residential and more commercially oriented uses, by eliminating "M3" Industrial zoning and replacing it with "M2" Industrial zoning, which is more compatible with the area;

**Action: Amend the Zoning By-Law 200/2006 by rezoning properties in the Industrial District from "M3" to "M2" Industrial**

2. Phase out industrial land uses which are located in residential areas;
3. Support the introduction of compatible non-industrial uses which can complement and enhance the industrial area;
4. Encourage the incorporation of concepts of Universal Design through compliance with the City of Winnipeg Accessibility Design Standards;
5. Encourage the incorporation of concepts of Crime Prevention Through Environmental Design (CPTED) into building, streetscape, and site design;

**Action: Endorse the City of Winnipeg Draft CPTED Guidelines**

6. Encourage the use of 'green' design principles, such as the use of sustainable building design, and the utilization of 'green roofs';
7. Encourage new buildings to be designed and developed in a matter that considers future reuse, and not solely one specific use or user;
8. Encourage industrial development to achieve high environmental standards of cleaner production, waste disposal, noise and air quality.

# Chapter 6
# Transportation Element

## Overview:

Residents of both West Alexander and Centennial Neighbourhoods feel that their neighbourhoods have been compromised over the years by increased traffic and the proliferation of surface parking lots that mar the integrity of their community and are seemingly at odds with their desire to provide a safe pedestrian environment. These common issues, along with safety and improved cycling standards are felt throughout both neighbourhoods; however, this section of the plan also examines area specific concerns related directly to the impact of traffic generated from institutional uses on the surrounding residential neighbourhood.

Traffic calming measures are important to residents, especially on local residential streets, where traffic noise, speeding, parking, and one-way streets have all contributed to frustration over the increasing intensification of vehicular traffic in the neighbourhoods. Part of this frustration relates to the need for increased pedestrian safety, specifically for school-age children who must navigate the often busy streets to access local facilities.

Surface parking is another land use pressure in the area. The effect ripples across the residential neighbourhoods where empty parking spaces are rented out to students, staff, visitors and ill-fitting unsightly surface lots replace single-family homes and compromise the integrity of the neighbourhood. This does not diminish the obvious need for parking, but it does underlie the need to find comprehensive solutions to mitigate the effects of surface parking lots on these neighbourhoods. Above and below ground parking structures are encouraged for any significant development and smaller lots should comply with guidelines to help improve the overall impact on the area.

Transit also plays an important role in the neighbourhood. The Health Science Centre as well as Red River College Princess Campus attracts workers, visitors and students from across the City. This is an important service to the neighbourhoods and an integral element to the transportation system.

Active transportation is also an important component of neighbourhoods. Its close proximity to downtown and the many institutional uses, makes it an ideal area to establish and improve the walkability as well as the cycling stewardship of the community.

## Intent:

The intent of the West Alexander and Centennial Plan is to create a safe and accessible environment for pedestrians; maintain efficient vehicular movement including public transit; and create parking that is well integrated in the neighbourhood.

## Issues:

The following have been identified as issues in the West

Alexander and Centennial Neighbourhoods:

i) There are too many surface parking lots in the communities that are poorly maintained and are too close to residential homes;
ii) Traffic and parking generated from the institutional uses are putting pressures on the residential neighbourhood;
iii) Residents believe there is inadequate connectivity between the neighbourhoods for the pedestrian;
iv) Pedestrians, especially children, feel unsafe crossing Isabel and Sherbrook Streets;
v) The neighbourhoods lack cycling amenities.

## Transportation Policies:

*In order to achieve the Transportation intent and address the issues identified by the community, the following policies are to be implemented:*

**Street Safety:**

1. Sustain separation of regional and local traffic through a hierarchy of streets, as illustrated in Map 25: Hierarchy of Streets (page 93);

**Action: To investigate slowing down traffic through the use of traffic calming measures along Winnipeg, McDermot and Bannatyne Avenues west of Tecumseh; and to examine the perceived issues associated with one-way street operation on Bannatyne and McDermot Avenues from Sherbrook to Princess Street.**

2. Design streets that provide pedestrians with convenient, accessible and safe means to cross streets to:
   i) Ensure that appropriate right-of-way controls are evaluated at schools, community centres, parks and open spaces;
   ii) Ensure that traffic from new developments does not adversely effect the community through the use of traffic calming methods.

**Parking Management**

3. Require the design of parking structures and areas to be well-integrated with the neighbourhood, as well as the building(s) they serve;
4. Prohibit the expansion or creation of any non-accessory surface parking area, in residential and in commercial mixed-use and character areas;
5. Require a conditional use application for any expansion of or new non-accessory surface parking lot in the commercial and industrial areas;

**Action: Amend Zoning By-Law 200/2006 by PDO**

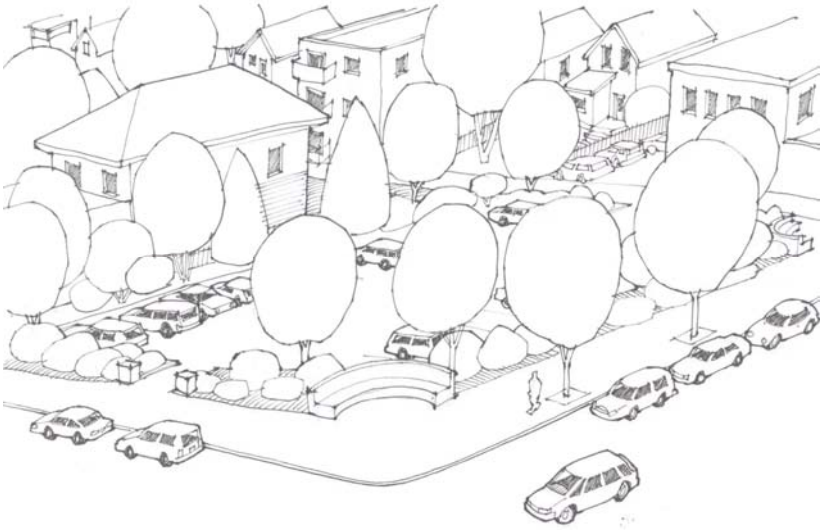
6. Prohibit gravel surface parking lots except for duplex or single family homes;

**Action: Amend Zoning By-Law 200/2006 by PDO**

7. Require bicycle-locking areas within or outside of parking structures;

**Action Required: Amend Zoning By-Law 200/2006 by PDO**

8. Encourage parking structures and parking areas to be developed to a high standard of site design and enhancement;
9. Encourage proper edge treatments for parking areas that include the use of



*Surface parking lots should have proper edge treatments.*

landscaping, as well as a fence or building wall. Materials should be compatible with the neighbouring buildings;
10. Surface parking areas are discouraged at corner blocks, and would require increased site development reflecting the importance of creating a thoughtful built edge;
11. Encourage better maintenance of parking lots;
12. Encourage parking structures to be animated at street level by wrapping commercial businesses at the pedestrian level or providing visual interest to the façade of the structure;
13. Encourage shared parking lot facilities: for example parking that is used by an institution during the day and used by commercial businesses in the evening;

### Active Transportation

14. Encourage developments to support active transportation in the area;
15. Parking requirement reductions may be considered in developments where four-season bicycle locking facilities are incorporated into the design;
16. Encourage all businesses and institutions to establish bicycle locking facilities;
17. Encourage well-marked and safe bicycle paths, including improvements to existing rights-of-way and establishment of alternative routes specifically on routes endorsed by the Active Transportation Coordinator at the City of Winnipeg;

**Action: Link the Red River Campuses through a bikeway along Alexander and Pacific Avenues.**

18. Encourage co-location of bicycle locking facilities with key transit and transportation nodes;

### Transit

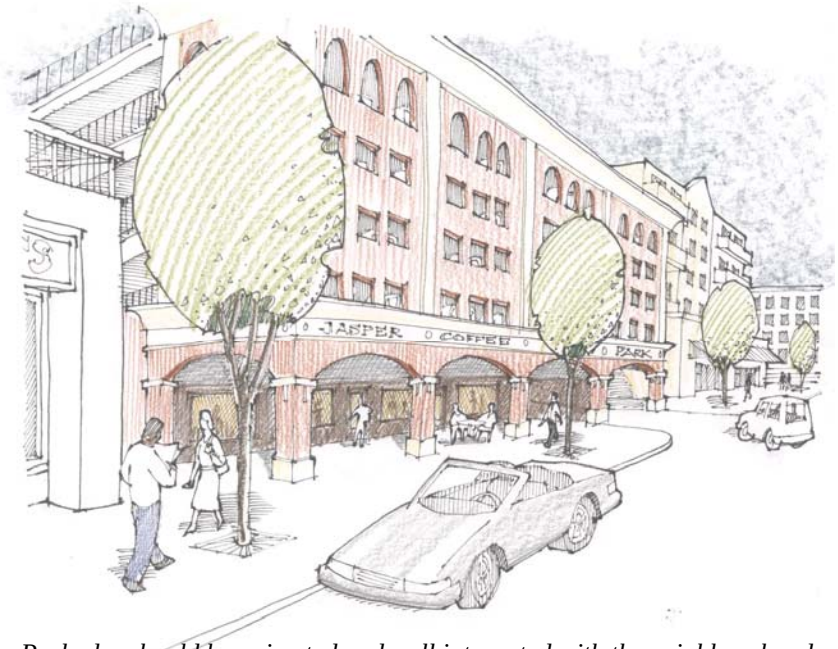
19. Encourage transit planning to be incorporated into street design and future right-of-way improvements;

**Action: Install heated shelters on William Avenue and Sherbrook Street and upgrade transit stops on Notre Dame and McPhillips.**

20. In areas well served by public transit, parking requirement reductions will be considered for developments which incorporate transit planning, including ridership incentive programs, in the site planning and design;

**Action: Involve Winnipeg Transit in partnership to help identify key routes and nodal points.**

21. Implement directives from the Rapid Transit Task Force to upgrade transit stops on key routes in the neighbourhood.




*Parkades should be animated and well integrated with the neighbourhood.*

# Chapter 7
# Parks & Open Spaces Element




## Overview:

Park safety, accessibility, and quality are chief concerns of West Alexander and Centennial residents. The neighbourhoods are relatively well-served by green and open spaces, however, the real issue has been the lack of maintenance of the existing facilities and parks. Additionally, residents recognize a need for more parental volunteers in the programming and administration of most of the sports and other recreational activities.

The neighbourhoods are characterized by mature trees that line many of the residential streets. These trees are part of the City's urban forest, many of which were planted at the turn of the century, and which help define the street edge and add character and shelter to the area.

The West Alexander and Centennial neighbourhoods also have a real opportunity. The location of the Health Science Centre, Virology lab, and the various medical faculties of the University of Manitoba, makes this neighbourhood the ideal location to implement all of the City's Universal Design Standards, as well as using the area as a testing ground for innovative accessible designs.

## Intent:

The intent of the *West Alexander and Centennial Plan* is to enhance existing parks and open spaces in the area to meet the needs of residents who live and work in the neighbourhoods.

## Issues:

*The following have been identified as issues in the West Alexander and Centennial neighbourhoods:*

i) A comprehensive assessment of the quality of parks and open spaces in the area needs to be completed;
ii) The area lacks connectivity between parks and open spaces, as well between the neighbourhoods;
iii) Residents believe parks to be unsafe and poorly maintained;
iv) The pedestrian environment is inhospitable in areas; more needs to be done by the community, including residents, business owners and institutions to help provide direction and ownership;
v) There is a fear of losing the mature tree canopy because of neglect and development.

## Parks & Open Space Policies:

*In order to achieve the Parks & Open Space intent and address the issues identified by the community, the following policies are to be implemented:*

### Parks and Open Spaces

1. Encourage redevelopment and improvement of community gathering spaces (parks, community facilities, playgrounds, neighbourhood main streets) in order maximize the use of existing park space as well as to enhance neighbourhood image and liveability;

**Action:**

- **Evaluate the nature of existing parkland to assess the appropriate use of facilities and space;**
- **Review existing facilities and programming to meet the needs and desires of residents of West Alexander and Centennial Neighbourhoods;**
- **Rezone parks and open spaces where appropriate;**

2. Encourage parks and facilities rehabilitation and improvement through increased annual and life-cycle maintenance;
3. Encourage community participation in the programming of facilities;
4. Improve connectivity between parks and open spaces;
5. Encourage opportunities to increase park space in the area around the Health Science Centre Campus;
6. Encourage joint use opportunities with the School Division;

### Urban Forest

7. Encourage planting a diversity of tree species in the neighbourhood;
8. Require any development to preserve, protect, and enhance the 'urban forest' of canopy shade trees on public and private lands, and if preservation or relocation is not possible, then provide suitable mitigative measures;

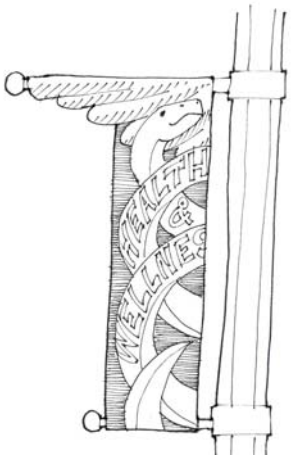
**Action: Amend Zoning By-Law 200/2006 by PDO to ensuring that any development project over 10, 000 square feet of lot area must provide a landscape plan and tree inventory prepared by a professional landscape architect of record identifying all mature canopy shade trees and their condition on the site(s) in question;**

9. Preserve, protect, and enhance the 'urban forest' of mature canopy shade trees on public lands by:
   i) Tree removal or relocation will concur with the City of Winnipeg's Tree Removal Policy and with guidelines established by the Urban Forestry Branch;
   ii) Where new streets and sidewalks or improvements are planned, mature trees are to be preserved wherever possible, and additional trees of suitable species are to be planted.

10. Encourage the planting of additional canopy shade trees within any street right-of-way or park including:
    i) Re-aligning underground and above ground utility lines on public or private property to ensure planting locations are preserved or provided for;
    ii) Ensure long-term tree growth by providing adequate soil volume and related growth infrastructure.

### Streetscape Policies:

11. Encourage streetscape improvements, including enhanced accessible streetscaping, along with a system of pedestrian wayfinding that celebrates the Health and Wellness District;



**Action: Establish William Ave, Isabel and Sherbrook St as priority streets for streetscaping renewal.**

12. Involve the Health Science Centre in a partnership to help create and support the streetscaping for the Health and Wellness District;

**Action: Assemble an urban design task force to help create a vision for the Health and Wellness District consisting of:**

- **Residents;**
- **Community businesses;**
- **Institutions; and**
- **Representatives from the City of Winnipeg Planning, Property and Development Department**

13. Encourage the creation of a strong pedestrian connection between the Health Science Centre and Downtown Winnipeg along William Avenue;
14. Encourage "complete streets". Complete streets are designed to provide safe access for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street;
15. Provide wider sidewalks in active areas to accommodate pedestrian traffic, particularly where outdoor seating and retail activities are to occur.

# Chapter 8
# Heritage

## Overview:

The West Alexander and Centennial neighbourhoods, at the western edge of the Exchange District National Historic Site, have homes that date back to the 1890's, marking the inception of the neighbourhood. Although many display their age tellingly, they form part of the legacy of the community and the early growth of the City. The set backs of the homes, the lush tree canopies and formal facades with period detailing all help form a quaint streetscape that is distinct in scale and atmosphere. Conserving this integrity is vital to the renewal of the entire area, and indeed something to be valued for its particular feel and appearance.

The neighbourhoods boast a number of significant buildings on the Conservation list: William Ashdown House; Finnie-Murray Building; Scott Fruit Warehouse; Red River College; the Carnegie Library and the Provincial Normal School. Of these, the latter also holds the prestige of being a provincially designated heritage site and represents some of the earliest government institutions in Manitoba.

## Intent:

The intent of the West Alexander and Centennial Neighbourhood Plan is to encourage the appropriate revitalization of the existing heritage stock through conservation and rehabilitation, as well as to encourage orderly and sensitive new development.



*The adaptive reuse of buildings help maintain neighbourhood character.*

## Issues:

*The following have been identified as issues in the West Alexander and Centennial neighbourhoods:*

i) More research needs to be done on the neighbourhood as well as the significant heritage buildings;
ii) The high cost of maintaining older homes and buildings make it difficult for many to keep buildings in good condition.

## Heritage Policies:

*In order to achieve the Heritage intent and address the issues identified by the community, the following policies are to be implemented:*

1. Evaluate buildings on the City of Winnipeg Historical Buildings Inventory to encourage the preservation of key buildings, that are vital to the character and history of the neighbourhood;

**Action: Update the Historic Inventory list.**

2. Research and review the older homes and explore the option of creating "heritage character areas", consisting of enclaves of significant residential buildings;
3. Encourage the adaptive reuse of buildings;



# PART III
## PLAN MANAGEMENT

# Chapter 9
# Plan Management

## Community Participation in Planning Element

West Alexander & Centennial possess a high level of public involvement and community organization. The area is home to many active residents who are passionate about preserving and enhancing the neighbourhood. In the past, community leaders have been involved in speaking out against controversial development proposals and urban trends that threaten the integrity of the neighbourhoods. Alternatively, in many cases, when developers have provided opportunities for upfront and inclusive dialogue, even controversial projects have been approved with community support.

These experiences demonstrate that community participation in planning and development benefits all parties. One of the major themes of the West Alexander and Centennial Secondary Plan is to encourage development proponents to actively engage the community in a credible and legitimate consultation process, to ensure quality additions to the plan are advanced in a timely manner.

The following have been identified as issues in West Alexander and Centennial Secondary Plan:

i) There is a lack of clarity, certainty, and consistency to the community and developers on land use and planning issues in West Alexander and Centennial;
ii) There is a lack of meaningful community participation in the development review and approval process.

## Policies

*In order to address the issues identified by the community, the following policies are to be implemented:*

1. Identify development applications that require proponents to provide community input opportunities prior to advancing development applications, including:
   - Open houses;
   - Focus groups;
   - Mailings or surveys;
   - Informal or formal discussions;
   - Design charettes or workshops.

**Action: Amend Zoning By-Law 200/2006 by PDO**

2. Provide opportunities for community input for significant civic projects or improvements, such as: street improvements or alterations, streetscaping initiatives, and park redevelopments.

# Chapter 10
# General Administration

## Authority of Plan

A Secondary Plan is a By-Law, adopted by City Council, which sets comprehensive land use policies and other planning proposals for an area of the City. The purpose of the plan is to provide a detailed area context which will allow planning decisions to take into account both civic and local concerns. A Secondary Plan may also form the basis for a public improvement program within a specified planning area. Section 234 of the City of Winnipeg Charter provides the authority for the preparation and adoption of Secondary Plans for neighbourhoods, districts, or areas of the City of Winnipeg that formulate such objectives and actions on any matter within the sphere of authority of the City, as Council considers necessary or advisable to address.

## Application

As a By-Law, the Centennial-West Alexander Neighbourhood Plan has application in the review of all planning and land use matters. Development applications, redevelopment, and public improvement investments in the planning area must conform to the plan policies.

## Policy Interpretation

Where "may" is used in a policy, it is provided as a guideline or suggestion toward implementing the original intent of the policy. Where "shall" is used in a policy, the policy is considered mandatory. However, where actual quantities or numerical standards are contained within a mandatory policy, the quantities or standards may be deviated from provided that the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible, and the intent of the policy is still achieved. Where "should" is used in a policy, the intent is that the policy is to be complied with. However, the policy may be deviated from in a specific situation where the deviation is necessary to address unique circumstances that will otherwise render compliance impractical or impossible and to allow an acceptable alternate means to achieve the general intent of the policy to be introduced instead.

Where a policy requires compliance at the Development Application stage, that requirement may be deferred to the Subdivision Approval (Plan Registration) or Building Permit stage without requiring an amendment to the Plan. Where a policy requires submission of studies, analysis or information, the exact requirements and timing of the studies, analysis, or information shall be determined at the Development Application stage.

## City Direction and Policies

### Approach to Secondary Plans

The City of Winnipeg has begun to approach secondary plans in a new manner that is meant to recognize the unique characteristics and opportunities of suburban, urban, and infill development. Towards this aim, the City of Winnipeg has refined

secondary plans according to this typology:

**Emerging Neighbourhoods**

- Area Structure Plans – Plans focused on 'greenfield' development in emerging neighbourhoods and areas, predominantly in suburban locations;
- Neighbourhood Area Structure Plans – Plans for smaller areas within a larger Area Structure Plan, such as Waverley West;

**Mature Neighbourhoods and Downtown**

- Area Redevelopment Plans – Plans focused on larger 'infill' development in mature areas. These often involve large sites in key areas of the city, such as Fort Rouge Yards and Kapyong Barracks;
- Neighbourhood Plans – Plans focused on guiding development, redevelopment, and conservation in mature neighbourhood areas. As a mature urban neighbourhood, the plan for Centennial-West Alexander is a Neighbourhood Plan.

## Plan Winnipeg 2020 Vision (2000)

The City's long range policy plan, Plan Winnipeg 2020 Vision, is intended to guide Winnipeg into the twenty-first century by addressing the broad physical, social, economic and environmental conditions of the city. Section 234(1) of the new *City of Winnipeg Charter Act*, describes a secondary plan as a "*...plan to provide such objectives and actions as council considers necessary or advisable to address, in a neighbourhood, district or area of the city, any matter within a sphere of authority of the city, including, without limitation, any matter:*
*2. Dealt with in Plan Winnipeg; or*
*3. Pertaining to economic development or the enhancement or special protection of heritage resources or sensitive lands".*

*Plan Winnipeg 2020 Vision* under the Planned Development, Transportation and Infrastructure chapter defines a secondary plan as "*a more detailed plan having the status of a by-law which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city".*

The City intends to promote orderly development (Policy 3A-01) through…"*promoting the use of secondary plans, where warranted, to provide greater clarity in the interpretation of policy designations".* As per section 234(2) of *The City of Winnipeg Charter*, secondary plan by-laws must be consistent with Plan Winnipeg. *The Centennial-West Alexander Neighbourhood Plan* supports a number of *Plan Winnipeg* policies, including:

- Support Protection and Creation of Character Areas that distinguish and strengthen individual neighbourhoods (1B-04);
- Promote Orderly Development by (ii) signifying areas of local identity with mutually supportive uses at a scale and density compatible with each other, and (vii) promoting the use of secondary plans to provide greater clarity (3A-01);
- Promote Compact Urban Form in support of sustainability by (iv) encouraging infilling of vacant lands and revitalization of existing neighbourhoods to maximize the use of existing infrastructure. (3A-02);
- Promote Vibrant Neighbourhoods by encouraging and accommodating within new and existing developments a variety of compatible mixed uses (3B-01); and,
- Guide the Development of New and Existing Residential Areas by (iii) ensuring that existing neighbourhoods are protected and adopting secondary plans to govern development in existing neighbourhoods where warranted (3B-02).

## Council Direction

On July 5th, 2001, the Standing Policy Committee on Property & Development directed the Department of Planning, Property, and Development to prepare a Secondary Plan for the West Alexander and Centennial neighbourhoods. The Standing Policy Committee on Property & Development is a committee of City Council, and has authority over planning priorities and the Department's work plan.

# Chapter 11
# Plan Monitoring & Review

Plans – like neighbourhoods – evolve, changing over time as they are influenced by a variety of factors such as development, land dynamics, and socio-economic change. It is important then, that plans are monitored to ensure that they remain effective in what they set out to accomplish and stay in-step with evolving community preferences. The West Alexander & Centennial plan will be monitored as development applications, capital improvements, and other activities occur.

Informally, the plan will be evaluated on the basis of how effectively issues are addressed on a case-by-case basis and which policies demand fine tuning to ensure plan intent, overall goal, and objectives continue to be met.

Formally, the West Alexander & Centennial plan will be monitored by the Standing Policy Committee on Property & Development via the Planning, Property, and Development Department's Secondary Plan Work Program report. The report will:

- Identify implementation activities that have been completed;
- Identify implementation activities in progress;
- Report on the overall progress of implementation.

When monitoring identifies that changes are required, the Department will provide recommendations to Standing Committee. Monitoring will also comment on emerging issues and related objectives and actions.

## Plan Review

Beyond Plan Monitoring, the West Alexander & Centennial Secondary Plan should undergo more substantive review to ensure the plan meets its intent and objectives over its 20-year horizon. Proposed amendments will be submitted to the Standing Policy Committee on Property & Development and follow the Secondary Plan amendment process required by the *City of Winnipeg Charter* and the *Development Procedures By-Law*. The formal Plan Review process will involve a public consultation component to ensure that any substantive changes to the plan consider community views. A Plan Review should occur every 5-10 years.

## General Plan Amendments

For development proposals that conflict with plan policies, building and development permits cannot be issued without plan amendment. Amendments to the West Alexander & Centennial Neighbourhood Plan desired in order to facilitate a development proposal will be considered in accordance with the *City of Winnipeg Charter* and the *Development Procedures By-Law*. Plan Amendments – other than for errors and omissions – should not be perceived as an entitlement which will automatically be granted. These policies have been carefully crafted following extensive community consultation and therefore, represent goals and objectives of the community. As such, substantive amendment applications will require a public consultation component to ensure

that substantive changes to the plan reflect the views of area residents, businesses, and property owners. Amendments to the West Alexander & Centennial Neighbourhood Plan will be made, when necessary, to adapt to changing conditions. Consideration of an amendment to the plan will have regard for:

- The impact of the proposed change on the intent, objectives, and policies in the *West Alexander & Centennial Neighbourhood Plan;*
- The need for the proposed change;
- The benefit for the planning areas and the community as a whole, and not solely based on the desires of an individual development proponent.

## Plan Amendments – Institutional Sector

To amend the Plan in order to expand the Institutional Sector, the following policies are implemented:

1. Fifty percent (50%) + 1 of the properties within the area defined for re-designation must be included as participants in an amendment application. Ownership of property or a letter of authorization from the property owner are deemed to be sufficient to meet the requirement of participation.

2. A minimum of one side of a City block is required (excluding the Public Works Yards), but plans should consider future development on both sides of the street.

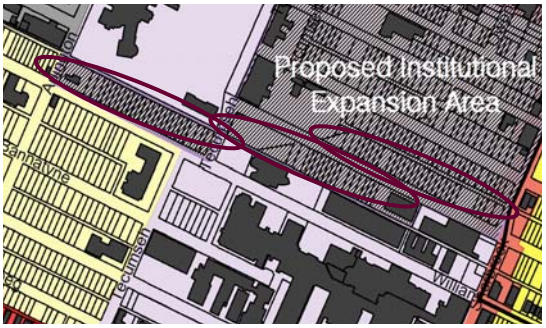


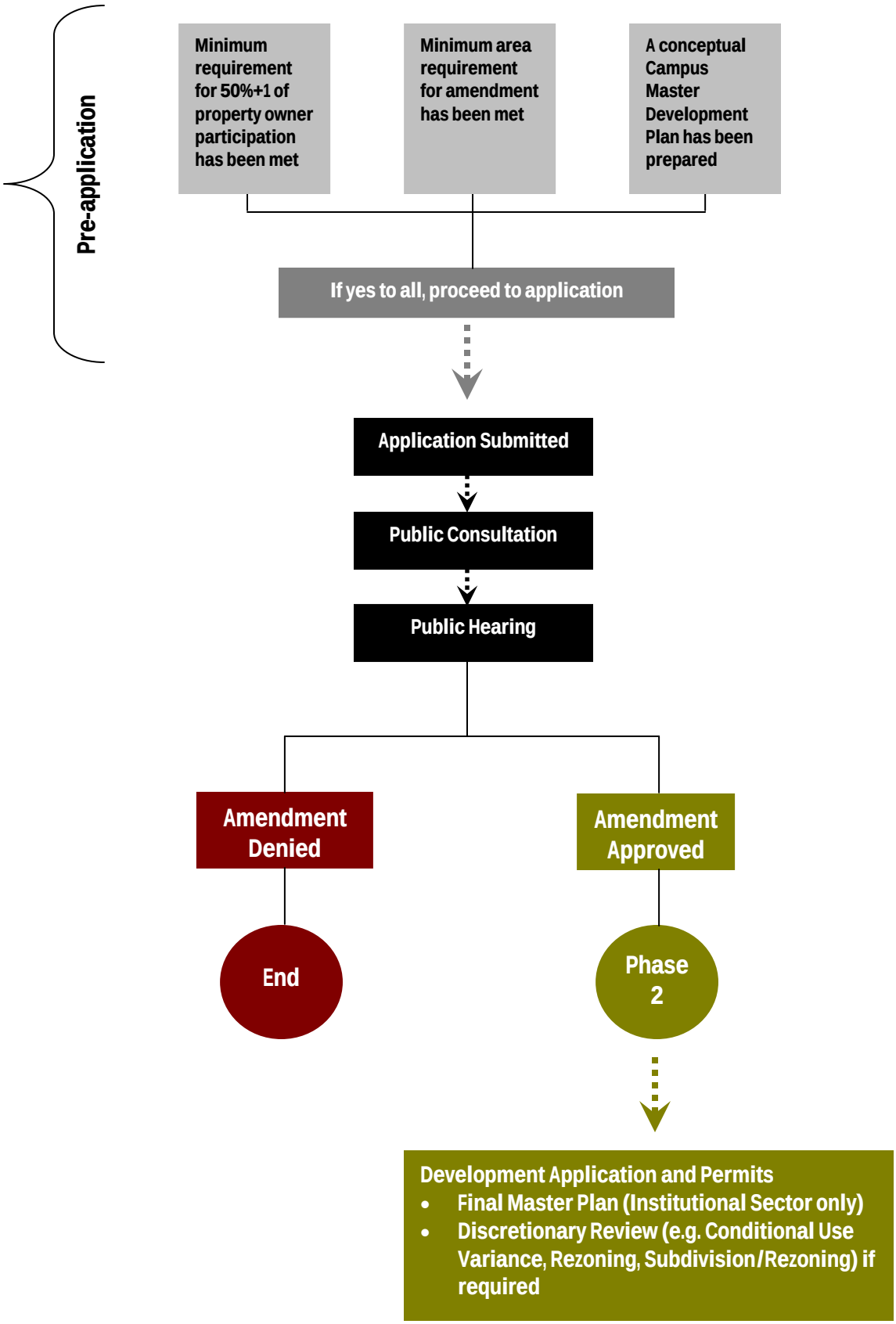

***Figure 5*** *Map showing minimum expansion areas of one block*

3. A conceptual Campus Master Development Plan must be submitted with an amendment application. The required contents of the conceptual Campus Master Development Plan are specified in Appendix B.

4. The applicant making application to amend the Plan will be expected to hold broad public consultation. Consultation is required prior to the matter being scheduled for a public hearing but should occur prior to the amendment application being filed with the City.

5. If an institution owns or has a letter of authorization of 100% of the properties within the proposed amendment area, they may proceed straight to a subdivision and rezoning application. If approved, the Plan will be deemed to be amended by virtue of the change in zoning.

## Plan Amendments – Steps



# Chapter 12
## Glossary

**The purpose of this section is to provide clarification for certain terms that are used in the *Centennial West Alexander Neighbourhood Plan* that may not be defined in the City of Winnipeg's Plan Winnipeg, Zoning By-Laws, or other legislation or by-laws. Where the definitions contained in this Plan are in conflict with definitions within Plan Winnipeg or the City of Winnipeg Charter, the definitions within Plan Winnipeg and the Charter shall prevail. Where definitions contained in this Plan are in conflict with definitions within any other legislation or by-law, the definitions within the Plan shall prevail**.

| | |
|---|---|
| **Active Space** | A recreational activity that generally involves groups of people in a single area, with a varying intensity, and will typically generate noise and may require night-time lighting. The activity is often programmed. Examples include sports fields and swimming pools. (Parks Planning & Development Guidelines, Halifax). |
| **Active Transportation** | A means of human-powered transportation such as walking, cycling or roller-blading. |
| **Adaptive Reuse** | A new use for an old building to help preserve an architectural and cultural past. |
| **Arborist** | An individual trained in arboriculture, forestry, landscape architecture, horticulture, or related fields and experienced in the conservation and preservation of native and ornamental trees. This definition shall also incorporate the term urban forester. |
| **Bicycle Facilities** | Any facility designed to assist cyclists. It includes any physical construction – such as parking racks, bikeways, road construction with bike lanes and signage. |
| **Bicycle Parking** | Facilities to aid the safe and secure parking of bicycles. Bicycle parking can be provided utilizing one or more of three types:<br>a) Bicycle racks – Open-air devices to which a bicycle is locked, generally with the bicycle owner's own locking device;<br>b) Bicycle lockers – Stand alone enclosures designed to hold one bicycle per side per unit.<br>Lockers may be rented or leased on a short-term or long term basis; Bicycle lock-ups or enclosures – Site-built secure enclosures that hold larger numbers of bicycles. Typically, users may have keys to the enclosure, and they also may lock their bicycles to individual lock points or racks within the enclosure. |

| | |
|---|---|
| **Bulb-Outs** | The narrowing of the street at an intersection or mid block through the use of curb extensions and landscaping as a traffic calming measure. In addition, bulb outs may be used to define the on-street parking area, shield the ends of the parking zone from moving traffic, and discourage drivers from utilizing the parking lane to overtake other vehicles. |
| **Character-defining elements** | Within a historic or contributing property context, the materials, forms, location, spatial configurations, uses and cultural associations or meanings that contribute to a heritage value of a place, and which must be retained in order to preserve its heritage value. |
| **Conservation** | All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve preservation, rehabilitation, restoration, or a combination of these actions or processes. |
| **Crime Prevention Through Environmental Design (CPTED)** | A planning approach that recognizes that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in quality of life. |
| **Green Design Principles** | Design in which the impact of a building on the environment will be minimal over the lifetime of that building. Green buildings incorporate principles of energy and resource efficiency, practical applications of waste reduction and pollution prevention, good indoor air quality and natural light to promote occupant health and productivity, and transportation efficiency in design and construction, during use and reuse. |
| **Heritage value** | The aesthetic, historic, scientific, cultural, social, or spiritual importance or significance for past, present, and future generations. The heritage value of a historic or architectural significant building or place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings. |
| **Historic building or place** | 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. |
| **Live / Work Units** | A residential occupancy, by a single housekeeping unit, of one or more rooms or floors in a building which includes: (1) cooking space and sanitary facilities in conformance with city building standards; and (2) adequate working space accessible from the living area, reserved for, and regularly used by, one or more persons residing therein. |

**Low Intensity Office / Commercial**

Small scale commercial floor space providing limited retail goods and services, such as groceries, dry cleaning, or professional offices, which have minimal impact on surrounding residential uses. Low intensity office / commercial does not include those more active commercial uses which may have an adverse impact on surrounding residential areas, such as restaurants and bars.

**Maintenance**

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.

**Mixed Use**

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.

**Pedestrian Oriented Development**

Development designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk. There are generally windows or display cases along building facades which face the street. Typically, buildings cover a large portion of the site. Although parking areas may be provided, they are generally limited in size, separated from the street by buildings, and are not emphasized by the design of the site.

**Pedestrian Oriented Signs**

Pedestrian-oriented signs are signs that are designed for and especially directed toward pedestrians so that they can easily and comfortably read the sign as they stand adjacent to the business.

**Passive Space**

A recreational activity that generally involves people dispersed over a large area. The activity is typically unscheduled and less intense. Examples include picnic areas and walking trails. (Parks Planning & Development Guidelines, Halifax).

**PDO**

Means a "Planned Development Overlay", the purpose of the overlay district is to provide a means to alter or specify allowed uses and/or development standards in otherwise appropriate zones, in unique or special circumstances, in order to achieve local planning objectives in specially designated areas (see Winnipeg Zoning By-Law 200/2006).

| | |
|---|---|
| **Plaza** | An area generally open to the public on a controlled basis and used for passive recreational activities and relaxation. Plazas are paved areas typically provided with amenities, such as eating and drinking areas, seating areas, art, trees, and landscaping, for use by pedestrians. |
| **Preservation** | 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. |
| **Rehabilitation** | The action or process of making possible a continuing or compatible contemporary use for a historic building or place, or of an individual component, through repair, alterations and / or additions, while protecting its heritage value. |
| **Restoration** | 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. |
| **Secondary Suites / Granny Flats** | A secondary dwelling unit established in conjunction with and clearly subordinate to a primary dwelling unit, whether a part of the same structure as the primary dwelling unit or a detached dwelling unit on the same lot. |
| **Shared Parking** | A public or private parking area used jointly by two or more uses. Shared parking may be governed by a shared parking agreement, or other similar legal agreement. |
| **Sign Plan** | A graphical representation showing a comprehensive presentation of all signage proposed for a particular development. |
| **Streetscape** | 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. |
| **Sustainable Building Design** | Building design and construction practices that significantly reduce or eliminate the impact of buildings on the environment and occupants in five broad areas: 1) sustainable site planning; 2) safeguarding water and water efficiency; 3) energy efficiency and renewable energy; 4) conservation of materials and resources; and 5) indoor environmental quality. |
| **Traffic Calming** | A technique used to lessen the impact of motor vehicle traffic by slowing it down and balancing it with other uses to help build human-scaled places and friendly environments for pedestrians. Examples of traffic calming include widening sidewalks; narrowing streets; creating bulb-outs; raised crossed walks and traffic circles (Project for Public Spaces). |

# Appendix A

New development shall conform to an Institutional Zone Height Envelope. This is designed to reduce the potential for shadowing and loss of privacy from buildings by setting the following objectives:

- A tapering up of height moving away from adjacent residential areas;
- Height limits.

Within the Institutional Zone, buildings may have the following heights:

- East side of Tecumseh Street, between Notre Dame and William Avenues: Five storeys in height or 52 feet, whichever is less;

- All other areas, five storeys in height or 45 feet, whichever is less.

That height may be increased proportional to the distance from a residential boundary outside of the Institutional Zone (measured at the property line), at a 1 to 2 ratio, up to a maximum of 200 feet, or 20 storeys, whichever is less.

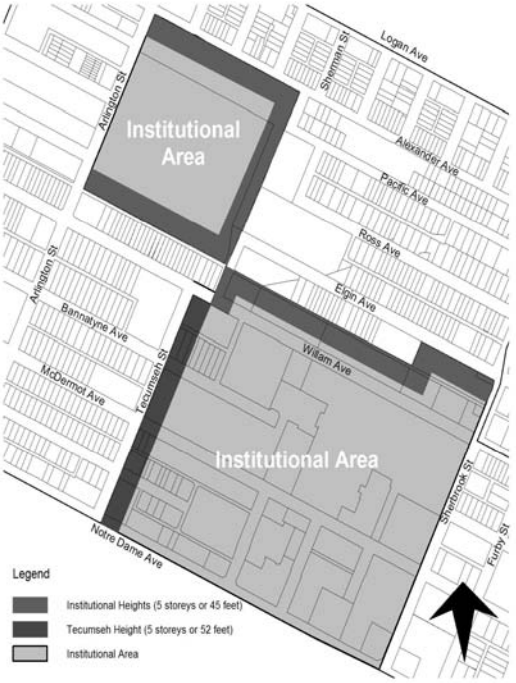
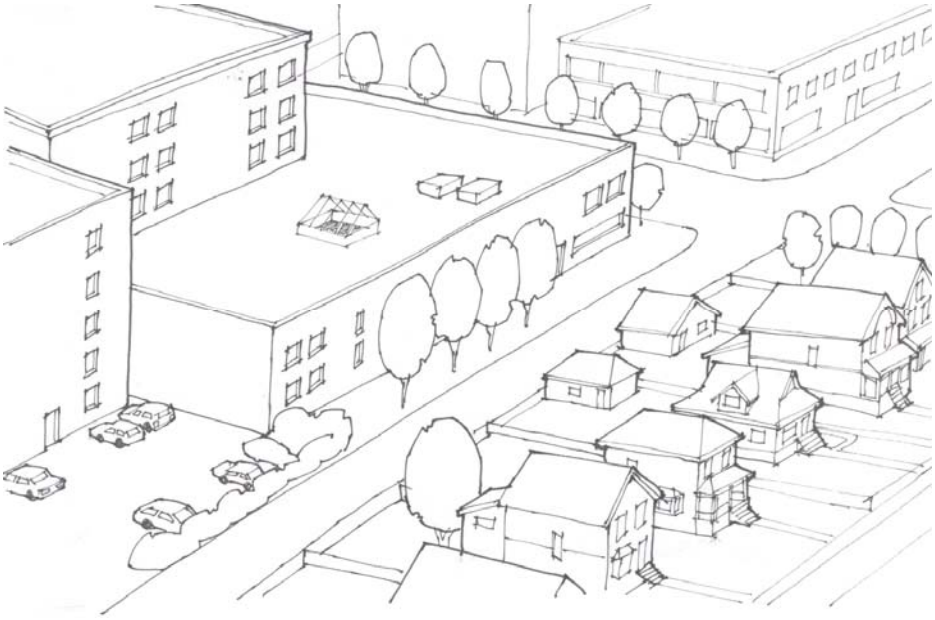



***Figure 6*** *Schematic of areas affected by height*



# Appendix B

**Conceptual Master Plan Requirement**

1. Proposed area of future development;
2. Schematic layout indicating a general concept for development, including uses;
3. Proposed open space areas;
4. Proposed location of buildings and major structures, parking areas, and other accessory facilities;
5. Proposed general street layout and access points;
6. Description of pedestrian facilities (sidewalks, footpaths, etc);
7. Piped infrastructure and roads servicing plan;

   *To ensure that existing infrastructure is adequate to service redevelopment and/or to plan for new infrastructure that may be required as a result of redevelopment.*

8. Fiscal Impact Analysis;

   *The purpose of a fiscal impact analysis is to estimate the impact of a development or a land use change on the costs and revenues of governmental units serving the development. The analysis is generally based on the fiscal characteristics of the community— e.g., revenues, expenditures, land values— and characteristics of the development or land use change—e.g., type of land use, distance from central facilities. The analysis enables local governments to estimate the difference between the costs of providing services to a new development and the revenues—taxes and user fees, for example—that will be generated by the development.*

   *Additionally,* ***t****he* ***Health Sciences Centre Repeal and Consequential Amendments Act*** *indicates exemptions to the Municipal Assessment Act for the Winnipeg Regional Health Authority, within a designated geographic area around the Health Sciences Centre. This Act would have to be amended to expand the boundaries of the tax-free zone.*

9. Transportation Analysis – including vehicular traffic, parking, transit, and pedestrian transportation;
10. Needs analysis and market study (non-hospital related uses);
11. Demonstrate the rationale for the development, potential funding sources, economic development benefit to the City of Winnipeg;
12. Features included to minimize any impacts on adjacent properties, including but not limited to transitions in building height, building size, location of parking areas, and landscaping and screening;
13. Phasing.

**Final Master Plan Requirements**
(As per Winnipeg Zoning By-Law 200/2006)

1. The location of each existing and proposed structure, the use or uses to be contained in that building, the approximate size, and approximate

location of entrances and loading points of the building;
2. The location of major outside facilities for waste disposal;
3. The location of access points to public streets, parking areas, loading areas, and public transportation points;
4. All pedestrian walks, malls, and open areas for use by tenants or members of the public;
5. The location, size, and height of all freestanding signs;
6. The types of surfacing, such as paving, turfing, or gravel, to be used at the various locations;
7. The location of major facilities;
8. Typical floor plans and elevations of proposed buildings and structures, if available;
9. Features included to minimize any impacts on adjacent properties, including but not limited to transitions in building height, building size, location of parking areas, and landscaping and screening;
10. Land for future development.

# Chapter 13
# Implementation

| NO. | Action | Responsibility | Time Frame | | | Plan Page Reference |
|---|---|---|---|---|---|---|
| | | | High Priority | Medium Priority | Low Priority | |
| **Zoning** | | | | | | |
| 1 | Develop a Planned Development Overlay (PDO-1) for the Plan area | PP&D, City Council | 1-2 years | | | |
| 2 | Zoning Map Amendments (see Map 12) | PP&D, City Council | | 1-3 years | | p.20, 36 |
| **Streetscaping** | | | | | | |
| 3 | Sherbrook Street Urban Design Task Force | Community stakeholders, PP&D, City Council | | 1-3 years | | p.36 |
| **Traffic & Mobility** | | | | | | |
| 4 | Investigate traffic calming measures in the following locations:<br>▣ Winnipeg, McDermot, and Bannatyne Avenues west of Tecumseh<br>▣ Bannatyne and McDermot Avenues east of Furby Street | PPD, PW | 1-2 years | | | p.33 |
| 5 | Study the operation of Bannatyne Avenues, from Sherbrook to Princess Street to examine the perceived issues of one way streets | PPD, PW, City Council | | | 5+ years | p.33 |
| 6 | Involve Winnipeg Transit in partnership to help identify key routes and nodal points for transit upgrades | PP&D, Transit | 1-2 years | | | p.34 |
| 7 | Link the Red River Campus' through a bikeway along Alexander and Pacific Avenues | PW | | 1-3 Years | | p.34 |
| **Economic Development** | | | | | | |
| 8 | Investigate the idea of creating an economic enterprise zone within the Bio-Med Sector of the Plan area | PPD, City Council, Destination Winnipeg, Chamber of Commerce | | 1-3 years | | p.29 |
| 9 | Support efforts to create a local BIZ | PPD, Business | | | 5+ | p.19 |

| | | | | | | |
|---|---|---|---|---|---|---|
| | | Owners, City Council | | | years | |
| 10 | Review options for future utilization of the PW yard | PPD, PW, City Council | | 1-3 years | | p.28 |
| **Parks and Open Space** | | | | | | |
| 11 | Evaluate existing park spaces PP&D, Community | PP&D, Community Services | | 1-3 Years | | p.36 |
| 12 | Review existing park facilities and programming | Community Services | 1-2 years | 1-3 Years | | p.36 |
| **Heritage** | | | | | | |
| 13 | Update the Historic Inventory List | Heritage Branch, PP&D | | 1-3 years | | p.38 |
| **Other** | | | | | | |
| 14 | Endorse the City of Winnipeg draft CPTED guidelines | PP&D, City Council | 5+ years | | | p.10, 19, 31 |
| 15 | Support the creation of a working group between the HSC and the City | PP&D, City Council, HSC | | 1-3 Years | | p. 36 |

# Areas to Rezone Map

## Map 12





# PART III
## BACKGROUND

***The background document was completed in September 2006. The document reflects data and information gathered up to that year; therefore changes to the neighbourhoods since that time period are not reflected in the following pages.***

# Introduction

**West Alexander and Centennial are two of the oldest neighbourhoods in the City of Winnipeg and are centrally located in the heart of the city. Their early development began with the arrival of the Canadian Pacific and the Midland Railway spur line, and grew rapidly as industry and commerce began expanding in response to the city's economic opportunities.**

In the absence of planning and regulatory control, development proceeded at a rapid pace as industries and warehouses were erected to support the manufacturing and trade industries that helped to position Winnipeg as the "Gateway to the West." Ultimately this resulted in conflicts in land uses, and increasing fragmentation of the residential district as transportation corridors were developed to move goods to market. In some areas, secondary and support industry replaced housing, while the need for accommodation for many new immigrants grew exponentially.

Much has changed since the neighbourhoods' early development that has shifted emphasis towards residential living and thereby discouraging incompatible development. Nevertheless, the neighbourhoods are still confronted by challenges related to economic disparity and physical decline. New challenges lay ahead, as the scarcity of land for development is juxtaposed against significant investment in new and planned facilities by the health, medical science and education sectors and a complement of commercial and industrial entrepreneurs interested in investing in the area. From these challenges however, exist potential opportunities for the neighbourhoods, including employment, education and training, business improvement and residential development.

The Background Study of the West Alexander and Centennial Neighbourhoods has been prepared to provide a snapshot of the neighbourhoods - both their physical form as well as their social and economic environment. It describes what we know about the area and what influences are shaping its future.

The Study, in its final form will serve as the basis to guide development of the West Alexander and Centennial Neighbourhood Plan.

# CHAPTER 14
# Study Area

**In order to better define the study area, this chapter provides a brief synopsis of the neighbourhoods, their geographic boundaries in relation to the City of Winnipeg, and the reason why the Neighbourhood Plan is needed.**

## 14.1. Neighbourhood Boundaries

The geographic boundaries of West Alexander and Centennial Neighbourhoods include: McPhillips, Xante and Trinity Streets on the east, Logan Avenue on the North, Notre Dame Avenue on the South and Lizzie and Hargrave Streets on the west.

West Alexander and Centennial comprise a total land area of 1.93 square kilometers or 476 acres. The population density of the Centennial Neighbourhood is 4,474.7persons/per km2, while West Alexander represents a density of 2,969.2 persons /per km2. This compares to the city of Winnipeg with a total land area of 475.2km2 and a population density of 1,303.8 persons/ per km2.

## 14.2. Regional Context

The neighbourhoods are situated immediately west of Winnipeg's Downtown including the Historic Exchange District. To the north, lies Dufferin Industrial Park and the CPR Mainline; to the south, the residential neighbourhoods of Spence, Central Park, and St. Matthews and further east, the Weston Neighbourhood.

## 14.3. Neighbourhood Overview

The combined population for the neighbourhoods is approximately 6,500. When compared to City averages, their populations can generally be characterized as being of lower income. Additionally, the neighbourhoods have a high percentage of housing in need of repair and a high ratio of renters to owners, compared to



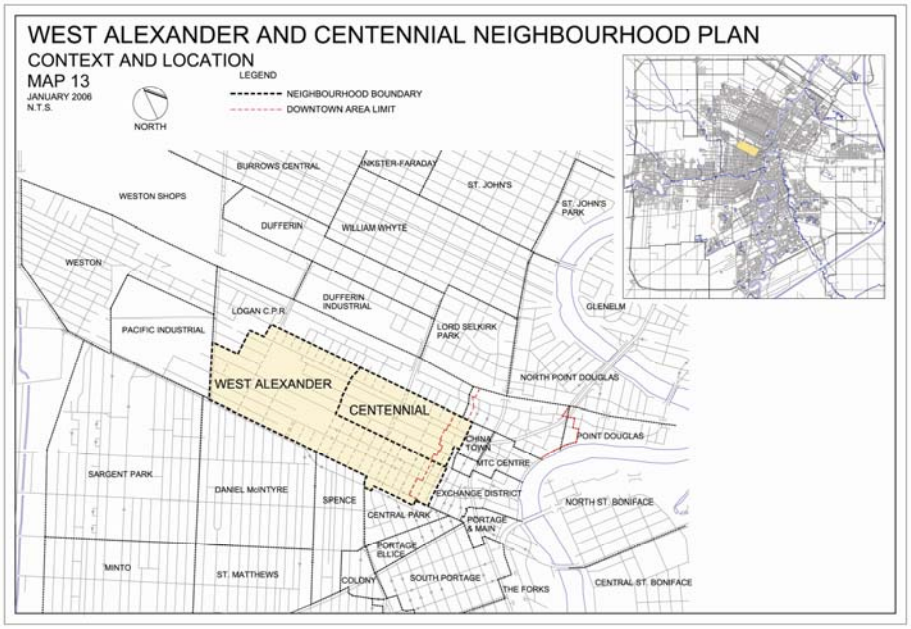
the City averages.
At the same time, residents express positive views of the neighbourhoods due to the strong social infrastructure, a caring business community and the potential for economic development leading to job creation. A sense of pride and neighbourliness is evidenced by street interaction and community involvement at schools and community events.

The neighbourhoods are culturally diverse, with the Aboriginal population accounting for the largest cultural group, followed by the Fillipino and South East Asian community.

Commercial development is well established along major arterial streets, which intersect the area and define the edges of the two neighbourhoods.

The area is also home to a very intensive and growing medical and biotechnology precinct. Health Sciences Centre, the University of Manitoba Medicine and Pharmacy faculties, the recently developed Virology Lab, and the emerging "Bio-Med City" concept along with a significant number of related uses come together to create a critical mass of inter-related medical, biotechnology and health research capacity.

Neighbouring precincts also influence the area, most notably the industrial district to the north and west, and the Exchange District to the immediate east, and the Red River Community College Downtown Campus and




University of Winnipeg Continuing Education Division located therein.

### 14.4 Why Plan?

Intensification of major medical institutions and health research facilities in the vicinity of the Health Sciences Centre and the Virology Lab coupled with development of Red River College Downtown Campus adjacent to the University of Winnipeg Continuing Education Bannatyne Campus has precipitated demand for scarce land and resources to support the growth needs of these institutions. Located within the heart of the neighbourhoods of West Alexander and Centennial, these new and emerging facilities contribute significantly to the city's economic future.

At the same time, their presence exerts significant and ongoing pressure on the residential precincts within the neighbourhoods, making attempts to stabilize and rejuvenate them more difficult.

Presently, the Winnipeg Foundation is completing a five-year process within the Centennial neighbourhood aimed at neighbourhood rejuvenation, with a focus on education and community development. They have committed to a minimum investment of $500,000 per year for five years. More recently, the Province of Manitoba designated West Alexander and Centennial - Neighbourhoods Alive! Communities, offering funding towards local capacity building to address neighbourhood issues.

Striking a balance that supports and encourages growth and development of health/science and post-secondary institutions while protecting and enhancing the quality of the residential neighbourhoods is the basis for development of a Neighbourhood Plan for West Alexander and Centennial.

# Chapter 15
# History of the Neighbourhood

**In attempting to better understand how a neighbourhood exists in the present day, it is important to take a look at the historical roots of how that neighbourhood was established and the events that contributed to shaping its current urban form. This chapter examines the history of the two neighbourhoods.**



## 15.1 Centennial

The Centennial Neighbourhood came into being around 1878 with the subdivision of land owned by Alexander Logan, for industrial expansion west of Isabel Street. A portion was sold to the Dufferin Park Association and used for outdoor sports activities such as horse racing, cricket and rugby. Later, Dufferin Park land was sold for residential development and for construction of the original Dufferin School on Patrick Street.

With the coming of the railway in 1882, and anticipated housing demand, Logan subdivided his property into small residential lots for employees affiliated with the C.P.R. A variety of housing accommodation was constructed from small 3 room shanties, to boarding houses, tenement houses and hotels.

Many of these earlier houses were soon encroached upon by industry and commerce, creating isolated residential enclaves, and the larger homes and hotels were soon converted to rooming houses providing low rental accommodation. This change brought an influx of working class people into the area. Although the British and Scandinavians initially dominated the area, it became home to many new immigrant populations, who tended to settle within distinct ethnic enclaves.

In 1885, with the completion of Transcontinental Railway, Winnipeg became the “Gateway to the West”. The wholesale and garment industry grew in close proximity to the residential area and provided employment for the local labour force.

The Midland Railway, a subsidiary of the Great Northern Pacific Company, was built to move freight from warehouse locations between Princess Street and McPhillips Ave. The Midland Freight shed officially opened on March 18, 1903.

Besides polluting the neighbourhood, the railway had a detrimental effect on the cohesiveness of the community when it bisected the residential area between Ross and Pacific Avenues. Major transportation corridors for moving freight from warehouses to market further exacerbated the residential community by isolating the area east and west of Isabel Street.

Fragmentation and isolation led to a significant decline of the neighbourhood post WWII, and in spite of several initiatives proposed by the municipal government, it was not until 1974 that the area became the focus of a comprehensive neighbourhood revitalization effort. At that time, Centennial was designated a Neighbourhood Improvement Program, under changes to the National Housing Act. Through a city led, participatory planning process, parks were upgraded and expanded, streets and sidewalks were upgraded and subsidized housing replaced noxious industry and vacant land. Homeowners and landlords were offered incentives to repair their aging dwellings through grants and low interest loans under the Residential Rehabilitation Assistance

Program. The NIP Program became a catalyst for new commercial and residential development, and the Freight House, which symbolized the neighborhood's early growth as a mixed-use industrial and residential community built upon the railway, was converted into a recreation/leisure centre.



*Freight House – on former Midland Railway Co. site*

During this period, citizen involvement was at its height, strengthened by networks established between local schools, agencies, concerned residents and business owners. Major redevelopment issues such as a proposal to develop an overpass over the rail yards connecting Sherbrook to McGregor St was successfully defeated through a collaborative community effort and Winnipeg's first community policing program, Operation Affirmative Action was piloted as a crime prevention initiative.

In 1986, Core Area Initiative, funded by the three levels of government introduced a Neighbourhood Facilities program to the West Alexander and Centennial Neighbourhoods. Focused on enhancement of facilities that contributed to the quality of life for local residents, CAI allocated funding for capital improvements to health, social, and educational facilities in both of these neighbourhoods.

### 16.2 West Alexander

West Alexander developed slightly later than Centennial and was one of the first true residential neighbourhoods to develop before, during, and shortly after the real estate boom of the early 1880s. The area along William Avenue developed for a number of reasons; inadequate public transportation, poor roads, and proximity to work were important consideration. This area was close to the commercial centre of the community – Main Street, the growing warehouse district, City Hall, and the shops and related businesses of the Canadian Pacific Railway (CPR).

A study of City of Winnipeg Building Permit Ledger Books for the area from 1900-1915 supports the statement that the area was "a vibrant residential neighbourhood." After 1900, the area slowly shifted to a more immigrant-based population, although much of the area retained its middle-class standing, as opposed to the more labour-settled areas immediately north and south of the CPR tracks. Many of the older pre-1890 homes were replaced by newer residences during the pre-World War I era. A number of churches, serving both the 'established' population and the new immigrant communities, were also built during this period. Business blocks, apartments and other amenities all grew as the area developed and evolved.

Further west, the area bound by Arlington, Notre Dame and William Ave was the last part of the area to be settled, and was initially occupied by the Scandinavian community in the period between mid 1940's and 50's.

In 1947, West End Memorial Community Club located at Arlington Street, between McDermot and Bannatyne Avenue, was built on a parcel of land donated to the City by a wealthy Winnipeg family. The club had a rich legacy in sports including hockey and cricket and served as a popular youth drop



*McDermot Avenue looking west from Main Street, ca.1881. Note the extensive residential development on both sides of McDermot Avenue for several blocks west of Main Street. (Photo courtesy of the Archives of Manitoba)*

centre in the 60's and early 70's. In 1991, under the Core Area Initiative, a new centre was built to replace the aging building and renamed the Burton Cummings Community Centre.

In 1919, the Manitoba Medical College, located adjacent to the Winnipeg General Hospital became a Faculty within the University of Manitoba. It was the first and only, medical school in Western Canada for several decades, devoted almost exclusively to undergraduate training. By the early 1950's, the scope of its programs grew and the faculty became a major medical education centre for graduate and postgraduate training in clinical medicine, basic biomedical sciences and population health.



*Manitoba Medical College and Cadham Laboratory* ***Source:*** *University of Manitoba Faculty of Medicine www.umanitoba.ca*

In 1973, The Health Sciences Centre located between Sherbrook, Tecumseh, William and Notre Dave Ave was established through provincial legislation, amalgamating the Winnipeg General Hospital, The Children's Hospital Of Winnipeg, The Manitoba Rehabilitation Hospital and the D.A. Stewart (Respiratory) Hospital under a single administrative authority. What followed was an extensive (30 year) land assembly and redevelopment program, which led to replacement of existing turn of the century buildings and the construction of modern, state of the art medical facilities.



*City of Winnipeg Central Works Yard – Tecumseh at Ross/ Elgin Avenues*

The City of Winnipeg's Central Works Yards, located between Elgin and Alexander Ave, east of Arlington Street served for many years as the primary site for the production of asphalt and storage of gravel for road construction. The site was also a central depot for maintenance of the City's heavy equipment and machinery used by city crews. The uses on the site were a chronic issue for adjacent residents, often overwhelmed by traffic and air pollution from the operations. In 1994, the City of Winnipeg dismantled the asphalt plant and relocated a portion of the Yards to Weston Industrial Park to make room for development of the "state of the art" Federal Virology Lab which opened in 1997. In 1978, the City designated West Alexander a Neighbourhood Improvement Program Area. As with Centennial, funding provided under the Residential Rehabilitation Assistance Program (RRAP) assisted homeowners and landlords with necessary housing repair; and a program of infrastructure renewal, including demolition of railway bridges from the abandoned Midland Railway spur line and realignment and reconstruction of streets to act as a buffer between the Central Works Yards and the residential area was undertaken. Improvements to neighbourhood parks, development of new day care facilities and the addition of a multi-purpose space at Victoria Albert School to provide services and programs to a growing refugee and new immigrant population which settled in the area, was completed.

During this period, resident homeowners east of Sherbrook began to mobilize to protect the residential area from commercial intrusion and worked to preserve and protect both residential and heritage assets in the vicinity. The Sherbrook-McDermot Residents Association was established and remains an active voice for the community today.



*Health Science Centre – 700 William*

# CHAPTER 16
# Community Profiles

**The preceding chapter has provided the history of both the West Alexander and Centennial neighbourhoods; how they were established and the events that contributed to the urban form we see today. This chapter will provide a current community profile for the West Alexander and Centennial neighbourhoods. First, neighbourhood statistical facts will be presented. This will be followed by an overview of the neighbourhood perception, as viewed by local stakeholders. The final section of this chapter will outline challenges and opportunities facing these neighbourhoods.**

## 16.1 Neighbourhood Statistics

This section provides a statistical overview of West Alexander and Centennial, which is intended to give a "snapshot" of the people that live in these neighbourhoods. Information provided includes population, ethnic diversity, and income. The following information provided in this section has been gathered from Statistics Canada.

### Population

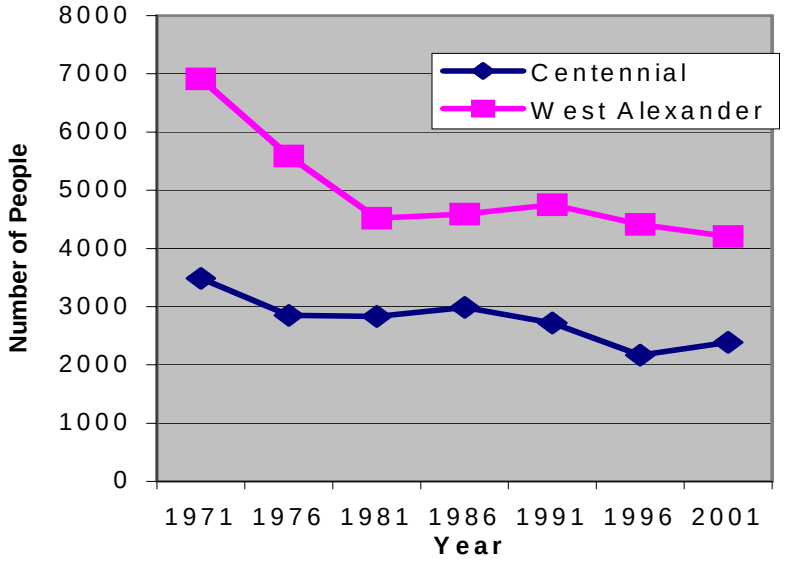
The Census (Statistics Canada, 2001) counted a population of 6,530 residents in the West Alexander/Centennial neighbourhoods. The Centennial neighbourhood accounted for 2,385 residents and the West Alexander neighbourhood for 4,145 residents. During a period from the year 1996 to 2001, the Centennial neighbourhood population increased by 220 residents, and the West Alexander neighbourhood decreased by 210 residents. This decrease in the West Alexander neighbourhood population is reflective of an overall population trend that has been occurring over a thirty-year period.

Beginning in 1971, there has been a loss of nearly 2,710 people in the West Alexander area compared to loss of approximately 1,095 people in Centennial over the same thirty-year period. These trends in population may be attributable, in part, to the significant housing starts in Centennial by Manitoba Housing and Renewal Corporation and to the long-term (20-year) land assembly program undertaken to support the expansion of the Health Sciences Centre (HSC).

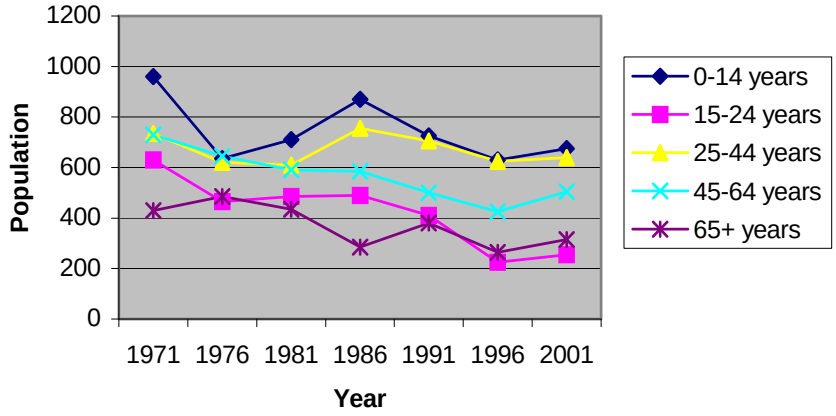
### Age

The age distribution shows that 29.6% of the population falls within the 25-44 age group, 26.35% falls within the 0-14 age group, and the group made up of people 65 years and older makes up 27.7% of the total population.

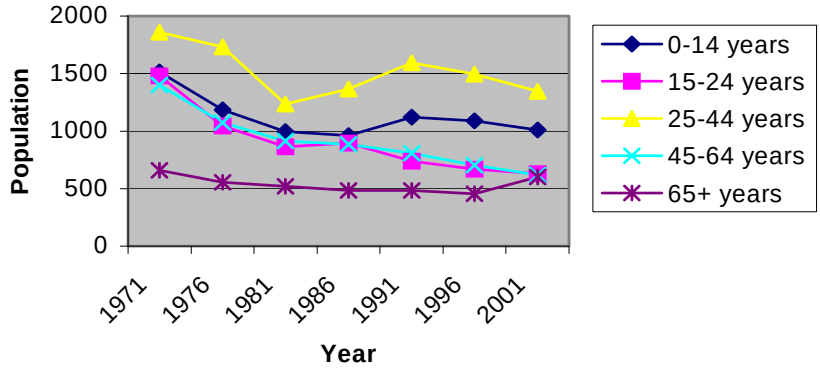
**Population Distribution (1971 to 2001)**



**Centennial Population Trend (by age group)**




**West Alexander Population Trend**
**(by age group)**




### Families

There are 1,505 families in the two neighbourhoods, with an average family size of 3.15 persons. Since 1996, there has been a 63.2% increase in 3-person households and a 16.1% decrease in 4 or 5 person households. Family size is generally larger than the City of Winnipeg average of 2.85 persons per household.

### Marital Status

In Centennial, 48.7% of persons 15 years of age or older are single and 26.2% are married or living common-law. In West Alexander, 44.3% are single and 39% are married or living common-law.

### Lone Parent Families

Lone parent households make up 38.45% of the total households in both neighbourhoods. Centennial showed a 23.4% increase in the number of lone parent households between 1996 and 2001. Females head 92.1% of the lone parent households.

### Mobility

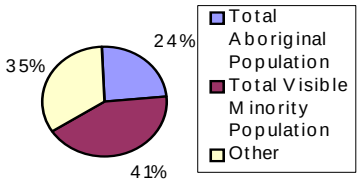
Approximately 70.4% of the population living in the area over five years did not move and 41.1% of the population who have lived in the area one to four years did not move. This suggests that the population has been relatively stable over the last five years.

### Ethnic Diversity

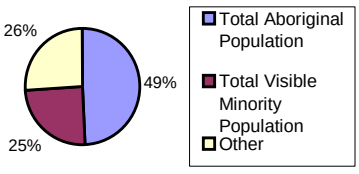
Both neighbourhoods are culturally diverse with the Aboriginal population (First Nations, Metis or Inuit) accounting for the highest percentage. According to the 2001 Census, 24.1% of the population in West Alexander and 49.9% in Centennial identified with an Aboriginal group. Interestingly, there was a 23.1% increase of the Aboriginal population in the West Alexander neighbourhood from 1996 to 2001.

Approximately 35% of the population is comprised of visible minorities. The two largest visible minority groups are Filipino (14.22%) and Southeast Asian (8.03%). The West Alexander neighbourhood has a much higher percentage of Southeast Asian, Chinese, Filipino and African groups than the Centennial neighbourhood.

**West Alexander Ethnicity**




**Centennial Ethnicity**



### Language

According to the Census, the language spoken most often at home in both neighbourhoods is English (88.76%). In West Alexander, the next most common languages spoken at home are Tagalog, followed by Ojibway and Cree, Portuguese, and Vietnamese. In Centennial, other than English, the most common languages spoken at home are Ojibway and Cree, followed by Tagalong and Portuguese.

### Income

Income influences the living and working conditions in the community, which are key factors affecting the socio-economic environment. Economically, the West Alexander Neighbourhood has a higher average family income than Centennial - but they are both below the City of Winnipeg average.

In Centennial, the average family income is $26,018 and in West Alexander, it is $37,498. From 1996 to 2001, the income increased by $4,177 in Centennial and by $9,390 in West Alexander. The average family income citywide is $63,567.

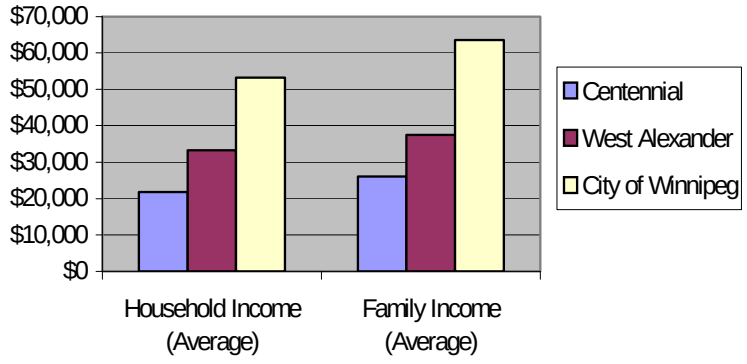
### Low Income Cut-Off

The low income cut-off (LICO) is based on the average percentage of income a household spends on basic needs, plus 20%. Within the two neighbourhoods, 58.55% of all households live below the LICO, compared to a citywide average of 24.7%.

### Unemployment

Employment status is based on all persons aged 15 years and older who are actively seeking employment or are employed within the workforce. Despite the lower incomes, there are positive signs in the labour force. The employment rate for West Alexander is 53.2% while Centennial is at 40.5%. The participation rate improved from 48% in 1996, to 54% in 2001 and the unemployment rate dropped from 23% in 1996 to 13.5% in 2001. The largest occupation gain was in the trades followed by transport and equipment operators, the applied sciences, and health occupations. Increased employment opportunities at the Health Sciences Centre and the emerging Virology Lab may have contributed to this trend.

**Income Distribution (2001)**




Source: Community Data Netwok Custom Census Data, Statistics Canada, 2001



### Education

Information from the 2001 Census reports that 27.6% of residents in Centennial twenty years of age and older have less than a Grade 9 education. In West Alexander the corresponding number is 20.5%. Comparatively, the City of Winnipeg is at 7.8%. In the Centennial neighbourhood, 30.1% have post-secondary education, while in West Alexander, it is 43.9%.

## 16.2 Neighbourhood Perception /Sense of Community

In undertaking a neighbourhood planning process, it is critical to identify the neighbourhood perception, or the sense of community, as seen through the eyes of those who live, work, and play in the area. In the autumn of 2004, eighteen interviews were conducted with residents, organizations, business, and institutions that are located in the West Alexander and Centennial neighbourhoods. Additional insight was gained through conversations with both the West Alexander and Centennial Area Neighbourhood Plan Technical Advisory Committee and the West Alexander and Centennial Area Neighbourhood Plan Stakeholder Committee. The following has been derived from those formal interviews and

conversations with local residents and community stakeholders. Community stakeholders who participated in the interviews perceived that the neighbourhood population is declining, and attribute this, in part, to a decline in quality residential housing stock. Correspondingly, community stakeholders perceived that along with a decline in population and housing stock, the neighbourhood is experiencing an increase in crime against persons and property, and increased emergence in youth gang activity.

Despite some of these negative perceptions, fueled by neighbourhood decline, the neighbourhood residents' and stakeholders interviewed also expressed positive views of the neighbourhoods. One example is the view that the ethnic makeup of the neighbourhood population is becoming more diverse. These interview participants noted this ethnic diversity is seen as an asset to the stability of the community, as many ethnic groups are making strong ties to the community through active participation in community organizations and activities.

## 16.3 Neighbourhood Challenges and Strengths

This final section of the chapter will outline challenges and strengths within the West Alexander and Centennial neighbourhoods – as identified by the individuals who participated in local stakeholder interviews.



### Challenges

When asked to identify neighbourhood challenges, participants identified safety as the most significant issue. More specifically, the participants indicated that safety for visitors and staff of the Health Sciences Centre, Red River College students, and local residents who deal with gang related activity was a major focus of the discussion related to safety. Likewise a question of how to address the potential threat to personal safety was recognized as a challenge to be overcome.

The second major challenge is the deteriorating housing and building supply. Interview participants noted that there continues to be boarded buildings, vacant lots, and a shortage of quality housing. These same interview participants perceive that the combined lack of safety and quality housing have contributed to a decline in neighborhood population and stability. Business owners interviewed supported these comments and stressed the importance of a strong residential neighbourhood as being integral to their success and longevity in the community.

A third challenge, related to a decline in quality housing stock, is that the Health Sciences Centre wishes to expand in order to replace their aging and outdated buildings and to provide vehicle parking for patrons and staff. To that point, the Health Sciences Centre is currently confronted with a deficiency of 1200 parking stalls. Likewise, the University of Manitoba (Bannatyne campus) is facing a deficit of 500 vehicle parking stalls. Consequently, the challenge of accommodating the needs of the Health Sciences Centre and the University of Manitoba (Bannatyne campus), while at the same time recognizing and addressing the neighbourhood residents concerns of institutional buildings and parking lots creeping into their residential neighbourhood, was identified. The current trend of surface parking lots replacing residential and commercial properties around the Health Sciences Centre, Red River College and in the northwest sector of West Alexander, have contributed to these concerns.

### Strengths

Interview participants identified the people in the area, strong business, community relationships, and services available in the area as key strengths. Both those new to the area and long time residents continue to express a desire to stay in the community. More than half of West Alexander and



Centennial residents have lived in the area for over ten years. Interview participants identified that increasing the number of owner occupied homes would contribute to the stabilization of the neighbourhood. In addition, interviewees identified that there may be an opportunity to create affordable housing opportunities for students attending the University of Manitoba (Bannatyne Campus) and Red River College, and for those wishing to live in the area.

Interview participants also identified existing organizations and institutions as central to the positive growth in the West Alexander and Centennial neighbourhoods. Social and recreational organizations, effective schools, and safe, well-used public spaces are all vital. There are a number of organizations that play a critical role in building linkages among residents and groups, supporting community capacity building, and giving a voice to vulnerable groups.

In the Fall of 2003, The Winnipeg Foundation launched a community-based initiative to help renew the Centennial Neighbourhood. The five-year project is focused on education and community development. This initiative has led to the creation of the Centennial Community Improvement Association. The Association has completed a Housing Plan and is working on Safety and Neighbourhood Plans. The Winnipeg Foundation has four objectives within the project:

To improve the prospects of students living in Centennial Neighbourhood, through a family literacy initiative, pre-school or in-school programming and broader community supports;
To assist Dufferin School, where appropriate, to develop enhanced programming for its students and families; To support local residents and community service agencies with their efforts to influence the quality of life in Centennial Neighbourhood; and
To identify the most effective practices that might be extended through public policy to other inner city neighbourhoods.
The McDermot-Sherbrook Residents' Association was founded in 1991 with a mandate to preserve the residential community of West Alexander. The Association has conducted comprehensive neighbourhood studies and has recently completed a housing inventory of the entire community.

Both the West Alexander and Centennial Neighbourhoods have been designated Neighbourhoods Alive! Communities, through the Province of Manitoba, which is expected to further enable their organizational capacity and strengthen their neighbourhood networks.



# CHAPTER 17
# Zoning

**Zoning is the major tool, in which land use is directly controlled. If used properly, it can create stability, predictability, and can also facilitate orderly development. This chapter will examine the current zoning found throughout the two neighbourhoods.**

**The West Alexander and Centennial Neighbourhoods have undergone two major rezonings over the last 20 years in an attempt to define limits of commercial /industrial expansion and mitigate pockets of non-compatible uses that contribute to neighbourhood decline. In 2004, the most easterly portion of the West Alexander and Centennial area was brought under the *Downtown Bylaw 100/2004.***

**The current zoning by-law (*By-law 6400/94*) is undergoing major review, which may redefine zoning categories further.**

### 17.1 Residential Zoning

Much of the residential neighbourhoods are zoned "R2-T", which permits one and two family dwellings and, conditionally, limited multiple-family development. In some cases, though, building lots do not meet lot area requirements, which can be a barrier to development or re-development.

An exception to this is on the south side of Alexander and the north side of Pacific, which are presently residential, but zoned Industrial.

### 17.2 Commercial Zoning

Most commercial zoning in the area is "C2", which is an intensive regional-oriented designation. Much of this reflects the nature of many of the commercial properties along heavily utilized Regional Streets. However, there may be a need to see if some existing commercial sites might be better zoned to reflect more of a neighbourhood orientation, rather than a regional orientation.

Commercial "C2" zoning has also been applied to the medical precinct in the vicinity of the Health Sciences Centre. This reflects an attempt to facilitate development within the confines of an agreed upon development precinct with the "best fit" zoning district available at the time. A review of this zoning may certainly be a primary output of this planning process.

### 17.3 Industrial Zoning

Industrial zoning districts are, for the most part, located in the northwest portion of the planned area, including the City's public works facility as well as the Virology Lab. As is the case with the HSC precinct, this zoning may very well bear serious review.

There are also a number of industrial properties in the area bounded by Logan, William, Princess and Notre Dame, which are zoned residential and, as such, are non-conforming.

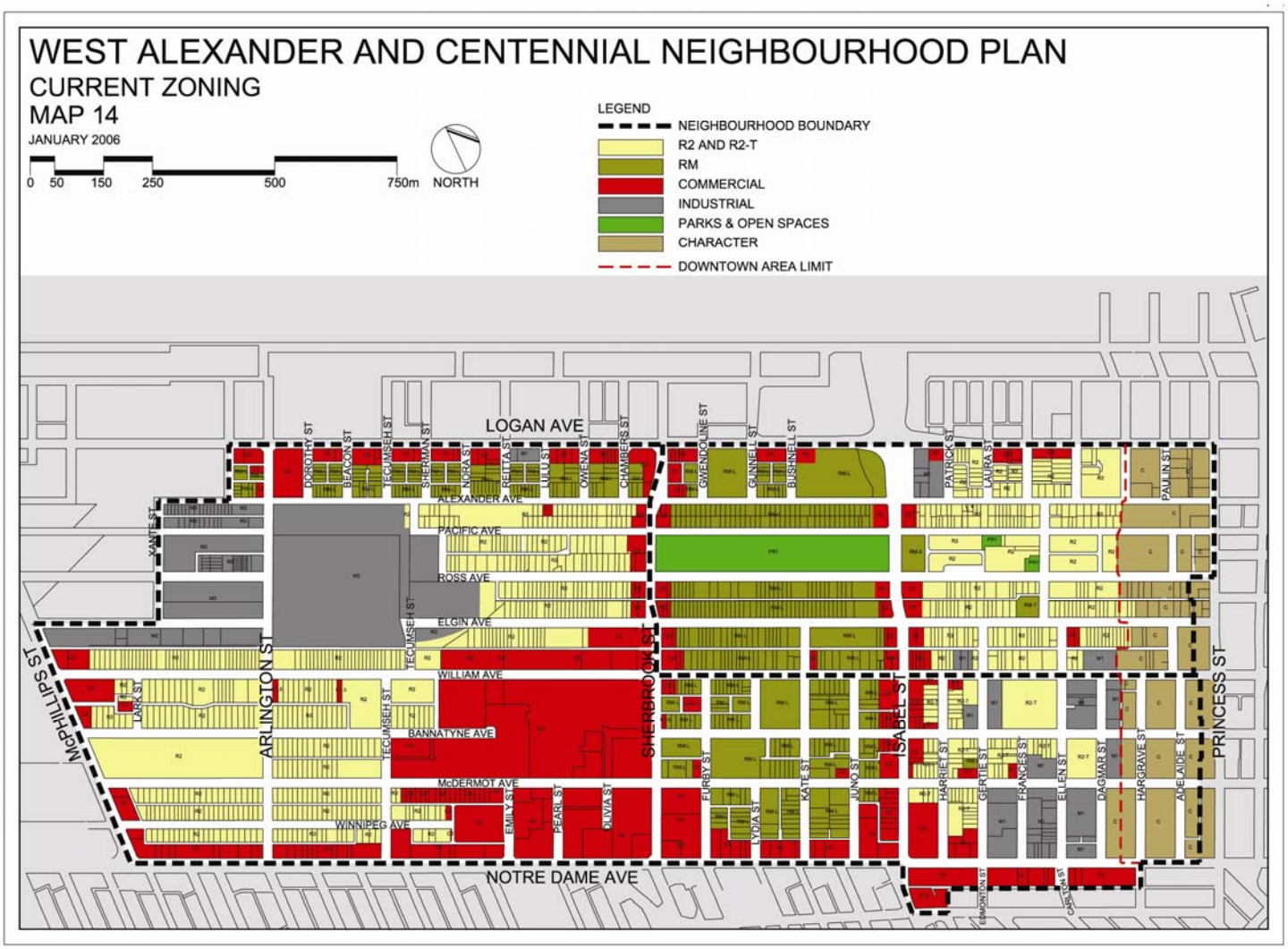
### 17.4 Parks and Open Space

The Freight House Recreation Site and two small park parcels east of Isabel Street adjacent to the Manitoba Housing Complexes located along Ross and Pacific Avenues are zoned "PR" while many established parks, including Dufferin Park, Lizzie Playground, Sister MacNamara Park and the Burton Cummings Community Centre site are zoned R2 (two family residential), or RM-4 (low-density multi-family). A review of existing park zoning should be considered.

### 17.5 Character Area

With the adoption of the *Downtown Zoning By-law 100/2004*, the most easterly portion of the West Alexander and Centennial neighbourhoods were incorporated into the Downtown area, as defined by the By-law. The intent of Character Area Zoning is to encourage compatible uses and to reinforce the valued built forms found within them. Situated immediately adjacent to the Exchange District, which was declared a National Historic Site in 1997, this portion of the West Alexander and

Centennial Neighbourhoods contains some of the early warehouses and office buildings reflective of the Character Area.



# CHAPTER 18
# Heritage Assets

**A number of buildings representing the city's early settlement and architectural heritage are found in the West Alexander and Centennial neighbourhoods. The City of Winnipeg, Heritage Buildings Committee has listed or designated over 50 buildings, including prominent homes, warehouses, office buildings, schools and churches as important heritage assets. While many of the buildings have undergone modifications or changes in use over the years, their presence contributes to the character of the neighbourhood and preserves the history of the people who initially settled here. This chapter provides a background on some of the historical buildings in the neighbourhoods as well as a list of buildings from the City of Winnipeg Building Conservation List and the Historical Buildings Inventory.**

### Heritage Assets

As one travels east from Sherbrook Street, a number of historical buildings representing early settlement and what the area provided to the citizens of Winnipeg can still be found.



*Carnegie Library, 380 William Avenue shortly after its completion, ca. 1905. (Courtesy of the Provincial Archives of Manitoba.)*

### The Carnegie Library, 380 William

The William Library was perfectly located by City Council to serve a well settled, middle-class population, near the commercial and political centre of the City and on a major east-west thoroughfare.

The former Carnegie Library came into being after a written request was sent by head librarian J.P. Robertson asking for assistance from the wealthy American philanthropist Andrew Carnegie (1835-1919).

From Carnegie's secretary came a response to the librarian's letter in October 1901: "If Winnipeg will pledge itself to maintain a free public library at a cost of no less than $7,500 yearly and provide a suitable site, Mr. Carnegie will be glad to give $75,000 for the erection of a library building."

According to the report on the Carnegie Library produced for the City of Winnipeg's Historical Buildings Committee: "Preoccupied with servicing the more immediate needs of the spreading city, City Council took several months before giving full approval to the offer. By March 1902, Council minutes record a resolution that the City accept the donation and "heartily pledge itself to comply with the requirements of said Andrew Carnegie". A site was purchased consisting of 10 lots on the corner of William Avenue and Ellen Street for $12,200 in what was a vibrant residential neighbourhood with good proximity to downtown."



*561 McDermot Ave. Former Manitoba Medical College (1884-1906) St. Regis Apartments*

Formerly Manitoba Medical College and opened in Nov 1883. In 1906 it was converted into an apartment block. Tenants were middle class clerks, accountants, assistant managers and foreman. During the 30's and 40's the block had little changeover in occupants

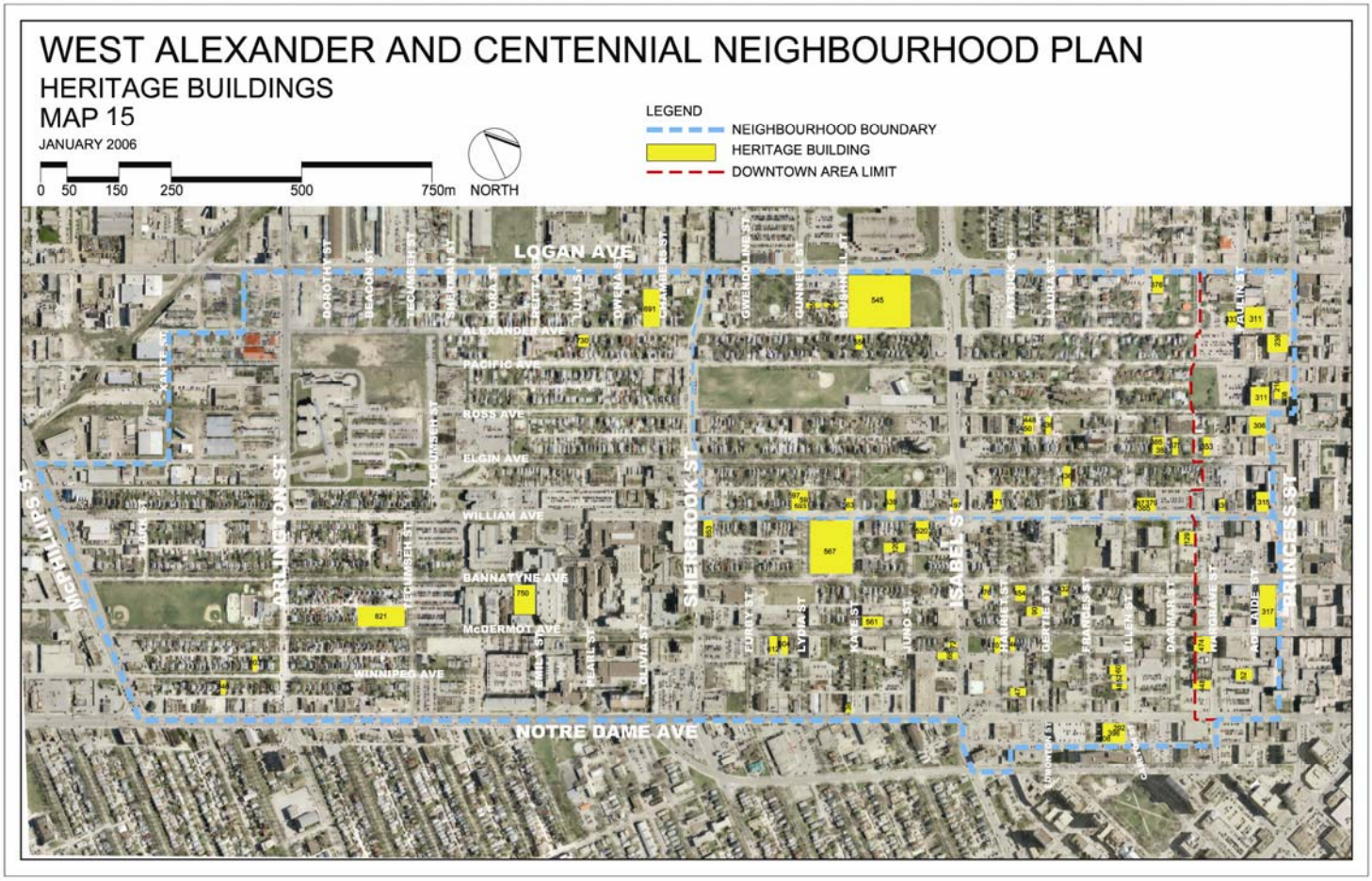
### Central Normal School, 442 William

Built in 1906 from plans by Samuel Hooper (1861-1911). The former Central Normal School served as the headquarters for

teacher training for more than forty years. It was the key institution for elevating the educational level of children and formulating educational philosophy and curriculum. In 1949 it was taken over by Manitoba Department of Health and Welfare. Government offices were vacated in 1979 and the building remained vacant and boarded until its conversion in the late 80's under the Provincial/Federal Co-op housing program.



*561 McDermot Ave. Former Manitoba Medical College (1884-1906) St. Regis Apartments*



### Municipally designated sites in West Alexander and Centennial Neighbourhoods
#### Building Conservation List

Structures that have been declared historic by the City of Winnipeg based upon recommendations by the Historical Buildings Committee. Buildings are classified as Grade I, II or III with Grade I buildings representing outstanding examples of architectural and historical merit.

| Property Address | Approx. Date of Construction | Building Name | Classification |
|---|---|---|---|
| 121 Kate Street | 1882 | William Ashdown House | Grade III |
| 444 Logan Avenue (moved from 232 Bell St) | 1894 | Penrose House | Grade III |
| 321 McDermot | 1912 | Finnie-Murray Bldg (Western Glove Bldg) | Grade III |
| 442 William Ave | 1904/06 | Provincial Normal School | Grade II |

### Municipally designated sites in West Alexander and Centennial Neighbourhoods
#### Historic Buildings Inventory List

Structures which have not been formally researched and evaluated but which may have architectural or historical significance and may be candidates for the Building Conservation List.



*454/456 Bannatyne Avenue, Taylor Duplex*

| Property Address | Approx. Date of Construction | Building Name |
|---|---|---|
| 52 Adelaide St | 1910 | Douglas and Company Bldg |
| 311 Alexander Ave. | 1906 | Bemis Bag Building |
| 333 Alexander Ave. | 1901 | Ebenezer Evangelical German Church |
| 545 Alexander Ave. | 1936 | Dufferin School |
| 556 Alexander Ave. | 1882 | Duplex |
| 691 Alexander Ave. | 1906 | German Lutheran Church of the Cross |
| 730 Alexander Ave. | 1921 | McLean Mission |
| 432 Bannatyne Ave. | 1882 | J.W.T. Wilson House |
| 454 Bannatyne Ave. | 1881 | Taylor Duplex |
| 476 Bannatyne Ave. | 1882 | G.J. Stevens House |
| 567 Bannatyne Ave. | 1929 | Hugh John McDonald School |
| 750 Bannatyne Ave. | 1905 | University of Manitoba, Faculty of Medicine |
| 256 Bushnell Street | 1882 | Apartments |
| 129 Dagmar Street | 1907 | Shaarey Shomayim Synagogue |
| 353 Elgin Ave. | 1894 | C.H. Allen House |
| 375 Elgin Ave. | 1884 | C. McDougall House |
| 383 Elgin Ave. | 1882 | J. Campbell House |
| 388 Elgin Ave. | 1897 | J.W. Buchanan House |
| 436 Elgin Ave. | 1894 | G.J. Lee House |
| 48 Ellen Street | 1905 | D.C. McNeil House |
| 52 Ellen Street | 1904 | T. Wilson House |
| 60 Ellen Street | 1882 | Duplex |
| 294 Ellen Street | 1903 | Free Kindergarten and Settlement |

| | | |
|---|---|---|
| 90 Gertie Street | 1906 | Frontenac (Rizal) Apartments |
| 255 Gunnell Street | 1895 | W.W.W. Wortman House |
| 448 Hargrave Street | 1912 | Clark Brothers Warehouse |
| 474 Hargrave Street | 1907 | Manitoba Telephones Building |
| 47 Harriet Street | 1891 | E. Green House |
| 68 Isabel Street | 1892 | Rev. J.J. Roy House |
| 72 Isabel Street | 1890 | J. Gilhuly House |
| 120 Juno Street | 1882 | G. Ashdown House |
| 38 Kate Street | 1903 | Williamson Block |
| 376 Logan Ave. | 1901 | Zion Swedish Lutheran Church(Christ the King Ukrainian Catholic Church) |
| 317 McDermot Ave. | 1904 | Miller, Morse and Company Building |
| 460 McDermot Ave. | 1903 | G.H. Davidson House |
| 470 McDermot Ave. | 1895 | A.T. Davidson House |
| 561 McDermot Ave. | 1884 | Manitoba Medical College Regis Apartments) |
| 604 McDermot Ave. | 1893 | J.E. Briggs Duplex |
| 612 McDermot Ave. | 1893 | J.M. Scott House |
| 821 McDermot Ave | 1907 | McDermot Ave. Baptist Church |
| 392 Notre Dame Ave. | 1906 | Warburton Block (Manitoba Apartments, Electro Building) |
| 396 Notre Dame Ave. | 1908 | Stevens and Son Ltd. Building (Abyssinian Grocery) |
| 406 Notre Dame Ave. | 1909 | Notre Dame Building |
| 306 Ross Ave. | 1905 | Leadley Building (Bill Worb Furs) |
| 311 Ross Ave. | 1904 | Paulin-Chambers Building |
| 332 Ross Ave. | 1881 | J. Villiers Duplex |
| 436 Ross Ave. | 1905 | J.E. Fisher Terrace |
| 448 Ross Ave. | 1900 | Dr. T. Beath House |
| 450 Ross Ave. | 1882 | Manson House |
| 727 Sherbrook Street | 1907 | B.L. Baldwinson House |
| 729 Sherbrook Street | 1904 | Heimskingla News & Publishing Company |
| 853 Sherbrook Street | 1910 | Columbia Block |
| 315 William Ave. | 1906 | Tees and Persse Warehouse (Red River College) |
| 339 William Ave. | 1905 | Lauzon Block (Winnipeg Trading Post Building) |
| 379 William Ave. | 1900 | Rannard Duplex |
| 385 William Ave. | 1896 | J.D. Landers House |
| 387 William Ave. | 1887 | P. McGuire House |
| 471 William Ave. | 1910 | Victoria Court |
| 497 William Ave. | Ca.1882 | Retail Block (Ding Ho Restaurant) |
| 520 William Ave. | 1898 | Wesley Methodist Church (Chinese Mennonite Brethren Church) |
| 539 William Ave. | 1895 | G Olafson House |
| 563 William Ave. | 1906 | Holyrood Court Apartments |
| 591 William Ave. | 1902 | T.E. Dewitt House |
| 593 William Ave. | 1907 | C.A. Hill House |
| 597 William Ave. | 1902 | W.K. Blair House |
| 903 Winnipeg Ave. | 1914 | Church of Jesus Chris of Latter Day Saints, Mormon (St. Mary the Virgin Catholic Orthodox Church) |
| 946 Winnipeg Ave. | 1916 | Reformed Presbyterian Church |



*460 McDermot – F.H. Davidson House (1903)*



*563 William Avenue, Holyrood Court Apartments (1906)*

# CHAPTER 19
# Land Use

**Land Use is distinguished from Zoning in that it describes what the land is being used for rather than how it is classified.**

**The West Alexander and Centennial neighbourhoods are comprised of a mix of land uses and land use districts. These include residential communities, concentrations of intensive institutional uses, primarily in the medical, biotechnology, and education spheres, and industrial uses. Commercial land uses are also scattered throughout, including locally-oriented commercial outlets as well as more intensive regional commercial uses, which are primarily located along the regional arterials that run through the area and along the periphery of the neighbourhoods.**

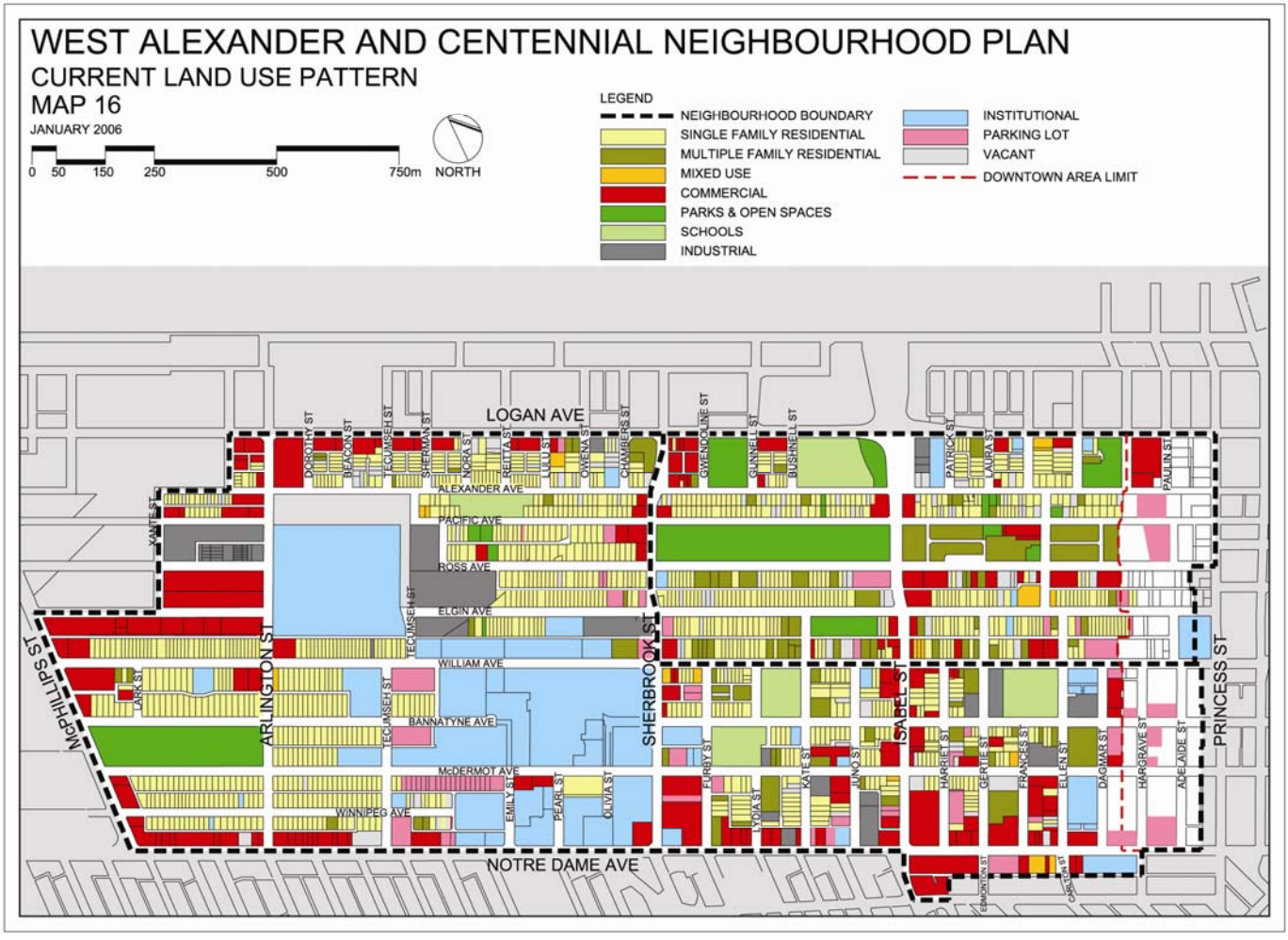
## 19.1 Land Use Distribution

Land Use is typically described within five categories, namely:

- *Residential*
- *Commercial*
- *Industrial*
- *Institutional*
- *Parks and Open Space*

Within the total land area, less than half is occupied by residential housing. Institutional uses make up close to 25% of the area, followed by commercial uses, parks, vacant lots and parking (surface lots and parking structures)

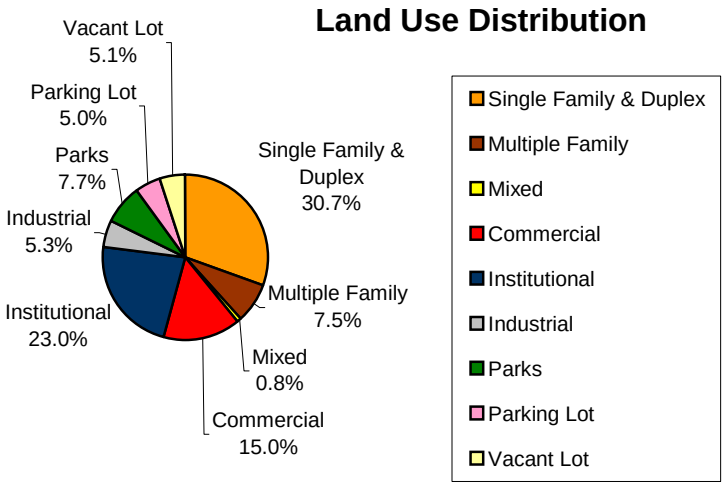
The planned area consists of a number of residential areas or precincts that are distinct and



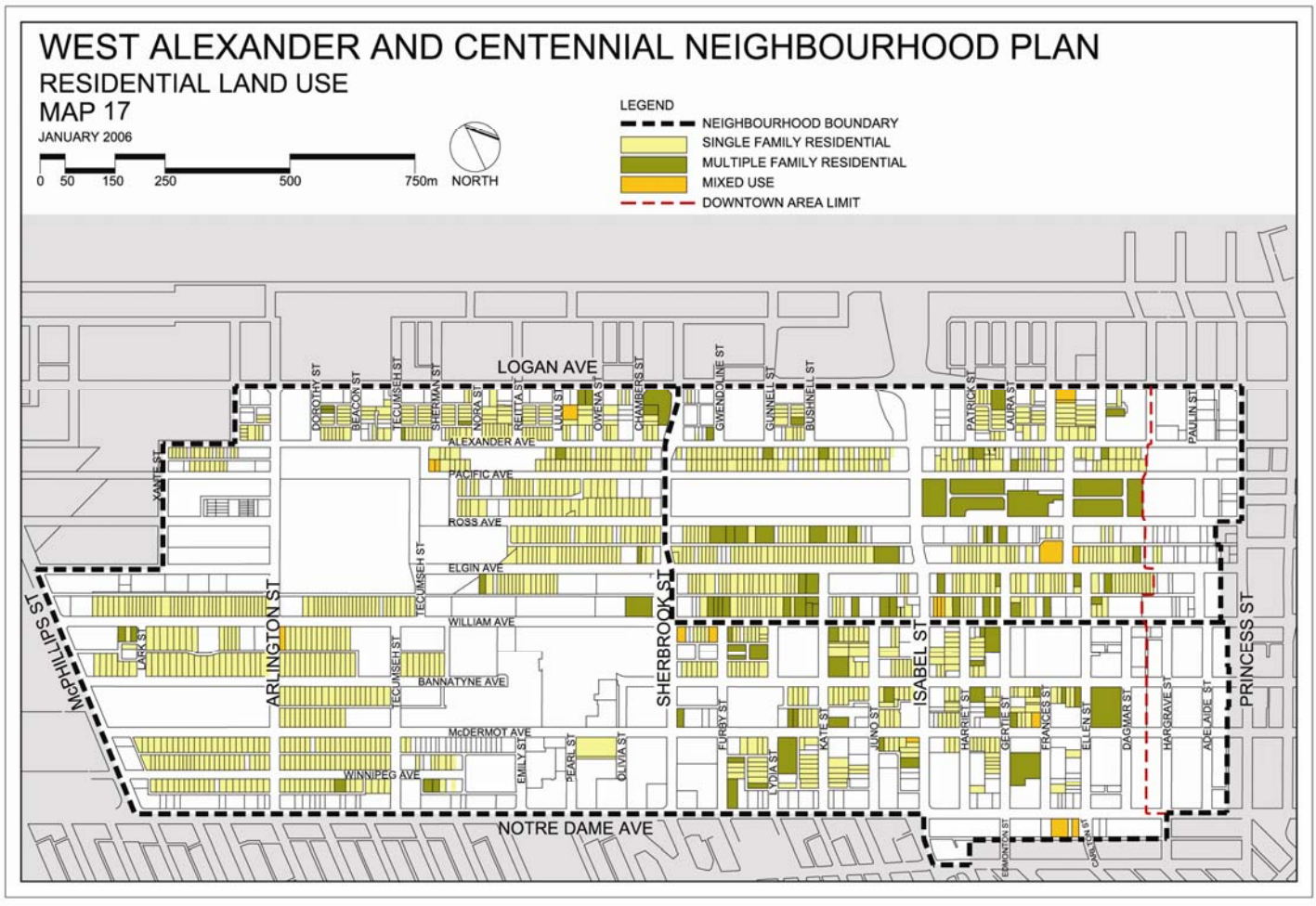
separated from each other by major areas of non-residential uses or major traffic arterials. For purposes of data gathering and analysis, however, the planned area has been separated into the two neighbourhoods of West Alexander and Centennial, as defined by the City of Winnipeg.

### 19.2 Residential Precincts

Approximately 38% of the land area of West Alexander and Centennial is occupied by residential housing. The majority of dwellings (80%) are single and two family detached units. Single family detached and duplexes housing are located in significant pockets to the west of Tecumseh and north of the Health Science Centre (from Elgin Ave to the south lane of Logan Ave).While a large portion of the area east of Sherbrook Street contains single and two family dwellings, this area also contains a mix of multiple-family dwellings.




The majority of multi-family units, which are made up primarily by triplexes, row houses, and walk-up apartments, are located on scattered lots and interspersed between single and



two-family dwellings. A significant pocket of multi-family housing is located in the area bounded by Isabel and Paulin Street, Ross and Pacific Avenue. 64 licensed rooming houses are scattered throughout the neighbourhoods, many of which have been converted from single-family homes. A small pocket of single-family homes located along Alexander and Ross Avenues between Arlington and Xante St are surrounded by industrial and regional commercial uses.

**Housing Tenure**

The 2001 census reports a total of 2,520 dwelling units in the combined neighbourhoods. Of these, 1,201 buildings (48%) represent single, two and three family units. Approximately 60% of these buildings are owner occupied (source: City of Winnipeg Assessment Data, May 2005). Rooming houses are scattered throughout the two neighbourhoods offering low-cost housing for individuals. Typically, a rooming house is a converted single-family dwelling offering three or more bed-sitting rooms and shared bathroom facilities. The City of Winnipeg License Branch reports that there are 38 licensed rooming houses in West Alexander and 26 in the Centennial neighbourhood. When one factors in apartments, row housing, and mixed-use commercial/ residential properties, the ratio of ownership to rental indicates a significantly higher percentage of non-resident owners in the combined neighbourhoods (70%). By comparison, citywide averages are reversed, with approximately 64% of dwellings being owner-occupied. Owner-occupancy is typically viewed as a measure of neighbourhood stability.

The highest concentrations of owner-occupancy in West Alexander are located between Sherbrook and McPhillips Street from Winnipeg to Pacific Ave.; and in Centennial along Elgin Avenue as well as Patrick, Laura and Ellen Streets.

Average monthly rents reported in Centennial according to 2001 Census was $341 while West Alexander rents were $450. Winnipeg's average rents in 2001 were $541 per month.

**Public Sector Supported Housing**

The Manitoba Housing and Renewal Corporation undertook a number of provincial housing starts in the neighbourhoods of West Alexander and Centennial from approximately 1975 to 1993. For the most part, these projects were developed to provide rent-geared to income housing to address affordability and improve the quality of housing options for low to moderate income renters (See Table 1).

The Co-op Home Start Program, injected new dwelling units into the neighbourhood through the conversion of institutional buildings (including the former Normal School at 442 William Ave. and the Manitoba Telephone Building on McDermot Ave.) into multi-tenant "rent geared to income" housing co-operatives. During this same period, two new non-profit housing projects were developed including the

**Table 1: Provincial Housing Units Constructed in the West Alexander and Centennial Neighbourhoods**

| | Centennial Neighbourhood | | West Alexander Neighbourhood | | |
|---|---|---|---|---|---|
| | Constructed Pre 1980 | Constructed 1980 - 1993 | Constructed Pre 1980 | Constructed 1980 - 1993 | Constructed 1994 - 1995 |
| Direct | 188 units | 162 units | 24 units | 21 units | 0 units |
| PNP | 0 units | 48 units | 0 units | 105 units | 11 units |
| Urban Native* | 0 units | 19 units | 0 units | 2 units | 0 units |
| Post 1985 Urban Native* | 0 units | 8 units | 0 units | 1 unit | 0 units |
| Infill | 0 units | 32 units | 0 units | 3 units | 0 units |
| Total | 188 units | 263 units** | 24 units | 132 units | 11 units |

*These counts include both new construction and retrofits/upgrades to older housing units; therefore an accurate count of housing starts cannot be provided.

**The total under this column does not add up because some of the units were constructed and are counted under both the Infill program and Urban Native programs.

International Refugee Committee (IRCOM) Apartments at McDermot and Ellen Street, and Winnipeg Housing Rehabilitation Corporation's Apartment at 90 Francis Street.

Over the past ten years, however, there has been no public sector supported housing starts. In 2005, as part of the Winnipeg Foundation's Centennial Project, 26 new rental units, including 10 rent-geared to income family homes and 16 single, self contained rooms ("Pocket Houses") were initiated. Additionally, three homes have been renovated and sold to local residents and first time homeowners through the Winnipeg Real Estate Board's Housing Opportunities Program (HOP).

### Age & Condition of Residential Buildings

Approximately 50% of the housing stock in Centennial was built prior to 1946 with the average year of construction pre-1912. After 1946, residential development slowed to a near standstill until the period between 1971 and 1980 with the introduction of the Neighbourhood Improvement Program. Acquisition and development of the former Midland Railway land east of Isabel and the assembly of vacant residential lots for affordable housing peaked over this ten-year period as new units were constructed under the Federal/Provincial Non-Profit Housing Agreement, and the Provincial Government's Affordable New Homes Program.

Similarly, 53 % of West Alexander's existing stock was built prior to 1946 with the average year of construction of most of these dwellings pre 1916. Approximately 30 % were built between 1946 and 1970. The majority of post war era homes were built in the most westerly

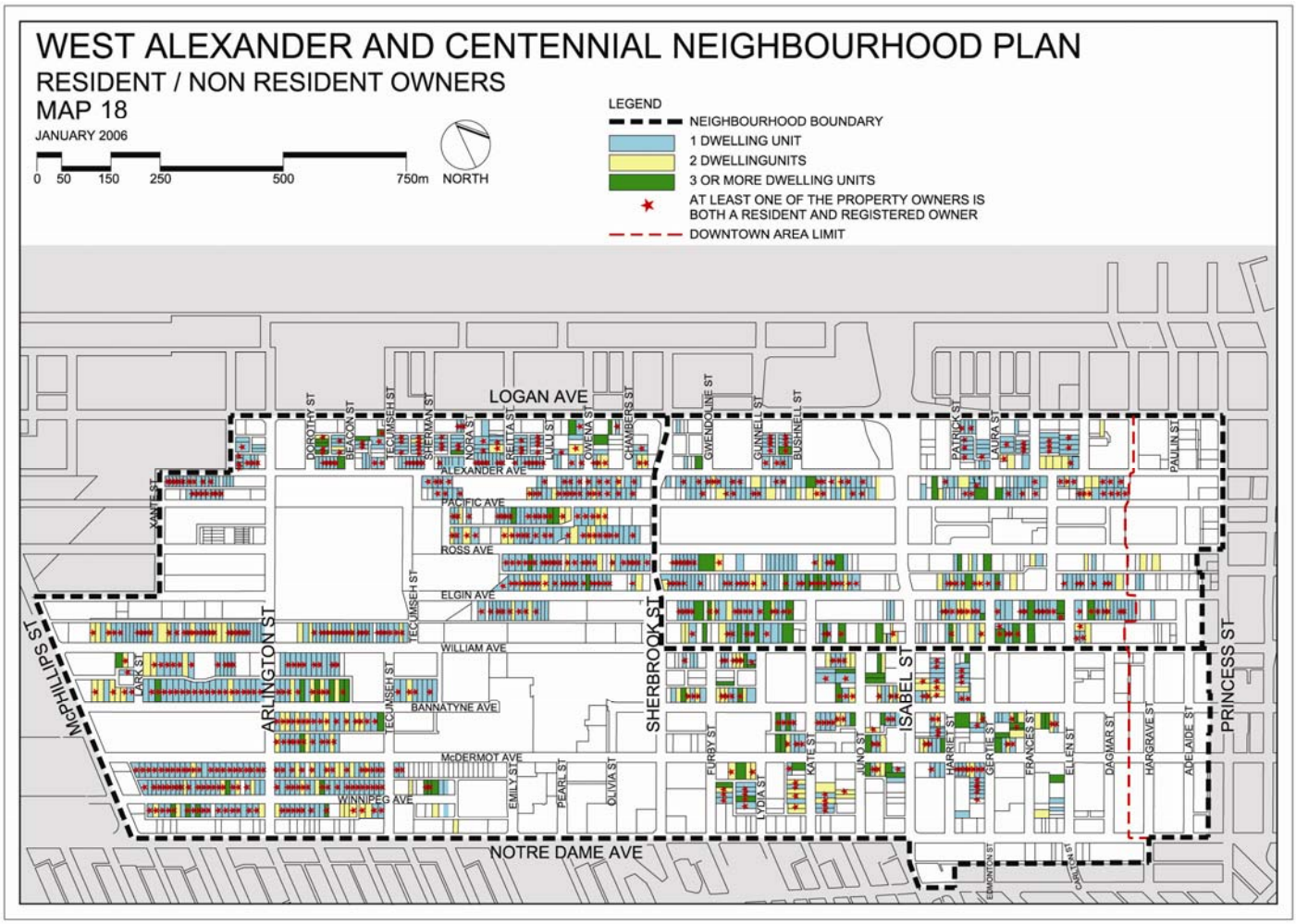


**Table 2: 2003 Assessment of Residential Building Conditions**

| Housing Condition | Centennial | West Alexander | TOTAL |
|---|---|---|---|
| Fair | 124 | 174 | 298 |
| Good | 188 | 595 | 783 |
| Poor | 54 | 40 | 94 |
| Very poor | 38 | 9 | 47 |
| **TOTAL** | **404** | **818** | **1222** |

portion of the West Alexander Neighbourhood.

An exterior assessment of residential homes conducted by the Planning Department in July 2003 indicates that approximately 64% of the residential stock (excluding apartment blocks) is in good condition and 24% is in fair condition. The remaining 12% are in poor or very poor condition, requiring substantive repair or are currently vacant and/or boarded (See Table 2).

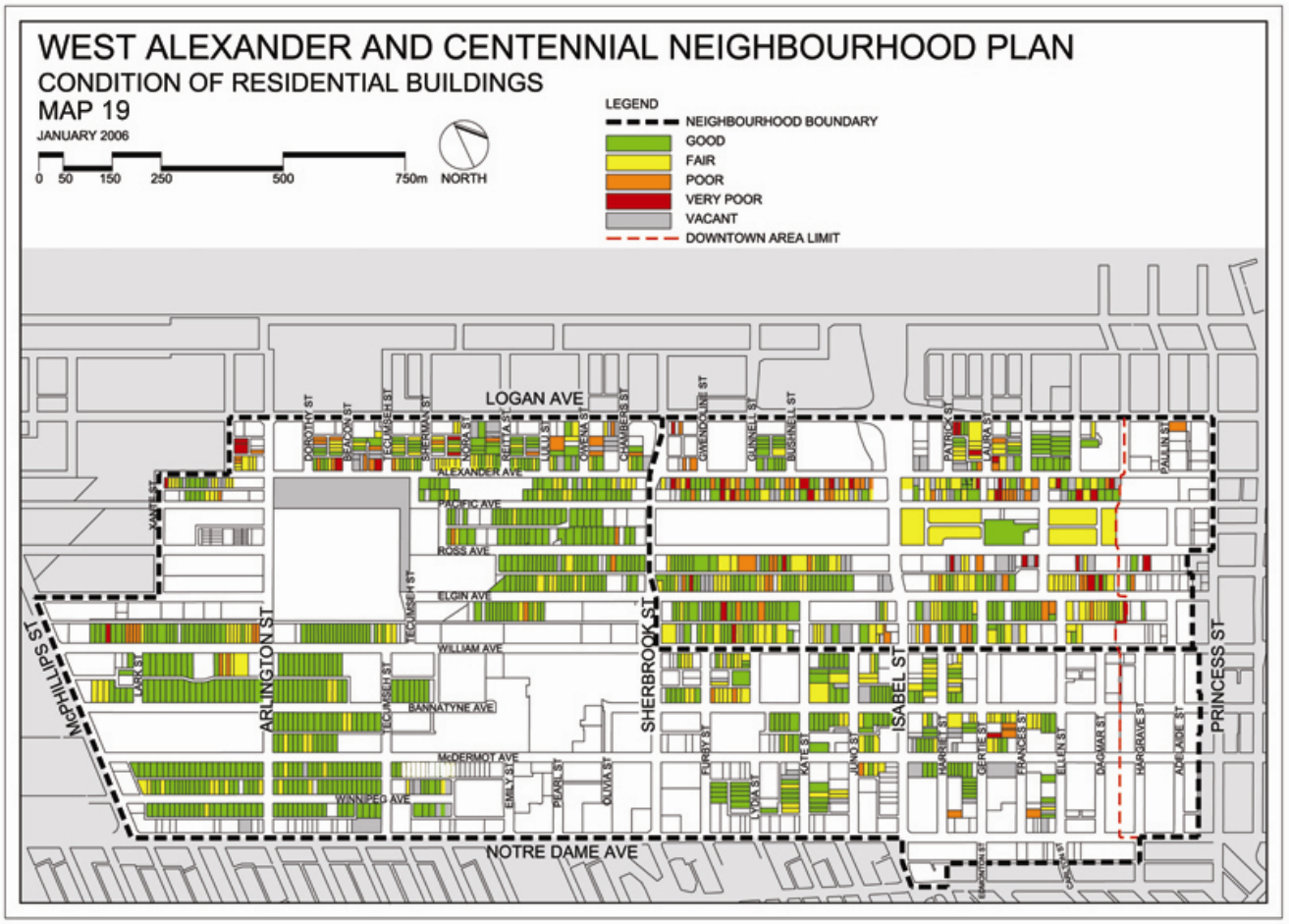
The City of Winnipeg Vacant Building Registry reported a total of 45 vacant boarded buildings in the combined neighbourhoods of West Alexander and Centennial. Between 1999 and 2005, the City had issued 246 building permits for residential additions and alterations. No new residential building permits were issued during this period.

**Demolitions and Vacant Lots**

Over the 20-year period from 1981 to 2001, 105 dwellings were demolished. An additional 20 dwellings were demolished under the Unsafe and Hazardous Building By-law over the 4-year period from June 1998 to June 2002.

Introduction of the Vacant Boarded Building Bylaw in 2003





has shifted the emphasis from demolition to rehabilitation. Vacant lots currently represent approximately 5.1% of the total land area of the neighbourhood, most of which were formerly occupied by private dwellings. A significant number of these sites were absorbed by the City of Winnipeg through the tax sale process while others have been redeveloped as surface parking lots or other non-conforming uses.

**Residential Market Values**

Over the 4-year period from 1999 to 2003, City Assessment reports that market values for single-family residential dwellings in the Centennial Neighbourhood have declined by 1.8% while the West Alexander Neighbourhood has seen a modest increase in value of 6.1%. This compares to an overall change to market values between the periods from 1999-2003 of 15% within the Inner City Market Region. Citywide market value changes during this period were 23.2%.

Values for multiple dwellings faired slightly better at 12.65%, while office/retail values changed by 9.7% and industrial values rose by 14.77% within these two neighbourhoods.

2001 Census reports that the Average Value of residential dwellings in Centennial is $38,053, while West Alexander values were cited at $60,247. Winnipeg residential dwelling values at this Census period were reported as $100,525.

**Summary**

Housing within the two neighbourhoods can be summarized as follows:

- Aging stock and cost of repair to dwellings has resulted in demolition of a number of properties throughout the area. In some locations, housing has been replaced with surface parking lots (through rezoning and conditional uses as non-accessory parking) while others are being cleared to support development needs of the Health Science Centre and University of Manitoba, Bannatyne Campus.

- The ratio of resident owners to non-resident owners occupants of private dwellings has been declining steadily over the last 40 years, attributable in part to the lure of new neighbourhoods, and in response to neighbourhood land value depreciation.

- Public and non-profit rent geared to housing units contributes to a significant inventory of affordable housing for low to moderate-income households in both neighbourhoods.

- Single family homes located between Arlington and Xante Street, Pacific and Alexander Ave are surrounded by established light industry and emerging regional commercial uses, virtually isolating this area from the larger residential community to the south and east.

- Land and housing values (both private rental and ownership) are markedly below the City's average, suggesting that the neighbourhood offers opportunity for affordable housing development.

- The numbers of vacant lots and buildings situated along residential streets provide opportunity for land assembly for infill housing or conversions to encourage housing development that attract individuals looking for downtown living or work-place proximity (e.g. hospital, community college, factories and warehouses).

- While the neighbourhoods offer a variety of housing choices for low-income households, there is a scarcity of housing options for moderate to high-income earners.



## 19.3 Institutional Precincts

One of the unique characteristics of the West Alexander and Centennial neighbourhoods is the presence of a number of major medical, biotechnology, and/or educational institutions. These institutional nodes or precincts are intensive, have long-term needs for expansion, represent significant economic opportunities for the future, and appear to inter-relate with each other.

There are three such precincts:

- Health Sciences Centre/University of Manitoba Bannatyne Campus;
- Virology Lab Precinct;
- Exchange District Education Precinct.

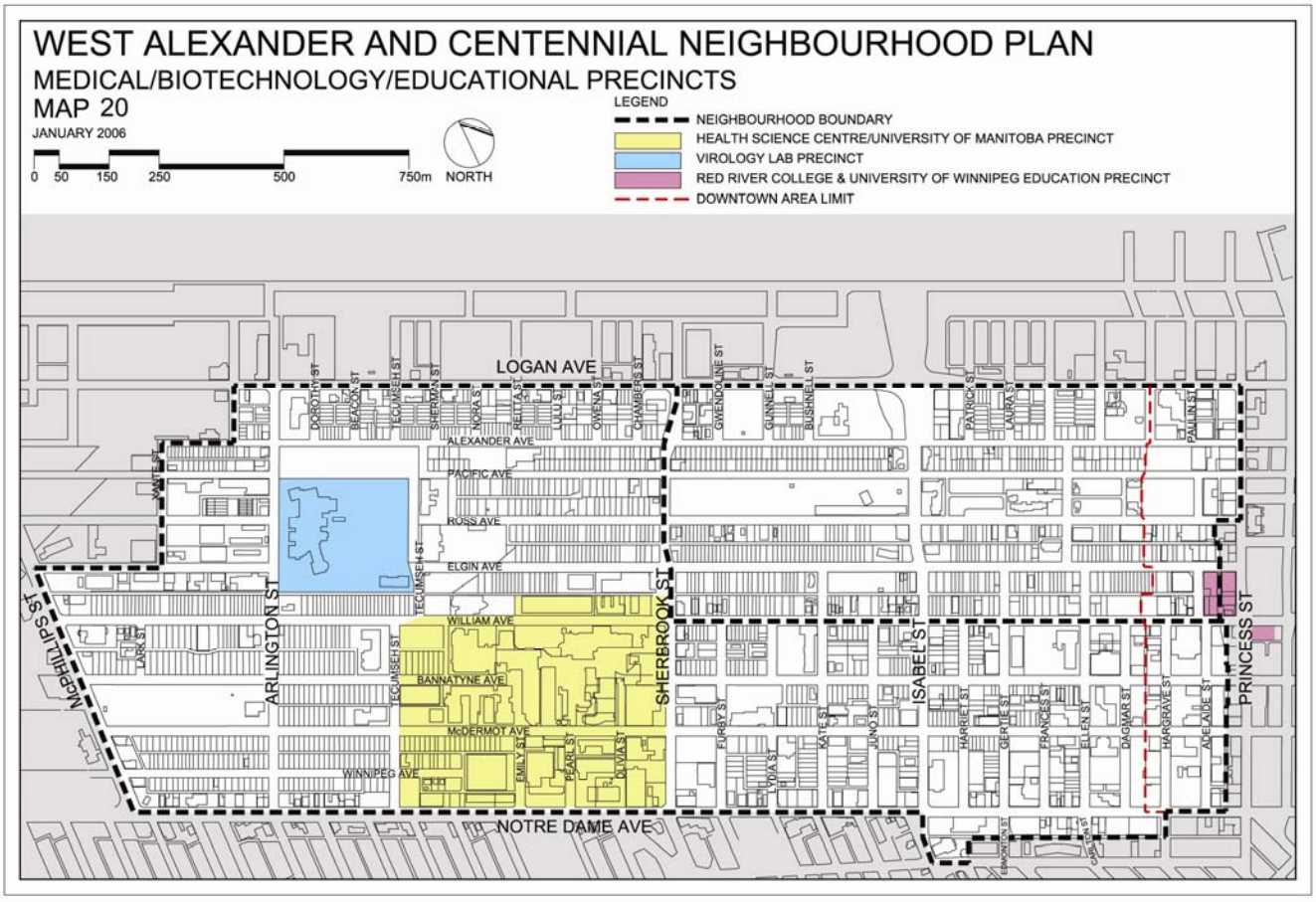
### Health Sciences Centre /University of Manitoba Bannatyne Campus:

**The Health Science Centre (HSC)** is a major patient care, research centre and teaching hospital, serving patients from Manitoba, Northwestern Ontario and Nunavut. Occupying approximately 30 acres of land, the HSC together with the University of Manitoba offer facilities that support medical training, research and education.

The hospital and university "complex" currently occupy the West Alexander area bounded by the north side of Notre Dame Ave., the east side of Tecumseh St., the north side of William Ave, and the west side of Sherbrook Street (except for the Dialysis Unit located on the east side of Sherbrook). In recent years, three new facilities were developed or expanded at the site, including Cancer Care Manitoba, the John Buhler Research Centre (Manitoba Institute for Child Health), and the Manitoba Clinic. The Manitoba Adolescent Treatment Centre located at the south- east corner of William and Tecumseh was constructed in 1983.



*Health Science Centre*



HSC is currently undergoing some redevelopment and expansion of their campus. Construction of the new Critical Care Facility at the northeast corner of William and Sherbrook Street is completed. The complex replaces the aging emergency care facilities and offers a trauma centre and operating theatres. HSC is also in the initial construction phase for the Siemens Institute of Advanced Medicine (SIAM), to support and complement current research and treatment in the fields of neurology and oncology. Additionally, HSC is currently constructing a 1300 stall parkade adjacent to the existing Emily Street Parkade, and will begin construction shortly on a four star hotel, which will be located across from the William Avenue parkade, and next to the new SIAM project.

**Cancer Care Manitoba's** newest facility is located at 675 McDermot Avenue immediately behind the Rehabilitation Hospital on the HSC/U of M campus. Providing consultation and treatment for those living with cancer and blood disorders, Cancer Care's McDermot site has been designated a Provincial "Centre of Excellence" in prostate care and research.

**The John Buhler Research Centre** is home to the Manitoba Institute of Child Health. Completed in 1999, this centre is dedicated to pediatric medical research and offers 30,000 sq. ft. state of the art research space per floor to a wide variety of pediatric disciplines. It is the largest research facility of its kind in Western Canada.

**The Manitoba Clinic**, located at 790 Sherbrook Street, is a "private multi-specialty medical clinic", occupying 70,000 square feet in a recently expanded facility. The clinic comprises over 60 physicians and offers a diverse range of professional medical programs and health care services. A number of commercial tenants such as a pharmacy, optician, delicatessen and hearing aid centre occupy the main floor of the complex. A 3-storey parking structure is also located on site. The clinic has capacity for expansion of an additional 60,000 square feet.

**The Cadham Provincial Laboratory** located at 750 William Ave. is the central public health, microbiology reference laboratory for surveillance and early warning system for a host of communicable diseases that threaten population health. It operates an Infection Control program in support of rural hospitals; long-term care facilities and Manitoba Health disease control programs. It is also the sole centre for laboratory services in virology, chlamydiology and infectious diseases and serves patients, practitioners and public health units in Manitoba, Northwest Ontario, Nunavut and Saskatchewan. The centre participates in training of health care professionals, and liases with the Canadian Science Centre for Human and Animal Health to provide a national service of public health activity.

**The Manitoba Adolescent Treatment Centre**, located at 120 Tecumseh Ave. occupies the site of the former Montcalm Elementary School. The centre offers intervention and intensive long-term treatment (including hospital programs) for children and youth experiencing psychological, psychiatric and or neurodevelopment disorders. Services are offered at the centre and on an outreach basis for children and their families throughout Manitoba, Nunavut and North-western Ontario.

**University of Manitoba, Bannatyne Campus**: The University of Manitoba Bannatyne Campus is co-located with the Health Sciences Centre and is the primary teaching site for graduate studies in the faculties of medicine, dentistry, and allied medical specialties such as rehabilitation medicine and health research. The faculty of Pharmacy is locating to a new facility which is currently under construction.

Development and planned expansion of many of these institutions over recent years has resulted in increased demand for off-street parking to accommodate staff, students, patients and visitors to these facilities. Parking studies conducted by the HSC indicate that there is a current deficiency of 1220 parking stalls in the vicinity of the HSC/U of M Campus "complex". With that said, the University of Manitoba recently completed a parking structure at the corner of Bannatyne and Tecumseh designed to accommodate 300

stalls in the first phase with an additional 250 stalls to be added in the future.

### Virology Lab Precinct

**The Canadian Science Centre for Animal and Human Health, National Microbiology Laboratory (Virology Lab),** is the only laboratory in the world to house Level 4 human and animal combined research. Located on Arlington Street, between William and Pacific Avenues, the centre has recently been appointed a Canadian Centre for Disease Control and headquarters for the Public Health Agency of Canada. The prominence of this centre in the research field has filled the centre to capacity and plans are currently underway to build an 8 storey administrative building on the site to accommodate up to 300 public health professionals.



*Canadian Science Centre for Animal and Human Health, National Microbiology Lab (virology Lab)*

**The International Centre for Infectious Disease (ICID)** is a recently established non-profit national organization operating as a catalyst in "*fostering innovation and fighting disease*" amongst researchers, educational institutions, private laboratories and government. It is still in its early development and does not as yet have a physical presence in the Centennial/West Alexander area. However, it is involved in a number of initiatives including, promoting the development of an "Innovation Facility" on city owned lands to the north and east of the National Microbiology Laboratory. The facility/facilities would serve as product development incubators to help bring innovations to the marketplace.




*Red River College, Downtown Campus*

**Winnipeg Blood Services**, located at 777 William Avenue, was constructed in 1999. Winnipeg Blood Services is a not-for-profit, charitable organization "whose sole mission is to manage the blood and blood products supply for Canadians". As one of 17 regional centres across the country, Winnipeg Blood Services operate blood donor clinics; bone marrow and organ donor transplant registries and the processing and distribution of safe blood products to hospitals across Manitoba, Saskatchewan and Northwestern Ontario. The centre contains its own laboratory and participates in transfusion medicine research and development. Blood donor services are offered on-site as well as on an outreach basis throughout the province.

### Exchange District Education Precinct

**Red River College, Downtown Campus and Language Training Centre**: The Downtown Campus of Red River College opened its doors in a restored Heritage Buildings located at the corner of William and Princess Street in 2004. The college provides post-secondary diploma, certificate, cooperative education, and advanced diploma programs. The "Market Driven Training Centre", located in the downtown campus, works in partnership with business, industry, professional organizations, and agencies to deliver training under contract that meets the needs of the Manitoba workforce. The college is currently operating at near capacity with a population of 2000 faculty and students. The popularity of this new centre has precipitated discussion around potential expansion of programs in nearby downtown buildings. The College is committed to ensuring delivery of relevant programs and services targeted to Aboriginal students and has developed successful entry-level programs to enable post-secondary training amongst underrepresented groups, including new immigrants, through their Language Training Centre located at 123 Main Street.

**University of Winnipeg Continuing Education**: The University of Winnipeg's, Division of Continuing Education is located across the street from Red River College Downtown Campus at 294 William Ave. The campus offers customized part-time and full time diploma and certificate

programs in professional development fields. The new College and the existing University off-campus programs have made a significant contribution to the renewal of Winnipeg's Downtown and the Historic Exchange District.



*University of Winnipeg, Continuing Education*

### Health and Related Institutions

**Manitoba Lung Association** located at 629 McDermot Ave is a non-profit, non-governmental organization, which was founded over 100 years ago as the "Sanatorium Board of Manitoba." The mission of the Manitoba Lung Association is to improve lung health through research, community programs, educational services and resource distribution. Efforts are focused on asthma, chronic obstructive pulmonary disease, tobacco reduction, occupational health, the environment and continued tuberculosis control.

**Ronald McDonald House**, located at 566 Bannatyne Avenue opened its doors in May 1984 to provide a home-away-from home for up to 14 out-of-town families from Manitoba, Saskatchewan and North western Ontario whose child is undergoing treatment for serious illness at Children's Hospital in Winnipeg. Ronald McDonald House is a short-term residential facility.

**Health Action Centre**, located at 425 Elgin Ave. (at Ellen St), is a Winnipeg Regional Health Authority Community Health Centre, providing comprehensive health services to the members of the surrounding community. Services include: primary health care, outreach services including social workers, community health workers and a congregate meal program, a senior citizen day hospital, Midwife Services, Public Health, Home Care, Community Mental Health, Geriatric Program Assessment, Shared Care and is a Community Connections Site. The Centre occupies the lower level of a St. Andrew's Place, a non-profit senior citizen's residence owned and operated by SAM Management Inc

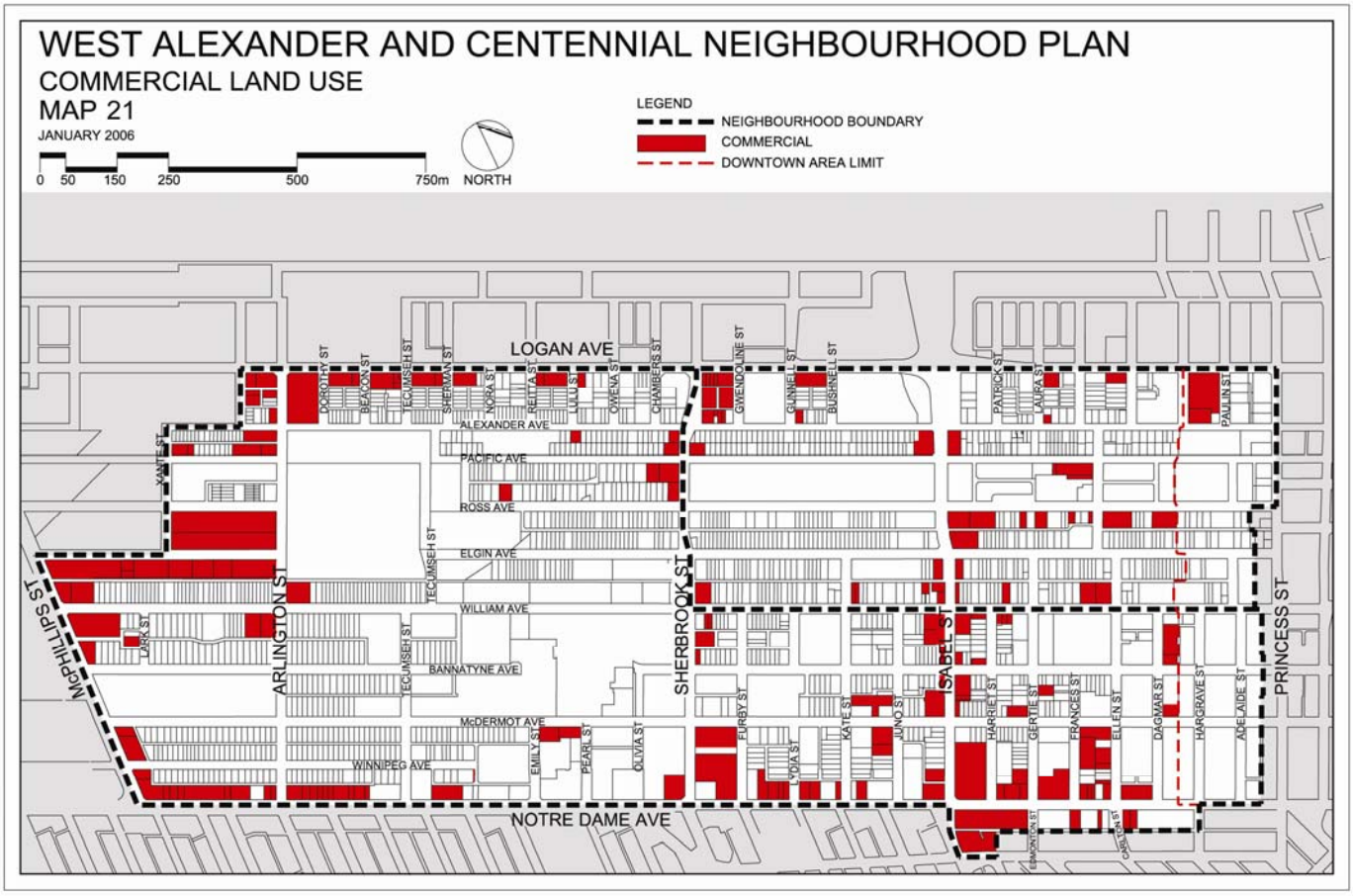
**Summary**:
The Institutional Precincts in the neighbourhoods of West Alexander and Centennial can be summarized as follows:

- Growth of the health, medical, and biotechnology institutions within the area is expected to accelerate with new development planned by the Health Science Centre, the Health Science Centre Foundation, the University of Manitoba Bannatyne Campus and the Federal Virology Lab.
- Secondary health related industries are emerging along corridors adjacent to the Health Science/U of M Bannatyne campus in response to major institutional development.
- A shortage of off-street parking to accommodate staff, students, and visitors is creating pressure on the residential areas that surround the institutions.
- Institutional growth is expected to generate employment, encourage training and education to support the health/science and technological sector, and create additional spin-offs in the area of housing and local commercial development.
- A shortage of available land to support institutional development may present future challenges to the residential precincts.

### 19.4 Commercial Precincts

Patterns of commercial uses appear to be influenced by location and proximity to major institutions, transportation nodes, landmark districts, zoning, and use of adjacent land.

Approximately 15% of the land area of West Alexander and Centennial is occupied by commercial uses. Commercial precincts are primarily located along the arterial and collector streets, which intersect the neighbourhoods, including Sherbrook, Isabel, Arlington, Logan, Notre Dame and McPhillips Street.




Much of the commercial development has a regional orientation, which typically demands greater accommodation for customer parking. As a consequence of scarce commercial land supply, parking demand has resulted in a loss of residential buildings for accessory and non-accessory surface parking lots to support commercial enterprise.

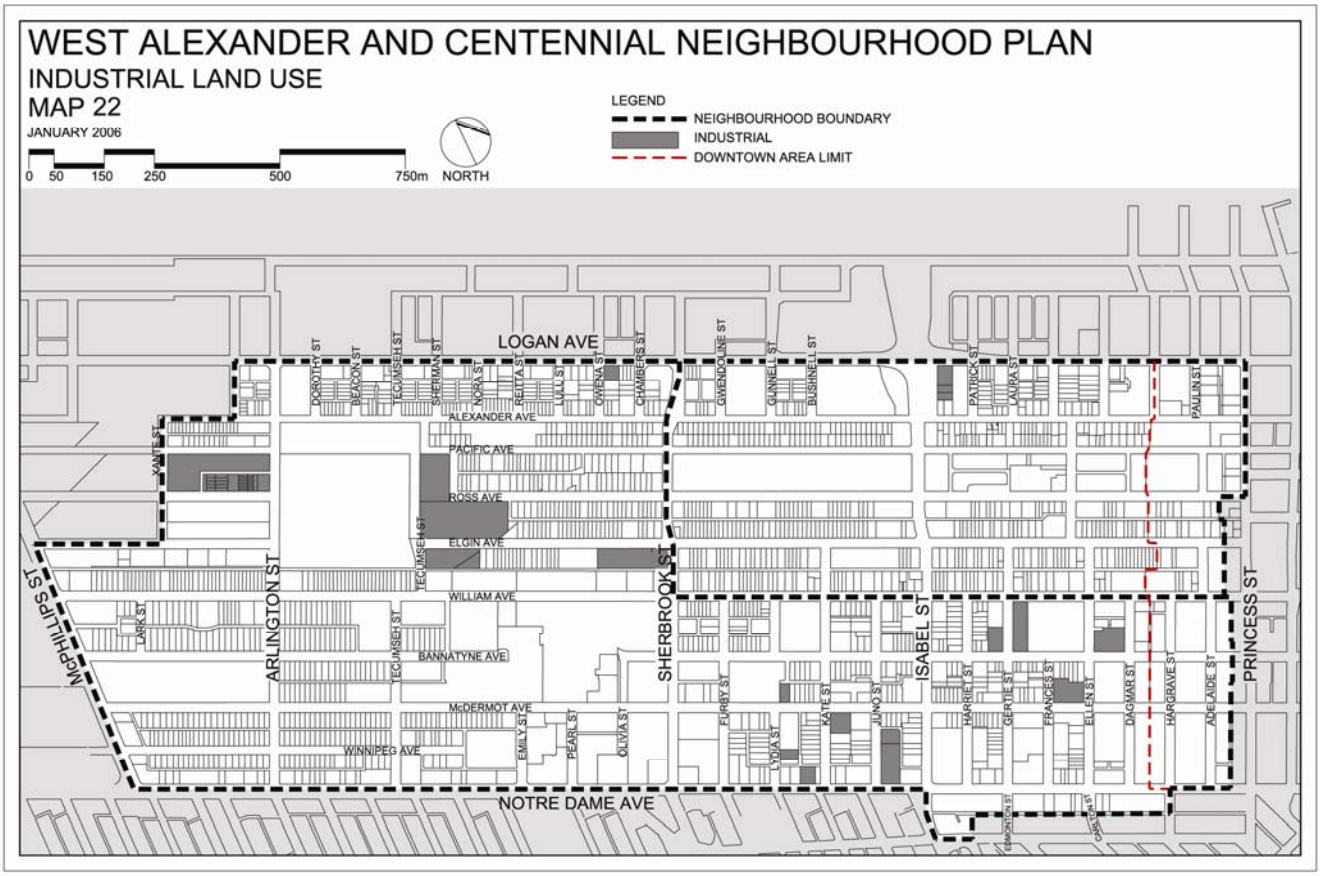
Commercial land values for both office and retail are generally lower in this area compared to other parts of the city. The City of Winnipeg Assessment Department reports that commercial sales have increased by approximately 9.7% between 1999 and 2003.

**Summary**

- Regional commercial development can be attributed in part to the prominence of major transportation corridors that intersect these inner city neighbourhoods to the outer regions of the City and beyond.
- Scarcity of land to accommodate customer parking is creating pressure on adjacent residential precincts.
- New health services and related commercial development is emerging in the vicinity of the Health Sciences Centre and U of M Bannatyne Campus to respond to the growth of these institutions.
- The industrial precinct west of Arlington Street is becoming more commercial in its orientation and a number of auto body and auto related services are currently established on Arlington Street between William to Logan Avenues.

## 19.5 Industrial Precincts

Industrial uses residing in the neighbourhoods are for the most part vestiges of the area's early development and its proximity to the Canadian Pacific Rail Yards and the Historic Exchange District




Approximately 5% of the total land area of West Alexander and Centennial (15.85 acres) is occupied by industrial uses. This is a significantly smaller proportion of land dedicated for industrial uses when compared to industrial zoning designation for the area (i.e. 10.8% or 51.66 acres). This can be attributed in part to the land zoned "M2" and occupied by institutional uses such as the Federal Virology Lab and Public Health Agency on Arlington Street; conversions of existing warehouses to residential and commercial enterprises in the vicinity of the Exchange and Downtown, as well as the demolition of industrial uses and conversion to surface parking lots. Additionally, the "M2" designation west of Arlington between Elgin and Alexander appears to be re-emerging as a commercial precinct focused on contractor establishments, auto supply and service, printing services, food services, and distribution centres.

Most of the warehouse/industrial buildings developed to service the Midland Railway spur along Ross Avenue are currently vacant or operating with multi-tenant, commercial/institutional uses. In addition, surface parking lots are replacing industrial sites, particularly in the vicinity of the Exchange District and the Downtown
Relocation of a portion of the City of Winnipeg's central yards in the early 1990's, made room for the development of the Federal Virology lab. Immediately east of the Lab, the City continues to operate its signals and heavy equipment shops, as well as fleet maintenance services. Vacant City owned land to the north and west of the Virology Lab continue to be zoned industrial.

Logan Avenue continues to support a limited number of industrial uses, most of which are located east of Isabel Street. Evidence of new industrial development (e.g. Arctic Ice) is beginning to emerge in the North Logan Industrial Area, where infrastructure is in place to support more intensive uses.

**Summary**
Industrial precincts in the West Alexander and Centennial neighbourhoods can be summarized as follows:

- There has been a steady decline in the number of industrial uses in the two neighbourhoods, which can be attributed in part to the availability of land in serviced industrial areas.

- Industrial zoning is expected to continue to influence land use in the western portion of the West Alexander neighbourhood and along the portion of Logan Avenue that adjoins intensive industrial development.



### 19.6 Parks and Open Space Precincts

Parks, open space and recreation facilities occupy approximately 7.7% of the total land area (23.084 acres) of the West Alexander and Centennial neighbourhoods. It encompasses land owned by the City of Winnipeg and developed as playgrounds/athletic fields as well as City owned buildings, which operate as community recreation centres. This analysis does not factor in schoolyard sites, some of which are furnished with play structures and contain limited athletic fields with baseball backstops or soccer pitches which can provide after school activity.

### Recreation Facilities/Community Centres

#### Burton Cummings Community Centre – 960 Arlington Avenue

Constructed in 1990 to replace the former West End Memorial Community Centre, the centre serves citizens who reside within the West Alexander and a portion of Centennial as well as neighbourhoods to the south and west. Burton Cummings Community Centre offers a large gym for sports with adult/youth drop in and scheduled basketball/indoor soccer programs. A community hall that seats 300 people, offers Bingo once per week.

Both the gym and the hall are available for rent. A computer lab with Internet access has been established at the site for both drop in and regular users.

The site provides a small play structure and a wading pool operated by City of Winnipeg Staff over the summer months.

Well-maintained athletic fields support programs hosted by the club, including baseball, cricket and soccer in summer as well as hockey and skating over the winter season. A field house/change building is located at the McPhillips Street end of the site.

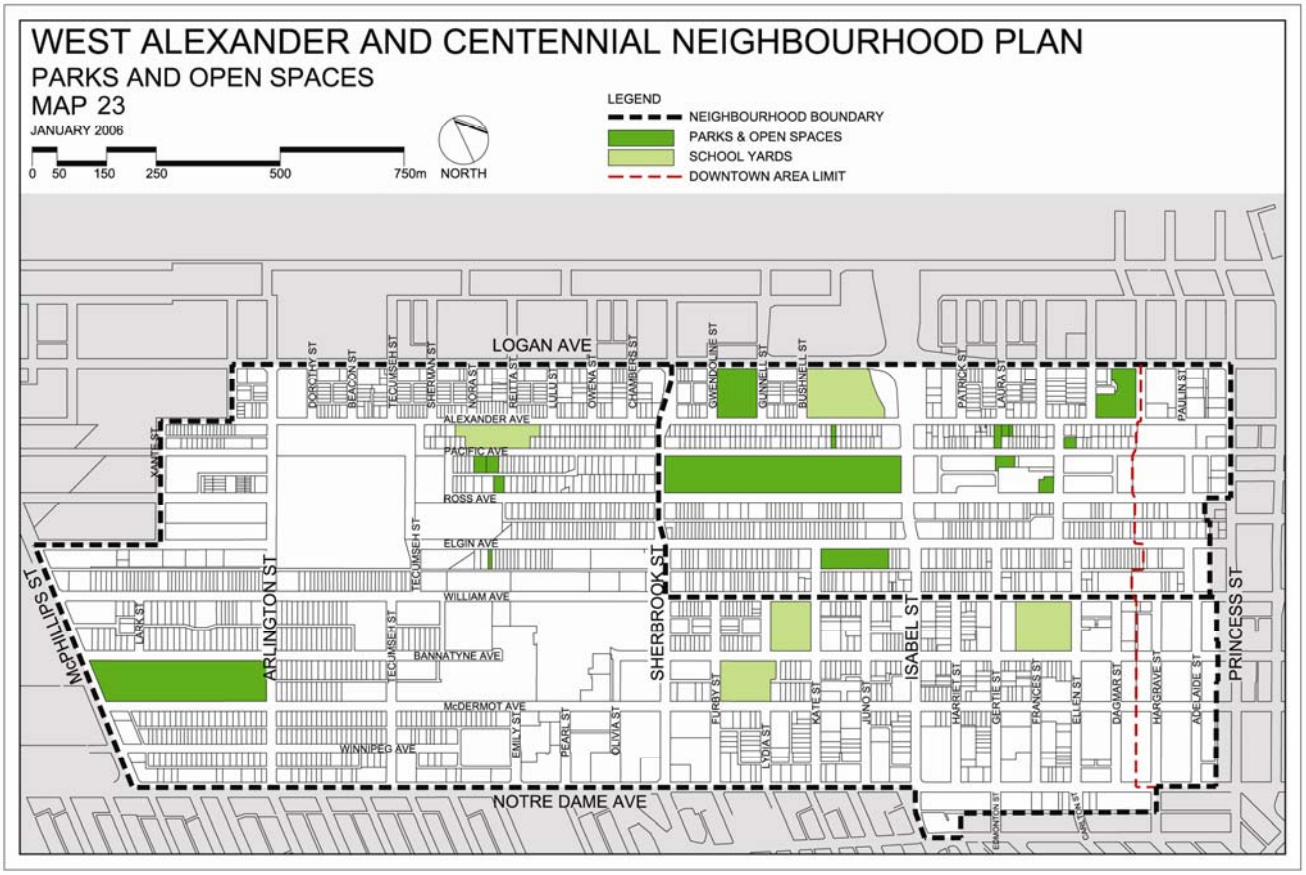
#### Freight House Recreation Centre – 200 Isabel Street

Established as a community centre, in the early 70's, the building was once the warehouse terminal for the Midland Railway spur-line, which ran between Ross and Pacific Avenues in the West Alexander and Centennial Neighbourhoods. The City of Winnipeg owns and allocates/leases space for a diversity of services including: Freight House Day Nursery, Winnipeg Boys and Girls Club (656 members ages 6 – 19), Cadet Corps.

The city operates a Leisure Centre on the Second Floor of the building with a fully equipped weight room and training facility. The sites offers a full sized gym for use by the community on a scheduled and drop in basis and is rented to schools, such as Mennonite Collegiate Institute, and private groups including the Health Sciences Centre Men's Basketball league.

**Central Community Centre**, a volunteer run community club operates from the centre offering a number of community services and programs, including a food bank, a senior's drop-in centre, arts and crafts and sports activities. The main hall, which seats 480 people is programmed for Bingo 6 days a week and is available for private rental for social gatherings, conferences and events. Revenue derived from bingo programs and rentals are reallocated for community-based programs at the centre.

Athletic fields are allocated for Soccer, Baseball, and Hockey. An outdoor pool and wading pool is operated by the city during summer months. A play structure, gazebo and seating areas are also found on the site.




Site issues identified include removal of the hill located at the western edge of the fields at Sherbrook Street, and the desire to upgrade equipment and develop youth oriented recreation facilities such as a skateboard park have been discussed at the community level.

### Parks and Open Spaces

Both West Alexander and Centennial exceed open space standards for the City of Winnipeg, which are 3.8 acres per 1,000 people. Centennial has just over 18.5 acres of open space (compared to the City standard of 8.5 acres) and West Alexander has approximately 19.5 acres (compared to a City standard of approximately 17 acres). While Centennial has a number of dedicated parks and playgrounds, most of the open space in West Alexander is located on schoolyards and community centre athletic fields.

In Centennial, the parks that do exist are deficient or in need of upgrading. For instance, it is apparent that they are somewhat sterile in function and that there is a lack connectivity between sites.

In general, play structures are aging and some are in need of replacement. Some sites are targets for graffiti while others are void of trees and shrubs. An upgrade – which could include enhancing the sense of place and creating a welcoming environment which could be a sanctuary and meeting place for neighbourhood residents, is needed for most sites.

The following is a listing of the neighbourhood park sites in Centennial/West Alexander:

**Roosevelt Park-** Located on Elgin Ave, west of Isabel, this site provides a play structure, wading pool and change building. Originally designed with a small bowling green, the site was redeveloped as a large open area.

**Lizzie Playground –** Considered one of the priority parks by the Centennial Resident Committee for upgrades, the site is well used offering a wading pool and spray

component, a change building, play structure, basketball court and a ball wall. Connections (pathways) into the park are found at all of the corners. Mature shrubs and trees and sitting areas attract individuals, families and children from the area, year round.

**Pinkham Park –** Developed as a site for passive and active play, the park has lost some of its play value and attractiveness due to wear and tear. The site would benefit from upgrades.

**Pinkham Linear Parks –** The parks consist of small site links between Pinkham Park and Sister MacNamara Playground, providing a connection through the neighbourhood north to Pinkham School and south to William Avenue. Plans to replace the play structure on the site located immediately adjacent to Pinkham day care centre are in development.

**Sister MacNamara Playground** – This site was developed under the Core Area Initiative Program in the late 80s and offers a passive park and wading pool for area children and families.

**Freight House Playground-** The current site is developed with a play structure, seating areas, a gazebo, and picnic tables. Freight House offers the only outdoor swimming pool in Winnipeg's central area. To support the large youth population who participate with the Boys and Girls Club and Rossbrook House, planning is underway to redevelop the fields to the west of the Freight House Building with youth appropriate facilities (e.g., skateboard park, basketball, etc.)

**Burton Cummings Playground** – This playground has been designed for families with young children and includes a small play structure, seating areas, picnic tables and barbeque areas. The site also provides a wading pool.



*Burton Cummings Community Centre*

**Dufferin Park** – One of the oldest parks in the city, Dufferin Park provides a wading pool, change facility, playground, walkway and passive green area. The site has mature trees for shade with seating areas which add a quiet place of respite from the adjacent Logan Ave (major truck route).

**Ircom Playground** – developed to provide children and families a safe active play area adjacent to the family housing complex initially developed to house the influx of refugees in the mid to late 1980's. The site is maintained by the City of Winnipeg to serve residents within this high-density housing area.

**Ross-Ellen Playground and Pacific Park** – With construction of new subsidized family housing units on the former Midland Railway site in the mid 1980's, consideration for outdoor play opportunity for families with young children within site of their family home led to the development of two small parcels of land as playground/parkettes. The Ross-Ellen Site is equipped with a play structure and seating area, while the Pacific Ave Park is equipped with a swing set and seating.

**Ellen Pacific Tot Lot –** developed on a former residential site, this 50x50 foot site is geared to more passive uses and includes a sand box and seating area. Mature trees line the perimeter of the site providing shade and relaxation for adults and young children.

**Linear Park connecting Freight House with Dufferin School; between Alexander and Pacific Ave at Laura St.-**While not designated park space, this 25 foot linear pathway connects Dufferin School with the Freight House Community Centre. The site includes lighting, benches and shade trees.

**Vacant city owned land between Ross and Pacific Avenue, east of Midland Housing Development**: A 100 ft. vacant strip of land, zoned R2 adjacent to the Midland Housing project has served as an informal play area for children and adults for a number of years. While undeveloped, the site serves as an effective buffer between a hard surface parking lot operated by the City of Winnipeg and the adjacent warehouse district. Interest in designation of the site as park and redevelopment to incorporate

children's play components and an active playing field has been championed by Rossbrook House's WiWabagooni alternative school program and residents living near the site.

**10 ft buffer strip**- adjacent to lane, north side of Elgin Ave. from Arlington to Notre Dame Ave. – owned by the city and maintained by Public Works, this 10 foot wide sodded area provides a visual buffer between the intensive commercial uses and the residential area to the south.

**Summary**

- Parks and Open Spaces occupy approximately 19 acres of land in the Centennial Neighbourhood, which exceeds the ratio of park space per 1,000 people typically found in inner city neighbourhoods (Centennial population: 2,210) Some of this land is developed as athletic fields, however the neighbourhood has a number of small, mature parks with wading pools and play structures.

- West Alexander has a somewhat lower ratio of park space (18 acres) however population of the area is double that of Centennial. Most of the parks and open space are located on schoolyard sites as 4 of the 5 schools in the combined neighbourhoods are located in the West Alexander Neighbourhood. Typically school sites provide limited play value, however most contain athletic fields and/or small play structures for after school activity.

- All of the parks are in need of some repair and/or replacement of equipment.

- Both neighbourhoods provide access to programs and recreation services through locally managed community centre facilities.

- More linkages between park sites, community centres, schools and neighbourhood institutions would contribute to a more pedestrian oriented community. Further examination and rationalization of park spaces in relation to use and geographic connectivity would be of benefit to the residential neighbourhoods.



# CHAPTER 20
# Neighbourhood Schools & Facilities

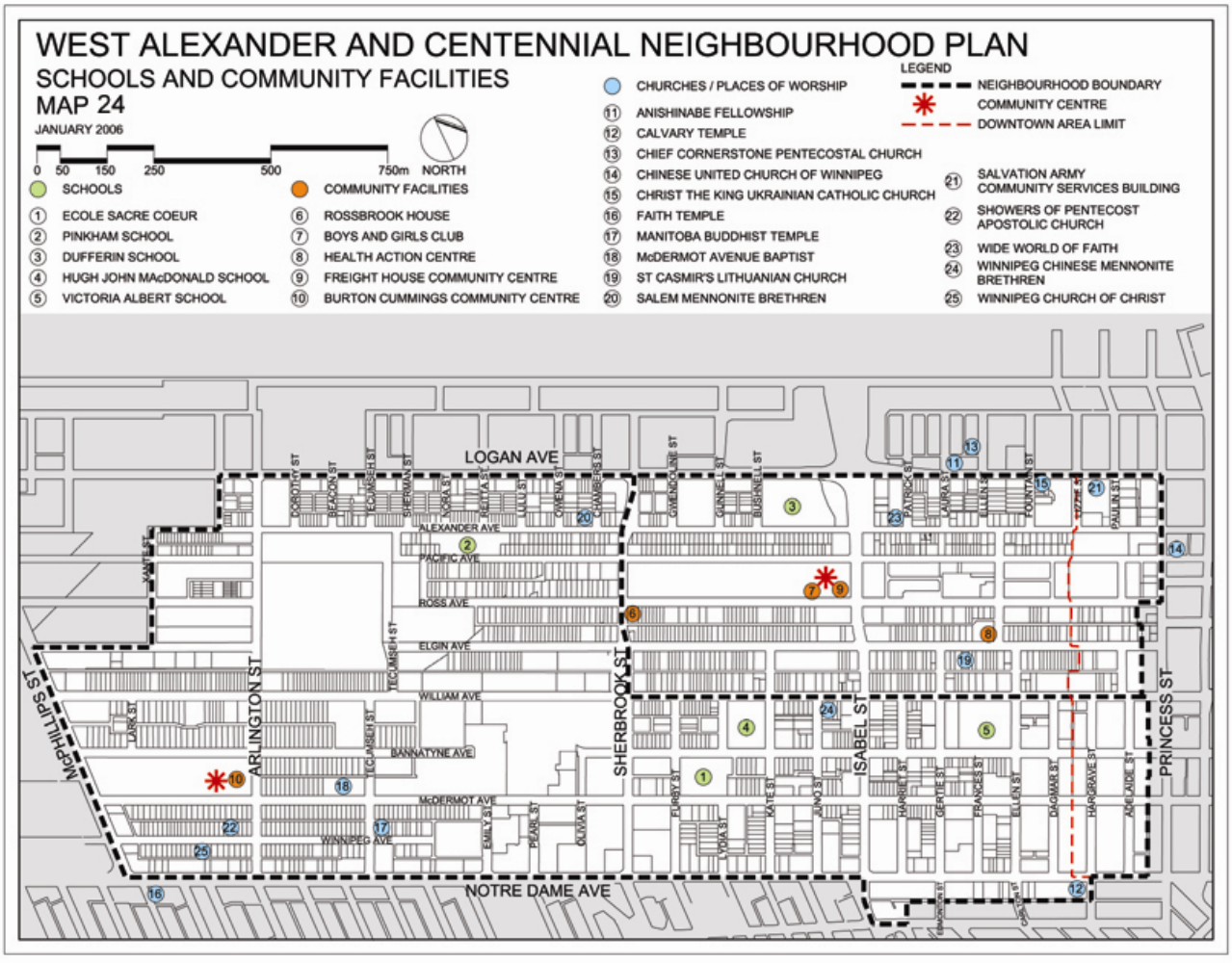
**Five public schools are located in the West Alexander and Centennial neighbourhoods. As well, three off-campus programs are run from independent sites. The Child Guidance Clinic of Winnipeg, which offers school based support services for children and families, is also located in the area.**

## 20.1. Neighbourhood Schools West Alexander

**Victoria Albert School** is located at 110 Ellen Street (at William Ave.), and offers programs to children entering nursery to grade 6. School enrollment is approximately 415 representing students from diverse cultural backgrounds including a significant enrollment of new immigrant and refugee children. The school offers support in the area of English as Second Language, and is one of the few schools in the Division to offer a daily breakfast program. It includes a playground structure and athletic field for after school activity.



**Hugh John McDonald** is a Junior High School (Grades 7-9) located at 567 Bannatyne Ave. Enrollment at the school is approximately 246 Students. The schoolyard offers a hard surface running track and basketball courts.





**Ecole Sacre-Coeur** was constructed in 1992 as Winnipeg School Division #1's French Immersion Milieu School for the central district. Formerly located in the former Somerset School at 775 Sherbrook, the new school was built at 809 Furby Street, between Bannatyne and McDermot Ave. Students from kindergarten to grade 8 come from a wide catchment area, and most children are bussed to this program. The school has an enrollment of approximately 220 students. The site contains a play structure, hard surface area and an athletic field.

**Pinkham School**, located at 765 Pacific Avenue (between Lulu and Nora St), was built in 1989 to replace the original school, which had been built 85 years earlier. The school has a population of approximately 236 students. A day care for infants and



preschoolers is housed at the school. Among the many cultures reflected in the school population are Portuguese, Aboriginal, Filipino, Chinese, Vietnamese, Laotian, and Caribbean. The site includes athletic fields and a play area for the neighbourhood after school hours.

## Centennial Schools

**Dufferin School** is located at 545 Alexander Ave, between Bushnell and Isabel Street, south of Logan Ave. There are 244 students, from nursery to grade six who attend the school. Dufferin's school population is distinctive in that 90% of the children are aboriginal. The Winnipeg Foundation has established a partnership with Dufferin School as part of a five year funding commitment under the Centennial Project to develop enhanced programming for its students and families.

**Rossbrook House School Programs:** Established in 1976, as a 24-hour neighbourhood centre for children, youth and young adults under the leadership of Sister Geraldine MacNamara, Rossbrook House "offers a constant alternative to the destructive environment of the streets."

In 1977, Rossbrook offered its first of what was to become three alternative school programs for inner - city Aboriginal students who are academically able but have not been successful because of problems with attendance. The programs provide positive academic experiences in small group settings in order to build success in learning and in job related skills. Positive self-identity and pride in indigenous culture and traditions encourage students to make healthy life choices.

- *Eagles Circle* is an off campus junior high school program operating out of Rossbrook House, 658 Ross Ave at Sherbrook St. The program is affiliated with Hugh John McDonald Junior High School.
- *WiWabagooni* is an elementary school program for students from grade 3 to 6. The program is affiliated with Victoria Albert School and located in a renovated warehouse space at 346 Ross Ave.
- *Rising Sun*, located at 429 Elgin Ave., offers a continuous progress model in academic courses so that students whose lives interfere with their ability to be at school on a regular basis, or who are in treatment programs, detention or at home with new babies or sick children can still achieve success in getting their high school credits. The program is linked with Gordon Bell High School.



**The Child Guidance Centre of Winnipeg**, located in the former Ellen Douglas School at 700 Elgin Ave provides clinical services to students, families and schools in three school divisions and various independents schools in Winnipeg. Professional services of psychologists, social workers, reading clinicians, audiologists and speech/language pathologists are offered on site and in various schools in the city.

**Summary**

- West Alexander and Centennial Neighbourhoods contain a number of elementary schools and a junior high school within reasonable walking distance from the residential areas.

- Education programs targeted towards special populations and the neighbourhoods' diverse cultural community are offered within each of the schools and in off campus settings.



*McDermot Avenue Baptist Church*

### 20.2 Churches/Places of Worship

A wide range of denominations are located in or adjacent to the West Alexander and Centennial neighbourhoods. Many of these facilities are engaged in community outreach to the neighbourhoods that surround them while serving a wider congregational following. Parking needs at some facilities have precipitated significant land assembly for development as surface parking lots to accommodate parishioners and casual weekday parking.

**Churches/Places of Worship located in or adjacent to the Centennial Neighbourhood:**

**Table 3: Churches/Places of Worship in Centennial**

| Name | Address |
|---|---|
| Anishinabe Fellowship (Presbyterian) | 287 Laura St |
| Chief Cornerstone Pentecostal Church | 294 Ellen Street |
| Chinese United Church of Winnipeg | 281 Pacific Ave |
| Christ the King Ukrainian Catholic Church | 263 Fountain Ave |
| Salem Mennonite Brethren | 691 Alexander Ave |
| Salvation Army Booth Centre | 180 Henry Ave |
| St Casmir's Lithuanian Church | 432 Elgin Ave |
| Wide World of Faith (Non-Denominational) | 465 Alexander Ave |
| Winnipeg Chinese Mennonite Brethren | 520 William Ave |

**Churches/Places of Worship located in or adjacent to the West Alexander Neighbourhood:**

**Table 4: Churches/Places of Worship in West Alexander**

| Name | Address |
|---|---|
| Faith Temple | 968 Notre Dame Ave |
| Huasing Buddhist Temple | 585 Cumberland Ave. |
| McDermot Avenue Baptist | 821 McDermot Ave |
| Showers of Pentecost Apostolic Church | 903 Winnipeg Ave |
| Winnipeg Church of Christ | 946 Winnipeg Ave. |
| Calvary Temple (Pentecost Assembly) | 400 and 440 Hargrave Street |
| First Mennonite Church | 922 Notre Dame Ave |
| Manitoba Buddhist Temple | 825 Winnipeg Ave. |

### 20.3 Day Care Centres

A number of licensed day care centres operate in the neighbourhoods providing a range of services to infants, preschool and school age children on a full time, part-time, and casual basis. Three of the centres are school based; two are work-place centres, while others provide services from community facilities. The list does not include licensed family day care homes or unlicensed child care services available in the community.

**Freight House Day Nursery Inc**: 215 Isabel & 505 Ross Ave.
The centre merged with the former Playmates Pre-School Program operated by Health Action Centre and provides two sites in the Freight House Recreation/Leisure Centre:

- *215 Isabel Street: Licensed for 28 infant and pre-school spaces;*
- *505 Ross Ave: Licensed for 48 infant, school age and preschool spaces.*

**Pinkham Day Care** – 765 Pacific Avenue & 759 Ross Ave
Operates from two sites: Pinkham Elementary School and 759 Ross Avenue:

- *765 Pacific Ave: (Pinkham School): Licensed for 40 infants and pre-school children;*
- *759 Ross Ave.: Licensed for school age children.*

**Victoria Albert Day Care Inc.**: 110 Ellen Street & 545 Alexander Ave.
This centre operates from two school sites, Victoria Albert and Dufferin Elementary Schools:

- *110 Ellen Street (Victoria Albert Elementary School) – Licensed for 36 pre-school and school age children*
- *545 Alexander Ave (Dufferin Elementary School) – Licensed for 26 pre-school and school age children*

**Kid Gloves Day Care, Inc.**: 555 Logan Ave.
A work-place day care attached to Western Glove Works at 555 Logan Ave., first priority for placement is for children whose parents work at this plant. The site is licensed for 50 infant, preschool and school age children.

**Children at the Centre**, Inc: 330-60 Pearl St.
Licensed for 46 infant and pre-school children. Priority placement is for children whose parents work at the Health Science Centre, Cancer Care Manitoba and the U of M Bannatyne Campus.

Two centres are located on the edge of the neighbourhoods including one in the Exchange District and the other in Central Park:

- *Rupertsland Day Care: 107-201 Princess Street (Dynasty Building). Licensed for 40 infant and pre-school children;*
- *Central Park Child Care: 101 – 461 Cumberland Ave. Licensed for 45 pre-school and school age children.*

### 20.4 Youth Drop-In Centres:

Three centres are focused on support to children and youth and provide a range of activity and services.

**Rossbrook House** – *685 Ross Ave*
Provides a 24-hour drop-in centre for children and youth that is comfortable, safe and an alternative to the streets. The centre is also the site of an alternative education program for Junior High School students. Rossbrook has recently added an addition to their facility to offer a wide variety of programs for children and youth.

**Boys and Girls Club of Winnipeg** – Door # 4 – Freight House Community Centre
Provides after school and weekend drop-in for children aged 6-19 after school and weekends. One of 6 sites located throughout Winnipeg, the Freight House has one of the largest memberships in the city (656 children and youth).

**Salvation Army Community Services Centre Harbour Light)** – 324 Logan Ave.
Provides a drop in for youth and young adults including a Midnight Basketball League and Floor Hockey.

### 20.5 Adults and Seniors Drop-in Centres:

**Second Time Around Seniors Club** – Freight House Community Centre

### Summary

- Both West Alexander and Centennial Neighbourhood offer a diversity of places of worship for both the local community and for people throughout the city.
- Child care programs are offered for both pre-school and school-age children at a number of sites throughout the area; however waiting lists continue to grow at some sites.
- The Centennial Neighbourhood has been home to one of the oldest, established 24-hour youth centre, Rossbrook House, offering respite and programs for children, youth and young adults.
- The Boys and Girls Club of Winnipeg, located at the Freight House, provides after-school and weekend programs to a large number of local youth.

# Chapter 21
# Traffic & Transportation

**As is the case with most centrally located neighbourhoods, West Alexander and Centennial are intersected with a significant number of Regional Streets. These streets carry large volumes of traffic between more suburban areas and the downtown as well as significant volumes of traffic to the major institutional uses located therein. These Regional Streets, which either form boundaries to the neighbourhoods or else represent significant barriers within them, include Notre Dame, William, Logan, McPhillips, Arlington, Sherbrook, and Isabel. Both McDermot and Bannatyne are considered to be collector streets, which carry lower, but still significant volumes of traffic.**

## 21.1 Traffic Volumes

### Regional Streets

Regional Streets typically carry 20,000 or more vehicles per day and connect large development areas including major residential areas, the central business district, regional shipping centres, large industrial and commercial area and other major activity areas. Generally Regional Streets are full tie truck routes.

**2005 Average Weekday Daily Traffic Flow**

| Street Name | Street Sections | Average Daily/ Weekday Volumes |
|---|---|---|
| Logan Ave. | McPhillips to Arlington | 22000 |
| | Arlington to Sherbrook | 18000 |
| | Sherbrook to Isabel | 22000 |
| | Isabel to Princess | 21000 |
| William Ave. | McPhillips to Arlington | 7000 |
| | Arlington to Sherbrook | 11000 |
| | Sherbrook to Princess | 10000 |
| Notre Dame Ave. | McPhillips to Arlington | 40000 |
| | Arlington to Sherbrook | 41000 |
| | Sherbrook to Isabel | 31000 |
| | Isabel to Fort | 15000 |
| McPhillips St. | Notre Dame to William | 33000 |
| | William to Logan | 38000 |
| Arlington St. | Notre Dame to Logan | 16000 |
| Sherbrook St. | Notre Dame to Logan | 16000 |
| Isabel St. | Notre Dame to William | 24000 |
| | William to Logan | 27000 |
| Princess St. (one way southbound) | Logan to William | 16000 |
| | William to Notre Dame | 14000 |

*Note: Numbers denote the two-way total traffic on each street section. All traffic is derived from most recent traffic counts. These may have been taken from 1996 to 2005 inclusive*

***Source:*** *City of Winnipeg Public Works Department Transportation Engineering Division's 2005 Traffic Flow Map*

### Collector Streets

**24-Hour Traffic Counts on One Way Collector Streets - McDermot and Bannatyne Avenues (Between Lydia and Furby Streets)**

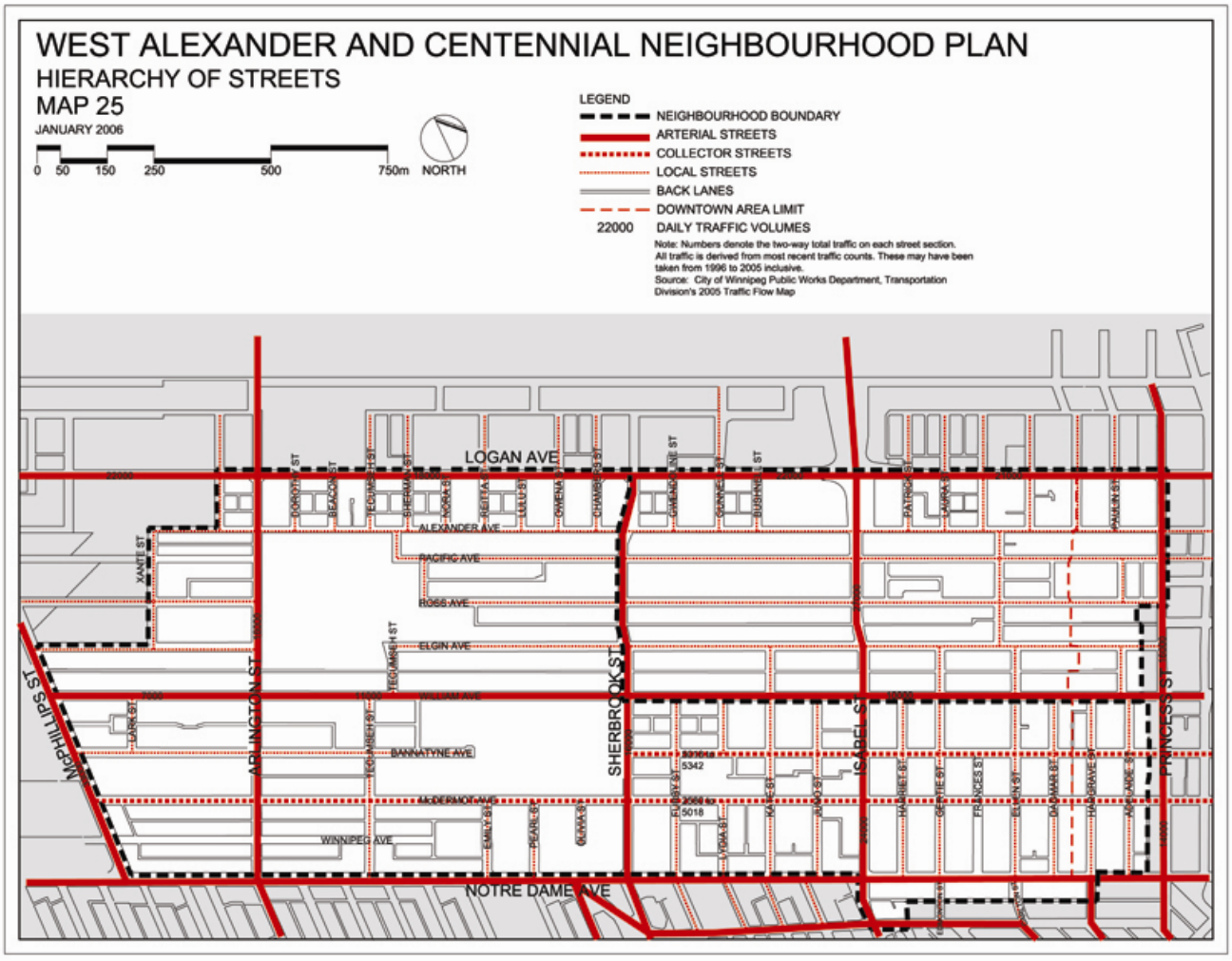
| Street Name | Street Section | Date | Weekday Daily Average |
|---|---|---|---|
| Bannatyne Ave (one-way westbound) | Lydia to Furby | June 2002 | 5018 |
| | | Nov 2003 | 5264 |
| | | Aug.2004 | 5342 |
| McDermot Ave (one-way eastbound) | Furby to Lydia | June 2002 | 5018 |
| | | Nov 2003 | 2580 |
| | | Aug 2004 | 4649 |

***Source:*** *City of Winnipeg Public Works Department, Transportation Engineering Division*

### 21.2 Traffic Operational Issues

The City's Public Works Department, Transportation Division has identified a number of operational issues on the following streets in West Alexander and Centennial:

| Location | Issue |
|---|---|
| Isabel/Ross Pedestrian Corridor | High Number of Collisions |
| William/Isabel/Logan | Lack of left turn lanes increases rear end and side swipe collisions and reduces vehicular capacity |
| Sherbrook/William | Requests have been received for northbound left turn phase. Under review |
| Arlington/William | Requests received for southbound left turn phase. There is presently a lack of Right-of-Way to construct left turn lane |
| William, in front of Parkade, west of Sherbrook | A median will be constructed to restrict movements in/out of the parkade |
| Arlington/McDermot | Installation of a pedestrian corridor in the future would be desirable. Presently almost warranted |
| William/McPhillips | There are above average collisions at this intersection. West bound right turn onto McPhillips is prohibited |
| William/Ellen | The existing signal could be potentially removed and replaced with a pedestrian corridor. This would be a long term proposal |
| William Pedestrian | This corridor may be moved to an overhead walkway location |
| McDermot | Backed up during hospital shift changes |



**Proposed Geometric Improvements (Road Alignments):**

| Proposed Work | Outcome |
|---|---|
| Widening Logan Avenue at Arlington Street on the south side | To add median for left turns |
| Widening of Isabel (Balmoral) on west side from Elgin to Ellice | To add median for left turns |
| Minor Road Widening on Notre Dame Avenue within Right-of-Way | |

**21.3 Proposed Capital Work - Street Improvements**

The following street improvements are included within the City of Winnipeg's Five-Year Capital Budget:

| Location | Time Frame (tentative) |
|---|---|
| Notre Dame Ave from Main Street to Isabel Street | 2010 |
| William Ave. from Sherbrook to Arlington Street | 2007 |
| Logan Ave. from Rietta St. to Gwendoline St. | 2011 |

**Residential Streets**

The table to the right provides a list of potential future residential street renewal projects in the West Alexander and Centennial Neighbourhood, which is prepared annually and includes an anticipated annual program over the next 3 years. The list does not include regular street maintenance activity.

| Street Name | Street Section |
|---|---|
| Kate Street | Elgin to William Avenue |
| Kate Street | McDermot Avenue To Notre Dame Avenue |
| Furby Street | Notre Dame Avenue to McDermot Avenue |
| Harriet Street | McDermot Avenue to Bannatyne Avenue |
| Dagmar Street | Notre Dame Avenue to William Avenue |
| Pacific Avenue | Isabel Street to Ellen Street |
| Pacific Avenue | Ellen Street to Princess Street |
| Patrick Street | Logan Avenue to Alexander Avenue |
| Laura Street | Alexander Avenue to Logan Avenue |
| Lizzie Street | Alexander Avenue to Logan Avenue |
| Bushnell Street | Alexander Avenue to Logan Avenue |
| Beacon Street | Alexander Avenue to Logan Avenue |
| Nora Street | Alexander Avenue to Logan Avenue |
| Lulu Street | Alexander Avenue to Logan Avenue |
| Owena Street | Alexander Avenue to Logan Avenue |
| Chambers Street | Alexander Avenue to Logan Avenue |
| Alexander Avenue | Sherbrook Street to Isabel Street |
| Pacific Avenue | Sherbrook Street to Isabel Street |
| Pacific Avenue | Sherbrook Street to Tecumseh Street |

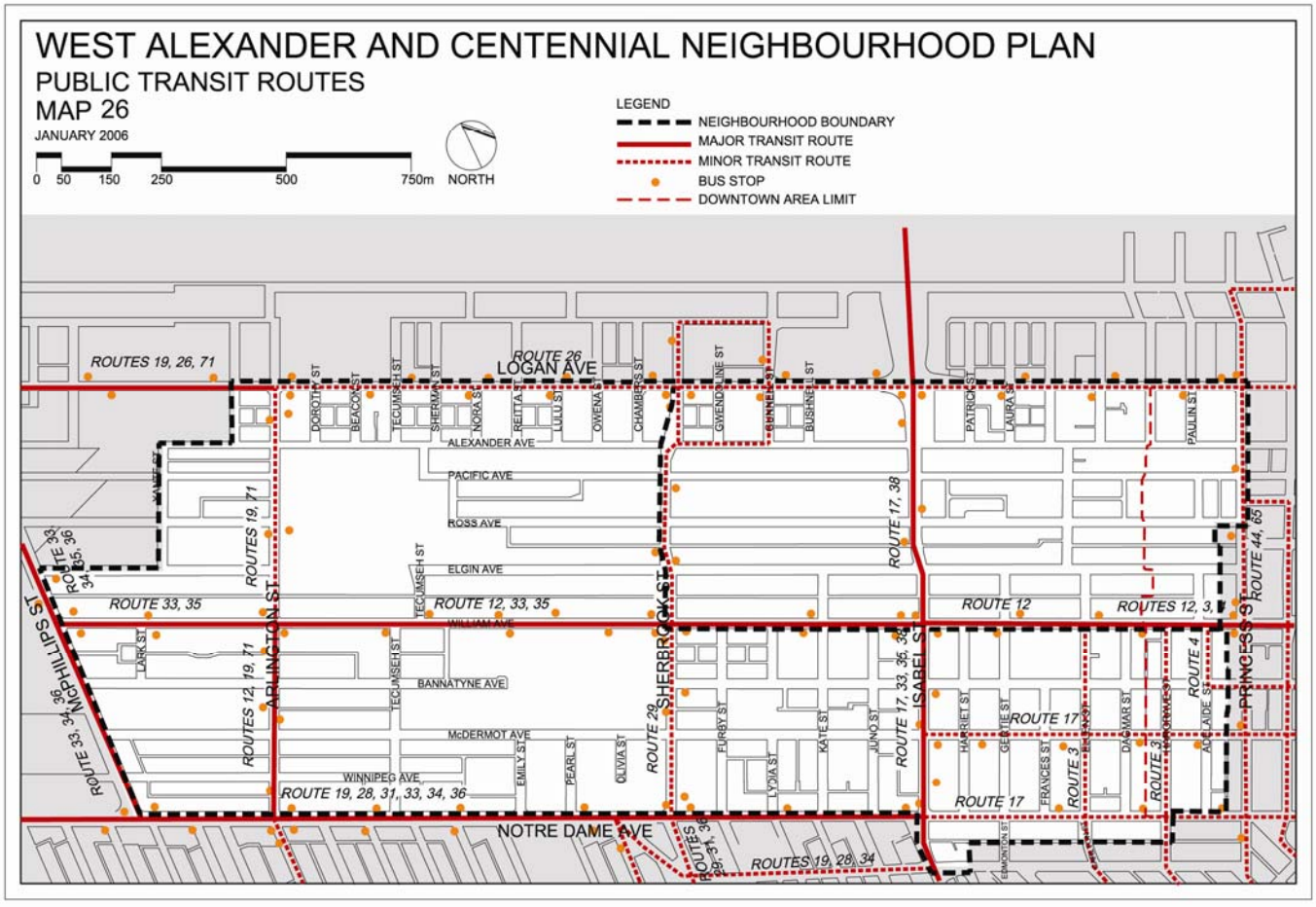




### 21.5 Public Transit

Generally, the busiest bus stops are at or near the Health Sciences Centre, (which is one of the largest employers in Winnipeg) as highlighted in red on the spreadsheet. The other major bus stop areas tend to be at transfer points, such as William & Isabel, Notre Dame & Sherbrook, and Notre Dame & Arlington. Otherwise, the transit usage tends to be relatively normal for an inner-city neighbourhood. On the service supply side, this area has a very good level of service, since most of the routes tend to cross through on their way to downtown, the Maples, or to Red River College (both campuses).

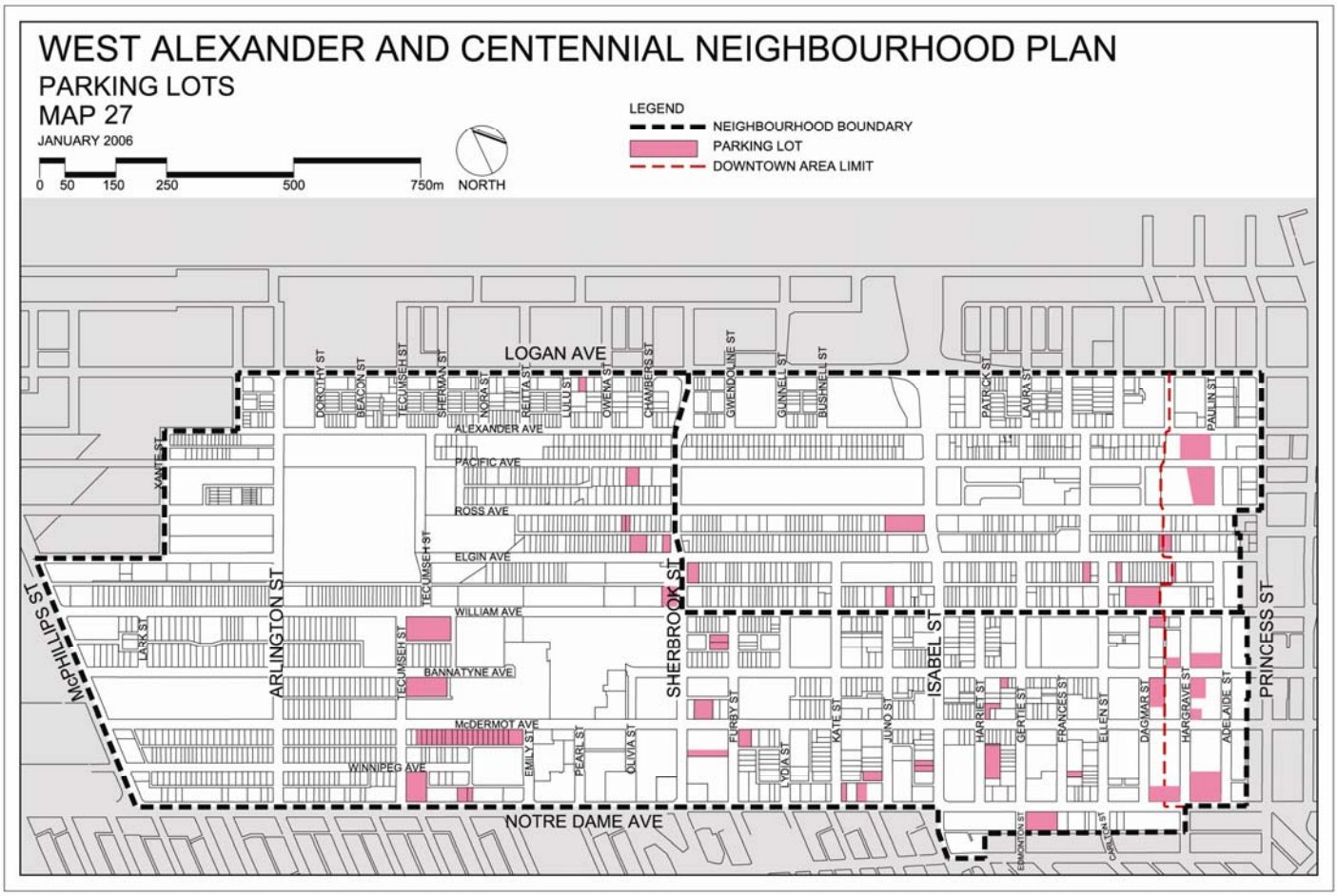
Bus stop locations, particularly those that have been set back from intersections have posed inconvenience for riders. Transit is prepared to work with the community to develop a strategy to address this and other issues related to transit service.



### 21.6. Parking

The issue of parking and vacant lots is a significant one for the area. Pressures from the various institutional users have given rise to the creation of several surface parking lots where buildings once stood. While some of these have been appropriately located, many of them have been within developed in predominantly residential areas. Given that there are a number of vacant lots in the area, this practice may continue in the future, without policy guidance.





# Chapter 22
# Summary of Findings & Next Steps

**The background report provides an extensive catalogue of information about the existing nature of the West Alexander and Centennial neighbourhoods from a planning, development, and land use perspective. It also provides a snap shot of the existing social and demographic character of the area. This chapter will attempt to summarize the key findings of the background report.**

**An understanding of the existing conditions of the neighbourhoods is a critical first step in the process of formulating a plan for the future. This chapter will also identify some of the implications of the key findings for planning.**



## 22.1 Summary of Key Findings

The following is a summary of the more significant aspects of the information collected to date to assist in identifying what the implications might be for planning.

- Every possible type of land use can be found somewhere in the plan area.
- Almost one half of the total land area contains uses other than residential.
- The distribution of uses is not random but follows a pattern characterized by a series of grouped uses that shape distinct sub-areas.
- There are instances where the use of land is not accurately reflected in the current zoning.
- Residential areas exist as residential enclaves that are separated from each other by other areas of non-residential uses or major roadways.
- Residential areas consist mostly of single-family dwellings with a mix of multi-family dwellings being predominant in some of the sub-areas.
- Two-thirds of all single-family homes are owner occupied and are in good condition with the remaining one-third considered to be in fair or poor condition.
- Aging housing stock and the cost of repairs has resulted in demolitions and vacant housing stock.
- The presence of major institutional facilities associated with medical, bio-technology, and education are a unique and significant characteristic of the plan area and these facilities will continue to expand and redevelop.
- Commercial land uses are primarily of a regional or citywide nature and rely upon exposure to major streets or one of the primary institutional facilities for access by customers who do not live in the neighbourhood.
- Pure industrial uses have generally evolved into other types of uses that are available under the broad range of uses currently found within the remaining industrial zoning districts; however small pockets of industrial use can still be found in the plan area.
- Parks and open space uses are distributed throughout and comprise a larger acreage than what is currently the standard for the City.
- The maintenance of park spaces and play structures as well as the level of park development is sub-standard.
- Parks areas are isolated from one another and lack connectivity to the surrounding neighbourhoods they serve.

- The plan area is bisected by a large number of Regional Streets that carry high volumes of traffic through the neighbourhoods to suburban destinations and downtown.

- Transit provides an important service for the institutional facilities in the plan area and is concentrated along the major street system.

- There has been continuous loss in population since 1971, although it has stabilized in recent years. In spite of this, more than half of the population from the two neighbourhoods has lived in the area for over 10 years.

- The neighbourhoods both have a relatively high proportion of children aged 0-14 and young adults, aged 25-44. This correlates with data that suggests a significant proportion of single parent households headed by females live in the neighbourhoods, particularly in Centennial. West Alexander is characterized as having a higher ratio of single unattached individuals living in the area.

- While total population in the combined neighbourhoods declined over the period from 1971-86, this trend appears to have stabilized over the last three census reporting periods (1986, 1996, 2001).

- West Alexander's population loss was most significant between 1971 and 1981, with the greatest loss amongst young children, teenagers, young adults, and the middle aged. The senior population (65 years and older) has remained relatively unchanged since 1971.

- Centennial population loss over the period from 1981-2001 appears to have had the greatest loss amongst the middle aged and seniors. This trend continues through to 1996, where a slight increase in these age groups begins to appear.

- Diverse populations and cultural groups have historically settled in both neighbourhoods. This trend continues today amongst refugees, new immigrant populations, and Aboriginal peoples (First Nations, Métis, and Inuit). Strong cultural ties have helped to establish ethnic businesses and cultural organizations in the neighbourhood.

- Average family incomes have increased moderately in both neighbourhoods between 1996 and 2001, however, figures show that the neighbourhoods fall significantly below the City of Winnipeg' average family income level. While the number of people paying 30% of their income on housing costs has declined, nearly 40% of the population in the combined neighbourhoods is still making payments above this level.

- Employment rates have increased, with nearly half of the population reporting full time employment primarily in the trades, transportation, and heavy equipment operation, followed by applied sciences and health occupations.

- Approximately 25% of the combined populations have less a Grade 9 education, however over 35% have completed or are enrolled in post-secondary education

- Incidence of crime against persons and property is considered to be a major issue for residents, business owners, and institutions. The Centennial neighbourhood is currently working on a neighbourhood plan to address safety concerns

### 22.2 Implications of Key Findings for Planning

- The wide diversity and range of land uses contained within the plan area has the potential to generate conflicts where adjacent uses are incompatible with each other. Measures to mitigate and manage potential conflicts should be considered.

- The rationalization of existing land uses with appropriate zoning districts should be considered during the planning process.

- The existing pattern of grouped uses into distinct sub-areas should be used as a basis for generating plans and

policy in each sub-area that are uniquely formulated to address the issues that are peculiar to that area.

- Lower house and land market values and the presence of vacant lots provide an opportunity for land assembly and re-development and this could be encouraged in certain areas.

- The fragmented distribution of residential uses and the amount of non-residential uses within the plan area presents challenges for the viability of residential development. The planning process should examine methods for enhancing residential sub-areas while perhaps facilitating the evolution of other areas into non-residential uses.

- The expansion and evolution of institutional facilities in the future will have a continued impact upon the character and extent of other land uses. Planning should address both the opportunities this provides as well as provide measures to mitigate and manage negative impacts.

- The higher amount of parkland within the neighbourhoods and its deteriorating maintenance condition may lead to a process that better rationalizes the amount of parks and open space with the costs of maintaining them.

- The regional character of commercial uses places a greater demand for additional accessory parking to service customers from outside the surrounding neighbourhoods and the planning process should address this need.

- The higher proportion of non-residential uses has resulted in an on-going demand for off street parking that will continue to increase as the major institutional uses expand and redevelop. The location, amount and type of non-accessory parking should be a component of the planning process.

- The loss of industrial uses has often resulted in the creation of non-accessory surface parking lots on sites that retained their original industrial zoning and this should be addressed in the planning process.

- The presence of major high volume streets creates opportunities in the form of exposure to larger numbers of customers for commercial uses, promotes transit use and provides efficiency of mobility for residents of the plan area and the major institutional facilities but these streets also form barriers that fragment the plan area. The planning process should examine measures to improve and/or enhance measures to improve the streetscape of key stops to better integrate them into the surrounding neighbourhood and improve transit use.



# Part IV
## Stakeholder Meetings

# MEETING NOTES

West Alexander & Centennial Secondary Plan
March 22, 2007

---

*For the City:* Linda Ring, Michael Robinson, Dan Prokopchuk, John McNairnay, Marsha Christiuk

*Committee:*
Everett Milotte, Public Health Agency
Harold Martings, WERA, WARA
Cathy Collins, MSRA, WERA
Harry Schulz, Health Science Centre
Dennis Cunningham, International Centre for Infectious Diseases
Robert Olson, Red River College
Graham Thomson, Red River College
Robert Decoste, B.U.I.L.D.
Gord Dong, CCIA
Dana Erickson, Health Science Centre
Lyall Meyers, Meyers Drug,
Alan Simms, University of Manitoba

Questions/Comments:

- At one time, there was talk of the City bringing back two-way streets to the area? What is the status of this suggestion?
- What is PEAC
- University of Manitoba does not have a 20 year plan per say, but are willing to share any information they have
- Virology lab is considering putting up a tower, which could potentially add 300 to 500 people, but this decision is made on a federal level, not up to them. There has also been discussions about creating a fourth pod. The other component is a lab space on Logan, which could add 150 to 175 people. And there is an off-site shipping and receiving location on Portage Avenue.
- Would like to see something which connects or is compatible with the residential neighbourhood. Design that reflects and is conscious of people who live in the area.
- A predictability is key to help the neighbourhood grow, with a combined vision to that treats existing residential homes with dignity
- Broadly speaking, the Red River wants more students, and it wants more students living near the campus
- Should other housing groups be invited to contribute

# MEETING NOTES

West Alexander & Centennial Secondary Plan
April 19th, 2007

---

**Present:** Cathy Collins, Terry Duguid, Rejeanne Dupuis, Dana Erickson, Karen Keppler, Harold Martinos, Keith McConnell, Everett Milotte, Robert Olson, Fred Petrash, Nick Riediger, Harry Schulz,

**City Staff:** Marsha Christiuk, John McNairnay, Michael Robinson

## PRESENTATIONS

### 1. Heath Science Centre

Dana Erickson & Harry Schulz

Dana Erickson

**The Plan for Tomorrow and a Vision for Future Potential**

*Overview of Organization*

- Driven by the needs of Manitobans for Health care
- Largest tertiary Centre in the Province
- Trauma Centre for Manitoba and North West Ontario
- Transplant Centre
- Premier neuroscience centre
- Role is to interpret and bridge the needs, what infrastructure is required from a operational and developmental perspective

**Plans for Future**

HSC – the next five years (or maybe the next 20!)

*New Energy Centre*

- Currently existing facility is on Notre Dame and it is reaching capacity
- Short term solution – use the old laundry building on Emily
- Long term – looking for a new site within the existing campus boundaries, one potential site Tecumseh and William

***Ambulatory Facility***

- 500 000 out patient visits a year, serious space constraints
- Variety of solutions – modest expansion, new facility, renovation
- New facility – Sherbrook and William, NW corner

***Renal Treatment***

- "Epidemic" levels in MB, need more space
- Dialysis stations
- Expanding in space – Sherbrook and William

***Women's Health***

- Limitations to existing facility
- Children's Hospital is on the opposite side of the campus, separation of infants and children

- Possible options of expansion are to knock down a few walls of the Children's Hospital and to use old emergency ramp area

***Provincial and Regional Priorities***

- Neuro-intensive care unit
- Acute-stroke unit
- Possible site – the F wing, oldest wing of the hospital, and currently does not meet their needs, very few medical services provided in there – possible to knock it down and build a larger facility

***Rehab hospital***

- HSC moving away from a rehab hospital, believe these services are better served in a Community Hospital
- Might have this space to re-use

**Opportunities and Challenges**

- Essential two main areas HSC could expand using current campus boundaries – Tecumseh and Bannatyne or William and Sherbrook
- Need more room for expansion

***Campus Partners***

- Diagnostic Services MB – need expansion of several 1000 square feet
- Cancer Care Manitoba – need 100 000 square feet over the next 5 years
- University of Manitoba

Harry Schulz

**The Vision for the Bio-Medical Cluster**

*Overview of Organization*

- Previous presentation fell under the hospital umbrella, with provincial funding. This presentation looks at privately funded ventures outside of the government umbrella
- Like the airport, the Bio-Med campus is a huge potential economic engine
- Stop think of HSC in the context of health care delivery – much more than that
- Economic hub with no room to grow
- Health Care will not be the sole driver for such growth – cash strapped governments, how will they continue to deliver services

**Plans for the Future**

- Venture capital financial spin-off companies
- Medical technology companies
- Companies that provides services aligned with hospital/medical community
- Joint venture in health care delivery (share equity)
- Routinely approached by companies interested in location adjacent to campus

**Opportunities and Challenges**

- An economic zone similar to airport
- Saskatoon (innovation Place) – biomedical cluster development
- Creation of shared infrastructure

- Location of energy building

- Central Service delivery for entire City of Winnipeg
- WRHA and HSC could drive anchor developments, but would only be one player…
- A "Life Sciences Village" – high end condos/housing for bio-medical professionals

"Poke the bubble" and suggest that:

- This is larger than the vacant land surrounding NML
- Zone should be set before any specific development
- Tax-incentives in zone
- Decision on zone has to be made at a bigger scale, can't happen development by development

**2. Canadian Science Centre for Human and Animal Health**
**Everett Millote**

*Overview of Organization*

- Public Health Agency – Frank Plummer
- Canadian Food Inspection Agency – Paul Kitching (occupy about 30% of building)

- Project was announced in 1987
- Construction began in 1992
- Occupancy in 1997
- Only Level 4 in Canada

- Level 3 – 35.5% of space
- Level 4 – 3.7% of space

- Started with a staff of 150
- Have about 450 today

***Plans for the Future***

***Off-Site Shipping and Receiving***

- former Eatons Warehouse
- 30 000 square feet
- Open November 2007

***Ward Lab, 745 Logan***

- 6568 square meters
- awaiting approval
- completing in phases
- staff of about 150 to 170 people

***Fourth Pod***

- 3482 square metres
- needs cabinet approval
- estimate 70 staff

***Office Tower – PHAC Pillar HQ***

- 6440 square metres

- 350-450 people
- needs cabinet approval
- very unlikely to happen, Federal Government is currently selling some of its office towers, if that goes well, will end up selling around 600 more buildings

**Opportunities and Challenges**

- Dependent on Federal government
- Have enough land on existing site

**3. Terry Duguid,**
**ICID, BioMed City**

**Overview of Organization**

- Not much has been done for Bio-Med City in the past year and a half.
- Originally the virology lab was suppose to go to the Mint site, but there was a fight to make it more central
- Year 2000 the tone of the centre changed, talent attracts talent, and more people were employed on site.
- ICID – new institution, siloed environment; special development zone;
- Made recommendations in three areas: new institution, a biomedical development zone and a set of initiatives to reinforce Canada's capabilities to deal with infection diseases
- Four key components:
    - Research
    - Training
    - Innovation/commercial
    - Charitable

**Plans for the Future**

- Establishment of a special development zone – BioMed City
- ICID Research Institute/Training Program
- Knowledge Centre – ICID Foundation, Business Incubator, Visitor's Centre
- Commercialization/Biotech/Services
- "Plus 15" Walkway System
- Future Parkade

**Opportunities and Challenges**

- connectivity is the key – common area for brains to get together
- perspective has changed – have broadened out Bio-Med City concept, to include the entire City.
- Took focus off of geographic connections

# MEETING NOTES

West Alexander & Centennial Secondary Plan
May 10th, 2007

---

**Present:** Cathy Collins, Robert Decoste, Gord Dong, Harold Martinos, Keith McConnell, Everett Milotte, Fred Petrash, Harry Schulz, Alan Simms, Graham Thomson
**Guest:** Diane Bampton, Manitoba Hydro
**City Staff:** Marsha Christiuk, John McNairnay, Michael Robinson

**PRESENTATIONS**

## 1. University of Manitoba
Alan Simms & Keith McConnell

## University of Manitoba – Bannatyne Campus
## West Alexander and Centennial Neighbourhood Secondary Plan

### Overview of Organization

- Bannatyne campus consists of Medicine, Dentistry, Medical Rehabilitation and soon will also have Pharmacy

### Current and Future Plans

*Bannatyne Campus Parkade*

- June 2006
- 3 levels
- 300 stalls, possible expansion of 200 more stalls
- formerly a surface parking lot

*Apotex Centre*

- June 2008
- Faculty of Pharmacy
- four storeys
- underground connection
- Teaching and Research Labs
- 100, 000 square feet

*Clinical Learning and Simulation Facility*

- December 2007
- Faculty of Medicine
- 8,000 square feet
- located at the Brodie Centre
- joint venture between the U of MB, WHRA and the Manitoba Government
- 12 fully equipped patient examining rooms
- 3.5 million dollar project

- State of the art haptic simulators
- Haptic – ability to use computer generated experiences in feel and touch
- In a space formerly occupied by a pool
- 80-90 seat classroom at the 200 level, and breakout rooms
- Not adding to the footprint, just expanding space in Broadie Centre

**Campus Infrastructure Opportunities and Challenges**

*Old Basic Science Building*

- Deteriorating foundation
- Network upgrade needs
- Family and Emergency Medicine
- Northern Medicine
- stressed structure;
- soffit & roof replacement
- HVAC challenges – limited cooling capability.

*Basic Science Building*

- Labs are "old style", outdated, do not allow for inter-disciplinary learning
- aging infrastructure;
- HVAC challenges – limited cooling capability due to excessive equipment;
- Asbestos
- 70% of research done in that building
- Multiple-small rooms and silos
- 1960 style
- New market place is about inter-disciplinary team
- Costly remediation

**Development Opportunities**

- Parking lot area next to Pharmacy building
- Discussions with hospital. There is talk of HSC taking over one of the older buildings and University would develop some research space
- Take down T building

***Questions***

- Has any thought been given to new housing for students in the residency programme? Current McDermot residence is crunched for space. Becoming more of a NotreDame focused campus, despite the fact that it is called the Bannatyne campus.
- 1200 undergrad students
- 900 residents – come and go based on lectures
- 1000 support staff (approximately)
- 300 Dentistry, not including the full community clinic they offer
- 300 Pharmacy students
- Site is rich with possibilities – it is a 24 hour program, but hands are currently full with the construction of the Pharmacy Building
- No university operated parking, just staff and casual, students rely on available space around the campus

- There has been a change in the education model which requires students to visit other hospitals besides HSC and St. Boniface, might have to go to the Grace, Concordia, Victoria or Seven Oaks
- Year four rotation they use a parking pass which gives them multi-site access
- Back lane parking is still a big influence.

**2. Red River College**
**Graham Thompson**

Overview of Organization

- 225,00 square feet
- Bought for $1
- 3 separate buildings, built in different phases
- Princess – largest, mainly new construction with historic façade
- William – retrofit of an existing six storey building, new section added on to west side. New section contains tv studio and art studio.
- Adelaide – brand new four storey, mostly dedicated to the Electronics program, also location of the one and only lecture theatre
- College was built to house 2000 students, and are almost at capacity, have about 120 staff
- Atrium area has proven to be very popular (former laneway)
- Library is open to the public
- Breakout rooms are also very popular

***There have been three main constraints with the campus:***

- Money
- Student housing
- Time
- Each involves compromises, not quite as good as they would like them to be

***Plans for the Future – Possible Expansion Plans***

- Intent was to create a "high-tech" campus, this has changed slightly, not the full laptop based environment they had planned, there are desktop computer labs
- Creative Communication uses TV studio space
- Digital multi-media – laptop based
- No washroom or elevators in the Adelaide building
- 8000 day students, goal is to expand that by 50% to around 12000 by 2020
- Have identified 100 potential new programs, including: video-gaming; fashion design; Film; Entertainment Engineering;
- Culinary Institute coming downtown is on hold
- Ideally would like student housing, need to find someone interested and make it financially viable
- Daycare, has been talk about taking over a house on Elgin, but on hold
- Parking is more or less a non-issue. Currently rent a lot on Pacific, but the lot is not normally full.
- Will probably give up that lot for an existing lot on William

***Opportunities and Challenges***

- There was talk of creating a parkade, but it is unlikely
- Average age of the student is 25
- 90% of grads stay in Manitoba
- Radio station – not just for students. Opportunities for advertisements.
- Tim Horton's has brought in a lot of "civilians" to the campus

# MEETING NOTES

West Alexander & Centennial Secondary Plan
May 31th, 2007

---

**Present:** Fred Curry, Nick Riediger, Richard Gagnon, Catherine Collins, Harold Martinos, Fred Petrash, Graham Thomson, Robert Olson, Harry Schulz, Les, Wittmeier, Allan Wise
**City Staff:** John McNairnay, Michael Robinson, Leah Sorohan

## PRESENTATIONS

**1. City of Winnipeg Secondary Plan Process Update**
**Michael Robinson**

- The background stage of the plan preparation process has been completed
- Undertaking to clarify the community vision.
- Michael requested from the attendees what secondary level community groups they would like to hear from in respect to the plan.
- It was suggested that a survey of the landowners in the area be undertaken to find out if there was a certain group of people who owned land and who had been missed during consultation.

*Housing*

- Winnipeg Housing Rehabilitation
- Manitoba Housing
- Refugee Housing
- LaCasa (?) Housing, William Ave

*Economic*

- Chamber of Commerce
- Business Council
- Destination Winnipeg
- Winnipeg Foundation

- Michael put forward potential meeting dates for June – November
- Attendees stated that they would prefer to have no meetings in July and August.
- It was concluded to extend the June 14 meeting from 11:30-2:30 and consolidate as much information as possible in this meeting. **Action: Michael was to confirm the room is available for this time and send a confirmation to Attendees.**

**2. West Alexander – Stresses, Effects, Assets, Recommendations, Vision**
**Catherine Collins**

*Stresses – Current Environment*

- Spot zoning
- Expansion of industry etc in an ad hoc manner
- Poor by-law enforcement
- Old houses from 1900 not maintained
- Rentals with criminal activity
- Unregulated rooming houses (illegal use)

- A concentration of negative uses in the neighbourhood including strip club, bath houses, result in a negative association with West Alexander.
- Criminal elements being tolerated by City of Winnipeg and being pushed into this area.
- Rapid traffic to institutions and lack of parking in the area.

## *Stresses – Institutions*

- Piecemeal development puts pressure on owners
- Uncertainty because institutions development plan unknown
- Uncertainty in real estate market attracts criminals
- Rental rate in WA is generally considered greater than the rest of Winnipeg, was suggested in might be as high as 70% rental vs. 30% owner occupier.
- Certain areas of WA have more renters than others for example; Logan has a higher rental rate.
- **Action: Check rental numbers for WA**
- Uncertainty cause land speculation (people buying land in the area with the intention to sell and in the short term rent properties, no maintenance because intend to sell to institution, so rental stock not good, attract criminal element because "good neighbours" or residents want more certainty that their lot isn't going to be taken up by institution before investing in the property.

## *Effects on Housing*

- Abandoned housing
- Redline for insurance (difficult to get housing insurance in the area)
- Renovations don't add value to the property and so there is no incentive to invest in the area, as get no return from investment.
- Realtors encourage or advertise houses as rooming houses
- Due to low property values residents can't afford to move to nicer area as housing has appreciated in other areas of the city but not WA. Eg, sell house in WA for $50,000 and need $150,000 to buy house in another area.
- Empty house lots being turned into parking lots.

## *Effect on Residents*

- Uncertainty results in stress which effects health
- Noise levels
- Crime rates affect quality of life, general fear of crime and unknown people in neighbourhood.
- Lack of sunlight as a result of high-rise buildings
- Insects and rodents in the area associated with illegal rooming houses
- People harassed on the street especially young women (general anti-social behaviour)
- Lack of security
- Health issues from drug paraphernalia and condoms on street.

## *Recommendations*

- By-Law enforcement, not just use issues but parking, etc.
- Fining people for By-Law infraction, may be revenue raising opportunity
- Community police
- Institutions provide long range plan and accommodate buffers to residential uses
- Control traffic to institutions

- Home ownership incentive for long-term renters
- Ending tolerance to crime
- Need to define adult uses more effectively in By-Law, E.g. to have a 2 part definition. Part 1 is where uses are only observed and Part 2 is where the users participate.
- Adult uses be setback from community uses, especially where there may be children i.e. housing, schools, churches e.g. Tampa Bay Florida By-Law
- Reduce traffic
- BIZ zoning
- Better maintenance of playgrounds
- Development permit process difficult to understand which makes it harder for people to participate in the process.

### *Assets*

- Houses affordable
- Location
- Medical services and education close
- Mix of housing
- Diverse residents
- Recreation facilities

### *Vision*

- Clean and safe for family
- Green neighbourhood
- Pedestrian friendly
- Buffer from high traffic volumes
- Revitalize green spaces i.e. parks and playgrounds
- Preserve diverse culture in the neighbourhood
- Preserve heritage quality housing from turn of the century but would need assistance for renovation

**West Alexander – Discussion**

### *Adult Uses*

- The definition in the By-Law requires 2 components, things people look at and things people participate in.
- Harms to residents as a result of adult uses are
    - Crime eg. Prostitutes which in turn brings in drugs.
    - Property values go down
    - More adult uses, in turn, encourage more adult uses until they start to cluster in the neighbourhood
    - Public health
- Need specific By-Law to address these issues
- Current review of rub parlor by-law??
- **Action: Produce a map showing the location of adult uses in the neighbourhood**
- Prefer a ban of adult uses in the neighbourhood

### *Institutions*

- Everyone would prefer certainty but this may have a negative effect on housing prices in that area once it becomes known what areas of land the Health Sciences and University need to purchase.

- Residents want the hospital to stay in the area but don't want further encroachment, especially from buildings taller than 2 storey as this prevents sunlight reaching residential properties
- The current HSC design is a result of building only when necessary and no forward planning, they have been purchasing small areas of land and building tall buildings, close to existing building. It was expressed that this is not the preferred form of development for the institution.
- It would be preferred to have more greenspace, mixed uses including residential and commercial.

## *Economic/Commercial Standing in the Area*

- It was suggested the area would benefit from a BIZ zoning especially since the C1.5 zoning won't existing in the new By-Law
- have a policy overlay to compensate for no C1.5 in new by-law
- Establish a housing improvement zone
- Generally considered that there has been a downward turn in economy of local business owners and a trend towards larger commercial ventures taking over.
- The residents would prefer a more neighbourhood shopping experience retaining the cultural diversity in shopping.
- Action: Establish a housing improvement zone.

The discussion was wrapped up by John McNairnay.

**Questions**
**Michael Robinson**
***What do I value about the neighbourhood?***

- Heritage buildings
- Location to services, convenient location, can walk to downtown.
- House prices are low/affordable to live
- Easy access to the city centre
- Development potential as real estate prices are low
- Friends
- Character(s), meeting lots of different people with different backgrounds
- Core of the community Diversity of people
- History with neighbours and potential for family to grow here
- Accepted as you are.

***Where do I want the neighbourhood to be in 20 years?***

- Improve housing stock, new houses on vacant land and renovate revitalize existing houses
- Retaining small ethnic businesses
- Vacant lots developed
- Remove adult uses
- Lower crime rates and remove criminal element from neighbourhood
- Safe neighbourhood where people feel secure walking at night
- External investment bringing change and growth
- College expansion leading to students and employees living in the area.

***What would I like to change about the neighbourhood?***

- Improve the socio-economic standing of the residents

Refer to presentation from the West Alexander Residents Association

# MEETING NOTES

West Alexander & Centennial Secondary Plan
June 14th, 2007

---

**Present:** Fred Curry, Nick Riediger, Richard Gagnon, Catherine Collins, Harold Martinos, Fred Petrash, Graham Thomson, Robert Olson, Harry Schulz, Les Wittmeier, Allan Wise
**City Staff:** John McNairnay, Michael Robinson, Leah Sorohan, Marsha Christiuk

## PRESENTATIONS

**1. City of Winnipeg Secondary Plan Process Update**
**Michael Robinson**

- The background stage of the plan preparation process has been completed
- Currently in Plan Formulation stage.
- The City will use the 2-month break over July and August to draft the plan.
- The plan will be forwarded to the committee and discussed at September meeting.
- Open House process will follow.
- Once the plan is finalized it has to be signed off by the relevant committees i.e. Community Committee, Standing Policy Committee, Executive Policy Committee, City Council.

**2. Bio-Med City Stakeholders**

***Dave Angus - Winnipeg Chamber of Commerce***

- Chamber of Commerce (COC) represents over 70,000 employees.
- There is a diversified economy in Winnipeg.
- The bio-tech centre can become world class
- This is seen as a huge opportunity for the city
- The COC is looking at employment lands to see how to manage industrial and commercial growth.
- The Health Sciences Centre (HSC) is an economic asset to build jobs and build the economy
- Example – COC went to Finland to research other science centers and the critical success factor was being able to bring the different sciences together to collaborate and exchange ideas. Proximity becomes very important.

***Greg Dandewich – Destination Winnipeg***

- Destination Winnipeg (DW) is an economic and tourism agency
- It is not asset based but undertakes research in areas deemed important to the economy
- It is important to DW that growth is sustainable and compatible with existing land uses.
- HSC campus and facilities is a leading example in the Country
- HSC geographic footprint has the opportunity to be best development of its type on a city/province/country level through infrastructure, human capital, scientists and other employees so that it becomes an attractive investment place.
- DW undertaking research on future development and growth.
- The HSC could be a stimulant for investment into the area.
- DW came to the committee meeting to contribute to the discussion, find out about the plan process, provide insight into the importance of the HSC economically

***David Boldt – Western Economic Diversification – Government of Canada***

- Goal to Strengthen/diversify Western Canadian Economy.
- The organization funds institutions and non-profit organizations
- HSC "life science cluster" has competitive advantage and the organization supports its growth
- They have funded development in the HSC previously and considers it an asset for the are
- Should continue to push HSC forward and work with all levels of Government.

***Colin Foran – Industry Representative***

- A representative of the private sector including smaller research organizations
- They have over 100 members involved in Bio-Med devices
- It is a global competitive industry
- It is possible to attract more companies to Winnipeg if the following can occur
    - Pull together the industry geographically, it is not appealing for professionals if they have to travel back and forth to HSC
    - Need buildings to accommodate the private sector in the same vicinity (within blocks) of the HSC as they want to be based around teaching hospitals
- To attract this investment it is necessary to have area designated for the private sector in the HSC

***Dave Angus – Wraps up***

- The economic sector endorses the secondary plan process
- They acknowledge Quality of Life of residents as a significant issue as well as finding area for growth
- There is a real opportunity to grow
- A major issue in growth is attracting the workforce
- To attract investment must prove that the site is good and there is a workforce of trained professionals.

***Questions/Responses***

- Industry requires services/housing/food all available within the site
- Community endorses HSC but where are residents going to live? Need a plan so residents don't suffer from effect of speculators
- Industry acknowledges the impact on residents and need for a plan to meet needs of a growing sector and the plan needs to be balanced with dynamic of the community around it. We should not necessarily seek a consensus but we can surely find a solution that everyone can live with. The secondary plan provides options to have an innovative solution to make everyone happy and place the HSC on the map as a standout example.
- Examples of other "life science clusters" include Finland, Denmark, and Saskatoon.
- Q. What size of area is required for the development of HSC
    - A. Saskatoon double the size of U of M and Chicago is about 1 square mile.
- Q. Where is funding to build these centres
    - A. Mostly from the private sector investment.

**2. Stephanie Noga**

Winnipeg Housing Rehabilitation Corporation

***Background***

- The WHRC is a private non-profit organization founded in the 70s
- It was created to revitalize the aging housing stock in the inner city
- WHRC has built over 700 social and subsidized housing units

- Example projects include
    - 425 Henry Avenue; 405 Burrows Avenue; 200 Charles Street and Flora Place

***Effects***

- Removed burned out, deteriorated, boarded up buildings
- Encouraged neighbours to fix up their buildings
- Provided affordable housing
- Increased number of people living in neighbourhood
- Aided in communities rehabilitation efforts

***Equilibrium Project***

- Equilibrium is a national housing competition from CMHC that brings the private and public sectors together to develop homes that incorporate the principles of health and comfort, energy efficiency, renewable energy production, resource conservation, reduced environmental impact and affordability.
- It is intended that the building be constructed in Centennial
- It is considered that it will help generate activity, profile and continued interest

***Rental Portfolio***

- WHRC currently have 311 rentals in West Alexander/Centennial
- 26 in Logan, 15 in Centennial, 145 in West Alexander, and 125 downtown
- WHRC are currently working towards building 10 infill houses for homeownership in Centennial

***Questions/Responses***

- Are WHRC and Manitoba Housing separate? Manitoba housing dilapidated
- 80-90% rental in Centennial, 70% of which is owned by Winnipeg Housing
- WHRC mandate is to revitalize aging housing stock.
- Q. is WHRC a large stakeholder in the neighbourhood compared to private investment
    - Not currently as only just starting work in the area.
- Q. Will the revitalized housing stock bring in a new workforce, especially to the HSC.
    - Could undertake mixed income housing development which may appeal to new workforce.
    - Employees and students could require rent assisted housing or rent geared to income housing.
- Bringing in new residents will make the neighbourhood safer.

**3. Michael Robinson**

Michael provided maps of the neighbourhood and asked the committee members to sketch on them areas that “hang together” and problem areas. Some key statements made during the exercise include;

- Traffic becomes a divider
- William Avenue creates a division
- Notre Dame defines a south end but central park blurs the line
- The north boundary of the neighbourhood the railway tracks rather than Logan Avenue
- Elgin Street is ideal residential location but conflict with development of the health science centre
- Housing lost incrementally on East of neighbourhood (Dagmar)
- Isabel is a dividing line.
- Problem areas are the hotels as there are drug dealers for gangs and hookers
- Alexander Avenue is an unsafe area and the housing stock is bad.

# MEETING NOTES

West Alexander & Centennial Secondary Plan
June 27th, 2007

---

**Present:** Graham Thomson, Karen DelaRonde, Robert DeCoste, Gord Dong, Tom Simms, Cathy Collins, Fred Curry, Allan Wise, Fred Petrash, Rejeanne Dupuis, Richard Dagnon
**City Staff:** Michael Robinson, Leah Sorohan, Marsha Christiuk

## PRESENTATIONS

**1. City of Winnipeg Secondary Plan Process Update**
**Michael Robinson**

- The background stage of the plan preparation process has been completed
- About to begin the Plan Writing Stage.
- September 13 will be next meeting and Plan review.
- October for final draft and open house.
- November will go to Community Committee, etc.

**2. Bob Decoste - Centennial Community Improvement Association**

- The CCIA is a non-profit organization made up with members from the neighbourhood.
- operates as a not-for-profit entity which shall represent and act upon the concerns or issues of residents of the Centennial neighbourhood
- **The geographical area is bordered by Princess Street, William Avenue, Sherbrook Street and the Canadian Pacific railway tracks. Technically Centennial is only as far north as Logan but the CCIA includes more.**
- Some of the Objects of CCIA are
    - Uphold the voice of the residents
    - Be attentive to wants and needs of residents
    - Respect the diversity of the neighbourhood
    - Put forward a positive image
    - Liaise on behalf of the residents
    - Create an opportunity for the community to effect positive changes
    - Extend and expand residents' role in the above.
- A housing committee is responsible for the development and implementation of a Neighbourhood Housing Plan
- A safety/resource committee is responsible for the development and implementation of a Neighbourhood safety/resource plan.
- This five-year neighbourhood plan helps create a clean, safe, vibrant and growing community that respects family and culture. It is a place where people feel empowered and take responsibility for their home and neighbourhood
- The theme of the housing plan is to focus on the housing needs of the residents currently living in the Centennial neighbourhood through a range of housing improvement strategies that include rental housing, rent to own housing and home ownership

- The Centennial Neighbourhood Safety plan was developed by the community to address the concerns and implement the ideas and solutions brought forward during several planning sessions. The building of relationships is at the forefront of the safety plan and includes trust and networking with youth, individual residents, families and community agencies as well as the Winnipeg Police Service
- The neighbourhood has a diverse population 65-70% aboriginal, 35”% immigrant for example from South-East Asia, and as a result the neighbourhood has diverse needs.
- The committee has developed a letter box drop newsletter designed to let the community know what work they are doing and upcoming events.

**3. Tom Simms - CEDA**

- There are 3 areas they cover, West Alexander, Centennial and Central Park.
- The current level of community consultation was questioned and it was suggested that CEDA want to work towards a higher level of participation which gives a degree of power to the citizens rather than token consultation.
- CEDA has set up a community development corporation for the 3 areas (mentioned above) and they have drafted a strategic plan.
- They have worked to develop a resident driven board with partners from the institutions.
- CEDA are working towards a grassroots or ground up planning approach.

**4. Michael Robinson**

Michael provided on PowerPoint an initial working of the plan with headings and objective statements. The committee provided feedback and possible additions;

**Assets**

- Need separate point on diversity of commercial uses, resident based.
- There is a large walk-up trade
- E.g. Selkirk Ave where business left and now different demographic in that area.

**Challenges – Land Use conflicts**

- Parking lots adjoining residential uses.

**Challenges – Transportation**

- Regional Streets (particularly one-way)
- Construction season creates havoc because of rat running, commuters taking residential streets to avoid construction areas e.g., along Isabel divert through residential.
- Better traffic control needed e.g., signals, crosswalks, speed bumps.
- Need Pedestrian traffic interface.
- Across HSC, no east turn permitted but people still make the turn.
- Dangerous areas include crossing Notre Dame to Extra Foods, Notre Dame and Gertie cross walk, Tecumseh
- Pacific/Ross/Alexander require speed bumps due to proximity to school.

**Challenges - Maintenance and Enforcement**

- Concern number of city inspectors dropped.
- Less chance people will get caught.

**Challenges – Economic**

- Difficulty getting insurance or mortgage (redlining of the neighbourhood).
- Manitoba housing properties are dilapidated bringing down house values of properties around them.
- Possible Manitoba Housing getting funding to renovate housing stock?
- They have 485 dwellings in Centennial and there is pressure on Manitoba Housing to get houses sold.
- Generally MH only undertakes improvements on properties in response to threats such as residents going to the media.

**Visions**

- Small businesses need to be included?
- Q -What will relationship between residents and institutions look like?
- A –relationship is growing and more meeting lined up, cautiously optimistic. On the other hand, the new relationship has not been tested yet as no building or development by institutions has been proposed.

**Land-Use Types – General**

- Livable means comfortable for everyone, working/living together, safe and attractive.
- Needs to respect the context of existing uses
- Require landscaping.

**Land-Use Types – Residential**

- Institutions (University of Manitoba), are planning for housing on top of the existing parking lot and WHRC may be involved.
- Q -Where increased density preferred.
- A –Princess, old warehouse buildings, vacant lands

**Land-Use Types – Residential**

- Sustainable responsible by undertaking the principle of the triple bottom line.
- Sustainability to be included in institutional definitions.
- Concern if land is identified for institutions then property value will increase so institutions can't afford to purchase it.

- Q –What would potential expansion look like?
- A –Conversion of existing building eg. William Ave.
- A -University of Manitoba plans for expansion are restricted to the bounds of their existing property.
- A -HSC may expand into residential area.
- A –William Ave ideal for mixed use development
- A –suggest a plan for displace residents/owners eg. House for a house.

- Q –What areas are suited for Mixed Use development, e.g. commercial on ground floor residential above.
- A –William Ave, Notre Dame, Princess to William, McPhillips, 48 Kate Street (Keystone Storage).

**Heritage**

- Historical Residential buffer
- Houses as well as warehouses.
- 454-456 Bannatyne

# MEETING NOTES

West Alexander & Centennial Secondary Plan
September 13, 2007

**Present:** Cathy Collins, Ana Coppinger, Fred Curry, Robert DeCoste, Karen DeLaRonde, Gord Dong, Terry Duguid, Rejeanne Dupuis, Dana Erickson, Richard Gagnon, Randall Kinley, Harold Martinos, Harry Schultz, Graham Thomson, Allan Wise,
**City Staff:** Marsha Christiuk, Kurtis Kowalke, Michael Robinson

## PRESENTATIONS

**1. City of Winnipeg Secondary Plan Process**
**Michael Robinson & Marsha Christiuk**

### Residential

- High density in converted buildings fine – but not new buildings, even if there are gables and other elements used in the design – still to high
- Big buildings will be out of scale in certain areas and be an eyesore
- Four storeys in mixed-use residential area are preferred (rather than five or six)
- Worried about single family homes disappearing for five storey buildings
- "Spot zoning" may be the answer, certain spots may have higher densities than others.
- Block by block suitability
- Zoning agreements be used to limit densities and other uses
- Zone out parking lots and rooming houses
- Low-density residential area should not allow commercial uses – William Avenue
- Between William and Virology lab HSC would like to consider future part of bio-med city, on one side of William.
- CPTD principles – need to make them more on real terms

### Institutional

- What does compact urban form really mean? Tall is permitted in certain areas, but would like to see staggered heights, to combat shadow and sightline issues.
- City of Winnipeg signal yards – future relocation – might be a huge cost involved
- Poor use of neighbourhood land
- C of Winnipeg Yards creates a poor neighbour – can't even use the street, should be the first spot to develop
- How does the no loss of housing work? – replace single family with other forms of housing, maybe higher density.
- Hospitals, like other public sector organizations development through opportunity – political promises, corporate partnerships etc.
- Masterplan will work on a block by block basis as project arise
- People want to know if their street is being gobbled up, what's the timeline? Where will they go - they feel the pressure of the housing market

- Private businesses want to be adjacent to a campus – how do they fit into a Masterplan (high tech medical related)
- Industrial zone would be allowed as support for bio-med
- Conditional use on undesirable commercial areas – not restricted enough
- William east of Isabel may be suited to home occupation enhancement

**Commercial**

- Conditional use on undesirable uses not restrictive enough
- William east of Isabel may be suited to enhanced home occupation
- Residential preferred in this area, always the possibility of changing it to mixed-use if neighbourhood changes towards commercial in future
- Keep residential up to Logan, many homes have been fixed up in the area, some unique houses

**Parks & Open Space**

- Park maintenance is poor
- Security is also an issue
- Maybe too many parks
- Lack coachers and motivators in the neighbourhood – need volunteers to mobilize the community
- Lack of programming in the area

**Comments**

- Concern over property values in light of the encroaching institutional development
- Can HSC expropriate land? Right of Province of Manitoba?
- Will community members opposing a plan amendment or rezoning have a voice at council or community committee?
- Would like to see the draft again before going to an open house.

# MEETING NOTES

West Alexander & Centennial Secondary Plan
October 11, 2007

**Present:** Cathy Collins, Fred Curry, Robert DeCoste, Karen DeLaRonde, Gord Dong, Rejeanne Dupuis, Dana Erickson, Richard Gagnon, Randall Kinley, Harry Schultz, Everett Milatte, Robert Olson, Fred Petrash, Alan Simms, Allan Wise,
**City Staff:** Marsha Christiuk, Leah Sorohan, Michael Robinson

## PRESENTATIONS

**1. City of Winnipeg Secondary Plan Changes Review**
**Michael Robinson & Marsha Christiuk**

### Residential Element

- In Low Density Residential, expansion of commercial development will not be supported.
- Some areas around William, Furby and Bannatyne have been included in an enhanced residential area. Rooming houses are prohibited although the existing ones could remain. Adaptive re-use of buildings
- Dwelling on Kate between Bannatyne should be targeted for multiple family development.
- Concern was raised over the home occupation use that it would encourage houses to be taken down for commercial use. The wording of the document seems to imply this is possible. It was clarified that for home occupation the building must still look like a residential dwelling.
- Parking allowances should be changed as there is not enough parking.
- Change to height restriction was made in the document from 4 to 5 storeys. There are design controls which state that a buildings height may be no greater than 1 storey different to its neighbours.
- Change to mapping suggested, McDermot, Notre Dame along Gertie and Bannatyne and McDermot, should be taken out of the mixed use area as it is all single family housing.

### Institutional Element

- To ensure better physical integration with the surrounding dwellings a 2:1 setback: height provision has been included in the plan. 2 feet of setback allows an extra 1 foot of height over the standard maximum of 45 feet
- For example, along Tecumseh the maximum building height achievable for a commercial/research building would be three storeys. If you wished to build to 8 storeys the proposed building would have to be setback 160 feet from the residential.

### Issues for the University

- In the future the university will need to expand however the current site is built out and they were looking to expand across to the west in the area currently identified as residential and generally a no go area for the institutions.

- If they are then to expand they will need to build up. However, the new setback restriction only allows them to build to 3 storeys due to the proximity to residential.
- The University representatives expressed that it is not practical to expand to the north as the new buildings would be conceivably several blocks from the rest of the university.
- They already have a variance for parkade to 5 storeys on Bannatyne.
- University proposed expansion west across Tecumseh but the residents and city agreed this is a no go area for institutional
- University feels it's a mistake to ignore the potential growth for them
- It is reinforced that expansion to the north is the compromise and it allows for a planned expansion so the University is not ignored.
- If there is no allowed expansion to the west can the university have greater height and density to allow them to build up rather than out?
- Shadowing was raised as a potential issue of higher building.
- University reinforced they are blocked from expansion to the north by the HSC and that they need their buildings to be adjoining not blocks apart. They want to be able to develop a mixed use type of building with academic uses on bottom and residential on top level but they can't with this new height restriction.
- Also, research buildings often have higher than normal ceilings i.e. 15feet.
- Possible different height restrictions for university?

**Weston Bakery**

- Now Weston bakery site to be in the Institutional zone
- Proposed site of Women's Hospital. Location is good as it is near the Children's Hospital
- Discussion raised, mechanical/machinery onsite internal to site or to major streets
- Access from major streets only
- Concern of use of Elgin, maybe need to include traffic calming devises

**Commercial**

- Not permit steam baths, massage parlor, pawn shops, beverage rooms, or cabarets
- Discussion raised, include 2nd hand dealers as this is not covered by pawnshop definition

**Where to from here**

- Internal review
- Review by legal
- Three open houses – Centennial, West Alexander, HSC
- Hopefully have stakeholder committee participation at open houses
- Pinkham School offered to have open house as well as at Freight house and HSC

<u>Format for Open Houses</u>

- On the hour five presentations
- Keep language simple as English not always residents 1st language
- Take current draft to open houses
- Take feedback and create final draft.

# MEETING NOTES

West Alexander & Centennial Secondary Plan
December 12, 2007

**Present:** Graham Thomson, Karen DeLaRonde; Randal Kinley; Harold Martinos; Fred Curry; Cathy Collins; Bob DeCoste

**City Staff:** Marsha Christiuk, Leah Sorohan, Michael Robinson

**1. Open Houses**

Attendance

- Pinkham School +/- 40
- Health Science Centre +/- 45
- Freight House Community Centre +/- 15

Feedback Forms

- The average response for each question over all the open houses was between 3 and 4 points which is above average.
- When broken down, generally responses to the feedback form were above average or very positive at the Health Sciences Centre and below average or negative at Pinkham School.
- There were a few people at the school who were opposed to the plan and left contact details. When the City staff responded to their concerns they did not want any further discussion at this time.
- All responses were followed up on.

Specific Feedback and Discussion – CMU

It was proposed to *"Make social services a conditional use and mixed use conditional use would be helpful for Bannatyne and Juno. Also, extend the mixed use on William Avenue a bit further west so that the Living Gospel Church land can be properly utilized by Welcome Place or the church (mixed use) also 519 Bannatyne"*

- Changing this area to mixed use in the plan would show an intent for this type of development in this area, however, any proposed development would still need to go through the rezoning application process.
- It is not clear exactly what development the church is proposing at this time, just that it includes office, commercial and residential
- Could include all area shown in CMU except for the 2 lots along the back lane.
- Including a higher density for social housing opens the door for other Non-Profit organizations to have large residential developments in the CMU area.
- Idea of increased density is opposed by the residents.
- They don't want the area to become characterized by these types of social housing. One would be okay buy once you allow one how do you stop others clustering.

**2. Amendments to the Plan**

Weston Bakery

- Guidelines have been included in the plan to mitigate negative impacts on the amenity of surrounding land users as a result of the propose development on the site.
- The site will still need to be rezoned to EI, which includes a masterplan requirement.
- Residents still opposed to inclusion of the Weston Bakery site in the Institutional district in the Plan. Never supported Women's Hospital in this location.

Commercial

- If William Ave was to be redeveloped so that it is all storefronts this will change the feel of the street. Need to be careful in regards to design requirements and setbacks to ensure this doesn't happen.
- It is important to preserve the residential character of Bannatyne.

Institutional

- Increased height along east side of Tecumseh south of William to 52 feet to accommodate University of Manitoba future expansions.
- They have provided shadow diagrams which demonstrate no overshadowing on residential neighbours

**3. Conclusion**

- It is felt that the plan addresses the concerns of the various stakeholder groups
- Has a broad consensus of support
- Resident groups not altogether happy with the plan
- Others at the meeting expressed satisfaction with the document and the process used to create it.
- Optimistically the plan should be ready for public hearing at Community Committee in March, although might be April.