Agenda - Executive Policy Committee - June 16, 2010

REPORTS

Item No. 8 Complete Communities Direction Strategy - First Reading - SP 3/2010 - By-law No. 68/2010 File EP-1.1(PW)

WINNIPEG PUBLIC SERVICE RECOMMENDATION:

1. That By-law No. 68/2010, the "Complete Communities Direction Strategy", be forwarded to Council for first reading.

2. That Council designate the Executive Policy Committee to conduct a public hearing.

ADMINISTRATIVE REPORT

Title: *Complete Communities Direction Strategy* - First Reading – SP 3/2010 (By-law 68/2010)

ISSUE: For consideration of the First Reading of the By-law to allow for a Public Hearing at Executive Policy Committee for the *Complete Communities Direction Strategy* as a Secondary Plan guiding the land-use and development of Winnipeg.

Critical Path: Executive Policy Committee → Council

AUTHORIZATION

Author	Department Head	CFO	CAO
P. Regan	D. Joshi	N/A	P Sheegl, Deputy CAO

RECOMMENDATIONS

1. That By-law No. 68/2010, the "Complete Communities Direction Strategy", be forwarded to Council for first reading.

2. That Council designate the Executive Policy Committee to conduct a public hearing.

REASON FOR THE REPORT

OurWinnipeg integrates four Direction Strategies that provide detailed policies, directions, and strategies necessary for implementation. The four direction strategies are: *Complete Communities* (submitted for adoption as by-law), *Sustainable Transportation, Sustainable Water and Waste Infrastructure,* and *A Sustainable Winnipeg* (submitted for endorsement as Council policies).

The *Complete Communities Direction Strategy* is a practical and innovative "playbook" to guide land use and development in Winnipeg. It is the product of an extensive public engagement process and an unprecedented amount of background research.

The *Complete Communities Direction Strategy* sets Winnipeg on a new path. New tools and approaches will foster development that establishes Winnipeg as an urban leader; a city of unique, sustainable and complete communities.

What is a Complete Community?

Complete communities are places that offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another. Complete Communities:

- Celebrate diversity and provide housing options that accommodate a range of incomes and household types for all stages of life.
- Provide options for accessing services, amenities and community resources by ensuring that most of the daily necessities of life -services, facilities, and amenities- are readily accessible.
- Enable a range of sustainable transportation options.
- Provide options for local employment while recognizing that the Downtown, airport lands and designated employment zones will continue to be major centres of employment in the city.
- Will be a living, dynamic concept that recognizes the unique aspects that differentiate one community from another.

What is an urban structure?
Complete Communities Direction Strategy is based on an urban structure— a spatial articulation of City-Building objectives. It guides the city's future realization, identifying and defining its physical components, not as they are today, but as they are envisioned. An urban structure differentiates between areas of the city based on their period of growth and descriptive characteristics. This approach recognizes the uniqueness of different neighbourhoods and areas of the city, providing the basis for accommodating growth and change in a way that is sensitive to context. Components of the Urban Structure and their key directions are: *Transformative Areas, Areas of Stability, Special Districts, and Other*.

The *Complete Communities Direction Strategy* will be submitted, as a by-law for a Secondary Plan covering Winnipeg, to be considered by Council.

IMPLICATIONS OF THE RECOMMENDATIONS

- Executive Policy Committee (EPC) will conduct a Public Hearing on the proposed *OurWinnipeg Plan* and the *Complete Communities Direction Strategy* prior to 2nd reading of the by-law (Sec. 227(1) CWC). Administrative Reports outlining the merits, content, etc of the *Complete Communities Direction Strategy* and *OurWinnipeg Plan* will be provided as part of the Public Hearing process and made available to the public.

- Advertisement of Public Hearing will appear in at least two daily newspapers in both official languages for 2 consecutive weeks (Sec. 227(1) and 277 to 282 CWC).

- EPC then conducts a public hearing and forwards recommendation and the by-law to Council for 2nd reading (Sec. 227(1)(b) CWC). The purpose of the Public Hearing is to allow interested persons to make submissions, ask questions or register objections with respect of the *OurWinnipeg Plan*, and *Complete Communities Direction Strategy*. The public hearing is the only opportunity for members of the public and the applicant to voice their opinions on these matters.

- EPC closes public representation, and makes a recommendation to Council to approve, to approve with amendments, or to reject the *Complete Communities Direction Strategy*. The Committee may also decide to adjourn the public hearing to another public meeting at a later date. The recommendation of the Committee is then forwarded to Council for 2nd Reading of the By-law.

- Council gives 2nd reading to *OurWinnipeg* By-law (Sec. 227(2) CWC) and the *Complete Communities Direction Strategy* By-law.

- City Clerk sends a certified copy of the *OurWinnipeg* By-law and the Council Decision to the Minister of Local Government (Sec. 228(1) and 229(1) CWC). The *Complete Communities Direction Strategy* By-law will be held in abeyance until the Minister approves/rejects the *OurWinnipeg* By-law.

- Council will give 3rd reading to the *OurWinnipeg* By-law (Sec. 229(3) or 230(2) CWC) and 3rd reading to the *Complete Communities Direction Strategy* By-law.

- Compliance with plan by-laws is provided under Section 235 of the *City of Winnipeg Charter* - the passing of a Plan Winnipeg by-law or a secondary plan by-law does not require council, any person, or any department or agency of the government, to undertake a proposal contained in the by-law, but public works, undertakings and development in the city must be consistent with Plan Winnipeg or any secondary plan.

HISTORY

On March 21, 2007, Executive Policy Committee recommended to Council that the Province of Manitoba be advised that The City of Winnipeg has commenced the review of *Plan Winnipeg 2020 Vision* as required by The City of Winnipeg Charter.

On April 25, 2009 the Sustainability Symposium marked the beginning of the City's comprehensive process to create a new Municipal Development Plan – the *OurWinnipeg Initiative* – that will be based on principles of sustainability.

Between April 25th 2009 and May, 2010 more than 42,000 Winnipeggers provided input into the *OurWinnipeg Initiative* through *SpeakUpWinnipeg.com*, round tables, open houses, major face to face events, and thru community outreach.

From May 26, 2010 to June 7, 2010, public consultation on *Our Winnipeg* and companion documents took place. A total of 225 people attended 6 open houses and 101 people attended roundtables and key stakeholder sessions. In addition, 1,263 unique web users viewed the document online.

FINANCIAL IMPACT

Financial Impact Statement Date: June 8, 2010

Project Name:

Complete Communities Direction Strategy - First Reading – SP 3/2010 (By-law XXX/2010)

COMMENTS:

The recommendation contained in this report is that By-law No. xxxx/2010, the "Complete Communities Direction Strategy", be forwarded to Council for First Reading to allow for the Executive Policy Committee to conduct a Public Hearing.

There are no financial implications associated with this recommendation.

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

CONSULTATION

In preparing this Report there was consultation with:

Internal Consultation: Public Works; Transit; Water and Waste; Community Services; Winnipeg Police Service; Winnipeg Parking Authority; Office of Sustainability; Legal Services.

External Consultation: A number of external stakeholders were consulted on this project.

SUBMITTED BY

Department	Planning, Property and Development
Division	Planning and Land Use
Prepared by	Brett Shenback, *OurWinnipeg* Team Member – Planner
Date	June 11, 2010
File	SP 3/2010 (By-law 68/2010)

O:\Reports Directive\Planning and Land Use\OurWinnipeg Reports\RIS Complete Communities.doc

THE CITY OF WINNIPEG

BY-LAW NO. 68/2010

A By-law of THE CITY OF WINNIPEG to adopt a secondary plan for Winnipeg.

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

1 This By-Law may be referred to as the "Complete Communities Direction Strategy By-law".

2 The document entitled "Complete Communities Direction Strategy", attached hereto and marked as Schedule 1 to this By-law, is hereby adopted as a secondary plan for Winnipeg.

3 *Winnipeg Zoning By-law No. 200/2006 is amended by adding the following to the list of adopted secondary plans in Schedule "A", section 1, as the next unused subsection:*

Complete Communities Direction Strategy

RECEIVED FIRST READING on this day of , 2010.

RECEIVED SECOND READING on this day of , 2010.

RECEIVED THIRD READING on this day of , 2010.

DONE AND PASSED this day of . 2010.

_____
Mayor

_____
City Clerk

Approved as to planning details:

_____
for Director of Planning, Property & Development

Approved as to form:

_____
James Carter
for Director of Legal Services and City Solicitor

Attachment "A": Complete Communities Direction Strategy



Attachment A: CompleteCommunities

COMPLETE COMMUNITIES



Winnipeg

An OurWinnipeg™ Direction Strategy

PUBLIC SERVICE CONTRIBUTORS

The Complete Communities Direction Strategy includes contributions from across the Public Service, including:

CORE DRAFTING TEAM

Michael Robinson (Co-lead), Brett Shenback (Co-lead), Ayoka Anderson, Gary Holmes

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DEPUTY CHIEF ADMINISTRATIVE OFFICER

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WATER AND WASTE DEPARTMENT

Barry MacBride, Darryl Drohomerski, Frank Mazur, Mike Shkolny

WINNIPEG PARKING AUTHORITY

David Hill

WINNIPEG POLICE SERVICE

Chief Keith McCaskill, Deputy Chief Shelley M. Hart, Inspector Brian Cyncora

WINNIPEG TRANSIT

Dave Wardrop, Bill Menzies, Bjorn Radstrom

COMPLETE COMMUNITIES

WINNIPEG'S GUIDE TO LAND USE AND DEVELOPMENT

THIS IS A DRAFT

COMPLETE COMMUNITIES IS STILL IN DRAFT FORM. IT WAS CREATED THROUGH SPEAKUPWINNIPEG AND CONVERSATIONS WITH MORE THAN 40,000 WINNIPEGGERS.

Complete Communities is one of four Direction Strategies supporting **OurWinnipeg**. It represents more than two years of research and analysis about what should be part of a 'state of the art' land use and development plan.

At the direction of City Council and in order to provide the solid framework to inform the strategy, significant research and analysis was taken to fill what was a significant gap of basic information in important areas, such as:

- What is the state of our current land supply?
- What type and level of growth can we expect?
- What are the best practices to achieve balanced, sustainable growth?
- How do we support the creation of complete communities?

Additionally, nationally and internationally renowned experts in areas such as urban economics, planning and design were consulted to help further inform **Complete Communities** and its accompanying guidelines, plans and handbooks.

The result, an innovative, practical "playbook" guiding land use and development in Winnipeg was born from this background work and an intensive, 6 month drafting process that involved a significant cross-section of Winnipeg's Public Service with support from a variety of stakeholders.

Complete Communities sets Winnipeg on a new path. New tools and approaches will foster development that establishes Winnipeg as an urban leader— a city of unique, sustainable and complete communities.

HOW TO USE THIS DOCUMENT

EACH SECTION ON THE URBAN STRUCTURE (SEE FIGURE H) BEGINS WITH A VISION AND/OR HIGH LEVEL DESCRIPTION OF THE APPLICABLE URBAN STRUCTURE COMPONENT AND THEN MOVES TO THE DETAILS OF HOW THEY ARE TO BE IMPLEMENTED. THE SECTIONS ARE ORGANIZED ACCORDING TO FIGURE H.

KEY DIRECTION (figure a)

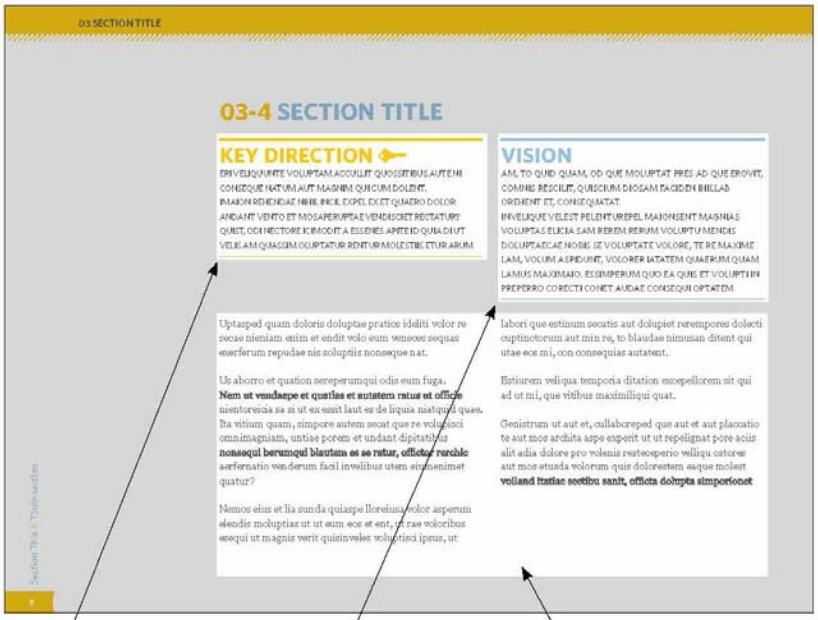
Each section has a key direction. It is meant to summarize the main thrust of the section and like a goal, it provides a description of the results that the City is hoping to achieve. It is from this direction that the rest of each section is based.

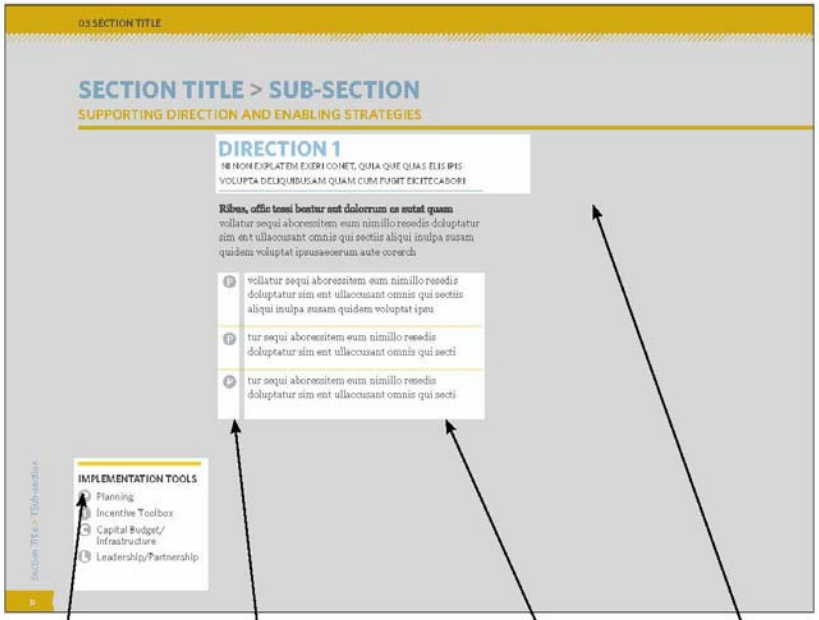
VISION (figure b)

An inspirational statement regarding how the area will evolve.

DESCRIPTION (figure c)

This is the main body of the section. It outlines the characteristics of the area, how it fits into the Urban Structure and may outline examples of that part of the Urban Structure.





IMPLEMENTATION TOOLS (figure g)

- **Planning**
- **Incentive Toolbox**
- **Capital Budget/Infrastructure**
- **Leadership/Partnership**

SUPPORTING DIRECTIONS (figure e)

Supporting Directions are based on the Key Directions and describe the City's objectives concerning the component of the Urban Structure in more detail.

ENABLING STRATEGIES (figure d)

The enabling strategies come from each supporting direction. They are the strategies that will guide the City to fulfilling the directions for each component of the Urban Structure.

TOOLS (figure f)

Each enabling strategy has been assessed as to how they can be implemented. There are four categories of tools: Planning, Incentives, Capital Budget/Infrastructure, and Leadership/Partnership. Where an enabling strategy will use one or more tools, their corresponding symbols will be shown next to the strategy.

The details of the specific tools and actions that will be used to implement the enabling strategies have not been specified in this paper. They will be further defined through the Complete Communities Toolbox and through future work plans. (see Implementation Section)

GLOSSARY

Complete Communities is a technical document which uses terms that may not be familiar to all users. For that reason, there is a comprehensive glossary at the back of the document to help the reader better understand and use the document.

DOCUMENT STRUCTURE

THROUGHOUT THE DOCUMENT YOU WILL FIND GRAPHICAL CUES FOR QUICK REFERENCE AND NOTES REFERRING YOU TO OTHER DOCUMENTS FOR FURTHER INFORMATION. THIS SECTION WILL GIVE YOU A QUICK VIEW OF THE DOCUMENT'S STRUCTURE AND DETAIL THESE CUES AND REFERENCES TO HELP YOU NAVIGATE THROUGH IT.

INTRODUCTION	**THE INTRODUCTION PROPOSES A VISION OF COMPLETE COMMUNITIES AND OUTLINES THE SHIFT TO ACCOMMODATING GROWTH AND CHANGE IN WINNIPEG BASED ON AN URBAN STRUCTURE. IT ALSO EXPLAINS HOW THIS DOCUMENT IS RELATED TO OTHER PLANNING DOCUMENTS AND TO OURWINNIPEG IN PARTICULAR.**	
URBAN STRUCTURE	**PROVIDES A VISION FOR THE ARRANGEMENT OF LAND USES WITHIN THE CITY.**	
	TRANSFORMATIVE AREAS: **DOWNTOWN** **CENTRES & CORRIDORS** **MAJOR REDEVELOPMENT SITES** **NEW COMMUNITIES**	TRANSFORMATIVE AREAS ARE THOSE AREAS OF THE CITY THAT PROVIDE THE BEST OPPORTUNITY FOR GROWTH AND CHANGE.
	AREAS OF STABILITY: **MATURE COMMUNITIES** **RECENT COMMUNITIES**	AREAS OF STABILITY REFER TO AREAS THAT WILL ACCOMMODATE MODERATE GROWTH AND CHANGE THAT FITS WITH THE EXISTING FORM AND CHARACTER OF ITS LOCATION.
	OTHER: **EMPLOYMENT LANDS** **COMMERCIAL LANDS** **PARKS, PLACES AND OPEN SPACES** **RURAL AND AGRICULTURAL**	THESE AREAS CAN BE FOUND THROUGHOUT THE CITY IN BOTH TRANSFORMATIVE AREAS AND AREAS OF STABILITY.
	SPECIAL DISTRICTS: **AIRPORT AREA** **ABORIGINAL ECONOMIC DEVELOPMENT ZONES** **CAPITAL REGION**	SPECIAL DISTRICTS ARE AREAS WHERE THE CITY HAS LIMITED OR NO JURISDICTION, BUT IS IN A POSITION TO PARTNER WITH STAKEHOLDERS IN THE FUTURE DEVELOPMENT OF THESE LANDS.
	URBAN STRUCTURE SUPPORTS: **URBAN DESIGN** **HERITAGE CONSERVATION**	THESE SUPPORTING SECTIONS ARE NOT RELATED TO ANY ONE AREA OR TYPE OF AREA OF THE CITY. THEY ARE INTENDED TO BE APPLIED THROUGHOUT THE CITY BASED ON WHERE THEY ARE APPLICABLE TO A PARTICULAR NEIGHBOURHOOD, COMMUNITY, OR COMPONENT OF THE URBAN STRUCTURE.
IMPLEMENTATION	**THE IMPLEMENTATION SECTION DESCRIBES HOW THE COMPLETE COMMUNITIES DIRECTION STRATEGY WILL BE IMPLEMENTED.**	

figure h

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01 INTRODUCTION

Complete Communities is one of four Direction Strategies among a series of detailed studies, strategies and guides supporting **OurWinnipeg**. Its primary focus is to describe Winnipeg's physical characteristics and lay out a framework for the city's future physical growth and development by introducing an urban structure. An urban structure is a spatial articulation of city building objectives. It guides the city's future realization, identifying and defining its physical components–not as they are today, but as they are envisioned.

Through **SpeakUpWinnipeg**, Winnipeggers have told us they are increasingly committed to and looking for environmentally, socially and economically sustainable solutions. They have been clear about wanting healthy and sustainable communities— communities where people of every age and ability have the opportunity to live, work, shop, learn and play within their own neighbourhood.

OurWinnipeg has been additionally informed by background research and analysis showing that the city will grow and change considerably over the coming decades. By 2031, our city is expected to grow by more than 180,000 people and add more than 65,000 jobs— a level of growth Winnipeg hasn't seen in decades. This translates into the need for more than 83,000 new dwelling units— equivalent to the addition of a city the size of Regina— in just 20 years with less than 13 years of land supply. Our projected population growth is outpacing our supply of new land for development, and for the first time in our history, we face a critical land shortage.

Growth without sufficient land doesn't have to be a crisis. It can be an opportunity to be proactive and innovative about how we grow, allowing us to address the following questions in a new way:

- How are we going to sustainably accommodate growth and change?
- How can we capitalize on growth while making sure our city stays livable, affordable and desirable?
- How can we make sure that all Winnipeggers benefit from this growth?
- How can we maintain and enrich what we value while finding room for a growing population?

In response to the clear direction provided by Winnipeggers through **SpeakUpWinnipeg**, informed by recommendations from background research in areas such as employment lands, commercial lands, residential lands and the Downtown, and necessitated by our considerable growth projections over the coming years, **OurWinnipeg** will prioritize building Complete Communities and accommodating growth and change in a sustainable way. This will be done by balancing growth in new and existing communities with intensification in certain areas of the city—namely, Centres and Corridors, Major Redevelopment Sites and Downtown.

The Vision Statement and principles for the **Complete Communities** establish its rationale and articulate the preferred direction in moving forward. The Vision and principles were developed by representatives from the City of Winnipeg Water & Waste, Public Works, Transit, Community Services, Planning, Property & Development Departments, City of Winnipeg Police Services and the Province of Manitoba.

OVERALL VISION

THE CITY OF WINNIPEG IS PLANNED AND DESIGNED BASED ON A LOGICAL URBAN STRUCTURE THAT FOCUSES GROWTH AND CHANGE TO ENHANCE EXISTING ASSETS, TO CREATE COMPLETE COMMUNITIES AND COMPLETE EXISTING COMMUNITIES, AND TO ENSURE A SOCIALLY, ENVIRONMENTALLY AND ECONOMICALLY SUSTAINABLE FUTURE THROUGH THE INTEGRATION OF TRANSPORTATION PLANNING, LAND USES, BUILT FORMS AND URBAN DESIGN.

PRINCIPLES

Stemming from the vision are six principles. They function as a guiding framework for **Complete Communities**:

1 Creating complete communities and completing existing communities— enhancing their existing infrastructure and assets in ways that make most amenities for daily living universally accessible — will be key to making our city attractive and competitive.

2 Growth is to be focused on areas that will respond best to city building objectives— including social, economic and environmental sustainability. A criteria-based approach, which may include a variety of tools, will be utilized.

3 **OurWinnipeg** supports a pedestrian and transit friendly environment by integrating public infrastructure, land uses and built form to encourage higher residential densities and building-type variation, where practical and feasible.

4 **OurWinnipeg** builds on existing assets, including natural heritage features (rivers, urban forests, and parks), cultural heritage features (the historic villages and heritage buildings and structures), built form (mature neighbourhoods and Downtown), community focal points (facilities, open spaces and main streets), and the existing pattern of streets. The existing character and form will not change for a significant portion of the city.

5 **OurWinnipeg** builds on future, planned-for assets, such as rapid transit systems and CentrePort.

6 The collaborative implementation of **OurWinnipeg** will be inclusive, transparent, accessible and meaningful for everyone.

COMPLETE COMMUNITIES

Winnipeg is fortunate that it can historically be described as a community of communities; it is made up of many distinct and unique neighbourhoods, all woven together by a rich community spirit. Promoting the completion of Winnipeg's existing communities and guiding the creation of new complete communities will be paramount in making sure that the city is a sustainable and vibrant place to call home for generations.

WHAT IS A COMPLETE COMMUNITY?

Complete communities are places that both offer and support a variety of lifestyle choices, providing opportunities for people of all ages and abilities to live, work, shop, learn and play in close proximity to one another.

CHARACTERISTICS OF COMPLETE COMMUNITIES

Complete Communities provide options for accessing services, amenities and community resources by ensuring that most of the daily necessities of life— services, facilities, and amenities— are readily accessible.

Complete Communities provide options for mobility by facilitating a range of transportation options. In many instances, modes of transportation will differ from one part of the city to another based on the area's context. Alternative modes of transportation should be encouraged where they can provide convenient and realistic travel choices.

Complete Communities celebrate diversity and provide housing options that accommodate a range of incomes and household types for all stages of life.

Complete Communities provide options for local employment, recognizing that not everyone will live near their place of employment. While Downtown, airport lands and designated employment zones will continue to be the centres of employment in the City of Winnipeg, a complete community should entail a mix of uses that will provide the option of employment close to home.

Communities are living, dynamic and unique entities that evolve and change over time. The concept of complete communities is directly applicable to every part of the city, but recognizes the unique aspects that differentiate one community from another. Reflecting on the level of completeness of communities is a key step to developing, exploring, and comparing ideas for improving them.

IS COLD WEATHER A BARRIER TO COMPLETE COMMUNITIES?

The short answer is no. Whether it's rain (Portland, OR and Vancouver, BC), extreme heat (Miami, FL and San Diego, CA) or snow (Montreal QC and Ottawa, ON)— cities can adapt to their unique climates.

Winnipeg's cold weather climate creates a host of benefits. However, it also poses a number of challenges that we must overcome in order to best handle the demands of the weather and to fully utilize the winter season as an important community asset.

By applying planning and design approaches that respond to our unique climate, Winnipeg can mitigate some of the discomfort and inconveniences of winter. This positive approach can also benefit the attitudes of residents, and bolster the community's ability to attract new businesses and residents

Recognizing this, cities such as Minneapolis and Edmonton— whose climates are similar to Winnipeg– have also been prioritizing Complete Communities in their recent development plans.



Photo: Economic Development Winnipeg

COMPLETE COMMUNITIES

THESE ILLUSTRATIONS SHOW SOME POSSIBLE COMPONENTS OF COMPLETE COMMUNITIES

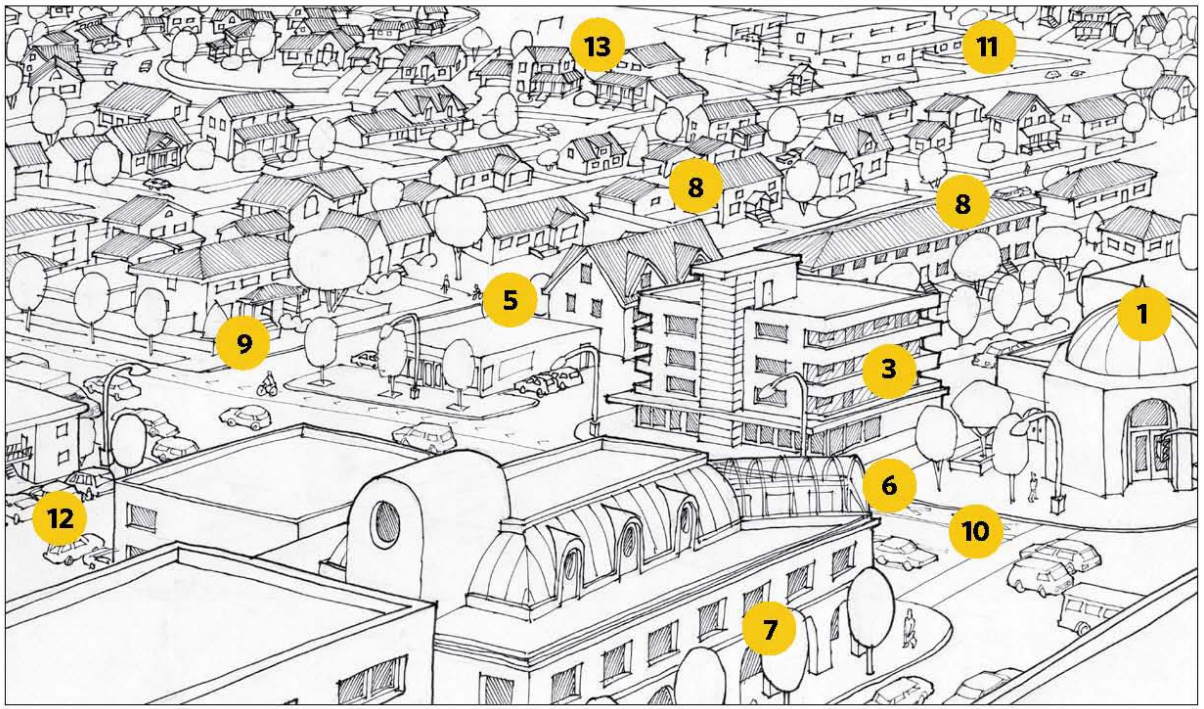


figure 01a

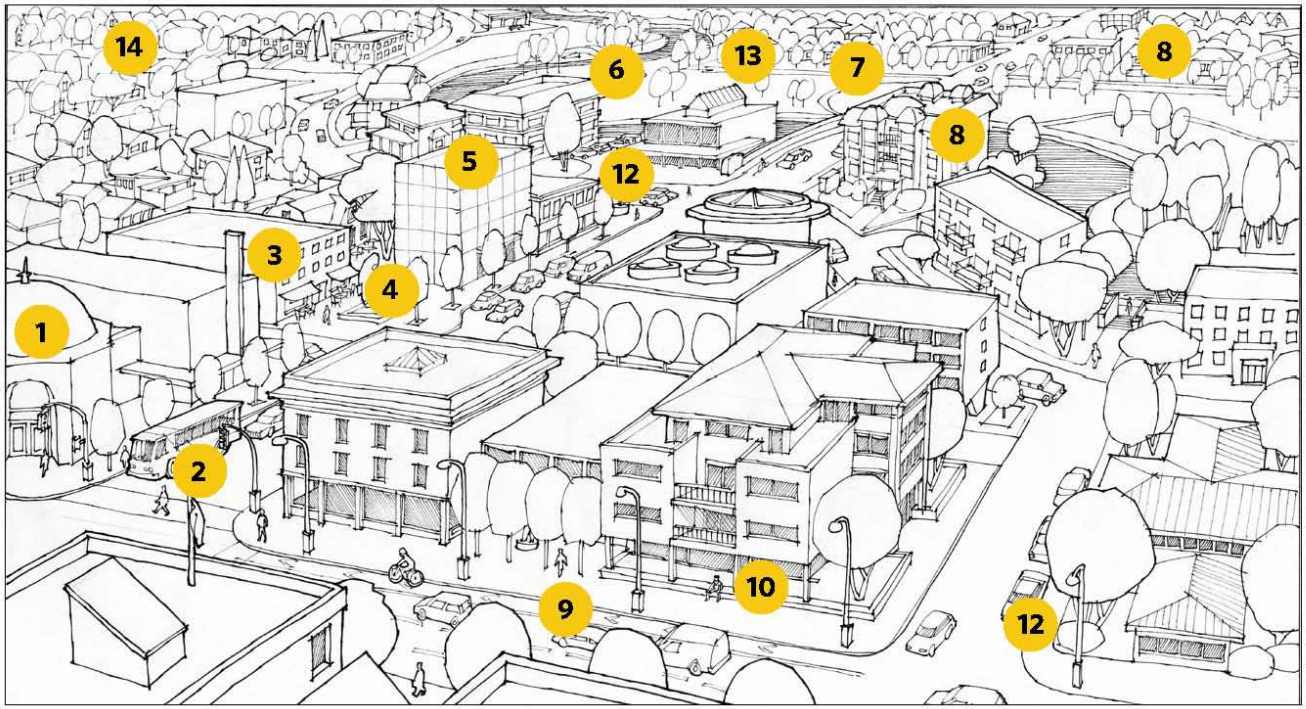


figure 01b

1. Preservation of heritage sites
2. High frequency transit
3. Mixed developments–housing, retail, public space, etc.
4. Promotion of arts and culture
5. Local employment options
6. Connected transit, pedestrian, bike routes.
7. High quality local spaces
8. Housing options/ affodability
9. Complete streets–cars, bikes, pedestrians
10. Safe and accessible
11. Schools
12. Parking
13. Parks
14. Urban forest

REFERENCES

While comprehensive in scope and detail, **Complete Communities** is designed to work in conjunction with all of **OurWinnipeg's** supporting documents to create a complete package of resources and directions.

For that reason, **Complete Communities** directs the reader to other supporting documents at the beginning of each section. The reader should be cognizant of these additional documents to ensure a complete understanding of each section.

The following is the comprehensive list of documents referenced throughout **Complete Communities**.

OURWINNIPEG

OurWinnipeg is an integrated community sustainability plan for the City of Winnipeg. In addition to **Complete Communities**, there are four other documents providing its direction:

- **Sustainable Transportation**
- **Sustainable Water & Waste**
- **A Sustainable Winnipeg**
- **Call to Action for OurWinnipeg**

Taken together, these provide the detail supporting **OurWinnipeg.** In order to paint a complete picture of our city's future, each document draws on the others for support.

GUIDING DOCUMENTS

A number of guiding documents have been completed (or will need to be created) to guide the implementation of **OurWinnipeg**:

Existing / Council Endorsed

> Active Transportation Action Plan
> Ecologically Significant Natural Lands Strategy

Drafted

> CentrePlan Development Framework (2008) / Background Study

Many others are underway or will be initiated to support implementation of **OurWinnipeg**. These documents will be brought forward upon completion for Council consideration.

> Downtown Parking Strategy
> Downtown Residential Development Strategy
> Heritage Conservation Management Plan
> Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods
> Local Area Planning Handbook
> Parks, Places and Open Spaces Management Plan
> Transit Oriented Development Handbook
> Urban Design Strategy

02 THE URBAN STRUCTURE

OurWinnipeg is based on an urban structure— a spatial articulation of city building objectives. It guides the city's future realization, identifying and defining its physical components, not as they are today, but as they are envisioned.

An urban structure differentiates between areas of the city based on their period of growth and descriptive characteristics. This approach recognizes the uniqueness of different neighbourhoods and areas of the city, providing the basis for accommodating growth and change in a way that is sensitive to context.

While there will inevitably be growth and change throughout the city, there are specific areas that provide the best opportunity to do so in an environmentally, socially and economically sustainable way. The Urban Structure identifies these as Transformative Areas.

OURWINNIPEG TRANSFORMATIVE AREAS

- **Downtown**
- **Mixed Use Centres**
- **Mixed Use Corridors**
- **Major Redevelopment Sites**
- **New Communities**

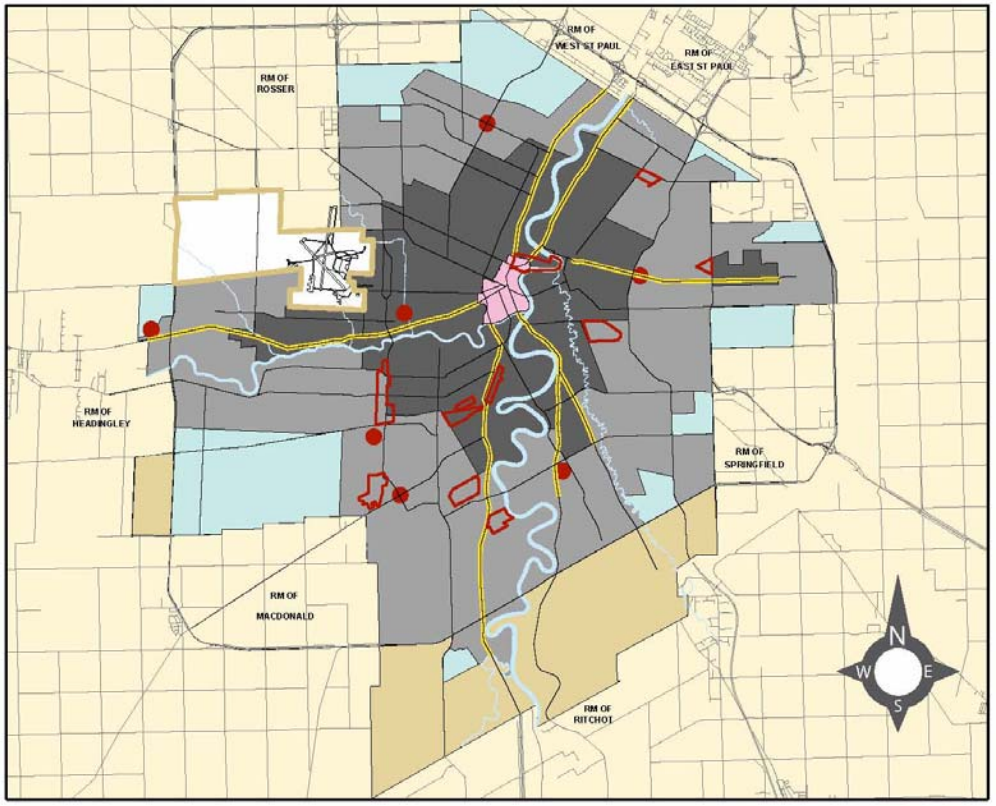
Apart from Transformative Areas, moderate growth and change can be accommodated within what the Urban Structure identifies as Winnipeg's Areas of Stability. These neighbourhoods present some of the best opportunities to accommodate infill development. They also increase the range of housing for families and individuals within areas that take advantage of existing infrastructure such as transit and amenities, local retail, schools, parks and community services.

OURWINNIPEG AREAS OF STABILITY

- **Mature Communities**
- **Recent Communities**

Regular updates to the urban structure based on actual changes "on the ground" will keep it current and ensure that it contributes to the overall OurWinnipeg vision and directions.

URBAN STRUCTURE



LEGEND

- Downtown
- Major Redevelopment Sites
- New Communities
- Regional Mixed Use Centre
- Regional Mixed Use Corridor
- Mature Communities
- Recent Communities
- Rural and Agricultural
- Airport Area

0 2 4 6 8 10
Kilometers

figure 02a
This is a draft version of the Urban Structure Map. It will be finalized upon approval of the **OurWinnipeg** plan and Direction Strategies.

Compared to past practices, this approach puts more emphasis on the following areas:

- Linking land use directly to transportation.
- Identifying areas for growth and change with the greatest capacity to handle that change.
- Encouraging mixed use and increased density in most new development.
- Promoting sustainable and accessible urban design.
- Enhancing public transit options and an accessible, connected network of bike and pedestrian trails.
- Planning that continuously responds to changing market conditions through best practice research.
- Facilitating demonstration projects throughout the city.
- Working upfront and collaboratively with partners.
- Providing flexible tools for implementation.
- Monitoring and measuring results to respond to changing conditions (dynamic, not static).

Additionally, **Complete Communities** emphasizes that Downtown is Winnipeg's preeminent complete community. Winnipeg's Downtown will continue to provide the largest concentration of jobs, the best multimodal transportation connections and an increasing residential population. As such, Downtown forms a critical component of this Direction Strategy, essentially a Downtown plan as part of the larger document.

This approach recognizes changes that are already underway in our city, such as rapid transit and active transportation. It also identifies new approaches to continue to grow in a sustainable way in the coming years. In these ways, the urban structure will advance a sustainable urban form.

TOOLS AND DEMONSTRATION PROJECTS

OurWinnipeg will be a dynamic plan as it identifies a range of tools, incentives and actions that the City can use to implement directions and strategies over time. As identified in Section 14, Implementation, these include incentive-based and planning tools as well as partnerships and marketing. One newly identified tool is a Complete Communities Checklist, a non-regulatory evaluation tool that will facilitate a collaborative conversation with stakeholders about new development proposals. The paper additionally identifies specific opportunities to work with partners in demonstrating the viability and attractiveness of certain approaches, such as mixed use development, via pilot projects throughout the city. As these projects are unveiled, they will bring to life the ideals of **OurWinnipeg** and will help Winnipeggers to "see the possibilities."

WHAT ARE TOOLS?

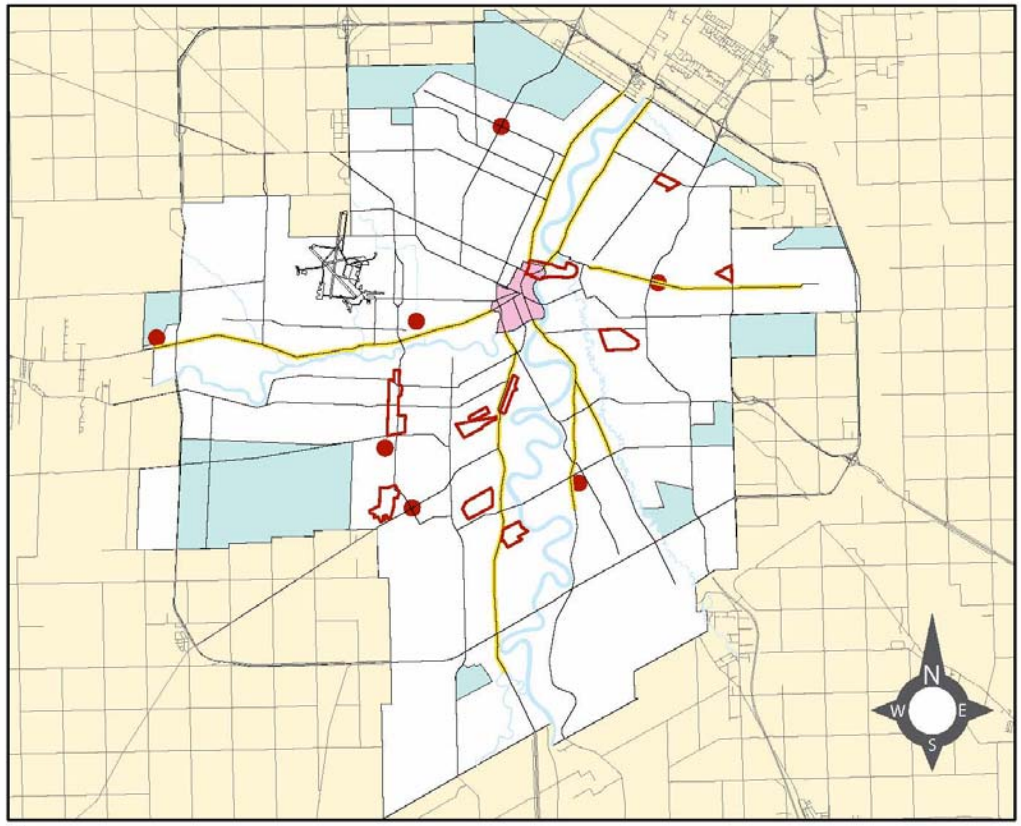
In order to implement **Complete Communities**, a number of tools may be used. There are four categories of tools:

- **Planning** - Planning tools may include such things as zoning, local area plans, guidelines, and background studies.
- **Incentive** - Incentives are primarily non-fiscal related, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.
- **Capital Budget/Infrastructure** - Capital Budget/Infrastructure refers to either soft or hard infrastructure that the City may need to provide or maintain.
- **Leadership/Partnership** - Leadership/Partnership refers to the need for leadership and collaboration within the organization as well as within other levels of government, citizens, and other stakeholders.

The details of these tools will be defined through the development of the implementation toolbox and future work plans **(see: 14 Implementation).**

03 TRANSFORMATIVE AREAS

TRANSFORMATIVE AREAS



LEGEND

- Downtown
- Major Redevelopment Sites
- New Communities
- Regional Mixed Use Centre
- Regional Mixed Use Corridor

Figure 03a

0 2 4 6 8 10
Kilometers

03-1 OURDOWNTOWN

OURDOWNTOWN - ALWAYS A PRIORITY

Our Downtown is the entertainment, cultural and economic heart of our city and our window to the world. Downtown fulfills many functions: It has the largest employment concentration with the City's highest density office development complemented by a strong service and retail component. It offers the broadest range of unique arts, entertainment and cultural opportunities and the City's most significant heritage amenities. Furthermore, it is emerging as an important high-density, mixed-use residential community with both long-standing and emerging neighbourhoods. Downtown is also the focal point for the city's multi-modal transportation network.

As it accommodates future growth, Downtown offers one of the best opportunities to create complete, mixed-use, higher-density communities in a way that promotes sustainable practices. Downtown intensification and redevelopment makes efficient use of land and makes the best use of existing infrastructure. It provides for options that enable active transportation alternatives. Downtown's transformation will reflect its importance as the city's pre-eminent complete community. In so doing, Downtown will offer an unparalleled urban environment and a high quality of life for all who choose to live, work, visit, learn, play and invest there.

DOWNTOWN



Figure 03b

03-1a ORGANIZING DOWNTOWN

OURDOWNTOWN

This section will be supported by the following document:

> **CentrePlan Development Framework (2008) / Background Study**

KEY DIRECTION

PURSUE A FOCUSED DISTRICT, DESTINATION AND CLUSTER APPROACH TO DEVELOPMENT DOWNTOWN THAT WILL SEEK TO:

> PROVIDE MORE PREDICTABILITY AND OPPORTUNITY FOR INVESTMENT.

> INCREASE THE VARIETY OF COMPLEMENTARY EXPERIENCES AND OPPORTUNITIES.

> HELP ACHIEVE A CRITICAL MASS OF PEOPLE-ORIENTED ACTIVITY THAT IS VITAL TO ONGOING ECONOMIC SUCCESS.

Downtown provides the best opportunity for development that has a wide mix of uses (residences, offices, services, entertainment, retail). Through this mix of uses, it is able to achieve 'completeness'— an environment where many daily needs can be accessed more conveniently and sustainably. Historically, a number of distinct districts, destinations and clusters have evolved Downtown, each with its unique character and identity and each with its unique strengths and opportunities. These districts, destinations and clusters can be made 'complete' while contributing to Downtown's collective vibrancy. The physical transformation of the existing built form (buildings, streets, spaces, amenities) will further define and enhance these districts, destinations and clusters.

TRANSFORMATIVE AREAS > OURDOWNTOWN > ORGANIZING DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FURTHER DEFINE AND ENHANCE THE IDENTITY AND CHARACTER OF DOWNTOWN'S UNIQUE DISTRICTS, DESTINATIONS AND CLUSTERS.

- (P) (L) Formally identify Downtown's unique districts, destinations and clusters, and characterize them as distinct and complementary for the purpose of Downtown growth and development planning.
- (P) In consultation with local stakeholders, establish development criteria and enabling guidelines that support focused public and investment goals for each district, destination and cluster.

DIRECTION 2

PROMOTE INTENSIFICATION AND HIGH-DENSITY MIXED USE DEVELOPMENT WITHIN DOWNTOWN IN A WAY THAT SUPPORTS AND COMPLEMENTS ITS UNIQUE DISTRICTS, DESTINATIONS AND CLUSTERS.

- (P) (I) (L) Create favourable conditions and opportunities for desired development in identified districts, destinations and clusters in the Downtown.
- (P) (L) Ensure that streamlined regulatory processes and effective implementation tools are in place to support the development goals desired for each identified district, destination and cluster.

DIRECTION 3

ESTABLISH NODES AND CORRIDORS THAT COMPLEMENT DOWNTOWN'S DISTRICTS, DESTINATIONS AND CLUSTERS BY SERVING AS KEY GATEWAYS AND MEETING PLACES AND FOCUSING ON PEDESTRIAN-ORIENTED, ACTIVE USES.

- (P) Identify desired nodes and corridors for each of Downtown's districts, destinations and clusters.
- (P) Focus investment to support the creation or reinforcement of nodes and corridors in order to enhance the 'sense of place' associated with Downtown's districts, destinations and clusters through such means as CPTED, streetscape design, wayfinding signage, universal access, public art and lightscaping where practical and affordable.
- (P) (I) (L) Establish benchmarks and corresponding incentives for investment to achieve the amenities and design standards associated with each area-specific node and corridor that can be measured.
- (I) (L) Proactively market and promote development opportunities associated with each defined area to the development community that can be measured and based on results.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-1b PLACES TO LIVE DOWNTOWN

OURDOWNTOWN

This section will be supported by the development of additional implementation documents including:

> **Downtown Parking Strategy**

KEY DIRECTION

PROMOTE AND ENABLE A MIX OF RESIDENTIAL DEVELOPMENT OPTIONS AS PART OF A MIXED-USE STRATEGY DOWNTOWN, SEEKING TO:

> ACCOMMODATE THE RESIDENTIAL NEEDS OF A LARGE CROSS-SECTION OF THE POPULATION.

> ESTABLISH A NUMBER OF THRIVING 'COMPLETE' COMMUNITIES DOWNTOWN.

> ATTRACT ADDITIONAL COMMERCE TO THE AREA, LEADING TO ACTIVE-AND SAFER-DOWNTOWN STREETS.

Downtown is home to two long established residential neighbourhoods—the neighbourhood south of Broadway and the neighbourhood around Central Park—together with a number of scattered recent and established residential neighbourhoods. Population projections for the next 25 years support the need to accommodate significant residential growth Downtown. This residential development will see higher densification where appropriate within established neighbourhoods while promoting residential expansion by establishing complete communities. This is consistent with many successful Downtowns throughout North America, having enhanced their status as 'employment centres' by adding a comprehensive set of amenities that can support and sustain a significant residential population. Residential growth Downtown will leverage existing community assets—intensifying residential use amidst the city's richest concentration of cultural and community assets and civic infrastructure.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF DOWNTOWN LIVING FOLLOWING COMPLETE COMMUNITY PRINCIPLES



1



2

TRANSFORMATIVE AREAS > OURDOWNTOWN > PLACES TO LIVE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE AND ENABLE SUSTAINABLE, HIGH-DENSITY RESIDENTIAL DEVELOPMENT IN STRATEGIC LOCATIONS DOWNTOWN.

- (P) (I) (L) Facilitate the redevelopment of vacant or underutilized properties in defined areas in support of increased residential and mixed-use development.
- (P) (I) (L) Develop a downtown parking strategy to facilitate the redevelopment of surface parking lots in defined areas in support of residential and mixed-use development.
- (P) (I) (L) Facilitate the adaptive reuse of viable and underutilized heritage building space in defined areas, with particular emphasis on the Exchange District, in support of increased residential and mixed-use development.
- (P) Ensure that streamlined regulatory processes and effective implementation tools are in place to support residential development goals in defined Downtown areas.
- (P) (I) (L) Continue to employ incentives to facilitate housing and housing rehabilitation based on market-driven needs that can be measured and based on results.
- (P) (L) Set favourable conditions for new and infill development, as well as redevelopment of existing properties.
- (P) (L) Set favourable conditions for the development of student-oriented housing in close proximity to, or in conjunction with Downtown learning institutions.
- (L) Target an average annual increase in Downtown residential housing units, and monitor progress against this target as well as the percentage of all new housing units that are accommodated within the Downtown.
- (L) Maintain safe housing through information, inspection and where necessary, by-law enforcement.
- (P) Incorporate design safety elements such as universal access, lighting, sightlines, building security and landscaping in all new residential redevelopments.
- (P) (I) (L) Encourage complimentary services in the Downtown in order to support the Downtown residential population.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 2

SUPPORT THE EVOLUTION OF EXISTING DOWNTOWN RESIDENTIAL NEIGHBOURHOODS INTO SUSTAINABLE, SAFE AND COMPLETE COMMUNITIES.

- (P) (I) (C) (L) Facilitate the provision of public and/or private neighbourhood based amenities in higher-density residential neighbourhoods such as public spaces, pedestrian improvements, streetscaping, CPTED and recreational amenities.
- (P) (I) (L) Facilitate neighbourhood based commercial and retail development in conjunction with residential densification in existing residential neighbourhoods.

DIRECTION 3

PROMOTE THE COMPLETENESS OF ESTABLISHED DOWNTOWN NEIGHBOURHOODS WHILE SUPPORTING INTENSIFICATION AND DENSIFICATION WHERE APPROPRIATE.

- (P) (L) Define appropriate goals and targets for redevelopment and intensification.
- (P) (I) (C) (L) Facilitate the intensification of residential development and the provision of amenities and support services as deemed necessary toward the fulfillment of complete communities.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-1c PLACES TO WORK AND LEARN DOWNTOWN

OURDOWNTOWN

KEY DIRECTION

FACILITATE THE EXPANSION OF EMPLOYMENT AND EDUCATION OPPORTUNITIES DOWNTOWN, SEEKING TO:

- **REINFORCE DOWNTOWN'S ROLE AS A HUB FOR BUSINESS, FOR LEARNING, FOR GOVERNMENT AND FOR COMMERCIAL ACTIVITY.**
- **CAPITALIZE UPON DOWNTOWN'S STRATEGIC ADVANTAGES.**

Growth projections for the next 25 years support the need to accommodate significant commercial, employment and institutional growth Downtown. Transformation will reinforce Downtown's status as the city's premier employment centre while enhancing its role in the provision of education and life-long learning. Further development will be supported in accordance with the defined Downtown district concept and will build upon background research. Defined commercial and institutional clusters will be enhanced in concert with new residential development to increase the amount of 'people' activity hours— a crucial factor to sustaining economic success in the accompanying service sector. Downtown employees and students will be recognized as key demographic groups in terms of creating the critical mass of people required to support commercial and retail development Downtown at all hours.



Photo: Harv Sawatzky

TRANSFORMATIVE AREAS > OURDOWNTOWN > PLACES TO WORK AND LEARN DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DOWNTOWN AS THE LOCATION OF CHOICE FOR NEW OFFICE SPACE DEVELOPMENT FOR BOTH THE PRIVATE AND PUBLIC SECTORS.

(P) (I) (L) Facilitate the transformation of under-utilized properties and accommodate projected commercial and employment growth in defined Downtown areas, taking into account highest and best use principles and foreseeable market-based economic conditions.

(L) Work with senior levels of government to ensure that Downtown is a location of choice for government offices and staff.

(L) Ensure that streamlined regulatory processes and effective implementation tools are in place to support employment development goals in defined Downtown areas.

(P) (I) (C) Ensure that Downtown is the location of choice for new office space development through initiatives such as market gap analysis, relevant incentive tools, and focused complementary public realm and transportation improvements.

DIRECTION 2

FACILITATE THE GROWTH OF POST-SECONDARY CAMPUSES DOWNTOWN.

(P) (L) Work with post-secondary institutions and local stakeholders to facilitate desired growth plans in defined Downtown areas.

(P) (I) (L) Accommodate growth and promote extended hour, pedestrian-oriented economic activity Downtown by setting favourable conditions for the development of student-oriented housing in existing residential districts or in close proximity to Downtown learning institutions.

DIRECTION 3

PROMOTE DOWNTOWN ECONOMIC DEVELOPMENT THROUGH RETENTION, RECRUITMENT, INCUBATION AND DEVELOPMENT STRATEGIES.

(L) Collaborate with stakeholders to prioritize Downtown economic development initiatives and partnerships based on Downtown's unique advantages as the city's primary employment centre.

(L) Support new employment and commercial services in defined areas by collaborating with agency partners and stakeholders to focus on business retention, recruitment, incubation, and expansion.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-1d PLACES TO RELAX AND ENJOY DOWNTOWN

OURDOWNTOWN

This section will be supported by the development of additional implementation documents including:

> Parks, Places and Open Spaces Management Plan

KEY DIRECTION

SUPPORT THE EXPANDED PRESENCE OF ARTS AND CULTURE, SPORTS, ENTERTAINMENT AND LEISURE THROUGHOUT DOWNTOWN TOGETHER WITH COMPLEMENTARY SERVICES AND ATTRACTIONS, SEEKING TO:

> **DRAW MORE PEOPLE AND CREATE MORE EXTENDED HOUR ACTIVITY STRATEGICALLY THROUGHOUT DOWNTOWN.**

> **ESTABLISH DOWNTOWN AS A PLACE OF VIBRANCY AND CELEBRATION.**



Photo: Brent Bellamy

Downtown will continue to develop as the arts, culture, entertainment, sports, and leisure hub of the city. Downtown transformation will seek to formally define accessible and connected districts, destinations and clusters where citizens and visitors can gather to socialize and celebrate, to shop and dine and to be entertained and inspired. Downtown will provide the environment within which arts and culture can flourish and will be the city's choice location for a variety of entertainment and leisure opportunities in a manner that is respectful of the residential population. Complementary, specialty retail and dining establishments will be strategically clustered to complete the street-level experience and promote extended hour pedestrian activity. Public spaces will be enhanced to provide a safe and welcoming environment, whether on a weekday or weekend, during the day or at night.

TRANSFORMATIVE AREAS > OURDOWNTOWN > PLACES TO RELAX AND ENJOY DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

REINFORCE DOWNTOWN AS THE CITY'S PREMIER CENTRE FOR ARTS AND CULTURE.

- (L) Work with partners, groups and agencies to facilitate diverse, high-quality arts, entertainment and cultural programming in defined Downtown districts in order to promote extended hour activity and vibrancy in the Downtown that respects residential areas.

DIRECTION 2

PROMOTE AND SUPPORT THE ANIMATION OF DOWNTOWN THROUGH CELEBRATORY EVENTS, CONCERTS AND FESTIVALS.

- (L) Collaborate with stakeholder partners to support the expansion of year-round programming and events taking place in public Downtown venues.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

TRANSFORMATIVE AREAS > OURDOWNTOWN > PLACES TO RELAX AND ENJOY DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

REINFORCE DOWNTOWN AS A HUB FOR MAJOR ENTERTAINMENT AND LEISURE ATTRACTIONS, WHILE ACCOMMODATING SMALLER SCALE OPPORTUNITIES THAT RESPECT AND COMPLETE DOWNTOWN RESIDENTIAL DISTRICTS.

- (P) (I) (L) Identify existing entertainment, arts, culture and retail clusters that can be enhanced or further developed as significant city-wide destinations. That is, build upon the success of ventures such as the MTS Centre, The Forks, the Millennium Library and the Museum of Human Rights by facilitating development of new restaurants, night clubs, and other complementary entertainment activities in their immediate vicinity.
- (P) (I) (L) Facilitate favourable conditions for public and private investment through the assembly of vacant properties or surface parking lots in defined districts where required. Support a strategic, economically viable, and focused approach to these investment opportunities with the goal of creating clustered destinations with multiple and complementary attractions.
- (P) (I) (C) (L) Work with development and promotion agencies to create and aggressively market unique and sustainable entertainment, arts, culture and complementary/specialty retail districts and clusters Downtown.
- (P) (L) Introduce design guidelines that promote the use of distinct signage and storefront animation in identified entertainment clusters.
- (P) (I) (C) (L) Support 'specialty' retail attraction strategies with the goal of increasing supply, demand and extended hour retail activity based on the differing market needs of each defined Downtown district.
- (C) Support the enhancement of existing retail establishments in defined areas by investing in pedestrian-friendly improvements to the public realm that will enhance safe, comfortable and convenient access.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-1e HIGH-QUALITY PLACES DOWNTOWN

OURDOWNTOWN

KEY DIRECTION

PROMOTE EXEMPLARY URBAN DESIGN DOWNTOWN WITH THE INTENT OF PRODUCING HIGH QUALITY PUBLIC PLACES (DISTRICTS, DESTINATIONS AND CLUSTERS) THAT:

- **HAVE THEIR OWN UNIQUE IDENTITY AND A CLEAR, UNDERSTANDABLE IMAGE.**
- **ARE CONVENIENT AND FUNCTIONAL, EASY TO GET TO AND MOVE THROUGH AND SAFE.**
- **ARE ATTRACTIVE AND SHOWCASE DESIGN EXCELLENCE.**



Downtown transformation will include a commitment to high quality urban design. Design of the public realm will work hand in hand with the design of private developments. Both will be driven by the common desire to help define and support districts, destinations and clusters in ways that are exciting, yet economically practical. The aim is to create attractive, welcoming and distinct places. Urban place-making will be supported by the need to accommodate the densest level of development and the highest level of services and pedestrian activity. Because these public spaces will be used so intensely, a high level of quality will be crucial. Driven by the high standards of urban design, Downtown places will showcase a rich collection of existing natural and heritage assets, incorporate public art and reflect the highest standards of accessibility.

This section will be supported by the development of additional implementation documents including:

- **Parks, Places and Open Spaces Management Plan**
- **Urban Design Strategy**

TRANSFORMATIVE AREAS > OURDOWNTOWN > HIGH-QUALITY PLACES DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE EXEMPLARY URBAN DESIGN IN DOWNTOWN DEVELOPMENT PROJECTS.

- (I) (L) Formally recognize and support exemplary urban design.
- (P) (C) (L) Support the introduction of design elements, such as wayfinding signage, views and landmarks into development projects to distinguish and enhance character and 'sense of place.'
- (P) (L) Develop distinct identiy and design elements that reflect the development goals of each defined Downtown district.
- (P) (L) Enhance the level of certainty for private investors and accelerate development approval through a simplified design review process.

DIRECTION 2

PURSUE HIGH QUALITY URBAN DESIGN IN A MANNER THAT CONSERVES, ENRICHES, AND SHOWCASES THE RICH COLLECTION OF HERITAGE RESOURCES DOWNTOWN.

- (L) Draft a **Heritage Conservation Management Plan** (Underway) to support heritage resources as a component of high quality urban design.

DIRECTION 3

INVEST IN HIGH-QUALITY DOWNTOWN PUBLIC SPACES THAT ATTRACT PEOPLE AND PROMOTE PRIVATE SECTOR INVESTMENT.

- (C) Prioritize investments in the public realm that support wayfinding and orientation and enhance the unique character and sense of place associated with each defined Downtown district.
- (P) (C) (L) Ensure that investment in public spaces supports year-round, people-oriented activity and integrates connections to other complementary amenities, destinations and points of interest.
- (I) (C) Prioritize investment in public spaces that directly support existing and new high density mixed-use development and/or destinations that attract city-wide audiences.
- (L) Foster new and ongoing partnerships with third-parties to promote extended hour safety, vibrancy and enjoyment by enhancing maintenance, programming and complementary commercial activity in public spaces.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

CONTINUE TO INTEGRATE PUBLIC ART IN THE DOWNTOWN.

- (L) Promote Downtown as a priority location for showcasing public art, including performing arts and time-limited or temporary art exhibits and installations.
- (P) (C) Commit to the incorporation of public art elements into Downtown streetscapes and public works.
- (P) (C) Facilitate the incorporation of public art into renewal projects in the public realm, both in the natural and built environments.



DIRECTION 5

CREATE PEDESTRIAN SPACES THAT EFFECTIVELY ACCOMMODATE ALL AGES AND ABILITIES.

- (C) (L) Ensure that capital maintenance projects in the public realm incorporate accessibility features.
- (I) (L) Facilitate partnerships that advance accessibility improvements to both private and public facilities.
- (P) (C) (L) Create a consistent set of accessible streetscape elements.
- (P) (I) (C) (L) Create pedestrian spaces that effectively accommodate all ages and abilities.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-1f GETTING FROM PLACE TO PLACE DOWNTOWN

OURDOWNTOWN

This section will be supported by the following documenst:

- **Sustainable Transportation**
- **Active Transportation Action Plan**

And the development of additional implementation documents including:

- **Downtown Parking Strategy**
- **Transit Oriented Development Handbook**

KEY DIRECTION

FACILITATE THE MOVEMENT OF PEOPLE AND GOODS BOTH WITHIN DOWNTOWN AND TO IT FROM ELSEWHERE IN THE CITY BY FOCUSING PRIMARILY ON AN ENHANCED ARRAY OF TRANSPORTATION OPTIONS,



Photo: Ruehle Design

An effective and efficient transportation system is a key component of a healthy Downtown. A good transportation network, both within Downtown and between it and the rest of the city is also an important tool for economic development. Several major streets, such as Portage Avenue and Main Street, link large sections of the city to Downtown and accommodate many downtown-oriented public transit routes. Cycling lanes are also emerging on select Downtown streets.

The transportation network in the Downtown will include a wide range of mobility options by facilitating all modes of transportation, where feasible. The desire is to support active transportation solutions, to strategically manage vehicle traffic and public parking requirements, to further increase pedestrian traffic in commercial and retail areas and to support the efficient movement of commercial goods and services. To that end, strategies will promote the movement of people and goods in a manner that reduces Green House Gas emissions and promotes sustainability. This transformation will be guided over the coming years by the city's comprehensive **Sustainable Transportation** Direction Strategy and **Downtown Parking Strategy.**

TRANSFORMATIVE AREAS > OURDOWNTOWN > GETTING FROM PLACE TO PLACE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PRIORITIZE PEDESTRIAN-ORIENTED TRANSPORTATION GENERALLY, WITH PARTICULAR ATTENTION TO SPECIFIC DOWNTOWN CORRIDORS.

- (P) (C) Promote walking as a mode of preference within Downtown by focusing investment in pedestrian improvements along routes that:
  - promote direct and efficient connectivity between defined districts, destinations and clusters.
  - readily incorporate design features to enhance comfort, safety and security through environmental design (CPTED) and universal design standards.
  - complement or enhance established pedestrian routes and weather-protected walkway system.
  - contribute to the continuity of pedestrian-oriented, street-level activity.

DIRECTION 2

SUPPORT ACTIVE TRANSPORTATION AND PUBLIC TRANSIT TO AND WITHIN DOWNTOWN.

- (P) (C) Provide dedicated cycling lanes on specific Downtown roadways that are most conducive to safe and efficient usage year round and that can incorporate bicycle security and parking either on a temporary or permanent basis as required.
- (P) (C) Support the viability of rapid transit as a Downtown connector by prioritizing and facilitating the development of safe, comfortable, accessible and vibrant pedestrian-oriented station and stop environments.
- (P) Ensure that the river system continues to be incorporated in connectivity options within, to and from Downtown year round.
- (L) Recognize the role of private operators of sustainable transportation options in providing supplementary Downtown transportation.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

TRANSFORMATIVE AREAS > OURDOWNTOWN > GETTING FROM PLACE TO PLACE DOWNTOWN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

THROUGH THE CITY'S SUSTAINABLE TRANSPORTATION STRATEGY AND THROUGH THE DEVELOPMENT OF A DOWNTOWN PARKING STRATEGY (UNDERWAY), SUPPORT PARKING DOWNTOWN FROM A STRATEGIC ECONOMIC DEVELOPMENT AND TRAFFIC DEMAND MANAGEMENT PERSPECTIVE.

(P) (L) Provide for on-street parking as required in conjunction with existing and planned economic development opportunities Downtown and as recommended in the city's **Sustainable Transportation** Direction Strategy and the creation of a **Downtown Parking Strategy** (Underway).

(P) (I) (C) (L) Support viable alternatives to Downtown surface parking as recommended through the city's **Sustainable Transportation** Direction Strategy and through the development of a **Downtown Parking Strategy** (Underway) in order to:

- reduce the amount of surface parking Downtown.
- accommodate projected Downtown residential, commercial and employment growth.
- work with downtown agencies/stakeholders to create new opportunities for higher-density mixed use development projects.
- increase economic activity in and around strategically located, mixed-use public parking structures.
- provide a continuity of pedestrian-oriented services and amenities at street level.
- integrate with other modes of Downtown transportation to enhance connectivity

(P) (L) Discourage the introduction of any new surface parking or stand alone auto oriented services, such as drive-throughs or gas stations.

(L) Evaluate the effectiveness of strategic actions in influencing modal splits toward more sustainable transportation options by monitoring trends in active/alternative transportation activity Downtown, as recommended in the city's **Sustainable Transportation** Direction Strategy.

(P) (L) Work with partners to incorporate transportation demand management approaches, such as car sharing and bike parking into new developments.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

SUPPORT THE EFFICIENT MOVEMENT OF COMMERCIAL GOODS AND SERVICES TO, FROM AND WITHIN DOWNTOWN.

- (P) (C) (L) Support recommendations identified in the city's **Sustainable Transportation Strategy** regarding the efficient movement of goods and services to, from and within Downtown.

DIRECTION 5

OPTIMIZE THE EFFICIENCY OF EXISTING TRANSPORTATION INFRASTRUCTURE DOWNTOWN.

- (C) (L) Explore and pursue the indroduction of efficiency improvements to existing traffic flow technologies and transporation systems downtown.

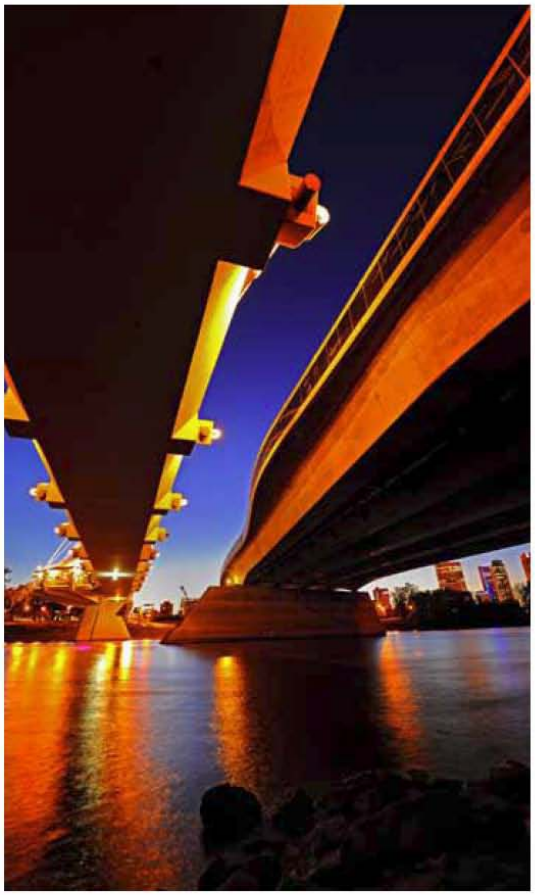


Photo: Dan Harper Photography

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership
- (O) Other

03-2 CENTRES AND CORRIDORS

This section will be supported by the following document:

> **Sustainable Transportation**

And the development of additional implementation documents including:

> **Active Transportation Action Plan**
> **Heritage Conservation Management Plan**
> **Parks, Places and Open Spaces Management Plan**
> **Transit Oriented Development Handbook**

KEY DIRECTION

FOCUS A SIGNIFICANT SHARE OF GROWTH TO CENTRES AND CORRIDORS IN A MANNER THAT:

> PROVIDES COMPACT, MIXED-USE, HIGH-QUALITY URBAN DEVELOPMENT.
> CONCENTRATES PEOPLE AND JOBS IN AREAS WELL-SERVED BY THE PRIMARY TRANSIT SERVICE, LOCATED CLOSE TO TRANSIT STOPS.
> CONCENTRATES URBAN DEVELOPMENT IN A BUILT FORM THAT HELPS TO OPTIMIZE EXISTING INVESTMENT, MUNICIPAL INFRASTRUCTURE, AND FACILITIES.
> ENCOURAGES A BUILT FORM THAT SUPPORTS A PEDESTRIAN-FRIENDLY ENVIRONMENT WHILE INCORPORATING CLIMATE-SENSITIVE SITE AND BUILDING DESIGN.

VISION

CENTRES AND CORRIDORS WILL BE VIBRANT, PEDESTRIAN-FRIENDLY DISTRICTS, WITHIN WALKING DISTANCE OF YOUR HOME. THEY WILL AFFORD YOU THE OPPORTUNITY TO BUY GROCERIES, ENJOY A MEAL, OR DO SOME WINDOW SHOPPING IN YOUR NEIGHBOURHOOD. THEY WILL PROVIDE THE OPTION TO CHOOSE FROM A VARIETY OF DIFFERENT HOUSING TYPES–FROM APARTMENTS, TO SINGLE-FAMILY HOMES, TO TOWNHOUSES–AS YOUR HOUSING NEEDS CHANGE, WITHOUT LEAVING THE NEIGHBOURHOOD WHERE YOU FEEL FAMILIAR AND WHERE YOU HAVE BUILT SOCIAL NETWORKS.

Winnipeg is entering a projected period of significant long-term population growth. Centres and Corridors will serve to accommodate a portion of this growth both by promoting intensification and by providing high-quality urban environments with cohesive community development.

Ultimately, these areas will work together, forming an integrated network of active community areas that are connected through multiple transportation options.

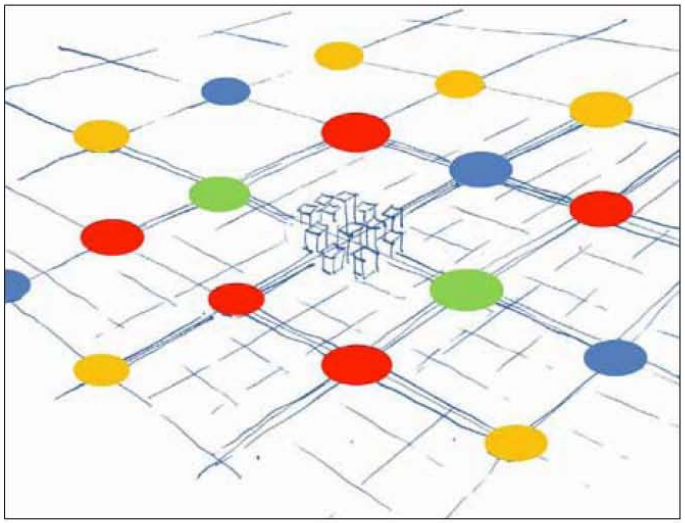
Focusing intensification efforts on these clearly defined areas will help accomplish several objectives:

- Build a critical population mass, creating vibrancy while supporting local amenities
- Link land use with transportation and mobility.
- Accommodate Winnipeg's projected growth in a sustainable way.
- Increase predictability and reduce the impact of new development and increased traffic in Areas of Stability.
- Increase certainty for the development industry.

While Centres & Corridors vary in form and size they share a common set of characteristics, including their connection to the city's street network, opportunities for mixed use, a high level of transit service and ready access to goods and services.

CHARACTERISTICS OF CENTRES AND CORRIDORS

- A meeting place that includes high-quality gathering spaces and activity areas.
- Convenient access to goods and services.
- A high-level of transit access.
- Well-connected to the street network.
- Opportunity areas for a range of uses, such as commercial, employment and higher density residential.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

DEVELOP CENTRES AND CORRIDORS AS FOCAL POINTS, CHARACTERIZED BY A MIX OF USES, HIGHER DENSITY DEVELOPMENTS, OPPORTUNITIES FOR GATHERING AND OTHER SOCIAL INTERACTION AND A HIGH-LEVEL OF ACCESSIBILITY THROUGH MULTIPLE MODES OF TRANSPORTATION.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

(P) (I) Provide a mix of employment, higher-density residential opportunities, retail and service uses that support the needs of and respect the context of adjacent communities.

(P) Support a range of housing opportunities in terms of type, tenure, unit size.

(P) Support active uses (such as retail and services) at street level and office and housing on the upper levels of multi-storey developments.

(P) Encourage urban design and/or form-based strategies that help define the character of Centres and Corridors through clarifying the massing and height of buildings, setbacks, appropriate open space areas and appropriate parking design and locations.

(P) Encourage the tallest buildings and highest densities close to major transit stops and stations.

(P) Encourage the transition of development towards the outer edges of each Centre and Corridor that is sensitive to the scale, massing, height, form and character of the surrounding area.

(P) (C) Encourage the development of recreation and community service facilities in these areas in a way that respects the desired form and character of the centre or corridor.
(See Section 07, "Parks, Places and Open Spaces")

(P) Mitigate the potential impacts of new development on neighbouring streets, parks and properties.

(P) Promote high-quality plazas, parks and streetscapes as focal points and networks that are connected to the greater community.

(P) (C) (L) Focus improvements to the public realm, including pedestrian elements, such as street trees, street furniture, wide sidewalks and bicycle parking and public art.

(P) Support development that is sensitive to conserving historically significant features and resources.

(L) Encourage environmentally friendly design and construction.

- (P) Promote innovative parking strategies and high intensity developments, including locating parking lots to the rear of developments, encouraging the development of underground parking or parking structures and encouraging the preservation and/or planting of trees and other types of vegetation within and around surface parking lots.

- (P) Ensure multi-modal connectivity.
- (C) (See **Sustainable Transportation** Direction Strategy).

- (P) Support development in accordance with Universal Design and Crime Prevention Through Environmental Design (CPTED) policies.



Bike Rack on Broadway designed by Paul Robles
Public Art Commission created in collaboration with the Downtown BIZ
Location: Broadway and area
Media: steel and automotive paint
Photo: William Eakin

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-2a CENTRES

CENTRES AND CORRIDORS

KEY DIRECTION

CENTRES WILL FUNCTION AS KEY STRATEGIC AREAS THAT PROVIDE A MIX OF USES, ALLOWING FOR FURTHER INTENSIFICATION OF THESE USES OVER TIME, WHILE SERVING AS VIBRANT GATHERING SPACES THAT SUPPORT THE DAILY ACTIVITIES OF LOCAL RESIDENTS.

In order to fully realize our goal of Complete Communities, it is necessary to develop and refine Winnipeg's various mixed use Centres. These areas are to be understood as hubs of localized activity offering a variety of housing options, activities, services and employment opportunities. They are pedestrian friendly areas connected by multimodal transportation options.

In order to maintain and build on the strengths of already existing vibrant and unique centres, this will require paying close attention to the mix of uses, together with the form and design of these centres.

Centres are divided into three types, corresponding to their intended scale of development intensity. Ordered from most to least intensely developed, they are:

1. **Regional Mixed Use Centres**
2. **Community Mixed Use Centres**
3. **Neighbourhood Mixed Use Centres**

03-2b CORRIDORS

CENTRES AND CORRIDORS

KEY DIRECTION

BY INTENSIFYING DEVELOPMENT WITH A MIX OF USES, CORRIDORS WILL BECOME DESTINATIONS WHILE CONTINUING TO SERVE AS PRIMARY TRANSPORTATION ROUTES FOR RESIDENTS.

Corridors serve as city routes, connecting neighbourhoods and transporting people, goods and services. Because travel within Winnipeg is almost entirely accommodated along these Corridors, they should be designed to maximize transportation options. While continuing to accommodate automobile traffic, they should enable efficient, effective public transit and safe convenient options for active transportation.

Corridors also serve the additional purpose of accommodating a mix of uses, functioning as vibrant urban places for Winnipeggers to live, work and play. Given their prominence in daily life, Corridors are ideal for transformative change. Through their residential, employment and commercial intensification, people will be able to access a greater number of goods and services with one trip.

By expanding the number and range of amenities and housing options within existing neighbourhoods, intensifying mixed use development along Corridors will help to complete communities.

There are three main types of corridors, corresponding to their intended scale of development intensity. Ordered from most to least intensely developed, they are:

1. **Regional Mixed Use Corridors**
2. **Community Mixed Use Corridors**
3. **Neighbourhood Mixed Use Corridors**

In addition to intended scale of development intensity, corridors differ in their type of connection. Regional mixed use corridors link regional mixed use centres with Downtown, while smaller scale corridors connect communities and neighbourhoods to the rest of the urban fabric.

There is also a special, fourth type of corridor:

4. **Rapid Transit Corridors**

Rapid Transit corridors follow rapid transit lines and are characterized by nodal development at transit stations.

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FOCUS A BROAD MIX OF RESIDENTIAL, EMPLOYMENT AND RETAIL DEVELOPMENT WITHIN STRATEGIC LOCATIONS ALONG CORRIDORS.

Corridors will serve as destinations for both local and regional populations. In order to accomplish this, Corridors will have to provide areas for intensification with a variety of uses. This new development should not be evenly distributed along the corridor. Instead, development should cluster around defined centres, maximizing multi-modal transportation opportunities.

- (P) (L) Promote corridors as a link between neighbourhood, community and regional scale centres.
- (P) Promote the highest levels of intensification at significant intersections. Between each centre, lower intensities of commercial, residential and mixed use development are appropriate.

DIRECTION 2

WHERE APPROPRIATE, DEVELOP CORRIDORS IN ACCORDANCE WITH TRANSIT ORIENTED DEVELOPMENT PRINCIPLES.

While Corridors are located along public transit lines of varying frequency, development along high frequency transit corridors should conform to principles of Transit Oriented Development. This will promote an efficient transit system and well designed, vibrant urban places centred around transit stations.

- (P) Develop a TOD handbook that will guide development, in accordance with Transit Oriented Development (TOD) principles, in locations where corridors have either rapid transit or High Frequency Transit



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A NEIGHBOURHOOD MIXED USE CORRIDOR FOLLOWING COMPLETE COMMUNITY PRINCIPLES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03-2c REGIONAL MIXED USE CENTRES

CENTRES AND CORRIDORS

Regional Mixed Use Centres are intensely developed, city-wide or regional attractions. They are well-served by public transit and can contain mixed use development, including residential and specialized employment, commercial or cultural services.

In **Plan Winnipeg 2020,** most Regional Mixed Use Centres were identified as "Areas of Regional Commercial and Mixed-Use Concentration." Currently, many of these areas contain predominantly single-use development, such as shopping malls or major commercial sites. Although single-uses such as retail and commercial will continue to anchor many of these centres, the opportunity for infill, greyfield development increases the potential to introduce a mix of development types. The transition to completed Regional Mixed Use Areas will not be immediate; some areas may take a generation before they finally evolve into the desired developed form.

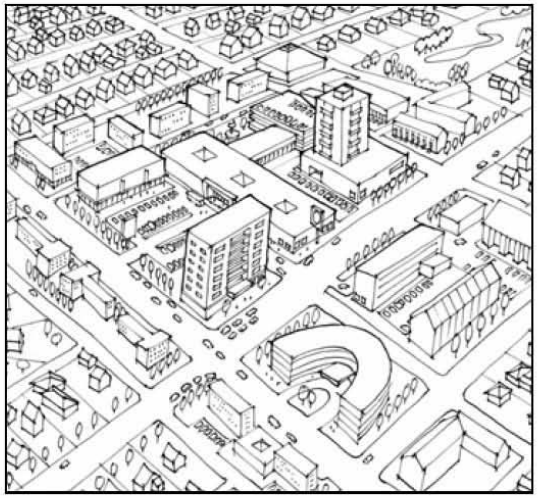
Regional Mixed Use Centres are envisioned as typically having the highest density and building heights and broadest range of land uses outside of Downtown. They are located strategically across the city and most will play an integral role in forming key transit centres (see **Sustainable Transportation** Direction Strategy). To support transit-oriented development, Regional Mixed Use Centres should be developed to incorporate patterns of density gradation, where higher density uses are located in their centre closest to major transit stops. There will then be a transition to lower density uses, moving away from the centre. (See figure 03c on following page)

Regional Mixed Use Centres accommodate both the greatest number of people and the greatest density and mix of uses among the three types of Centres. This makes it especially important that their development creates a high-quality street environment and is attractive to residents and visitors alike.

In order to do this, the City will take a collaborative approach, using a series of tools that can bring clarity in expressing specific visions for each Regional Mixed Use Centre. These tools should enable and encourage a mix of uses, both guiding appropriate built form and public improvements according to each Regional Mixed Use Centre's desired outcome.

CHARACTERISTICS OF REGIONAL MIXED USE CENTRES

- Capable of major transformative change
- Located strategically throughout the city to balance employment and population density
- Able to efficiently support rapid transit and high-frequency transit service through a mix of high density development (residential, commercial and office)
- Well connected by Regional or Community Corridors and located at major intersections
- Have adequate land-base and infrastructure to support expansion, a mix of uses, and change through collaboratively planned intensification
- City-wide or regional destinations



DENSITY GRADATION

from highest-density (retail, offices, apartments, townhouses, lofts) in the town centre where most transit services are located, to lower density (townhouses and single family homes) further away.

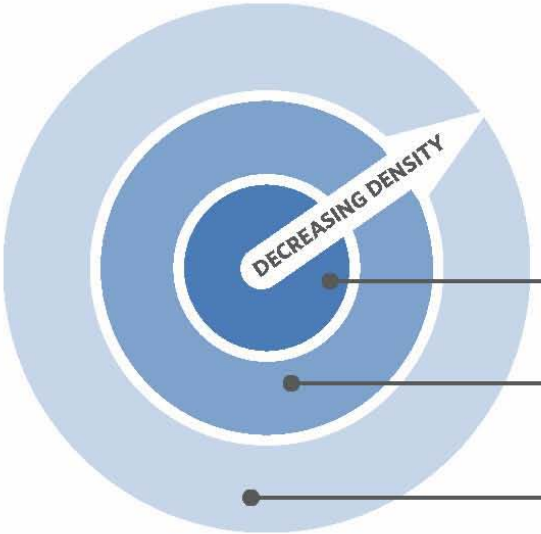


figure 03c

OURWINNIPEG

REGIONAL MIXED USE CENTRES

- **Polo Park Area**
- **McPhillips & Leila Area**
- **Regent and Lagimodiere Area**
- **St. Vital Centre Area**
- **Kenaston and McGillivary Area**
- **Kenaston & Sterling Lyon Area**
- **Portage Avenue West at Racetrack Road** (emerging)

CRITERIA FOR ESTABLISHING A NEW REGIONAL MIXED USE CENTRE

To facilitate orderly planning and confirm marketplace alignment in order to allow for new Regional Mixed Use Centres to be developed, the proponent must provide the following background information in support of their application:

- Demographic and socio-economic analysis of Winnipeg and the area.
- Both social and economic benefit/cost analysis of the development.
- Market analysis.
- Development impact analysis.
- Transportation Impacts.
- Assessment of infrastructure conditions and capacities.
- Fiscal impact analysis.



SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A REGIONAL MIXED USE CENTRE FOLLOWING COMPLETE COMMUNITY PRINCIPLES



1



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3



4

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > REGIONAL MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 1

PROMOTE AND GUIDE THE TRANSFORMATION OF EXISTING REGIONAL MIXED USE CENTRES THROUGH A PROACTIVE AND COLLABORATIVE PROCESS.
(SEE SECTION 15, "IMPLEMENTATION.")

- (P) Support high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops.
- (P) (C) (L) Create strong, multi-modal and transportation linkages from each Regional Mixed Use Centre to Downtown, other Centres, Corridors, Parks and major attractions.
- (P) Promote development within the Polo Park Regional Centre consistent with the Airport Vicinity Protection Area Planned Development Overlay.
- (P) Establish local goals and objectives for each Regional Mixed Use Centre while taking into account its relationship to: **OurWinnipeg**, **Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors and other Centres. This could include minimum and maximum density and employment targets.

DIRECTION 2

ADDRESS THE NEED FOR NEW REGIONAL MIXED USE CENTRES BY SUPPORTING THE DEVELOPMENT OF MIXED-USE, HIGHER DENSITY RESIDENTIAL, TRANSIT-SUPPORTIVE REGIONAL DESTINATIONS.

- (P) The development of new Regional Mixed Use Centres will require a comprehensive and collaborative planning process.
(See section 15, "Implementation.")

REGIONAL MIXED-USE CENTRES

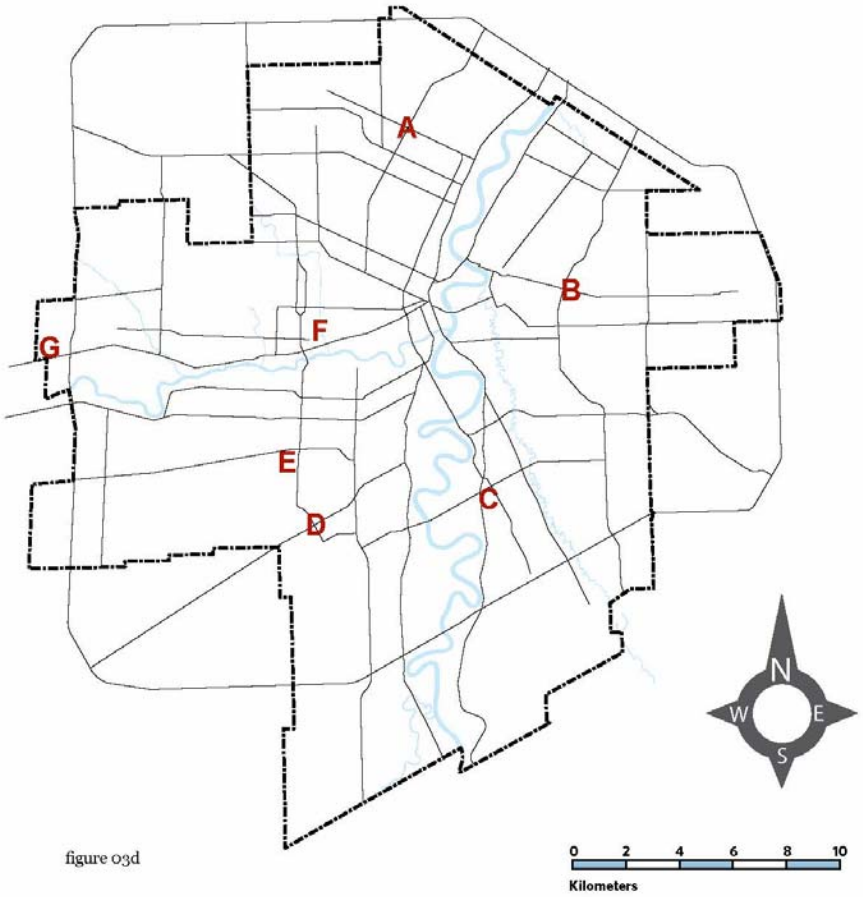


figure 03d

LEGEND

A
McPhillips and Leila Area

B
Regent and Lagimodiere Area

C
St. Vital Centre Area

D
Kenaston and McGillivary Area

E
Kenaston and Sterling Lyon Area

F
Polo Park Area

G
Portage Avenue West at Racetrack Road (emerging)

03–2d REGIONAL MIXED USE CORRIDORS

CENTRES AND CORRIDORS

Regional Mixed Use Corridors are specifically designated, major regional arterial roads intended to serve as a link between Downtown and one or more Regional Mixed Use Centres or major activity areas.

OURWINNIPEG

REGIONAL MIXED USE CORRIDORS

- **Pembina Highway**
- **Portage Avenue**
- **Main Street**
- **Henderson Highway**
- **St. Mary's Road**
- **St. Anne's Road**
- **Nairn/Regent Avenue West**

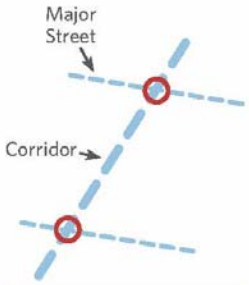
It is anticipated that the level of intensification will not be consistent along the full length of regional mixed use corridors and that higher levels of intensification will take place at intersections with other key streets and transit routes. Transitions between areas of intensification and the surrounding areas need to be carefully addressed, from high-density mixed use development along the corridor to the lower density and less mixed use development within adjacent areas. These areas will likely transform incrementally as a result of the existing urban form, business types and varied ownership patterns.

CHARACTERISTICS OF REGIONAL MIXED USE CORRIDORS

- Moderate to high volume retail and commercial roadways.
- High frequency transit corridors offering high frequency and direct transit service to major Centres.
- Connected to Downtown.
- Contain multi-block sections where development is oriented to the street.
- Significant routes of entry into the city and to downtown (most are currently designated as image routes).
- Located strategically throughout the city, helping to balance jobs and population.
- Built on existing concentrations of jobs and/or population.
- Have sufficient opportunities to support long-term expansion through comprehensively planned intensification.

The form and function of Regional Mixed Use Corridors should be anticipated proactively, in advance of individual applications, in order to fully realize their development potential. To this end, a number of planning tools can be used to help envision their eventual shape, such as corridor studies. (See Section 14, "Implementation")

INTENSIFICATION FOCUSED AT KEY INTERSECTIONS ALONG CORRIDOR



REGIONAL MIXED-USE CORRIDORS



figure 03e

LEGEND

A
Main Street

B
Henderson Hwy

C
Nairn Avenue/Regent Avenue

D
St. Mary's Road

E
St. Anne's Road

F
Pembina Hwy

G
Portage Avenue

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > REGIONAL MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DEVELOPMENT ALONG REGIONAL MIXED USE CORRIDORS THROUGH VARIOUS TOOLS. (SEE SECTION 14, "IMPLEMENTATION").

- (P) Identify and capitalize on development and redevelopment opportunities through corridor level planning, streamlined regulatory processes and other tools.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A REGIONAL MIXED USE CORRIDOR FOLLOWING COMPLETE COMMUNITY PRINCIPLES



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03-2e COMMUNITY MIXED USE CENTRES

CENTRES AND CORRIDORS

Community Mixed Use Centres are characterized as destinations that can serve multiple neighbourhoods and generally contain a significant employment base. They are areas that are already capable of providing high frequency transit or that can be readily adapted to do so through moderate infill and intensification with a mix of uses.

Some Community Mixed Use Centres are currently vacant or underutilized sites. These particular sites will play a key role in accommodating some of the anticipated increase in commercial demand in Winnipeg.

Community Mixed Use Centres will have higher density development and a broad range of land uses, though their density and scale of development will be lower than Regional Mixed Use Centres. But like them, it will be important that development creates a high-quality street environment and is attractive to residents and visitors alike.

SOME EXAMPLES OF OURWINNIPEG COMMUNITY MIXED USE CENTRES

- **Grant Park Mall Area**
- **Unicity**

CHARACTERISTICS OF COMMUNITY MIXED USE CENTRES

- Destinations serving multiple communities.
- Contain areas of commercial development that support the local neighbourhood and the greater community.
- Provide infill development opportunities that can be anchored by existing or new commercial development.
- Have the ability to efficiently support high-frequency transit service through a mix of higher density development (residential, commercial and office).
- Well-connected by corridors and located at major intersections.
- Have land-base and infrastructure sufficient to support expansion, a mix of uses and change through comprehensively planned intensification.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A COMMUNITY MIXED USE CENTRE FOLLOWING COMPLETE COMMUNITY PRINCIPLES



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TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > COMMUNITY MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

IDENTIFY COMMUNITY MIXED USE CENTRES AS HIGHER DENSITY DESTINATIONS SUPPORTED BY MULTI-MODAL TRANSPORTATION OPTIONS.

Encourage moderate to high density housing and higher intensity commercial and mixed use development focused on sustainable transportation.

(P) (C) Create strong multi-modal linkages from each Community Mixed Use Centre to Downtown, other Centres, Corridors, Parks and major attractions.

(P) Establish local goals and objectives for each Community Mixed Use Centre while taking into account its relationship to: **OurWinnipeg**, **Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors and other Centres. This could include minimum and maximum density and employment targets.

DIRECTION 2

PROMOTE AND GUIDE THE DEVELOPMENT OF COMMUNITY MIXED USE CENTRES THROUGH A PROACTIVE AND COLLABORATIVE PLANNING PROCESS.

(P) In order to establish a new Community Mixed Use Centre a proactive and collaborative planning process will be required. (See Section 14, "Implementation")

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-2f COMMUNITY MIXED USE CORRIDORS

CENTRES AND CORRIDORS

Community Mixed Use Corridors act as "main streets" for one or more neighbourhoods, providing a strong social function. They often have strong historical connections to their communities, have assumed significant transportation functions over time, are served by frequent and direct transit and typically support a mix of uses within a pedestrian-friendly environment. Some have become regional attractions because of unique services or character, while others serve a more local population base.

Community Mixed Use Corridors provide opportunities for moderate levels of intensification of both population and employment over time. Intensification efforts could include an increased proportion of clustered, multiple storey buildings with retail and commercial services at grade level.

Community Mixed Use Corridors are also appropriate adjacent to transit routes in New Communities, where they can be used to focus different types and densities of housing and to function as local destination hubs.

SOME EXAMPLES OF OURWINNIPEG COMMUNITY MIXED USE CORRIDORS

- **Corydon Avenue**
- **Selkirk Avenue**
- **Osborne Street**

CHARACTERISTICS OF COMMUNITY MIXED USE CORRIDORS

- Act as a main street to one or more neighbourhoods.
- Within an area that is supported by an intensity of people and jobs to support local retail and commercial services.
- Contain multi-block sections where development is oriented to the street and existing development patterns are conducive to supporting higher density, mixed use pedestrian environments.
- Contain urban design features that make them accessible, safe and attractive for pedestrians and cyclists.
- Contain public and private facilities, amenities and other community services within reasonably close proximity.
- Well served by frequent transit service and direct routes to nearby Regional Mixed Use Centres.
- Existing public infrastructure has the capacity or potential to accommodate growth.

TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > COMMUNITY MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 1

PROMOTE THE ENHANCEMENT OF EXISTING AND THE ESTABLISHMENT OF NEW COMMUNITY MIXED USE CORRIDORS.

Community Mixed Use Corridors provide the opportunity to complete communities; areas of mixed use will largely be concentrated here. In order to accommodate the city's anticipated increases in residential, commercial and employment densities, Community Mixed Use Corridors will experience a fairly significant amount of change: existing corridors will be enhanced and new corridors will be built in New Communities as community hubs.

(P) (I) Promote the enhancement of existing Community Mixed Use Corridors through moderate intensification.

(P) Promote the establishment of Community Mixed Use Corridors in New Communities.

(P) (I) (C) (L) Identify Community Mixed Use Corridors that require significant reinvestment and develop tools and incentives to promote reinvestment in them.

DIRECTION 2

PROMOTE SMALL-SCALE, FINE-GRAINED DEVELOPMENT THAT IS RESPONSIVE TO THE SURROUNDING COMMUNITY CONTEXT.

Because Community Mixed Use Corridors evolved mainly to serve local needs, development tends to be small-scale and fine-grained. This is conducive to creating vibrant, pedestrian-friendly environments and should be promoted. By preserving existing structures that support this vision, development can both maintain existing character while providing affordable commercial spaces for small businesses.

(P) (I) Promote the conservation of traditional commercial storefronts where practical.

(P) Consider the use of tools such as Planned Development Overlay Districts (PDO's) to promote contextually appropriate development.

03-2g NEIGHBOURHOOD MIXED USE CENTRES

CENTRES AND CORRIDORS

Winnipeg is a community of communities. Before the City of Winnipeg amalgamation in 1972, Winnipeg was a series of separate municipalities, each with its own distinct character and many with their own mixed-use, walkable business districts which served as the cores of these communities. Today, we have the opportunity to build upon these areas, which include:

- **Regent Avenue East** (Downtown Transcona)
- **Provencher Boulevard** (Old St. Boniface)
- **Pembina Highway** (Old St. Norbert)
- **St. Mary's Road** (Old St. Vital)

Many of these districts continue to be vibrant focal points for their neighbourhood. Changing market-trends and incompatible and auto-oriented development have eroded the pedestrian character of others, causing them to lose their vibrancy over time.

Neighbourhood mixed use centres are one of the key building blocks with which Winnipeg can achieve greater sustainability. They are appropriate for accommodating residential intensification over time, scaling uses and development appropriate to the local community context, character and need. They are suitable locations for developing community facilities, offices and retail together with higher density housing forms that may not be currently available in the neighbourhood. Concentrating on minor to moderate intensification in these centres helps support higher-frequency transit and completes Winnipeg's community of communities.

CHARACTERISTICS OF NEIGHBOURHOOD MIXED USE CENTRES

- Have a historic, pedestrian-oriented commercial function.
- Have a higher intensity and mix of development than that characterized by the rest of the neighbourhood.
- Are well connected by corridors and located at major local intersections.
- Have the ability to efficiently support mid to high frequency transit service through a mix of mid to high density development (residential, commercial and office).
- Have adequate land-base and infrastructure to support intensification, a mix of uses, and change.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > NEIGHBOURHOOD MIXED USE CENTRES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

RECOGNIZE AND ESTABLISH NEIGHBOURHOOD CENTRES IN AREAS THAT ARE WELL CONNECTED BY CORRIDORS, AND PRESENT THE BEST OPPORTUNITIES FOR MID TO HIGH FREQUENCY TRANSIT.
(SEE SUSTAINABLE TRANSPORTATION DIRECTION STRATEGY)

- (P) Work with local neighbourhood stakeholders to determine local goals, objectives and boundaries for each Neighbourhood Mixed Use Centre and to determine the most appropriate planning tools suited to meeting local goals and objectives.

DIRECTION 2

PROMOTE NEIGHBOURHOOD MIXED USE CENTRES AS ATTRACTIVE, PEDESTRIAN-FRIENDLY PLACES.

- (P) Encourage moderate intensification through the development of a mix of uses and a broad range of ground-oriented and mid density housing.

- (P) (I) (C) (L) Reinvest in Neighbourhood Mixed Use Centres, managing and devoting care and attention to their urban form and streetscapes, including local heritage.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-2h NEIGHBOURHOOD MIXED USE CORRIDORS

CENTRES AND CORRIDORS

Neighbourhood Mixed Use Corridors are local collector streets that accommodate retail and mixed use forms in small clusters with low to medium density housing located between the clusters. In contrast to Community Mixed Use Corridors, these Corridors tend to be located within the neighbourhood level and allow for specific neighbourhood focal points serving the local population.

SOME EXAMPLES OF OURWINNIPEG NEIGHBOURHOOD MIXED USE CORRIDORS

- Academy Road
- Westminster Avenue
- Watt Street
- McGregor Street
- Elizabeth Road

CHARACTERISTICS OF NEIGHBOURHOOD MIXED USE CORRIDORS

- Oriented internally to the neighbourhood.
- Generally minor arterials or local collectors, linking neighbourhood focal points to larger Corridors and destinations outside of (or adjacent to) the immediate neighbourhood.
- Primarily residential with intermittent commercial uses clustered at intersections
- Commercial uses are generally small-scale retail sales and services, serving the immediate neighbourhood.
- Provide feeder route access to the broader primary transit network.



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > NEIGHBOURHOOD MIXED USE CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE ORDERLY, MINOR INTENSIFICATION OF NEIGHBOURHOOD MIXED USE CORRIDORS THAT IS IN CHARACTER WITH THE SURROUNDING NEIGHBOURHOOD.

Most Neighbourhood Mixed Use Corridors exist primarily as low-to-medium density residential strips with intermittent clusters of commercial development. Minor intensification of commercial or medium density residential development along Neighbourhood Mixed Use Corridors should occur within or adjacent to these clusters.

(P) Promote the location of new development within existing clusters of commercial or multiple family developments.

(P) Support the minor intensification of Neighbourhood Mixed Use Corridors keeping in character with the surrounding neighbourhood.



Photo: Campbell and Chipman Photography

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

03-2i RAPID TRANSIT CORRIDORS

CENTRES AND CORRIDORS

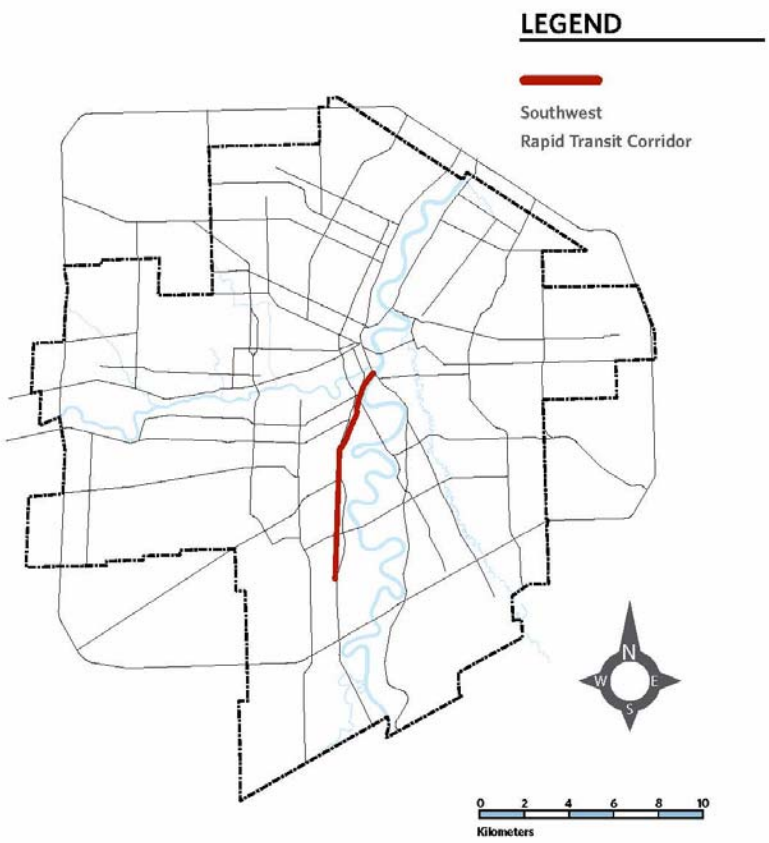
Rapid Transit Corridors are rights of way designed specifically and exclusively for use by rapid transit. They provide fast, efficient links between centres of development where transit can travel at a higher rate and make fewer stops than on mixed modal roadways.

Experience from other cities has shown that the expansion of rapid transit in Winnipeg will change land use and intensification around transit stations along the Corridor. These stations will be the primary focus for development along the Rapid Transit Corridors and will provide strategic opportunities for growth, intensification, and redevelopment in accordance with Transit Oriented Development (TOD) principles.

CHARACTERISTICS OF RAPID TRANSIT CORRIDORS AND TRANSIT ORIENTED DEVELOPMENT

- Nodal rather than linear development.
- Medium to high density development that is greater than the community average.
- A mix of uses.
- Compact, high quality pedestrian-oriented environment.
- An active, defined centre.
- Innovative parking strategies
- Rapid Transit Stations.

SOUTHWEST RAPID TRANSIT CORRIDOR



TRANSFORMATIVE AREAS > CENTRES AND CORRIDORS > RAPID TRANSIT CORRIDORS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 1

PROMOTE TRANSIT ORIENTED DEVELOPMENT (TOD) TO ACCOMMODATE GROWTH AND CHANGE AT CENTRES ALONG RAPID TRANSIT CORRIDORS THROUGH INTEGRATED LAND USE, TRANSPORTATION AND INFRASTRUCTURE PLANNING.

Successful infill development at centres along rapid transit corridors is dependent on integrated land use, transportation and infrastructure planning. Economically sustainable and viable rapid transit is dependent on sufficient ridership, which in turn is determined almost exclusively from the land use characteristics of the areas they connect. Conversely, the dense, mixed-use, pedestrian-oriented urban form that characterizes TOD can not occur without the presence of transit and connections with other transportation modes and networks. TOD cannot occur without the proper infrastructure and servicing in place to enable higher density development. Capitalizing on strategic opportunities for infill development and redevelopment along rapid transit corridors requires an integrated and proactive approach.

(P) (C) (L) As directed through the **Sustainable Transportation** Direction Strategy, support an integrated land use and transportation planning process along Rapid Transit Corridors.

(P) (C) Identify and capitalize on development and redevelopment opportunities through corridor level planning & analysis.

DIRECTION 2

PROMOTE TRANSIT-SUPPORTIVE LAND USE AND URBAN FORM AT CENTRES ALONG RAPID TRANSIT CORRIDORS.

The type and quality of transit service that can be supported in a community is largely determined by the surrounding land use and urban form.

Transit supportive land uses and urban form is required for infill development to support transit ridership. Ultimately, new development adjacent to rapid transit requires creating or reinforcing a high quality urban design within a transit supportive, pedestrian-oriented urban form.

(P) Promote transit supportive development, land use and urban form consistent with TOD principles at centres along Rapid Transit Corridors by creating a Winnipeg TOD Handbook.

(P) Promote minimum density standards for development at centres along Rapid Transit Corridors.

(P) (C) Promote high quality pedestrian-oriented environments, particularly in public spaces, such as sidewalks and transit stations.

DIRECTION 3

PROMOTE TRANSIT ORIENTED DEVELOPMENT AT CENTRES ALONG RAPID TRANSIT CORRIDORS THROUGH INCENTIVES AND INNOVATIVE APPROACHES WHERE REQUIRED.

Successful implementation of TOD involves both taking advantage of supportive real estate market trends and promoting the market in new directions. Winnipeg should utilize a variety of tools and approaches to support TOD. A combination of these approaches may promote a series of desirable outcomes, such as higher density, more amenities, better use of parking, calming of streets, improvements to the public realm and greater affordability than would be financially feasible otherwise in a traditional market driven project.

- (P) (I) (L) Implement Innovative Parking Strategies and Approaches.
- (P) Incorporate environmentally friendly, green design and construction principles to help meet the City's sustainability objectives.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership
- (O) Other

03-3 MAJOR REDEVELOPMENT SITES

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Ecologically Significant Natural Lands Policy**
- **Heritage Conservation Management Plan**
- **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods**
- **Local Area Planning Handbook**
- **Parks, Places and Open Spaces Management Plan**
- **Transit Oriented Development Handbook**

KEY DIRECTION

MAJOR REDEVELOPMENT SITES WILL PROVIDE TRANSFORMATIVE OPPORTUNITIES FOR THE DEVELOPMENT OF COMPLETE COMMUNITIES WITH SIGNIFICANT RESIDENTIAL AND EMPLOYMENT DENSITIES AND ATTRACTIVE URBAN DESIGN, CAPITALIZING ON VACANT OR UNDERUTILIZED SITES WITHIN THE EXISTING URBAN FABRIC.

Areas that once thrived under particular land uses in the past may not be needed for those purposes today. Some of these underused sites have significant strategic value, since they can capitalize on existing infrastructure through intensification.

These Major Redevelopment Sites are either located within or adjacent to existing communities, and this proximity makes them highly valuable. While in many cases, there are challenges to their redevelopment, such as the potential requirement for infrastructure upgrades, fractured land ownership and possible contamination, Major Redevelopment Sites present large-scale opportunities to enhance Winnipeg's urban fabric by repurposing obsolete land uses as new developments.

OURWINNIPEG

MAJOR REDEVELOPMENT SITES

- **South Point Douglas**
- **Fort Rouge Yards**
- **Parker Lands**
- **Sugar Beet Lands**
- **Old Southwood Golf Course**
- **Kapyong Barracks**
- **Public Markets**
- **Ravelston and Plessis**
- **Palliser**
- **Tuxedo/Lafarge**

Major Redevelopment Sites are advantageous, because they can draw on existing and nearby infrastructure. They can utilize existing roads, underground pipes and sewers. They can connect with nearby schools, community centres, libraries and other city amenities. They are prime locations for intensification, given their proximity to public transit and their ability to plug into the existing street network. In some cases, their redevelopment can have the added benefit of cleaning up derelict parcels of land, contributing to both the cleanliness and safety of adjacent neighbourhoods. They also provide a significant boost to the city's tax base by optimizing parcels of land that currently under-perform.

Given their location within existing communities, specifically their ability to capitalize on existing infrastructure and services, the City must maximize the

MAJOR REDEVELOPMENT SITES

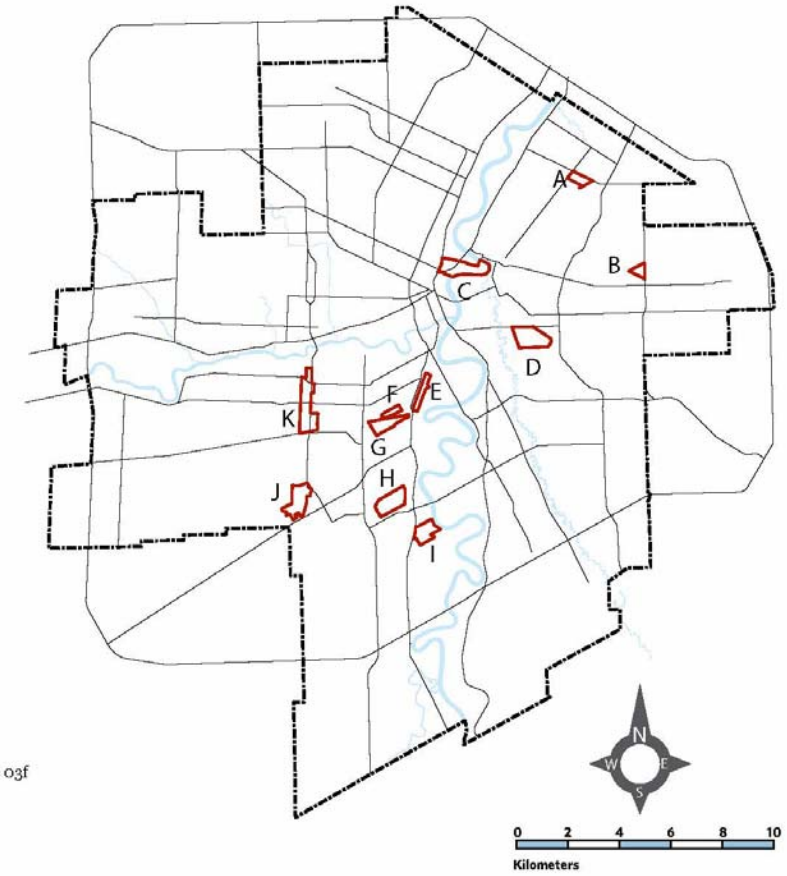


figure 03f

LEGEND

A
Palliser

B
Ravelston and Plessis

C
South Point Douglas

D
Public Markets

E
Fort Rouge Yards

F
Taylor Lands

G
Parker Lands

H
Sugar Beet Lands

I
Old Southwood Golf Course

J
Tuxedo/Lafarge Lands

K
Kapyong Barracks

potential of Major Redevelopment Sites. Densities must be high enough to justify investment in infrastructure upgrades, potential remediation initiatives and to establish a critical mass that can support neighbourhood retail and vibrant, people-oriented places. These densities must be designed in a way that creates attractive communities where modes of active transportation and public transit are competitive with the private automobile.

CHARACTERISTICS OF MAJOR REDEVELOPMENT SITES

- Large, functionally obsolete or under-utilized lands, such as former industrial areas.
- Located within the existing urban framework, often along rail lines, major corridors or rapid transit corridors and adjacent to existing communities.
- Often serviced by some level of existing infrastructure.
- Present opportunities for transformative and strategic mixed use infill and intensification.
- May present challenges to redevelopment, such as inadequate infrastructure capacity and contamination.

Given their importance, it is imperative that the City maximize the potential of Major Redevelopment Sites. Their redevelopment will promote complete communities with significant residential densities in a walkable, well-designed environment, embodying the principles of sustainability and, when adjacent to high frequency transit, Transit Oriented Development.

Redevelopment of Major Redevelopment Sites cannot be guided by one single approach. Each is unique, differing in the character of adjacent areas, existing physical and social contexts and market opportunities for redevelopment. The City will collaborate with all stakeholders through a front-end approach to planning developments. Redevelopment should be guided by a set of proactive planning tools
(See Section 14, "Implementation").

Many of the Major Redevelopment Sites identified in the urban structure are adjacent to high order public transit:

- The Southwest Rapid Transit Corridor
  (Fort Rouge Rail Yards, Parker Lands, Sugar Beet Lands, Southwood Golf Course)
- The proposed Eastern Rapid Transit Corridor
  (South Point Douglas)
- A priority transit route (Kapyong Barracks).
  (See **Sustainable Transportation** Direction Strategy)

In order to maximize the development potential of both the Major Redevelopment Sites and the viability of the transit system, these lands should be developed in accordance with the principles of Transit Oriented Development.

Redevelopment should focus around one or more Neighbourhood Centres, including Parks, Places and Open Spaces. These nodes, in turn, should be situated immediately adjacent to, or directly integrated with, public transit stations. A high quality public realm takes on added importance in a higher density residential development, given a reduction in private open space, such as backyards.

Major redevelopment sites should provide Winnipeggers with the opportunity to live in unique, vibrant and transit-conducive communities, providing a variety of housing typologies to help ensure accessibility.

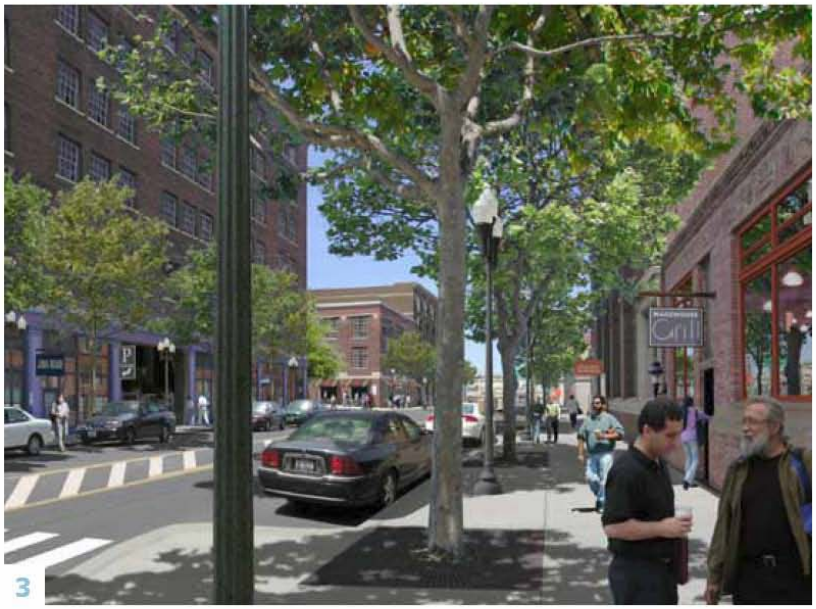
Despite their location within existing urban communities, the development of Major Redevelopment Sites may be hampered to varying extents by a number of impediments that reduce or preclude economic viability. This can include inadequate infrastructure capacity, issues of land assembly and contamination. Given its interest in the redevelopment of these sites, the City will work to help reduce these barriers.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A MAJOR REDEVELOPMENT SITE FOLLOWING COMPLETE COMMUNITY PRINCIPLES


1


2


3

TRANSFORMATIVE AREAS > MAJOR REDEVELOPMENT SITES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROMOTE DEVELOPMENT OF MAJOR REDEVELOPMENT SITES WITH PROACTIVE AND COLLABORATIVE PLANNING PROCESS.

- (P) Support rapid transit and high-frequency transit service by encouraging higher density residential and higher intensity commercial and mixed uses within the centre of the development. These will be focused on major transit stops.

- (P) (C) (L) Create strong, multi-modal and active transportation linkages from each Major Redevelopment Site to the Downtown, other Major Redevelopment Sites, Centres, Corridors, Parks, major attractions. and emplyoment areas.

- (P) Work with landowners and other stakeholders to establish local goals and objectives for each Major Redevelopment Site while taking into account its relationship to: **OurWinnipeg**, **Sustainable Transportation** Direction Strategy, Downtown, Redevelopment Areas, Corridors, and other Centres. This could include minimum and maximum density and employment targets.

DIRECTION 2

CAPITALIZE ON THE PROXIMITY OF MAJOR REDEVELOPMENT SITES TO RAPID TRANSIT AND HIGH FREQUENCY TRANSIT

- (P) Promote development in accordance with Transit Oriented Development principles.

DIRECTION 3

FACILITATE REDEVELOPMENT THROUGH INCENTIVES, PARTNERSHIPS AND THE REMOVAL OF BARRIERS.

- (C) Facilitate the redevelopment of major redevelopment sites by prioritizing infrastructure renewal.

- (P) (I) (L) Working with other levels of government, investigate strategies to promote the redevelopment of brownfields.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

MAJOR REDEVELOPMENT SITES WILL PROVIDE FOR COMPLETE COMMUNITIES WITH SIGNIFICANT LEVELS OF MIXED USE, HIGH DENSITY DEVELOPMENT, WITH STRONG URBAN DESIGN AND ATTRACTIVE PARKS, PLACES AND OPEN SPACES.

- (P) Provide a mix of employment, high-density housing, retail and service uses within Major Redevelopment Sites in a way that compliments the needs of adjacent communities.
- (P) Support active uses (such as retail and services) on the ground floor and offices and housing on the upper floors of multi-storey developments.
- (P) Promote the use of minimum density standards for new development.
- (P) Promote high-quality plazas, parks and streetscapes as focal points and networks that are connected to the greater community.
- (P) (C) (L) Incorporate pedestrian elements like street trees, street furniture, wide sidewalks, bicycle parking and public art in new development.
- (P) Encourage the transition of development towards the outer edges of major redevelopment sites that is sensitive to the scale, massing, height, form and character of the surrounding area.
- (P) Mitigate any negative impacts new development may have on neighbouring streets, parks and properties.
- (P) Development should be sensitive to conserving historically significant features and resources.
- (P) Support a range of different types, tenures and unit sizes in housing opportunities.
- (P) Promote development in accordance with Universal Design and Crime Prevention Through Environmental Design (CPTED) policies.
- (L) Encourage green design and construction by incorporating environmentally friendly design and construction principles.
- (P) (C) Encourage the development of recreation and community service facilities in these areas in a manner that respects the desired form and character of Major Redevelopment Sites.

03-4 NEW COMMUNITIES

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Ecologically Significant Natural Lands Policy**
- **Heritage Conservation Management Plan**
- **Local Area Planning Handbook**
- **Parks, Places and Open Spaces Management Plan**
- **Transit Oriented Development Handbook**

KEY DIRECTION

NEW COMMUNITIES WILL CONTINUE TO PLAY AN IMPORTANT ROLE IN ACCOMMODATING THE CITY'S PROJECTED POPULATION GROWTH. THESE NEW COMMUNITIES WILL BE PLANNED AS COMPLETE FROM THE OUTSET AND WILL CONTINUE TO ACHIEVE A HIGH STANDARD OF SUSTAINABILITY IN PLANNING, DESIGN, CONSTRUCTION AND MANAGEMENT.

New Communities are large undeveloped land areas identified for future urban development and are not currently served by a full range of municipal services. Many were previously designated as Rural Policy Areas in **Plan Winnipeg 2020**. Planning for New Communities will ensure orderly, market aligned development that should provide opportunities for a mix of uses, a range of housing types, parks, places and open spaces, employment options and transit access within walking distance of diverse residential neighbourhoods. New Communities should be developed with a supporting street network that connects residents, jobs and commercial services through direct and efficient active transportation, transit and automobile routes. They should integrate protected natural areas with open space and sustainable infrastructure systems.

VISION

NEW COMMUNITIES ARE INCLUSIVE NEIGHBOURHOODS WITH A VARIETY OF HOUSING TYPES WITHIN WALKING DISTANCE OF MIXED USE DISTRICTS THAT OFFER OPPORTUNITIES FOR SHOPPING, EMPLOYMENT AND ENTERTAINMENT. THESE NEIGHBOURHOODS ARE A PART OF A LARGER COMMUNITY WITH INTERCONNECTED OPEN SPACES, WALKING AND CYCLING PATHS, COMMUNITY FACILITIES, EMPLOYMENT OPPORTUNITIES AND MULTI MODAL TRANSPORTATION CONNECTIONS TO THE REST OF THE CITY.

Over the life of **OurWinnipeg**, development of New Communities will continue to accommodate many Winnipeggers. By 2031, the City of Winnipeg is expected to grow by more than 180,000 people (Conference Board of Canada, 2007 Population Forecast). Background work related to residential lands and employment lands indicates that Winnipeg will need to bring on more land to accommodate this forecasted growth. Given the potential impact that this growth will have for the future of the city, it is critical that New Communities are planned to be complete, providing long term sustainability.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF A NEW COMMUNITY FOLLOWING COMPLETE COMMUNITY PRINCIPLES



1



2

The areas, as shown in figure 3g, have been identified for New Communities because they are serviceable, of sufficient size, are contiguous with existing developed areas, are accessible, and meet requirements of area supply and demand. The limited amount of land available for New Communities emphasizes the need for including higher density development to accommodate projected growth. The areas designated as New Communities will be reviewed periodically so that new technology or changes in serviceability, supply/demand, or accessibility can be considered.

To ensure that planning for New Communities is comprehensive, complete, and aligns with citywide goals and objectives, New Communities have also been divided into planning precincts, as identified on figure 03g. Planning efforts are required to cover an entire precinct, ensuring new infrastructure and community services optimize existing facilities and connections while identifying any necessary upgrades from the outset. This approach will support a more efficient planning process for all parties.

It is important to note that three of the New Communities identified in figure 03g will not be residential neighbourhoods. Their planning and development will follow Direction 1 of this section, in addition to the sections identified below:

- Precincts E and R – see Section 06, Commercial section
- Precinct A – see Section 05, Employment section

Lands designated as New Communities will conform with the policies that apply to the Rural and Agricultural designated lands until an appropriate planning process is complete and approved by City Council and/or a designated committee of Council.

NEW COMMUNITIES

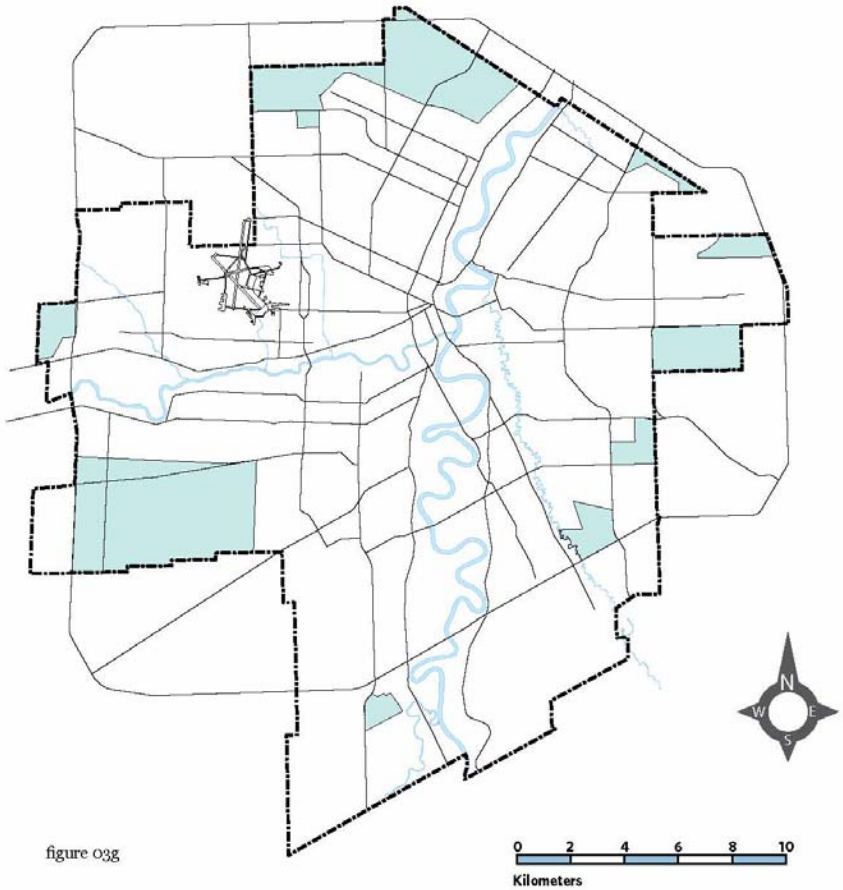


figure 03g

TRANSFORMATIVE AREAS > NEW COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

NEW COMMUNITIES WILL BE DEVELOPED IN A SUSTAINABLE MANNER.

New Communities should contribute to the City's balance of residential, commercial, industrial, natural and recreational land uses to ensure economic, social and environmental sustainability.

- (P) Only approve new development when a full range of municipal services, as defined in **OurWinnipeg**, can be provided in an environmentally-sound, economical and timely manner.
- (P) Only approve new development when there is a reasonable relationship between the supply of land and the projected demand.
- (P) Support new development that is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 2

NEW COMMUNITIES WILL BE ESTABLISHED THROUGH A PLANNING PROCESS.

The development of New Communities will be supported by a planning process and organized within planning precincts. All New Communities will require some degree of planning, with the scope determined by several factors, including land use, area size, infrastructure constraints and surrounding context. In many cases, given the complexity of issues present in greenfield areas, a statutory plan may be the most appropriate planning tool. However, the final scope of planning will be determined on a case by case basis, generally including at the minimum:

- Definition of the study area.
- Public engagement to identify local character and community needs.
- Assessment of parks, community facilities and service capacities.
- Assessment of infrastructure conditions and capacities.
- Vision and sustainability principles.
- Locations for intensification, transition and conservation.
- Land use diversity and development densities.
- Multi-modal transportation infrastructure, locations and connectivity.
- Development phasing, staging and public investment.
- Cultural Heritage, including buildings, sites, archaeological, or other issues or features, as applicable.
- Implementation.
- Other policies or context-specific guidelines as deemed appropriate.
- A cost/benefit analysis

PRECINCTS

PRECINCT BOUNDARIES

The boundaries of the precincts are generally based on centre lines of streets, public lanes, footpaths, public walks, rivers, public right of ways, lot or holding lines, railway or public utility right of way, but should not be interpreted to precisely follow them. They do, however, follow City of Winnipeg municipal boundaries. When a natural boundary or servicing limit supports the change, planning may deviate from the precinct boundaries with the approval of the Director of Planning, Property, and Development Department.

- (P) (L) Require planning to guide development of New Communities in collaboration with local residents and stakeholders (see Section 14, "Implementation").

- (P) (L) Demonstrate a commitment to the integration of City, School and other community resources by seeking opportunities for collaboration and partnership.

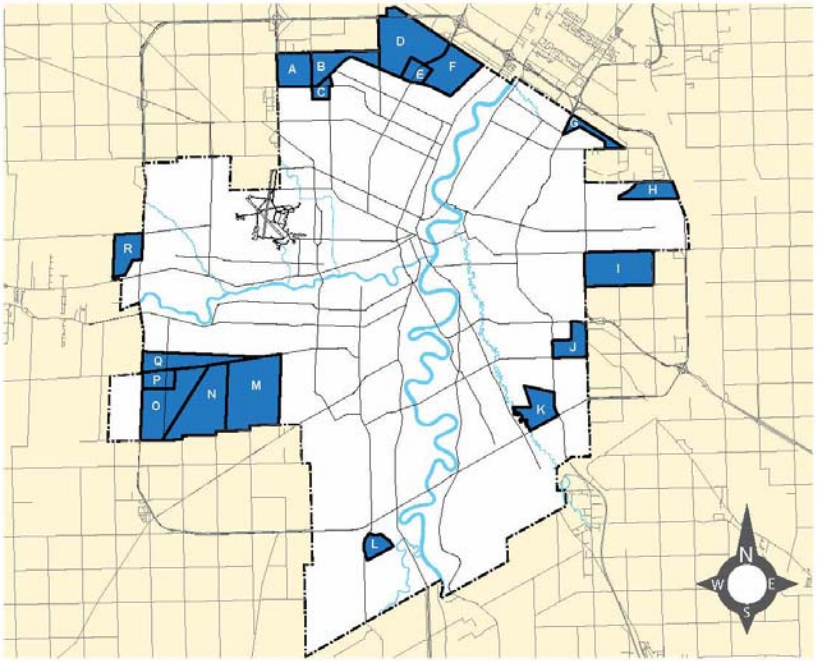


figure 03h

LEGEND

Precincts

0 2 4 6 8 10
Kilometers

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

TRANSFORMATIVE AREAS > NEW COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

NEW COMMUNITIES WILL INCREASE OPPORTUNITIES TO LIVE, WORK, LEARN AND PLAY IN THE SAME NEIGHBOURHOOD.

- (P) Encourage higher residential density in areas adjacent to commercial and employment lands, especially where the area is served by transit, services and other community amenities. These locations should be identified through the planning process.
- (P) Encourage New Communities to include a mixture of residential, commercial, employment and institutional uses that are supported by multiple transportation options for residents.
- (P) Encourage greater choices in housing type, density, style and tenure.
- (P) (C) (L) Provide parks at the neighbourhood and community level that address both active and passive requirements for recreation, sport and leisure and that promote connectivity and walkability between park sites and neighbourhood features.

DIRECTION 4

NEW COMMUNITIES WILL BE DEVELOPED WITH COMPLETE STREETS (SEE SUSTAINABLE TRANSPORTATION), ENABLING SAFE AND CONVENIENT SPACES FOR PEDESTRIANS, BICYCLISTS, PUBLIC TRANSIT RIDERSHIP AND MOTORISTS TO PROMOTE PHYSICAL ACTIVITY, HEALTH AND ACTIVE TRANSPORTATION.

- (P) (C) Promote the design of all streets to maximize connectivity, visual appeal, amenity space and safety where practical and cost effective.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 5

ENCOURAGE GREEN DEVELOPMENT AND CONSERVE NATURAL AREAS (SEE ECOLOGICALLY SIGNIFICANT NATURAL LANDS POLICY STRATEGY) TO DEVELOP NEW COMMUNITIES IN A SUSTAINABLE MANNER.

- (P) Balance the provision (scale, distribution and design) of parks and open space with density, demographics and distance.
- (P) Park sites will be selected in ways that maximize the conservation, protection and integration of existing natural features.
- (P) Parks will be integrated purposively into the overall community design.
- (P) (C) (L) Promote and expand biodiversity and 'green' principles consistent with the local natural ecosystem to all Parks, Places and Open Spaces, beyond the expected environments of the urban forest and designated 'natural areas'.
- (P) (I) (L) Support green design principles and construction methods for new buildings and neighbourhoods where practical and cost effective.

DIRECTION 6

REFLECT LOCAL HERITAGE IN THE DEVELOPMENT OF NEW COMMUNITIES.

- (P) Identify and conserve heritage resources, encouraging awareness, understanding, and appreciation of them.
- (P) Man made or natural features with particular cultural or historic significance should be identified, conserved, and incorporated into New Communities.
- (P) Street names and parks should reflect and contribute to the heritage of New Communities.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

04 AREAS OF STABILITY

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Ecologically Significant Natural Lands Policy**
- **Heritage Conservation Management Plan**
- **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods**
- **Local Area Planning Handbook**
- **Parks, Places and Open Spaces Management Plan**
- **Transit Oriented Development Handbook**

KEY DIRECTION

ENHANCE THE QUALITY, DIVERSITY, COMPLETENESS AND SUSTAINABILITY OF STABLE NEIGHBOURHOODS AND EXPAND HOUSING OPTIONS FOR WINNIPEG'S CHANGING POPULATION.

Areas of Stability are primarily understood as the residential areas where the majority of Winnipeggers currently live. Unlike Transformative Areas that will experience significant change over the coming years, Areas of Stability will accommodate low to moderate density infill development to support more efficient use of land, infrastructure and services as well as enhance housing choice and affordability. Infill in areas of stability will be supported with the intent of creating more complete communities.

When new development occurs in Areas of Stability, it should be contextually suitable and enhance and celebrate what makes them unique. To that point, intensification should be accommodated within existing communities in a sensitive manner which recognizes the existing form and the character of its location.

Areas of Stability can be grouped into two types of communities based on their characteristics:

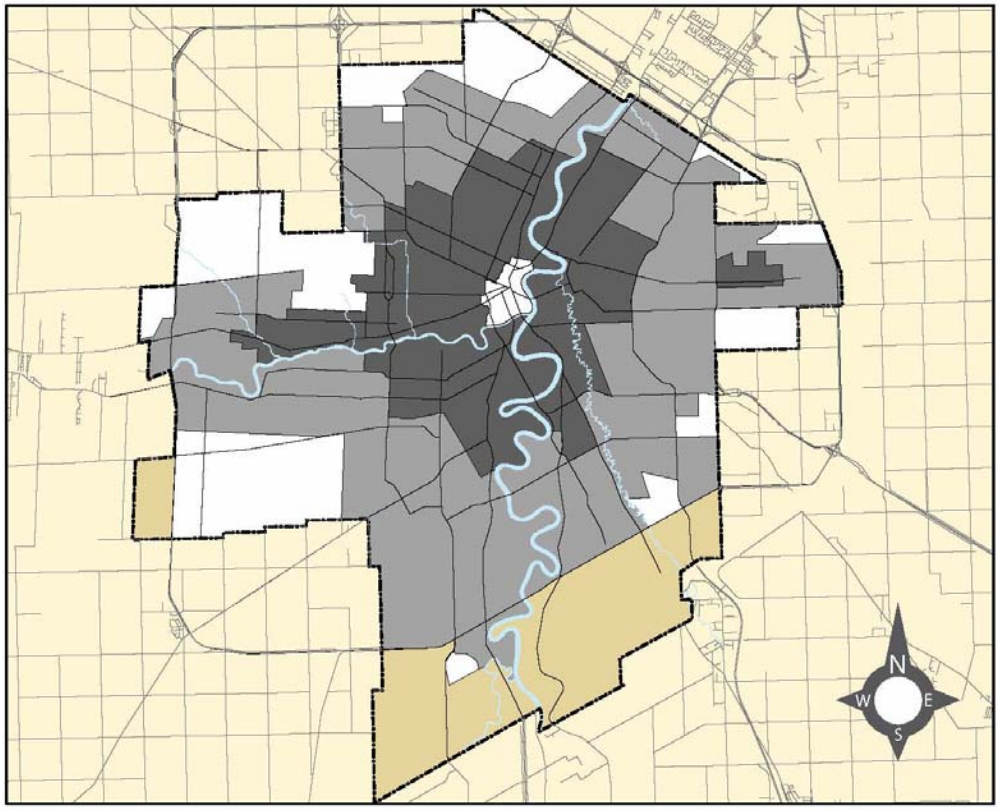
- Mature Communities
- Recent Communities

Each community type will have inherently different opportunities for redevelopment, partly based upon its characteristics and the stage of its life cycle.(see figure 04a)



figure 04a

AREAS OF STABILITY



LEGEND

- Mature Communities
- Recent Communities
- Rural and Agricultural

Figure 04b

0 2 4 6 8 10
Kilometers

AREAS OF STABILITY

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

SUPPORT THE COMPLETION OF AREAS OF STABILITY

- (P) Support low to moderate change in low-density neighbourhoods through development and redevelopment that is complementary to the existing scale, character and built form.
- (P) Provide clarity and promote compatibility between existing developments and new developments through design and development standards, such as the creation of **Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods.**
- (P) Promote the form of buildings and spaces that are sensitive to the community context and address the transition between new and existing developments.
- (P) (C) Promote a quality public realm with a high level of accessibility to community services and amenities and opportunities for gathering and social interaction.
- (P) Encourage intensification to occur at centres and along corridors.
- (P) (C) Focus housing growth to areas that have municipal service capacity to support intensification, in addition to commercial and recreational amenities.
- (P) (L) Support Complete Communities by ensuring diverse and high quality housing stock.
- (P) (L) In order to meet the full life-cycle of housing needs within the community, promote a mix of housing type and tenure, such as duplexes, low rise apartments, secondary suites, semi-detached homes, townhouses.
- (P) (I) Support a mix of commercial services and employment uses that serve the local community.
- (P) Support the subdivision of a parcel of land into two or more lots when it is done in a context sensitive manner.
- (P) Review existing policies and by-laws for residential infill development with an aim to streamline the approval process for development that is consistent with Complete Communities objectives.
- (P) (C) Review by-laws and policies to reduce barriers to the provision of accessory dwelling units such as secondary suites, and carriage houses.
- (P) Provide opportunities to increase multi-modal connectivity when redevelopment occurs.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

- (P) Where intensification/densification of housing occurs, ensure that the types of open space - passive, active, and plazas - respond to community needs.
- (P) Develop a **Parks, Places, and Open Spaces Management Plan** that addresses open space requirements and guidelines for Areas of Stability.
- (P) Ensure that existing public open spaces meet the neighbourhood's current and future requirements.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

04-1 MATURE COMMUNITIES

Mature communities consist of Winnipeg's earliest neighbourhoods and first suburbs which were mostly developed prior to the 1950s. Key features of these areas are a grid road network with back lanes and sidewalks, older housing stock in the form of low to moderate densities and a finer mix of land uses along many of the commercial streets. Generally, these communities have a full range of municipal services, but may require enhancements.

Mature communities represent some of the most "complete" existing communities in Winnipeg. They present some of the best opportunities to accommodate infill development, to increase housing choice and to maximize the use of existing infrastructure. In many cases, these neighbourhoods are already well serviced by public transit and infrastructure.

While most of the building blocks for Complete Communities are already in place, there is room for any community to improve upon these characteristics. Looking towards the future, particular challenges will be strengthening public transit and active transportation, conserving the ageing building stock and increasing housing choice while maintaining existing neighbourhood character.

CHARACTERISTICS OF MATURE COMMUNITIES

- Grid pattern of roads.
- Primarily north-south, east-west orientation of streets with back lanes.
- Largely built out prior to the 1950s.
- A variety of housing types.

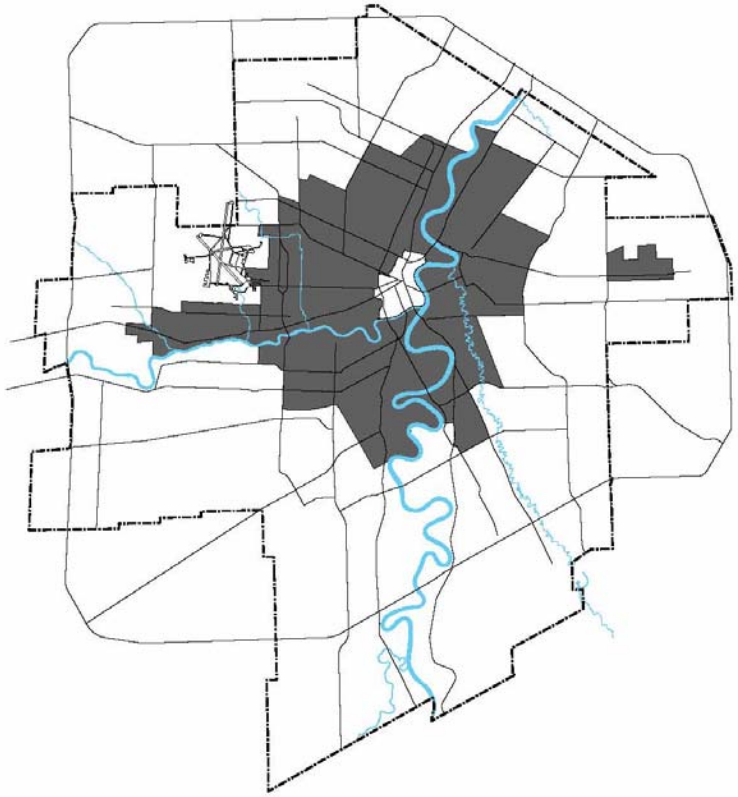
Employment opportunities, services, amenities and community facilities, such as grocery stores, banks, restaurants, community centres, schools and day care centres, that are a reasonable walk or a short transit trip from dwellings.

Efficient and effective public transit service and opportunities for active transportation, without precluding private motor-vehicles.

SOME EXAMPLES OF OURWINNIPEG MATURE COMMUNITIES

- **William Whyte**
- **Kern Park**
- **River Heights**
- **Wolseley**
- **Kildonan Drive**
- **Norwood East**

MATURE COMMUNITIES



LEGEND

Mature Communities





Figure 04c

04-1a REINVESTMENT AREAS

Some of Winnipeg's mature neighbourhoods show signs of decline. A subset of Mature Communities, Reinvestment Areas normally have a desirable character but would benefit from reinvestment through infill and redevelopment, and/or major projects in small areas. Infill development often has a rejuvenating effect on these neighbourhoods and can encourage additional investment.

CHARACTERISTICS OF REINVESTMENT AREAS

- Deteriorating building stock.
- Inappropriate mix of land uses.
- Inadequate buffering between uses.
- Lack of services such as grocery stores, banks and parks.
- Lack of quality housing.

OurWinnipeg does not identify specific neighbourhoods as reinvestment areas. This is because neighbourhoods are not static and their characteristics may change dramatically over the life of the plan. In the future, indicators will be developed which will provide criteria for identifying reinvestment areas.



AREAS OF STABILITY > MATURE COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

ENCOURAGE CONSERVATION AND UPGRADING OF EXISTING HOUSING IN MATURE AREAS AND EXPAND HOUSING OPPORTUNITIES THROUGH INFILL DEVELOPMENT. (SEE OURWINNIPEG, SECTION 01-5, "HOUSING")

- (P) (I) Support the rehabilitation of existing housing stock where required.
- (C) Upgrade and maintain infrastructure in aging residential areas to encourage maintenance of housing.
- (P) Support a mix of uses within buildings located on commercial streets.
- (P) (L) Facilitate land assembly for infill developments.
- (P) (L) Build upon the local heritage of mature neighbourhoods, including the sustainable reuse of existing building stock and other historic elements.





IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

04-2 RECENT COMMUNITIES

Recent Communities are areas that were planned after 1950. They are primarily residential areas and contain a mix of low and medium density housing with nearby retail amenities. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable, residential communities with limited redevelopment potential over the next 30 years. Populations are declining from their peak and housing stock is generally in good condition.

CHARACTERISTICS OF RECENT COMMUNITIES

- Dispersed, low to medium-density development patterns.
- Curvilinear local road pattern with many cul-de-sacs.
- Typically planned after 1950.

Recent communities can also accommodate some infill development to increase housing choice, increase options for 'aging in place', and to maximize the use of existing infrastructure.

In many cases, public transit service can be enhanced to better connect adjacent neighbourhoods. Additionally, there is an opportunity to create better pedestrian connections across arterial roads between neighbourhoods. Creating better connection through and between these neighbourhoods will help to make these neighbourhoods more complete over time.

SOME EXAMPLES OF OURWINNIPEG RECENT COMMUNITIES

- **Crestview**
- **Windsor Park**
- **Lindenwoods**
- **Valley Gardens**
- **Rivergrove**
- **Island Lakes**
- **Amber Trails**

RECENT COMMUNITIES

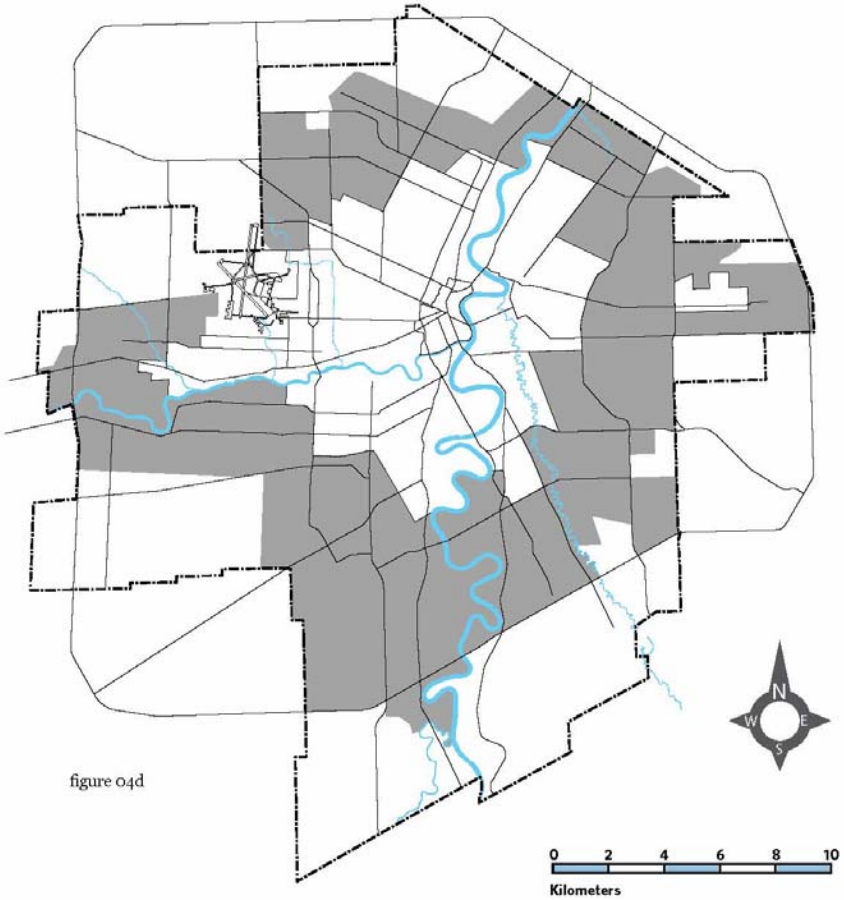


figure 04d

LEGEND

Recent Communities

04-2a EMERGING COMMUNITIES

Emerging communities—a subset of Recent Communities—are primarily residential areas that have been very recently planned and are still under development. Typically, they are characterized as relatively low-density residential neighbourhoods containing single-family housing, smaller pockets of multi-family and locally oriented retail. The road network is curvilinear, including major collectors that circulate through a community with local cul-de-sacs and bays feeding off of them. Some deviations from this pattern, where, for example, back lanes are provided, occur in some areas, such as Bridgewater Forest (Waverley West). Transit service in most areas is provided from the major collector streets. Generally, in the residential areas, land drainage is accommodated through storm water retention ponds, and more recently through innovative land drainage systems, such as managed wet lands.



CHARACTERISTICS OF EMERGING COMMUNITIES

- Curvilinear local road pattern with cul-de-sacs
- They are planned and are still under development
- Primarily low density residential with some multi-family and retail

It is noted that development of theses areas typically reflects the principles of Complete Communities, such as a focus on compact development, a mix of uses, a diversity of housing types, the promotion of public transit, the encouragement of active transportation and community connectivity. As such, their future build-out is expected to be in conformance with the components of **Complete Communities**. There may be opportunities to modify future development in these areas where it is identified that the goals and objectives of Complete Communities can be maximized.

AREAS OF STABILITY > RECENT COMMUNITIES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

WITHIN RECENT COMMUNITIES, INTENSE AND DIVERSE DEVELOPMENT WILL BE ENCOURAGED IN CENTRES AND CORRIDORS.

- (P) (L) Improve the sustainability of recent residential neighbourhoods by promoting better walking, cycling and transit access to retail, employment and community facilities.

DIRECTION 2

SUPPORT OPPORTUNITIES TO ENHANCE COMPLETE COMMUNITY OBJECTIVES IN EMERGING COMMUNITIES.

- (P) Support amendments to adopted plans in these areas which further the goals and objectives of Complete Communities.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

05 EMPLOYMENT LANDS

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Local Area Planning Handbook**
- **Transit Oriented Development Handbook**

KEY DIRECTION

EMPLOYMENT LANDS WILL PROVIDE A WIDE RANGE OF MARKET OPPORTUNITIES BY ACCOMMODATING NEW INVESTMENT AND ECONOMIC DEVELOPMENT WHILE CONTRIBUTING AN ABUNDANCE OF NEW JOBS FOR OUR CITIZENS.

VISION

THE CITY IS EMBARKING ON A NEW ERA FOR EMPLOYMENT LANDS; TRANSFORMING THE TRADITIONAL IMAGERY OF SEGREGATED INDUSTRIAL USES INTO AESTHETICALLY PLEASING, SUSTAINABLE, MIXED-USE DEVELOPMENTS. THIS NEW APPROACH EMPHASIZES THE COMPATIBILITY OF WELL-PLANNED FORM OVER THE STRICT SEPARATION OF USES.

Employment Lands are the economic engine of the City. They include a broad range of clustered industrial and business land uses that can be grouped into three main types:

1. **Business Park**
2. **Institutional Campus**
3. **Manufacturing (General & Heavy)**

BUSINESS PARK

The Business Park represents a more recent trend in employment lands development. Typically developed with an overall Master Plan focusing on site development, design, landscaping and employee amenities, these clusters have flexibility built into their form and function. This allows them to be adapted quickly and easily as the market place changes.

INSTITUTIONAL CAMPUS

These lands typically include hospitals, biomedical research facilities and/or university and college institutions. These corporate campuses are subject to a high level of design, emphasizing image and multi-modal circulation. In some cases, they may include enhanced security measures.

MANUFACTURING

General Manufacturing areas consist of existing, typically planned industrial areas that contain a mix of light industrial uses at varying intensities. These districts often include warehousing and distribution components, together with outdoor storage areas. In 2001, this sector captured 13.3% of total employment for the Winnipeg CMA.

Heavy Manufacturing areas often provide a wide range of substantial industrial uses like major utilities, waste and salvage, freight terminals and processing. Many of these uses require a large capital investment and often include significant construction. These include offices, warehouses and frequent heavy truck traffic for supplies and shipments. In some cases, the potential effects of sound, noise and odour need to be substantially mitigated to reduce any impact on neighbouring properties.

LOCATION

Winnipeg's Employment Lands are generally focused in the northwest, east and southwest sectors of the city. Historically, these industrial clusters were intentionally located in multiple city quadrants to strategically distribute them throughout the city.

NORTHWEST

The northwest quadrant holds our largest inventory of employment lands, typically characterized as a General Manufacturing cluster, including the approximately 1,600 unserviced acres known as the Airport West lands.

EAST

The employment lands located in the east of the city, around the St. Boniface area, exhibit a wide range of industrial typologies from Heavy Manufacturing uses such as food processing and asphalt production to the high quality Business Park operating on the north side of Dugald Road.

SOUTHWEST

The employment lands in southwest Winnipeg have seen significant transformation over the past few years. Initially this area adjacent to Kenaston Boulevard was predominantly heavy manufacturing. Over the recent years, however, large portions have transitioned into light industrial uses such as Business Parks. Additionally, several re-designations have occurred to allow the further introduction and expansion of residential and large scale commercial retail uses.

SEE THE POSSIBILITIES

POSSIBLE TRANSFORMATION OF EMPLOYMENT LANDS FOLLOWING COMPLETE COMMUNITY PRINCIPLES



1



2

THE NEW APPROACH TO EMPLOYMENT LANDS

Former city development plan policies on industrial lands were protectionist in their approach to Employment Lands. These policies were meant to keep uses separate with limited mixed-use development opportunities. Because of significant advances in technology, the majority of industrial uses today are much cleaner, quieter and greener than they were in the past, reducing the potential impacts. In terms of design and layout, **Plan Winnipeg 2020** did include policy that encouraged high-quality urban design, public spaces and environmental protection within new industrial developments. **OurWinnipeg** continues and furthers that approach in the following areas:

- Facilitates a broader range of uses within Employment Lands, providing flexibility, adaptability and responsiveness to the market place.
- Considers demonstration projects that test the addition of limited residential to existing Business Parks.
- Assumes a greater lead in delivering new employment land base by creating 'development ready' sites through pre-zoning and pre-servicing initiatives in certain situations.
- Investigates and enables a broad spectrum of tools and initiatives to facilitate ongoing employment lands investment, development and sustainability.

NEW JOBS

70,000 jobs on new employment lands will have to be accommodated within our urban region over the next 25 years.

Based on a net employment density of 16 persons per net acre (including a 10% built in market contingency factor), it is expected that 'the City of Winnipeg will require 3,450 net acres of employment land between 2006 and 2031 to accommodate expected economic development.'

FUTURE EMPLOYMENT LAND SUPPLY

The City's existing supply of vacant, serviced employment land totals approximately 1,210 net acres, leaving it with a potential deficit of 2,240 net acres. But when the approximately 3,090 gross acres of our existing unserviced, industrially designated Greenfield sites (and large Brownfield redevelopment sites) are taken into account, The City may only need to accommodate up to 400 gross acres of additional employment land.

The City's ability to cover most of our requirements for future employment land supply allows us to divest some of our existing obsolete, non-strategically located industrially designated lands, transitioning these areas out of industrial uses and opening up more mixed-use development opportunities as dictated by market context. These areas are as follows:

Fort Garry Cluster #1

- Parker Lands

Tuxedo Cluster #2

- Fort Whyte Alive nature centre lands [Major Open Space]
- Fort Whyte Baptist Church lands

CPR Mainline Cluster #5
- Southern portion Lord Selkirk Neighbourhood
- South Point Douglas

Inkster-West Kildonan Cluster #7
- Northeast corner Templeton-Sinclair Neighbourhood
- West Kildonan Industrial Policy Area

East Kildonan-Transcona Cluster #8
- Chalmers
- Regent
- Griffin

St. Boniface Cluster #9
- The Mint
- Mission Gardens

Some of the new Employment Land will be accommodated within areas identified as New Communities. Any new Employment Lands identified as New Communities, (figure 05b), must follow Direction 1 of Section 04-4, New Communities, which outlines the required planning process. The planning process for all new Employment Lands must also follow all of the applicable Employment Lands directions and strategies contained herein.

	BUSINESS PARK	INSTITUTIONAL CAMPUS	MANUFACTURING GENERAL	MANUFACTURING HEAVY
TYPICAL USES	LIGHT INDUSTRIAL OFFICE LIMITED RETAIL LIMITED PERSONAL SERVICE LIMITED MANU-FACTURE WAREHOUSE PLANNED RESIDENTIAL	LIGHT INDUSTRIAL OFFICE SUPPORTIVE RETAIL SUPPORTIVE PERSONAL SERVICE PLANNED RESIDENTIAL EDUCATIONAL RESEARCH	LIGHT TO GENERAL INDUSTRIAL MANU-FACTURING OFFICE ASSOCIATED & SUPPORTIVE RETAIL SUPPORTIVE PERSONAL SERVICE WAREHOUSE LIMITED OUTDOOR STORAGE	GENERAL TO HEAVY INDUSTRIAL MANU-FACTURING SUPPORTIVE OFFICE WAREHOUSE OUTDOOR STORAGE
MIXED USES	SUBSTANTIAL 	MODERATE 	LIMITED 	RESTRICTED 

figure 05a

EMPLOYMENT LANDS > ALL EMPLOYMENT LANDS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

FACILITATE THE TIMELY DELIVERY OF NEW EMPLOYMENT LANDS TO THE MARKET.

- (I) (L) Consider options to encourage development of under-utilized parcels and obsolete sites.
- (C) (L) Work with stakeholders to investigate strategic investment in roads and infrastructure improvements that will benefit existing and planned employment areas directly.

DIRECTION 2

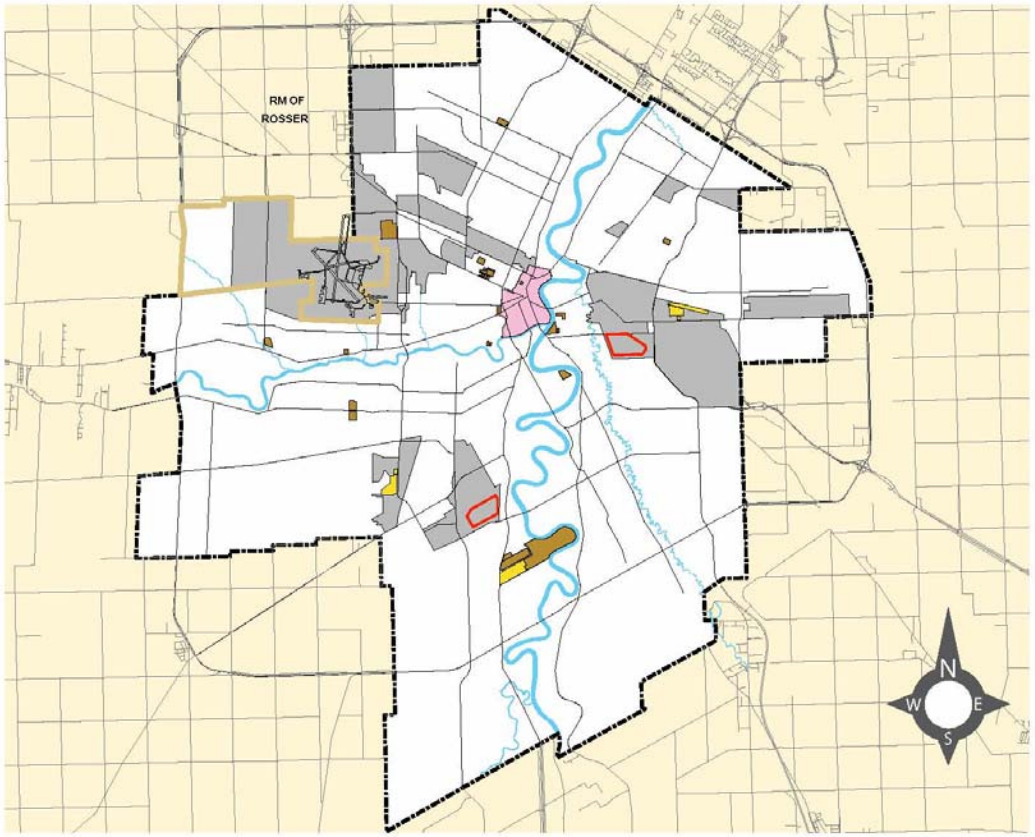
ACCOMMODATE NEW EMPLOYMENT LAND DEVELOPMENT

- (P) In order to allow for new Employment Lands to be developed, the following background information must be provided by the proponent:
  - Demographic and socio-economic analysis of Winnipeg and the area
  - Both social and economic benefit/cost analysis of the development
  - Market analysis
  - Development impact analysis
  - Transportation Impacts
  - Fiscal impact analysis
- (P) Approve the creation of new Employment Land where there is a reasonable relationship between the supply of land and the projected demand and when a full range of municipal infrastructure can be provided in an environmentally-sound, economical and timely manner.
- (P) Locate employment lands within a reasonable distance to housing, retail, commercial and recreational amenities to meet the needs of the employment lands workforce.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

EMPLOYMENT LANDS



LEGEND

- Downtown
- Institutional Campus
- Business Park
- General Manufacturing
- Airport Area
- Major Redevelopment Sites

figure 05b

EMPLOYMENT LANDS > ALL EMPLOYMENT LANDS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

MAXIMIZE THE ECONOMIC DEVELOPMENT POTENTIAL OF EXISTING AND FUTURE EMPLOYMENT LANDS.

(P) (I) Consider the quality of lands required to support employment growth and encourage a suitable range and mix of features and uses that will best match the emerging needs of Winnipeg's current and future employers.

(P) Ensure existing industrial operations in the vicinity are protected when evaluating new residential development proposals.

(I) Allow for the development and retention of a broad range of employment lands and a variety of employment parcel sizes.

(P) (I) Encourage uses that support the industrial function of the employment cluster while catering to the day-to-day needs of area businesses and employees.

(P) (L) Adapt to changing conditions in market trends by allowing for the transition, as warranted, to more suitable uses pending the submission of a comprehensive report by the proponent detailing:

- The development's economic impact on existing employment land and adjacent employment land users.
- Reasons why the proposed land use needs to be located in an employment land area.
- The impact on future economic growth caused by removing them from the employment land inventory.
- An engineering study setting out servicing infrastructure requirements and the impacts of the proposed development.
- A transportation study demonstrating that there is enough viable transportation options to accommodate adjusted traffic levels without undue effects on existing employment land users.

(P) (I) (L) Encourage the reuse of obsolete employment areas where the long-term viability of such areas cannot be supported, provided that potentially contaminated sites have been evaluated and met remediation standards established by the Canadian Council of Ministries of the Environment and the **Manitoba Contaminated Sites Remediation Act**.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

ENSURE THAT EMPLOYMENT AREAS ARE WELL-PLANNED, SUSTAINABLE OVER THE LONG TERM AND FIT THE COMMUNITY CONTEXT.

- (P) Plans for the development of new employment areas will be established through a comprehensive planning process.
- (P) Public transit should service any employment lands that attract large numbers of employees.
- (P) Street networks should be designed to facilitate transit service and to provide sufficient coverage to support access needs for area businesses and employees.
- (P) Streets that provide direct connections to primary transit services should provide facilities and amenities for pedestrians, cyclists, and transit or provide offstreet alternatives.
- (P) Employment areas should have convenient connections and be accessible.
- (P) Transit stops should be connected to major businesses in the surrounding employment area by sidewalks.
- (P) Development or redevelopment of employment sites should provide for good walking environments within the site and adjacent to public sidewalks and transit stops.
- (P) Establish open space standards for new employment lands that encourage environmental preservation, high-quality urban design and public spaces.
- (P) Sufficient public open space should be provided to allow for recreational opportunities within employment areas for its employees.
- (P) Provide street trees, landscaping, fencing, and architectural elements for sites that are highly visible to the public from perimeter roads in cases where employment lands interface with other types of land uses, including public rights of way.
- (P) Regional or city-wide recreation and sports facilities may be provided in employment areas to meet the extensive land needs of city-wide recreation and sports programs. These facilities shall not negatively impact the existing function and character of the employment area. The recreational uses are encouraged to be located in close proximity to transit routes, cycling paths, and pedestrian walkways.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

EMPLOYMENT LANDS > MANUFACTURING SPECIFIC

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROVIDE ONGOING STEWARDSHIP OF MANUFACTURING AREAS.

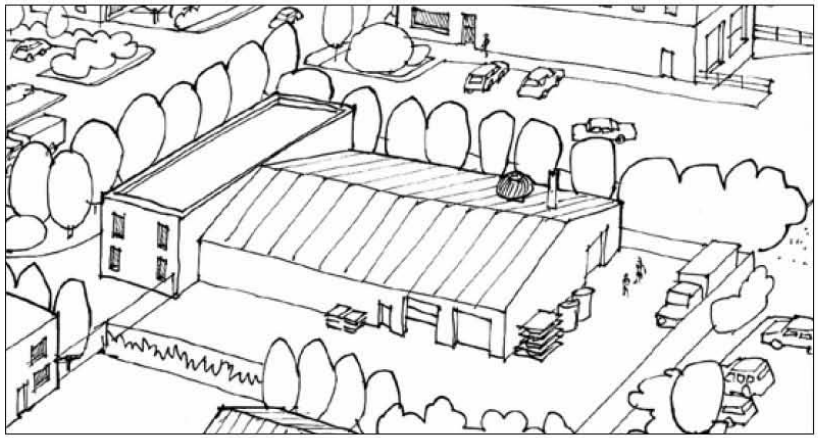
(P) (L) Employment activities will develop and operate in a fashion that is compatible with other land uses, especially residential.

(P) (L) Ensure the provision of natural buffers to provide visual screening and separation of conflicting land uses where necessary.

(P) (L) Support the introduction of commercial/retail and personal service development that is subordinate to, and supportive of the primary employment uses in business/institutional employment areas.

(P) (L) Where directed and when warrented, require the abatement of pollution and facilitate the relocation of premises.

(P) (L) New employment lands should be located to provide sufficient separation from adjacent non-employment uses and include special development conditions that reduce the potential for conflict.



Example of buffering of a manufacturing use

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

EMPLOYMENT LANDS > BUSINESS PARK AND INSTITUTIONAL CAMPUS SPECIFIC

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

INTRODUCE NEW ENABLING POLICIES TO SUPPORT INCREASED MIXED-USE OPPORTUNITIES.

- (P) (L) Support a mix of land uses within major institutions such as universities, colleges, hospitals, and bio-medical research facilities, which compliment their operations.
- (P) (L) Support current employment land development trends towards smaller, leased premises, combining an office component with warehouse, repair or assembly space in a flexible building format.
- (P) (L) Support, through planning, the introduction of commercial/retail, residential, and personal service development that is subordinate and supportive of the primary employment uses in Business Park and Institutional Employment areas.
- (P) (L) Support priority phasing of development recognizing the importance of commercial mixed-use within employment areas through increased employment generation and reduce initial servicing costs.

DIRECTION 2

ENCOURAGE THE ESTABLISHMENT OF MORE EMPLOYMENT LANDS CLOSE TO AND/OR WITHIN RESIDENTIAL AREAS.

- (P) (L) Encourage the inclusion of employment lands within centres and corridors where contextually appropriate.
- (P) (L) Consider employment uses in the planning and development of New Communities and Redevelopment Sites, especially along rapid transit corridors.
- (P) (L) Encourage the establishment, retention and expansion of businesses and institutions, including more opportunities for employment lands in closer proximity to residential areas.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

06 COMMERCIAL AREAS

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Active Transportation Action Plan**
- **Heritage Conservation Management Plan**
- **Local Area Planning Handbook**
- **Transit Oriented Development Handbook**

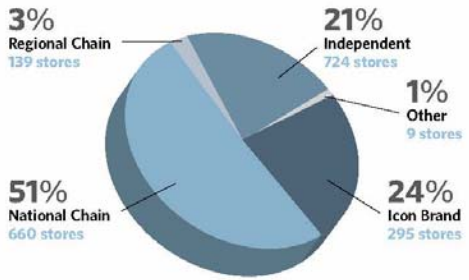
Commercial development, made up of retail and service uses, serves numerous purposes. It provides local and regional goods and services, provides employment for many Winnipeggers and contributes to the health, diversity and vitality of the local economy. It also plays a key role in both shaping the form of the city and defining public spaces. These combined factors suggest that commercial development is integral to the creation of complete communities. For that reason, there is significant public interest in optimizing the location and urban design of commercial development.

Encapsulated within commercial areas is a wide range of activities covering everything from corner stores at one end to large format shopping malls at the other. With that said, a majority of commercial space is currently accommodated in malls and power centres.

Winnipeg's commercial space requirements are expected to grow considerably in the coming years – from some 18 million sq. ft. in 2007 to over 26 million sq. ft. in 2026 - growth of some 425,000 sq. ft. each year. Providing direction for commercial lands requires an approach which aims to balance two key goals: ensuring that the forecasted commercial growth can be accommodated within the city and ensuring that future commercial developments are better aligned with the overall vision of Complete Communities, including mixed use, walkability, accommodating public transit and active transportation and emphasizing high quality urban design.

To that point, while there will likely be continued demand for large format retail development, a significant share of new commercial growth will be accommodated in existing retail developments through intensification and redevelopment, in developments focused on mixed-use and in retail developments that service the local neighbourhood. This balanced approach to future commercial growth will play a critical role in accommodating growth and change in a constrained land supply environment. This approach is necessary, given the robust levels of growth anticipated over the next two decades. Accordingly, Winnipeg will need to maximize its land supply for all land uses— residential, employment and commercial. The form that these developments take will be influenced in a large part by the characteristics of the area of the urban structure in which they are located.

DISTRIBUTION OF RETAIL SPACE BY STORE BRANDS, WINNIPEG 2008



Source: Altus Group Economic Consulting based on data from Altus InSite

figure 06a

COMMERCIAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

MAINTAIN AN ADEQUATE SUPPLY OF COMMERCIAL LANDS AT ALL SCALES.

- (P) (C) (L) Ensure that a sufficient supply of developable commercial land emerges at an appropriate pace and that the supply remains well distributed both in terms of geography and scale to ensure a competitive market

DIRECTION 2

MANAGE COMMERCIAL GROWTH IN A SUSTAINABLE, ORDERLY FASHION.

- (P) (C) (L) Encourage the redevelopment, infill and expansion of existing commercial areas as the preferred method of accommodating new commercial development.
- (P) (L) Use a variety of implementation tools to align new commercial development with directions and enabling strategies in Transformative Areas and Areas of Stability. (see Section 14, "Implementation")
- (P) (L) Support a variety of commercial centres and corridors of different sizes that vary in types of uses and intensity. (See figure 06a)
- (P) (L) Approve new locations for commercial development where significant residential areas are not well served with commercial space, where existing commercial areas cannot accommodate expansion, where the long-term negative impacts on existing regional and commercial centres will be minimal, where additions to the regional street system can be demonstrated to have long-term benefits and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

COMMERCIAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 3

ENSURE COMMUNITIES HAVE A RANGE OF COMMERCIAL SERVICES TO MEET THEIR LOCAL NEEDS IN ORDER TO COMPLETE THE COMMUNITIES AND TO MINIMIZE THE NEED FOR TRAVEL.

- (L) Support and strengthen planning in the Business Improvement Zones (BIZs) in their efforts at enhancing the appearance and vitality of "neighbourhood main streets" and other regional streets.
- (L) Recognize and support the role that commercial businesses play in local employment.
- (P) (C) (L) Support the maintenance and development of neighbourhood mixed use corridors that provide a wide range of local commercial services that serve the daily needs of residents, enhance the character of the neighbourhood, and provide opportunities for the future expansion of commercial uses consistent with the general character of the adjacent neighbourhood (see Section 03-2b, "Corridors").
- (P) (L) Support the maintenance and development of community mixed use centres that provide convenient local shopping opportunities and services, while minimizing the need for travel beyond the community (see Section 03-2a, "Centres").
- (P) (I) (L) Encourage the introduction of residential uses and community facilities in the redevelopment of older shopping centres to achieve a mix of uses (see Section 03-2a, "Centres").
- (P) (L) Encourage large-scale commercial centres and commercial strips to develop into vibrant, mixed use, transit supportive and walkable urban areas (see Section 03-2a, "Centres").
- (P) (L) Identify opportunities to improve the pedestrian orientation of commercial strips (see Section 03-2b, "Corridors").
- (P) (L) Promote opportunities for housing in all proposed development and redevelopment projects.
- (P) Integrate a mix of commercial services and amenities in the planning of new communities.
- (P) (L) Support development of commercial areas in a manner that increases the use of public transit.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

ENCOURAGE THE CREATION OF VIBRANT AND HIGH QUALITY COMMERCIAL DEVELOPMENTS.

- (P) (L) Promote principles of high quality design in commercial areas, such as building design, layout and materials, the adequacy of landscaping, parking, access, pedestrian and vehicular circulation and consideration of commercial signage in terms of its size, design and location.

- (P) (L) Encourage an animated streetscape and "eyes on the street" as determined by the characteristics of the urban structure area in which they are located. This may include placing parking at the rear of buildings with proper screening, orienting buildings and entrances the public street and blending public and private space through the use of windows.

- (P) (I) (C) (L) Promote conservation of traditional commercial store fronts where possible.



Photo: Brent Bellamy

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

07 PARKS, PLACES AND OPEN SPACES

This section will be supported by the development of additional implementation documents including:

> **Parks, Places and Open Spaces Management Plan**

KEY DIRECTION

FOCUS THE FUTURE EFFORTS FOR ACQUISITION, DESIGN, DEVELOPMENT, OPERATION, USE AND PROMOTION OF OUR PARKS AND OPEN SPACES WITHIN THE CONTEXT OF THE CITY'S COMPLETE COMMUNITIES DIRECTION STRATEGY.

Winnipeg's Parks, Places and Open Spaces contribute to all its citizens' enjoyment and quality of life. These public spaces are valued as essential to the urban fabric, encouraging and promoting healthy lifestyles, cleaner environments, connectivity, recreation, community pride and urban beautification.

In order for Winnipeg to become a healthy, self sustaining, 'green' and vibrant city, we need strategies that will:

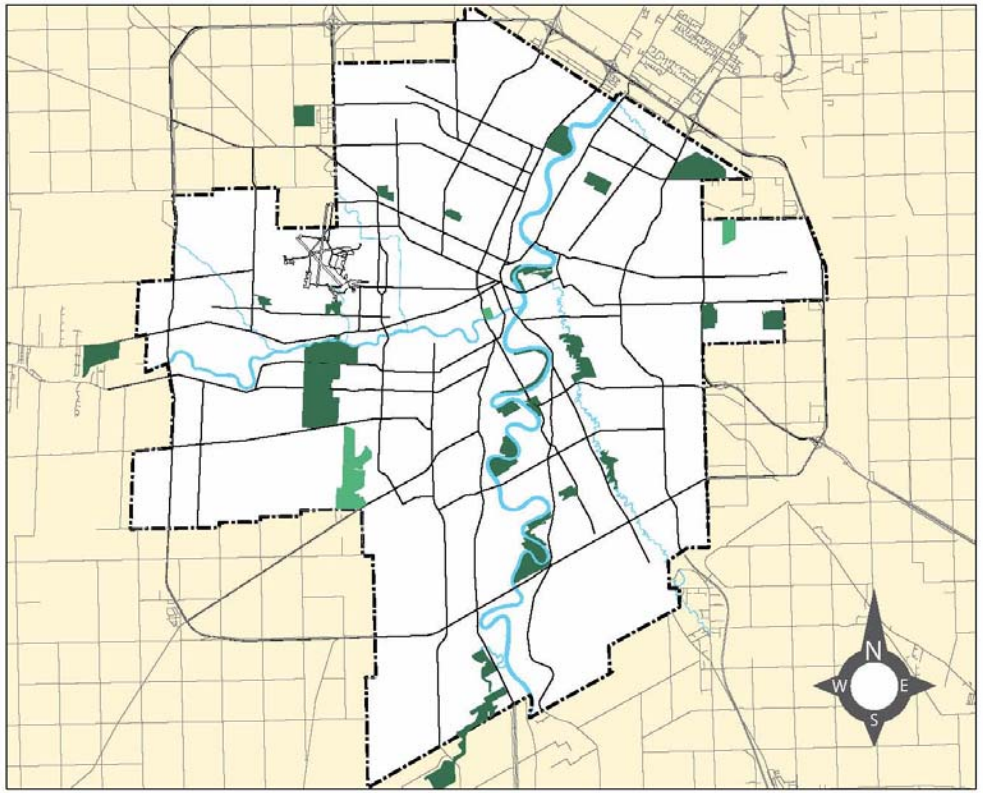
> identify and address public needs and priorities.
> balance the competing interests of development and preservation.
> provide strategic direction to address long term open space needs.
> ensure efficient coordinated use of the City's green infrastructure.

Parks, Places and Open Spaces contribute to healthy and active living, elevating environmental and cultural values while promoting a positive urban image.

Parks, Places and Open Spaces will be developed and redeveloped within existing and planned communities as opportunities for people to gather and celebrate, enjoy nature and engage in activities that promote health and well being. These spaces can also help to promote a sense of community and of environmental respect.

Parks, Places and Open Spaces are key reflections of civic pride– more than just aesthetics. Well designed public spaces can create destinations that attract visitors and provide spaces to facilitate running special events.

PARKS, PLACES AND OPEN SPACES



LEGEND

Major Open Space
(City Owned)

Major Open Space
(Non-City Owned)

0 2 4 6 8 10
Kilometers

figure 07a

Public input indicates that Winnipeggers place significant value on our City's trees. This 'urban forest' extends beyond purely natural habitats to include planted environments such as street trees, trees on private properties and in parks. The tree canopy as a whole contributes to the health and wellness of the city and is one of Winnipeg's defining characteristics. The city is often promoted for it's "tree- lined majestic boulevards" and the endless "ribbons of green" when seen from the air. This valued resource should be managed in such a way as to ensure its place within the City today and long into the future.

Parks often serve as the focal point for a community and a gathering place for friends and family. Parks have value from an urban image and environmental perspective, arguably the greatest value is derived from increased public use. Making parks safe, accessible and inclusive are important aspects to promoting social interaction and harmony and in building community capacity. This includes providing recreational opportunities that support active lifestyles and finding ways to integrate non-traditional recreation options for all ages and abilities into the park system.

PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

ESTABLISH THE PARKS, PLACES AND OPEN SPACES MANAGEMENT PLAN TO ENSURE PARKS CONTRIBUTE TO WELLNESS AND ACTIVE LIVING BY FOCUSING ON COMMUNITY NEEDS.

- (P) (I) (C) (L) Provide parks for city-wide recreation, sport and leisure opportunities at the neighbourhood, community and regional levels.
- (P) (I) (C) (L) Shape and support city and neighbourhood character by creating dynamic parks that attract residents and meet a diverse range of community needs.
- (P) (I) (C) Support community wellness and active/healthy living by providing varied recreation spaces incorporating opportunities that are both passive and active, a broad spectrum of possible uses and degrees of social interaction and engagement.
- (P) (I) (C) To best serve the population, parks must be accessible, available and inclusive, implementing the principles of Universal Design, affordability and physical proximity.
- (L) Provide opportunities for responding to changing needs and trends in recreation.
- (P) (I) (L) Promote safe parks by applying Crime Prevention Through Environmental Design (CPTED) principles in conjunction with practical Urban Design principles.
- (P) (I) (C) (L) Match communities' active and passive needs with appropriate park opportunities.



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 2

ENSURE THAT PARKS SUPPORT ECONOMIC DEVELOPMENT AND ARE MANAGED IN A FINANCIALLY SUSTAINABLE, INNOVATIVE MANNER.

- (P) (C) (L) Promote and enhance multi-use, multi-season options within Parks, Places and Open Spaces.
- (P) (C) (L) Promote the best recreational use of Parks, Places and Open Spaces to ensure maximum benefit and access while balancing interests
- (I) (C) (L) Collaborate in opportunities and partnerships that have a strong commitment to the integration of City, school and community facilities in the park system.
- (L) Coordinate and collaborate with strategic partners to determine the most effective and efficient means of providing and maintaining recreational spaces, using both direct and partnered management and delivery strategies.
- (L) In order to manage allocation and maintenance of park sites and amenities, establish achieveable service level standards and guidelines while exploring innovative approaches to quality open space provision.
- (P) (I) (C) (L) Ensure the parks network supports economic development and tourism by promoting the city's urban image, providing film opportunities, enhancing and marketing destination parks and encouraging the use of key parks for major games and festivals.
- (C) (L) Establish tools for the measured allocation of resources that align to the community's evolving recreation and open space needs.
- (C) (L) Develop and maintain an asset management strategy for reinvesting in Parks, Places and Open Spaces, green, grey and amenity infrastructure.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 3

DEMONSTRATE THE VALUE OF OUR ENVIRONMENTAL AND CULTURAL CAPITAL BY PROTECTING, ENHANCING AND RESTORING THOSE NATURAL AND CULTURAL PARK RESOURCES THAT ARE RECOGNIZED AS HAVING HISTORICAL, ECOLOGICAL OR AESTHETIC VALUE.

- (I) (C) (L) Maintain our Ribbons of Green (riverbanks, urban street trees, green corridors) and provide a well managed urban forest that contributes to air, water, environmental and aesthetic quality.
- (P) (I) (C) (L) Establishing an urban forest management plan, continue to preserve and expand our urban forest.
- (P) (I) (C) (L) Maintain a focus on preserving and conserving habitats designated through the **Ecologically Significant Natural Lands Strategy** along the city's riverbanks and lands.
- (I) (L) Protect and enhance public access to our riverbanks and forest environments and expand ecological networks and linkages.
- (I) (L) Promote and expand biodiversity consistent with the local natural ecosystem, not only within the urban forest and designated 'natural areas' but in all Parks, Places and Open Spaces.
- (I) (L) Collaborate with environmental and stewardship organizations on shared best practices and implementation strategies.
- (P) (I) (L) Enhance the sense of place and community by identifying heritage and culturally significant landscapes and conserving and celebrating them in meaningful ways. (See also Section 13, "Heritage" and **Ecologically Significant Natural Lands Strategy**)
- (I) (L) Demonstrate the benefits of both natural and restored environments as contributors to quality of life by promoting environmental practices and public education.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

PARKS, PLACES AND OPEN SPACES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

PROMOTE ACTIVE MOBILITY AND PEDESTRIAN CONNECTIVITY.

(C) (L) Provide safe and accessible park spaces and a continuous and integrated linear parkway network that connects neighbourhoods and communities to their parks and other major city attractions.

(I) (C) (L) Continue to develop and improve pedestrian and bicycle friendly environments by expanding and enhancing the citywide multi-use path network. **(See: Sustainable Transportation)**

(I) (C) (L) Complement and support the active transportation network by promoting the planning, provision and development of linear parks, along with signage and communication strategies, constantly striving for a more clearly defined and well integrated system.



DIRECTION 5

MAINTAIN RELEVANT STANDARDS AND GUIDELINES FOR OPEN SPACE DEVELOPMENT AND MANAGEMENT.

(C) Develop Parks, Places and Open Spaces standards and guidelines consistent with **Complete Communities** initiatives and broader city policies including sustainability, neighbourhood planning and economic development.

(I) (C) Update the Development Agreement Parameters to reflect innovation in development practices as they pertain to parks, such as watershed management, ecologically significant natural lands, and active and passive parks spaces.

(P) (I) Balance the provision (scale, distribution and design) of Parks, Places and Open Spaces with density, demographics and distance.

(P) Define and prioritize Parks, Places and Open Spaces services to provide consistent, effective and efficient delivery of services.

(P) (I) Recognize and protect the lands designated as Major Open Space for recreational uses and the preservation of natural habitats.

08 RURAL AND AGRICULTURAL AREAS

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

And by the development of additional implementation documents including:

- **Ecologically Significant Natural Lands Policy**
- **Heritage Conservation Management Plan**
- **Local Area Planning Handbook**
- **Parks, Places and Open Spaces Management Plan**

KEY DIRECTION

MANAGE RURAL AND AGRICULTURAL LANDS TO REFLECT THE LIMITATIONS OF PROVIDING A FULL RANGE OF MUNICIPAL INFRASTRUCTURE TO THESE AREAS.

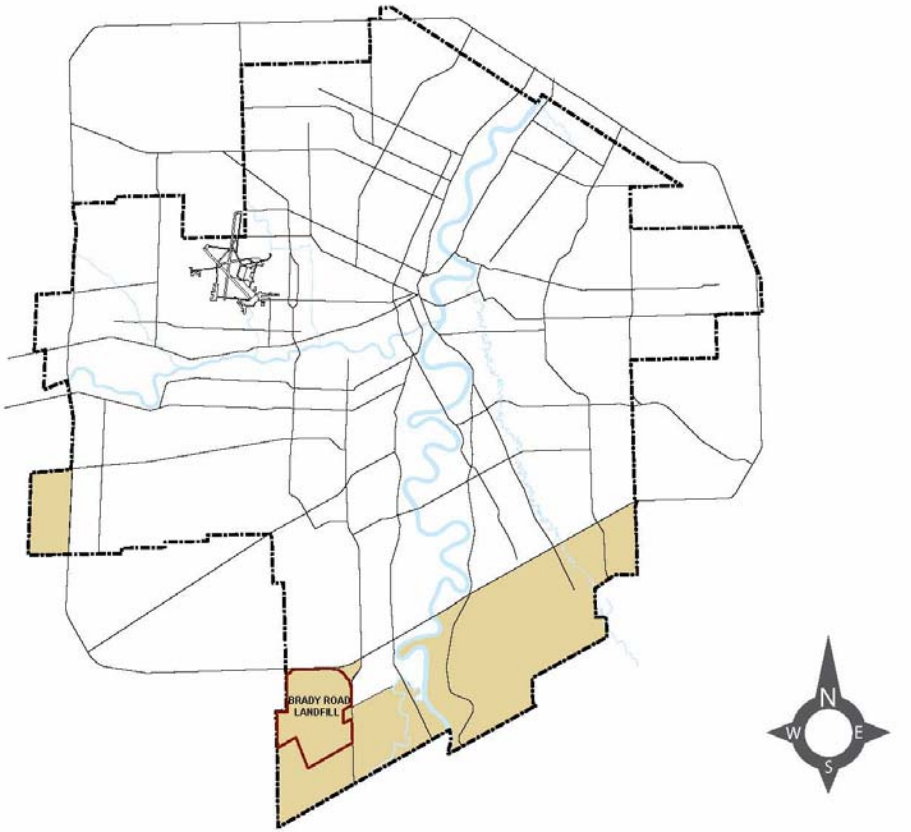
Rural Agricultural Areas are large tracts of undeveloped land that currently support a mix of agricultural and rural residential uses within city limits. Currently, these lands are not viable for development to an urban standard for the following reasons:

- Land drainage issues.
- Fragmentated land holdings.
- Inability to service these areas in an economically sustainable manner, with current technology and under current servicing methods.

Our Rural Agricultural lands will be maintained as large parcels for agricultural production and compatible uses. Figure 08a identifies the Rural and Agricultural designated lands within the City of Winnipeg. Preventing the fragmentation of these lands allows for a well planned, organized and efficient approach to their development for agricultural and other low intensity uses.



RURAL AND AGRICULTURAL AREAS



LEGEND

Rural/Agricultural

figure 08a

AGRICULTURE

These agricultural lands maintain a historic connection between Winnipeg and the surrounding agricultural lands and are interwoven with profound cultural connections. The Red River Valley has provided sustenance to Winnipeg's residents and has made significant contributions to the city's economy from the beginning. While other urban centres lack the space to support commercial agricultural operations within their boundaries, the remaining Agricultural Lands within Winnipeg's city limits continue to contribute to the city, providing the opportunity for food production on a larger scale.

Small-scale or specialized agricultural production and the production of certain types of produce, meat and dairy can greatly benefit from the ability to locate in close proximity to its market. Reducing transportation costs and delivering perishable items to consumers quickly are often essential to the success of specialized agricultural producers. Winnipeg's ability to accommodate local food production of perishable and difficult to transport items within the City limits gives the residents of Winnipeg an excellent opportunity to support local agricultural producers by enjoying fresh and unique products.

Operations could include:

- Specialized dairy production
- Outdoor/greenhouse vegetable or fruit production
- Medicinal/high value crops
- Specialized livestock

Many specialized agricultural operations do not require large parcels of land to be economically viable. Some crops can produce very high yields, while others are expensive or difficult to produce and must be done at a much smaller scale.

RESIDENTIAL

These rural areas also contribute to the diversity of housing choices available to Winnipeggers. They provide opportunities for residents to keep a small number of animals, to experience an increased level of privacy, to connect with agriculture, and to enjoy many other amenities associated with living in a rural municipality.

The establishment of new residential properties will be considered in areas covered by an applicable statutory plan that allows for their creation. Currently, St.Vital Perimeter South is designated as Rural and Agricultural and is covered by an adopted plan. In this area infill development and the subdivision or conversion of land, in conformance with the adopted plan, will be considered for properties with existing frontage on an improved right of way and that are consistent with the immediately prevailing densities. Adopted plans for unserviced residential areas will at a minimum identify the boundaries of the area, establish minimum parcel sizes, establish appropriate servicing criteria, and protect ground water quality by directing all private wastewater management systems to conform to the Province of Manitoba's Onsite Wastewater Management Regulation, or through approved new technology.

The subdivision of smaller parcels for existing residences in areas not covered by an applicable statutory plan will only be considered where the residual land is consolidated with another existing parcel to support massing of land. In this situation there must be no net gain in the number of parcels or buildable sites once the subdivision/consolidation is complete. This will allow for the maintenance of existing residences, provided that the proposed site meets the requirements for onsite waste water management, while not hindering the future development potential for the area.

OTHER USES

Uses such as camp grounds, kennels or landscape garden supply/contractors often require parcels of land larger than available in urban areas and may have to consider a Rural and Agricultural parcel to satisfy their needs. Additionally, potential negative impacts on higher density urban development may be mitigated by locating these uses in less populated areas, where they are unlikely to interfere with the regular operation of agricultural land uses.





RURAL AGRICULTURAL AREAS

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

PROTECT PRODUCTIVE FARM LAND.

- (P) Encourage agricultural uses and related support functions as the principal uses for lands in Rural and Agricultural areas.

DIRECTION 2

PREVENT FRAGMENTATION OF RURAL AND AGRICULTURAL LAND.

- (P) Promote the maintenance of agricultural land in large parcels.
- (P) Encourage existing lots that are too small to be a viable agricultural unit to be consolidated with adjacent farm properties.
- (P) Support agriculture and related support functions as the principal use in the Rural/ Agricultural designated areas through the requirement of a minimum site area of 16 ha (40 acres) except where an applicable statutory plan allows a smaller site or to facilitate the consolidation of land.

DIRECTION 3

SUPPORT LOCAL FOOD PRODUCTION.

- (P) Encourage the establishment of specialized agricultural operations in the vicinity of Winnipeg in areas where urban development unlikely in the near future, particularly where the operation will benefit from the close proximity of a large market.
- (P) Specialized agriculture will generally be considered as a conditional use on new small parcels where an adopted plan allows for the creation of lots smaller than 16 ha (40 acres).

DIRECTION 4

ACCOMMODATE OTHER LOW INTENSITY LAND USES.

- (P) Certain low intensity land uses that are compatible with Rural and Agricultural uses and that may not be appropriate in urban areas may be accommodated in Rural and Agricultural areas.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 5

ACCOMMODATE LIMITED LIVESTOCK PRODUCTION WITHIN THE RURAL AND AGRICULTURAL DESIGNATED AREAS OF THE CITY OF WINNIPEG.

- (P) Livestock operations will continue to be considered a conditional use in the City of Winnipeg Zoning By-law only in the Rural and Agricultural designated areas and will be prohibited in all other areas of the city.
- (P) Within the Rural and Agricultural designated area livestock operations will not be allowed to exceed a size of 50 animal units.
- (P) Livestock operations will be required to maintain separation distances as established in the City of Winnipeg Zoning By-law in order to ensure compatibility between existing land uses and new or expanded livestock operations. These separation distances will generally be set at double the provincial minimum separation requirements. Council may consider variation of these separation distances.
- (P) In order to provide a measure of protection for surface water quality, livestock operations will not be allowed within a distance of 330 feet (100m) of the ordinary high water mark of any surface watercourse, sinkhole, spring and/or property boundary (in accordance with Manitoba Regulation 42/98), nor within any riparian area adjacent to a watercourse.
- (P) Additional buffering is considered appropriate for the Red, LaSalle, Seine and Assiniboine Rivers and the Bunns, Turo, Omands and Sturgeon creeks. A minimum separation distance of 1,000 feet (304.8 m) shall be maintained between the ordinary high water mark of the river or creek and any proposed livestock operation. Existing facilities which are located within this distance may be expanded subject to the provisions of the zoning by-law, provided that no portion of the expanded facility will be located within 330 feet (100 m) of the ordinary high water mark.
- (P) New or expanded livestock operations will not be permitted on soils determined by detailed soil survey acceptable to the province, with a scale of 1:50,000 or better, to have an agricultural capability of Class 6, 7, or unimproved organic soils as described under the Canada Land Inventory. If detailed soil survey information is not available for the area in which a new or expanded livestock operation is proposed, the applicant may be required to provide a detailed soil survey for the site, acceptable to the province at a scale of 1:50,000 or better.
- (P) The establishment or expansion of livestock confinement facilities shall conform to the regulations of other levels of government, including those under the Provincial Environment Act and the Water Protection Act.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

09 AIRPORT AREA

This section will be supported by the following documents:

- **Sustainable Transportation**
- **Sustainable Water & Waste**

This section will be supported by the development of additional implementation documents including:

- **Transit Oriented Development Handbook**

KEY DIRECTION

THE CITY OF WINNIPEG WILL SUPPORT THE ROLE OF THE JAMES ARMSTRONG RICHARDSON INTERNATIONAL AIRPORT AS A MAJOR TRANSPORTATION HUB FOR PASSENGERS AND CARGO.

Located in the north west quadrant of the city, the James Armstrong Richardson (JAR) International Airport offers a range of services, including air passenger and cargo. Through its central location, the airport serves not only all of Manitoba but also Northwestern Ontario, Saskatchewan, the Northwest Territories and Nunavut. The airport is also the location of the 17 Wing, a major Canadian Forces air force base.

The Airport is a strategic partner in ensuring the success of CentrePort as it will provide the link to air cargo for redistribution through other modes of transportation (see glossary entry on CentrePort for more information). The Airport already has direct flights to multiple US hubs such as Minneapolis-St. Paul, Chicago and Denver.

The JAR International Airport has undergone a major redevelopment, including the construction of a new passenger terminal building. The Winnipeg Airports Authority (WAA) has also developed a land use plan for the lands under their jurisdiction. This land use plan contains provisions for future runways and designates areas for future airport related industrial/commercial development.

The JAR International Airport's proximity to the city is convenient for travellers, but it also means that airport operations have some impact on the commercial, employment and residential areas nearby. While area residents want neighbourhoods with a high standard of livability with the minimal intrusion of noise and traffic, these must be balanced with the economic benefits of maintaining a well functioning airport with 24-hour operations. Over the years, policies, plans and regulations have been developed in consultation with the WAA and the community to protect airport operations while allowing minimal intrusions.

AIRPORT AREA

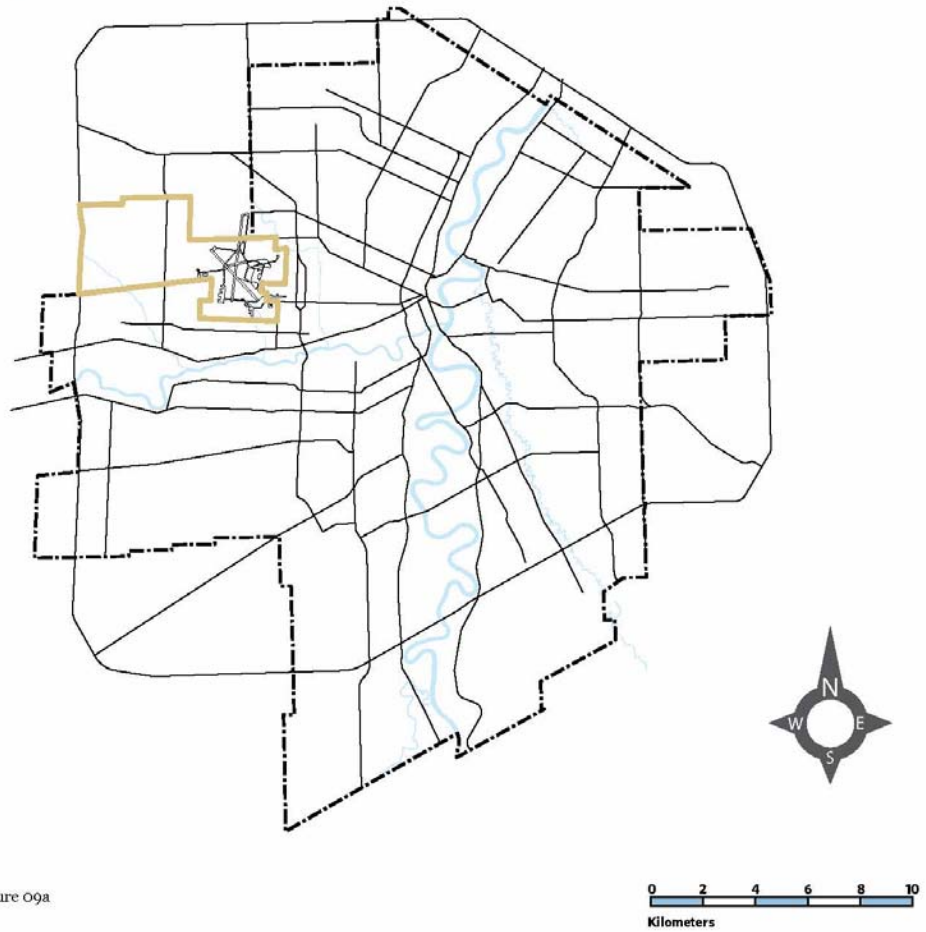


figure 09a

AIRPORT

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

SUPPORT THE 24-HOUR STATUS OF AIRPORT OPERATIONS AND AIRPORT RELATED ACTIVITIES BY WORKING WITH THE WINNIPEG AIRPORTS AUTHORITY AND ALL STAKEHOLDERS.

(P) Adhere to the Airport Vicinity Development Plan (AVDP) and periodically review the plan in cooperation with relevant stakeholders.

(P) In order to maintain compatible land use relationships, regulate land use and building regulations for all those neighbourhoods or portions thereof significantly affected by airport related noise through:

- > The Airport Vicinity Development Plan by-law 6378/94
- > Airport Vicinity Protection Area Planned Development Overlay

DIRECTION 2

COLLABORATE WITH THE WINNIPEG AIRPORTS AUTHORITY ON INITIATIVES THAT CAPITALIZE ON THE AIRPORT'S CAPACITY TO GENERATE STRATEGIC ECONOMIC DEVELOPMENT.

(I) (C) Collaborate with strategic partners, transportation planning and capital investments to promote multi-modal transportation linkages to and from the airport.

(P) (C) Identify and improve street connections, urban design and signage along designated routes between the airport and Downtown.

(L) Work with the WAA and partners in the realization of the Airport Area as a major centre for goods distribution and manufacturing and airport related commercial/employment activity, as well as the possible introduction of limited residential development, where appropriate. (see Section 05, "Employment Lands").

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership



Photo: Winnipeg Airports Authority

10 ABORIGINAL ECONOMIC DEVELOPMENT ZONES

KEY DIRECTION

THE CITY OF WINNIPEG WILL FACILITATE THE NEGOTIATION OF MUNICIPAL SERVICE DEVELOPMENT AGREEMENTS (MSDA'S) WITH TREATY LAND ENTITLEMENT FIRST NATIONS

Canada entered into seven treaties with First Nations in Manitoba between 1871 and 1910. These treaties provided that Canada would set apart a certain amount of land as Reserve land based on Band populations at the time of the original Reserve surveys.

Not every First Nation that entered into a treaty received its full amount of land. For this reason, Canada continues to owe land, referred to as Treaty Land Entitlement (TLE), to specific First Nations under the terms of the original treaties.

As part of the settlement process, some First Nations that have validated their land claim with Canada (Entitlement First Nations) have an opportunity to acquire lands, including those located within urban areas such as the City of Winnipeg.

Since First Nations are not governed by municipal bylaws, mechanisms are required to ensure for arrangement of services and compatibility in by-laws and areas of mutual concern such as land use planning. The City of Winnipeg will negotiate agreements with First Nations to provide a seamless transition between jurisdictions enabling mutual economic development interests to be achieved.

ABORIGINAL ECONOMIC DEVELOPMENT ZONES

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

THE CITY OF WINNIPEG WILL NEGOTIATION MSDA'S.

- (P) (C) (L) Negotiate with Treaty Land Entitlement First Nations, Municipal Development and Services Agreements, to include arrangements for the provision of, and payment for, services, by-law application and enforcement on the Reserve, and a joint consultative process for matters of mutual concern, such as land use planning, a dispute resolution process and any additional relevant items.



Photo: Juncatta International

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

11 CAPITAL REGION

KEY DIRECTION

ACKNOWLEDGING THAT MUTUAL SUCCESS WILL COME FROM THINKING AND ACTING AS A REGION, THE CITY OF WINNIPEG WILL COLLABORATE WITH THE MUNICIPALITIES COMPRISING THE CAPITAL REGION TO PLAN FOR A SUSTAINABLE, VIBRANT AND GROWING REGION.

The Capital Region is home to almost two thirds of Manitoba's population (see **Winnipeg Capital Region Regional Profile 2007**). The area is comprised of sixteen municipalities with the City of Winnipeg as its principal investment and business centre (figure 11a).

Steps have been taken towards strengthening cooperation among the Capital Region municipalities in recent years, including:

- More effort on communication and establishing relationships.
- Support towards regional service sharing.
- The drafting of the **Regional Vision Framework** through the Partnership of the Capital Region.
- The recent redrafting of the **Provincial Land Use Policies (PLUPs)** that now apply to the City of Winnipeg and contain a section dedicated to help Guide Capital Region land use planning and development.

Although the municipalities in the Capital Region have begun some degree of collaboration, there has not yet been significant movement towards an actual approach that can be agreed upon. Significant growth for the first time in decades, however, presents a compelling reason for moving towards a more coherent and comprehensive regional planning environment, including a Regional Plan.

The entire population of the Capital Region will grow by 227,000 people, or about 93,000 new dwellings over the next twenty years.

COLLABORATION

Collaborating regionally is a recognition that by thinking and acting regionally, rather than acting independently, common interest goals are more likely to be achieved. The City will adopt a position of collaboration. It will engage often, consistently and productively with its partners in the Region and with the Province of Manitoba.

A critical factor to successfully addressing the opportunities and challenges of collaboration will be to demonstrate that it can work. The City of Winnipeg will continue to share data, research and background studies with its partners of the Capital Region as a catalyst towards developing specific regional projects or strategies.

REGIONAL PLANNING

In order to effectively accommodate significant regional growth and change, it may be time to move beyond the vision and towards the drafting of a sustainable regional plan. This would confirm how and where growth will be accommodated on a regional level. Citing critical growth management scenarios, the City of Winnipeg will advocate for the Province of Manitoba to facilitate the development of such a plan, guided by the Province of Manitoba's Provincial Land Use Policies.

TRANSPORTATION AND INFRASTRUCTURE

The City of Winnipeg supports providing essential infrastructure and shared services to the Capital Region so long as these provisions are directed through established Council policy or through an established Authority or Utility.

In addition to water and waste infrastructure, the ability to provide a finely tuned integrated transportation system that can link employment areas to markets locally, regionally, nationally and globally is critical to the the Capital Region's success. To do so, the City of Winnipeg will apply a regional lens to its Transportation Master Plan and will seek continued collaboration on transportation priorities that are mutually agreed upon.

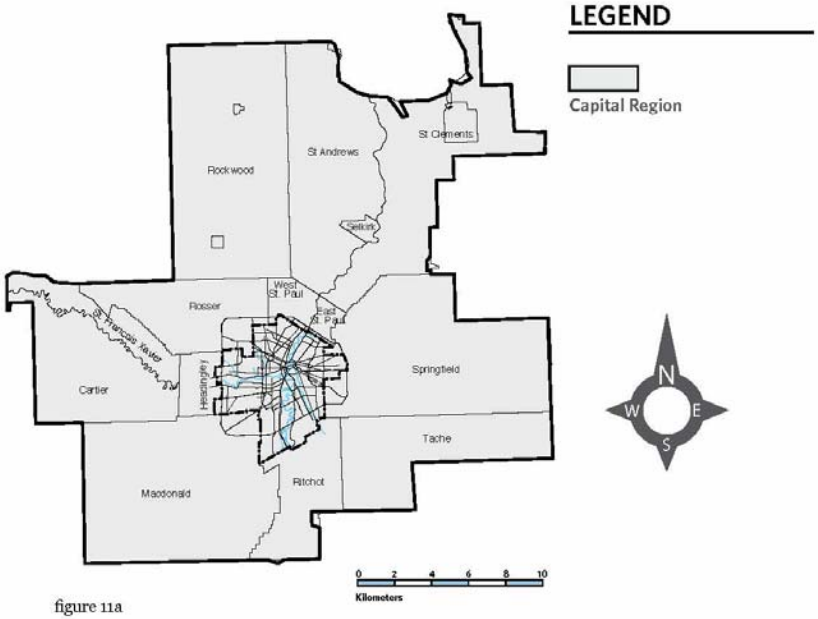


figure 11a

CAPITAL REGION

SUPPORTING DIRECTION AND ENABLING STRATEGIES

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 1

BUILD UPON RECENT EFFORTS TO WORK COLLABORATIVELY AS A REGION.

- (L) Share information, participate in joint fact-finding and demonstrate the value of working and thinking as a region by participating in the development and implementation of specific regional projects.
- (L) Clarify the respective roles of municipalities comprising the region (Regional Partners), the City of Winnipeg, and the Province of Manitoba.
- (L) Continue to support the development of a safe, healthy and prosperous Capital Region by being a strong core city. Together with its partners, seek to determine how to best utilize its role as the region's principal centre.
- (L) Work with regional partners to seek that the Province of Manitoba adopt a stronger leadership role, whether through providing assistance and resources as incentives for regional cooperation and collaboration or through a more active presence in coordinating regional activities.
- (L) Ensure that key regional economic development advantages are protected and capitalized upon in a collaborative, rather than a competitive, manner.
- (L) Participate in regional economic development opportunities determined to strengthen the region's competitiveness.

DIRECTION 2

ADVOCATE FOR A MORE CONCRETE REGIONAL PLANNING APPROACH, OPTIMALLY RESULTING IN A SUSTAINABLE REGION PLAN

- (L) Work with our partners in the Region and the Province of Manitoba to plan for growth in the Capital Region based on principles of sustainability, as outlined in the PLUPs.
- (L) Meet increased regional demands for housing and employment by participating with Regional Partners through a Sustainable Regional Plan process.
- (P) (C) (L) Work with partners to respectively agree on a coordinated approach for land use, transportation and infrastructure planning and development through a Sustainable Regional Plan process.
- (P) (C) (L) Ensure the integrated consideration of vital environmental, social/ cultural and economic indicators by supporting the inclusion of sustainability metrics in a Sustainable Regional Plan.

DIRECTION 3

WORK WITH THOSE CAPITAL REGION MUNICIPALITIES INTERESTED IN SERVICE SHARING. (SEE SUSTAINABLE WATER AND WASTE)

(P) (C) (L) Ensure Service Sharing Agreements for maximizing the existing and future capacities of water and wastewater, land drainage infrastructure and solid waste collection and disposal systems are consistent with Provincial Land Use Policies and any current or future direction established by City Council.

Ensure consistency with guiding principles requiring that City of Winnipeg service sharing agreements:

- are government to government.
- are consistent with the City's existing and future capacity to provide the service.
- are founded on a strong business case to ensure the efficient delivery of the service in the region.
- incorporate a joint planning agreement to manage development and related environmental concerns.
- include a provision for revenue sharing so that both the City and the partnering municipality share the costs and benefits associated with the delivery of services.

(C) (L) Work with Regional Partners and the Province of Manitoba to enhance and maintain a transportation network in the Capital Region.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

12 URBAN DESIGN

This section will be supported by the development of additional implementation documents including:

- Heritage Conservation Management Plan
- Infill Development Guidelines for Multiple-Family Developments in Low Density Neighbourhoods
- Local Area Planning Handbook
- Parks, Places and Open Spaces Management Plan
- Transit Oriented Development Handbook
- Urban Design Strategy

KEY DIRECTION

RESPOND TO WINNIPEG'S DYNAMIC URBAN CHARACTER AND CREATE A LEGACY OF HIGH QUALITY PUBLIC AND PRIVATE PLACES TO ENSURE ITS COMPETITIVE POSITION AS A FUNCTIONAL, LIVABLE AND MEMORABLE CITY.

To compete nationally and internationally, cities must increasingly project an attractive urban image. By combining their best physical characteristics with high quality public amenities, national and world class cities are actively creating memorable places where people like to be.

Memorable places are central to defining and enhancing the city's image. Winnipeg has several prominent landmarks, including natural features like its rivers, public places like The Forks, prominent structures like the Esplanade Riel and various buildings and public artworks. These landmarks not only provide reference points that contribute to wayfinding and to a sense of place, they also contribute to a sense of civic identity. Designing our built form and transportation networks in a way that enhances these landmarks can contribute towards making Winnipeg a more beautiful city.

The City recognizes that excellent urban design is important to the creation of great communities and neighbourhoods. Good urban design can add economic, social and environmental value. It can produce high returns on investment, reduce management, maintenance, energy and security costs, create well connected, inclusive and accessible new places, enhance the sense of safety and security within and across developments and conserve urban heritage.



Photo: Dan Harper

The City will encourage a consistent, design led approach in order to build or reinforce unique neighbourhood character by promoting well designed buildings, high quality streetscapes and attractive parks and public spaces.

In order to achieve quality design on a consistent basis, the City will develop an urban design strategy which will help to

- Foster a sense of place with unique neighbourhood character, recognizing that there is a place for everything and everything has its place.
- Promote design solutions that contribute to high quality living environments.
- Recognize and appreciate Winnipeg's unique physical attributes in order to respectfully integrate new development into the existing urban fabric.
- Provide well-connected, pedestrian-friendly and transit supportive networks.
- Conserve, protect and integrate natural, cultural and heritage resources.
- Identify elements of the City that are valued by the community and aspects that should be preserved, enhanced or created, because they contribute to the City's image and identity.
- Ensure that when urban design is employed, that it is practical and economically feasible



URBAN DESIGN

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

DEVELOP AN URBAN DESIGN STRATEGY THAT IS SPECIFIC TO WINNIPEG.

The City of Winnipeg will develop a framework for achieving design excellence. An urban design strategy will create this framework, building upon the urban structure. This framework will also ensure that future development creates great places that are compatible in form and appropriate to the local context.

DIRECTION 2

PROMOTE THE DESIGN OF WINNIPEG AS A DISTINCT AND UNIQUE CITY.

- (P) For new development projects, the City and development community should seek community involvement and endeavour to express thevalues, needs and aspirations of the people for whom the place is being designed.
- (P) Recognize, use, conserve and enhance heritage resources, including districts, buildings, landscapes and cultural heritage.
- (P) Where appropriate, respond positively to context, especially to buildings, landscapes, cultural heritage, and heritage districts, such as the Exchange District.

DIRECTION 3

PROMOTE THE DESIGN OF WINNIPEG AS A CITY OF VIBRANT AND EXCITING PLACES.

- (P) (C) Strengthen vibrancy, animation and economic health through the cultivation of compact, human-scale streets, blocks and buildings.
- (C) Reinforce the vitality of Transformative Areas by improving the quality of the public realm.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

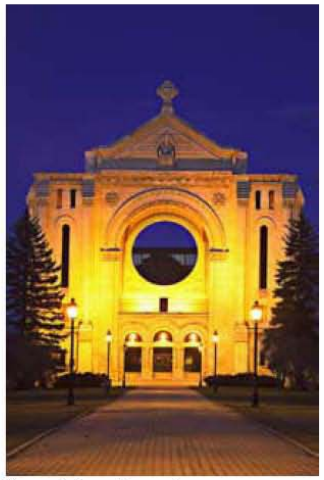


Photo: Anthony Fernando

DIRECTION 4

PROMOTE THE DESIGN OF A LIVEABLE AND BEAUTIFUL CITY.

- (P) (C) Consider the comfort, convenience, safety and visual interest of streetscapes, recognizing that streets are places where people gather.
- (C) Use planning tools to establish high quality design standards for signage.
- (P) (C) Promote entranceways and gateways at major entry points to the city, Downtown and communities by using distinctive urban design features, lighting, enhanced vegetation, landscaping and public art.
- (P) Facilitate the incorporation of art into existing public spaces, major public works initiatives and within new developments, where appropriate.
- (P) Locate and design significant sites and public buildings to promote their civic importance.
- (P) Encourage new buildings that fit compatibly into the surrounding context, improving the quality of the public realm.

DIRECTION 5

PROMOTE HIGH QUALITY URBAN DESIGN.

- (L) Align city policies to deliver best practices in urban design.
- (P) (L) Collaborate on the advancement of high quality urban design Downtown.
- (L) Develop a better understanding of Winnipeg's urban design and needs through shared research between the city, universities and industry.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

13 HERITAGE CONSERVATION

This section will be supported by the development of additional implementation documents including:

> **Heritage Conservation Management Plan**

KEY DIRECTION

SUPPORT THE ONGOING SUSTAINABLE DEVELOPMENT OF WINNIPEG'S URBAN STRUCTURE THROUGH HERITAGE CONSERVATION INITIATIVES THAT ASSIST IN THE DEVELOPMENT OF A COMPLETE COMMUNITY.

Winnipeg has a long, illustrious and fascinating history that has resulted in a rich legacy of heritage resources. As a place of First Nations settlement, the historic gateway to Western Canada and a transportation hub located at the centre of the nation, Winnipeg has inherited a unique, multi-layered and diverse sense of place that builds on its past and promises an exciting future.

This rich inheritance has resulted in a vibrant and diverse community. Public interest in the City of Winnipeg's heritage legacy runs deep, and passionate support has been demonstrated for the conservation, commemoration and celebration of our shared histories and collective memories. The City, in conjunction with senior governments and community partners, has developed a heritage management framework that has recognized many historic sites, structures, buildings, people and events at municipal, provincial and national levels. Heritage conservation is also recognized as an important part of sustainability and is crucial in the long-term development of a complete community.

The City of Winnipeg **Heritage Conservation Management Plan** (Underway) will provide the framework to further recognize the potential of the city's heritage assets as a solid basis for the development of a vital and sustainable urban environment.

CHARACTERISTICS OF HERITAGE CONSERVATION MANAGEMENT

> Celebrate the city's rich and diverse history and multi-cultural traditions.
> Preserve, protect and commemorate significant heritage legacy resources that illustrate the broad range of Winnipeg's historical development.
> Foster economic development and viability through long-term investment in heritage resources, cultural facilities and cultural tourism initiatives.
> Plan for the development of healthy and vibrant neighbourhoods by building on existing land use patterns, historic infrastructure and community identity.
> Enhance Winnipeg's unique sense of place, inseparable from its cultural topography and historical development.

HERITAGE CONSERVATION

SUPPORTING DIRECTION AND ENABLING STRATEGIES

DIRECTION 1

CONSERVE, PROTECT AND CELEBRATE THE SIGNIFICANT HERITAGE RESOURCES THAT ILLUSTRATE THE BROAD RANGE OF WINNIPEG'S HERITAGE VALUES.

- (P) (C) (L) Recognize the importance of a broad range of tangible and intangible heritage resources throughout the city that illustrate Winnipeg's unique sense of place and community pride.
- (P) (I) (L) Identify, designate and protect the city's most significant heritage resources.
- (L) Undertake the development of a **Historic Context Statement** and a **Thematic Framework** for the evaluation of Winnipeg's historic resources.



DIRECTION 2

PROVIDE LEADERSHIP IN HERITAGE CONSERVATION THAT LINKS TO BROADER CIVIC GOALS OF ECONOMIC DEVELOPMENT, SUSTAINABILITY AND NEIGHBOURHOOD PLANNING.

- (L) Link heritage conservation to sustainable development initiatives, including economic, environmental and social initiatives.
- (I) (L) Work with senior levels of government, community groups and building owners to conserve significant heritage resources.
- (C) (L) Support economic development and viability through support for heritage and cultural initiatives.
- (L) Develop Heritage Stewardship policies that will allow the City to act as a leader in heritage conservation initiatives.
- (P) (L) Through community engagement, set the standards for good stewardship of heritage resources.
- (L) Support cultural tourism by increased investment in city-owned heritage assets, including historic sites and museums.
- (L) Work with heritage advocacy groups and other community partners in the establishment, coordination and promotion of community heritage initiatives, including public education and heritage awareness.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

HERITAGE CONSERVATION

SUPPORTING DIRECTION AND ENABLING STRATEGIES



IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership
- (O) Other

DIRECTION 3

DEVELOP AN ENHANCED HERITAGE PLANNING PROGRAM AND POLICY FRAMEWORK.

(P) (I) (L) Support private and public sector conservation initiatives through the creation of a **Heritage Conservation Management Plan.**

(I) (L) To facilitate the conservation and/or adaptive reuse of designated heritage buildings, ensure that heritage conservation incentives are available through agencies, partnerships and senior levels of government.

(P) (L) Integrate heritage planning with planning initiatives, and eliminate disincentives to conservation, through the development of a **Heritage Conservation Management Plan**

DIRECTION 4

CONSERVE DOWNTOWN'S RICH LEGACY OF HERITAGE RESOURCES THAT PROVIDE SIGNIFICANT AND SUSTAINABLE DEVELOPMENT OPPORTUNITIES.

(P) (I) (C) (L) Work with Downtown community stakeholders to identify and support key projects and heritage conservation initiatives that encourage and support Downtown living and facilitate strategic economic and cultural initiatives.

DIRECTION 5

ENHANCE THE VIABILITY OF THE EXCHANGE DISTRICT NATIONAL HISTORIC SITE.

(P) (I) (C) (L) Develop a renewed vision for the Exchange District as a vibrant area of conserved heritage and an exciting place to live, work and visit.

(P) (L) Develop and implement the **Warehouse District Neighbourhood Plan** to guide the ongoing evolution of this critically important heritage district.

DIRECTION 6

PLAN FOR THE SUSTAINABLE DEVELOPMENT OF HEALTHY NEIGHBOURHOODS BASED ON THEIR PARTICULAR HISTORIC IDENTITY AND CHARACTER.

- (P) (L) Work with community stakeholders to identify unique heritage identities and neighbourhood legacy elements.
- (P) (L) Consider heritage and historic integrity when developing plans for new and existing neighbourhoods.
- (P) (L) Support the sustainable reuse of existing building stock and historic infrastructure, through recommendations to be developed in a **Heritage Conservation Management Plan**

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

14 IMPLEMENTATION

KEY DIRECTION

IMPLEMENT **OURWINNIPEG** THROUGH A SET OF ENABLING TOOLS. THESE TOOLS WILL BE RESPONSIVE, ADDRESS NEEDS IN AN EFFECTIVE, TIMELY AND COLLABORATIVE MANNER AND WILL ENSURE THAT PLANNING IS ACCOUNTABLE, TRANSPARENT, AND DIRECTED TOWARDS PRIORITIES SET BY CITY COUNCIL.

As a development plan, **OurWinnipeg** promotes a vision for sustainable growth and development that was borne from the most participatory public input process in our city's history. But plans are only as good as their implementation. To succeed, this plan will be supported by an enabling policy framework and implementation tools.

THE NEW APPROACH

Complete Communities represents a shift in direction that reflects the important partnerships and positive relationships the City of Winnipeg has with the stakeholders who will ultimately be building our communities. Defined by collaborative and transparent development planning, this approach has been used to create the vision for **Complete Communities** within **OurWinnipeg**, and will continue to be used for implementation.

DIRECTION 1

ENSURE MORE EFFECTIVE IMPLEMENTATION EFFORTS BY ESTABLISHING A COLLABORATIVE PLANNING ROLE WITHIN THE CITY OF WINNIPEG AND EXTERNALLY, AS AN INTEGRAL PART OF PLAN IMPLEMENTATION.

Planning efforts will be far more effectively implemented by integrating them with other city processes, such as infrastructure and transportation planning, economic development initiatives and the City's capital budgeting process. Implementation can become more effective still by further aligning with the priorities of partner organizations, such as local business groups, business improvement zones, non-profit groups and other levels of government, when possible.

While all planning will strive to meet the needs and aspirations of local contexts, planning shall align with the larger, city-wide goals, objectives and vision. **OurWinnipeg** creates a list of civic responsibilities, including **Complete Communities** and providing multimodal transportation, among others. All planning will address these wider civic responsibilities in order to improve the liveability of the city as a whole.

- (P) (L) Engage the City of Winnipeg public service and other organizations in a partnership-based approach to planning.
- (L) Pursue meaningful and proactive participation toward the achievement of common goals for growth and change.
- (L) Ensure accountability and transparency by cultivating relationships with all stakeholders on an on-going basis.
- (P) (L) Work collaboratively to address local planning issues and opportunities within the context of OurWinnipeg and Complete Communities.

DIRECTION 2

ESTABLISH AN ENABLING FRAMEWORK FOR GROWTH AND DEVELOPMENT THAT IS ALIGNED WITH THE POLICY INTENT OF COMPLETE COMMUNITIES AND THAT MEASURES PROGRESS

- (P) Adopt the Urban Structure map (Complete Communities, page 11) as the new guiding framework for development planning.
- (P) Use measurement results to adapt the Urban Structure map to reflect changing conditions as necessary.
- (P) (L) Align and adjust resources as required based on measured performance, to achieve intended results over the duration of the plan.
- (L) Provide transparency and accountability by identifying and reporting on appropriate measures of actual plan performance.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 3

USE NEW AND INNOVATIVE TOOLS TO COMPLEMENT AND ~~ENHANCE PLANNING EFFORTS TOWARD THE IMPLEMENTATION~~ OF COMPLETE COMMUNITIES OBJECTIVES.

By employing a variety of tools, proposed projects that align with **Complete Communities** objectives may be approved in a more timely manner.

These tools will include some proven existing fiscal, planning and sustainability tools but also include new and innovative tools such as strategic infrastructure investment, partnerships and demonstration projects. A key and immediate priority will be the full development of an Implementation Toolbox providing details on specific implementation tools and their application. At a minimum, the toolbox should include the following components:

PLANNING

Planning is a key tool for implementing **Complete Communities**. The successful implementation of this Direction Strategy largely depends on whether its policies can effectively guide development. This will rely on a variety of planning tools, ranging from statutory plans with their own localized policies guiding an area's growth, to non-statutory concept plans also able to guide an area's growth.

Planning Handbook

The development and adoption of a common process, content and format for each planning tool is recommended so that each may be smoothly crafted, effectively and efficiently administered and more readily implemented. To that point, Winnipeg should emulate the example of several communities by developing a **Planning Handbook**. The document would provide policy rationale for a common approach to:

- planning tools
- guidance on process, content and format.
- public consultation & engagement processes
- when and where to utilize certain planning tools
- methodology for selecting from the spectrum of planning tools.

CAPITAL BUDGET/INFRASTRUCTURE ALIGNMENT

When anticipated growth is likely, capital forecasts can be aligned to, better budgeting for growth-related infrastructure requirements. These timely investments that are consistent with specific plan objectives can act as an incentive for private investors; establishing these priority areas for growth sends positive signals and greater certainty about the value of investment decisions over the long-term.

A budget process that is well integrated with other activities of government, such as planning and management functions, will also provide better financial and programming decisions, leading to improved governmental efficiencies. A process that effectively involves and reflects the priorities and needs of all stakeholders— elected officials, the public service, citizens,

the development community and business leaders— will serve as a positive force in delivering the services that they want, at a level they can afford.

INCENTIVE TOOLS

Innovative incentive tools will be explored on an ongoing basis to facilitate projects that contribute significantly to development objectives in targeted areas of the City.

The incentive toolbox includes primarily non-fiscal related incentives, such as a streamlined approval process, but may also include limited fiscal related incentives, such as tax increment financing.

LEADERSHIP, PARTNERSHIP AND SPONSORSHIP

Leadership/Partnership refers to the need for leadership and collaboration within the organization as well as within other levels of government, citizens, and other stakeholders

DEMONSTRATION PROJECTS

One of the most critical tools to successfully implement **Complete Communities** may be giving Winnipeggers the opportunity to see the planning possibilities through demonstration projects. The City will work proactively and supportively with the development community and other community stakeholders to demonstrate how the policies and objectives of **Complete Communities** can translate into compatible and sustainable development of the highest quality.

AWARENESS TOOLS (MARKETING)

These tools would be used for promoting the objectives of **Complete Communities**, creating interest from the broader development community and encouraging innovative best practices.

- (P) (L) Utilize a set of enabling planning tools to accommodate growth and development in accordance with the Urban Structure framework.
- (P) (L) Develop an Implementation toolbox that provides details on implementation tools and their application.
- (P) (L) As a component of the Implementation toolbox, develop a 'Planning Handbook' that refocuses and guides the selective use of the wide array of available planning tools in order to achieve the intent of the Urban Structure framework in a timely and cost-effective manner.
- (C) Align capital budget forecasts with growth-related infrastructure requirements to further expedite planned development and provide more certainty for private investment.
- (I) Provide a variety of incentives where there is an economic argument to do so.
- (L) Pursue community partnerships and sponsorships in order to increase capacity toward common, mutually beneficial objectives.
- (P) (L) Identify, pursue and support development projects that demonstrate the policies and objectives of Complete Communities.
- (L) Engage a broad development community in pursuit of best practice solutions for Winnipeg through effective and innovative marketing initiatives.

IMPLEMENTATION TOOLS

- (P) Planning
- (I) Incentive
- (C) Capital Budget/ Infrastructure
- (L) Leadership/Partnership

DIRECTION 4

DEVELOP A 'COMPLETE COMMUNITIES CHECKLIST' IN CONCERT WITH THE BROAD DEVELOPMENT COMMUNITY THAT WILL UTILIZE THE FULL RANGE OF ENABLING TOOLS TO SUPPORT PLAN IMPLEMENTATION.

To further enable collaboration and create the conditions for success, the City will develop a 'Complete Communities Checklist' and will utilize the full range of enabling tools to achieve the goals laid out by Complete Communities.The Checklist will be a non-regulatory evaluation tool providing a consistent and comprehensive guide to Complete Communities objectives. Its purpose will be to facilitate a collaborative conversation with developers at the outset of the development application and approval process.

The Checklist will assist in:

- Assessing the extent to which a proposed development aligns with the goals of Complete Communities prior to or during the application review process
- Possible fast-tracking of development proposals that meet the objectives reflected in the Complete Communities Checklist
- Assisting both parties in identifying the best approach to meeting planning and development objectives
- Providing an objective basis for supporting development incentives
- Better informing and engaging the community by providing additional, timely details on proposed development projects
- Forming a transparent means of informing decision-makers as part of the development approval process as shown in Figure 14a.

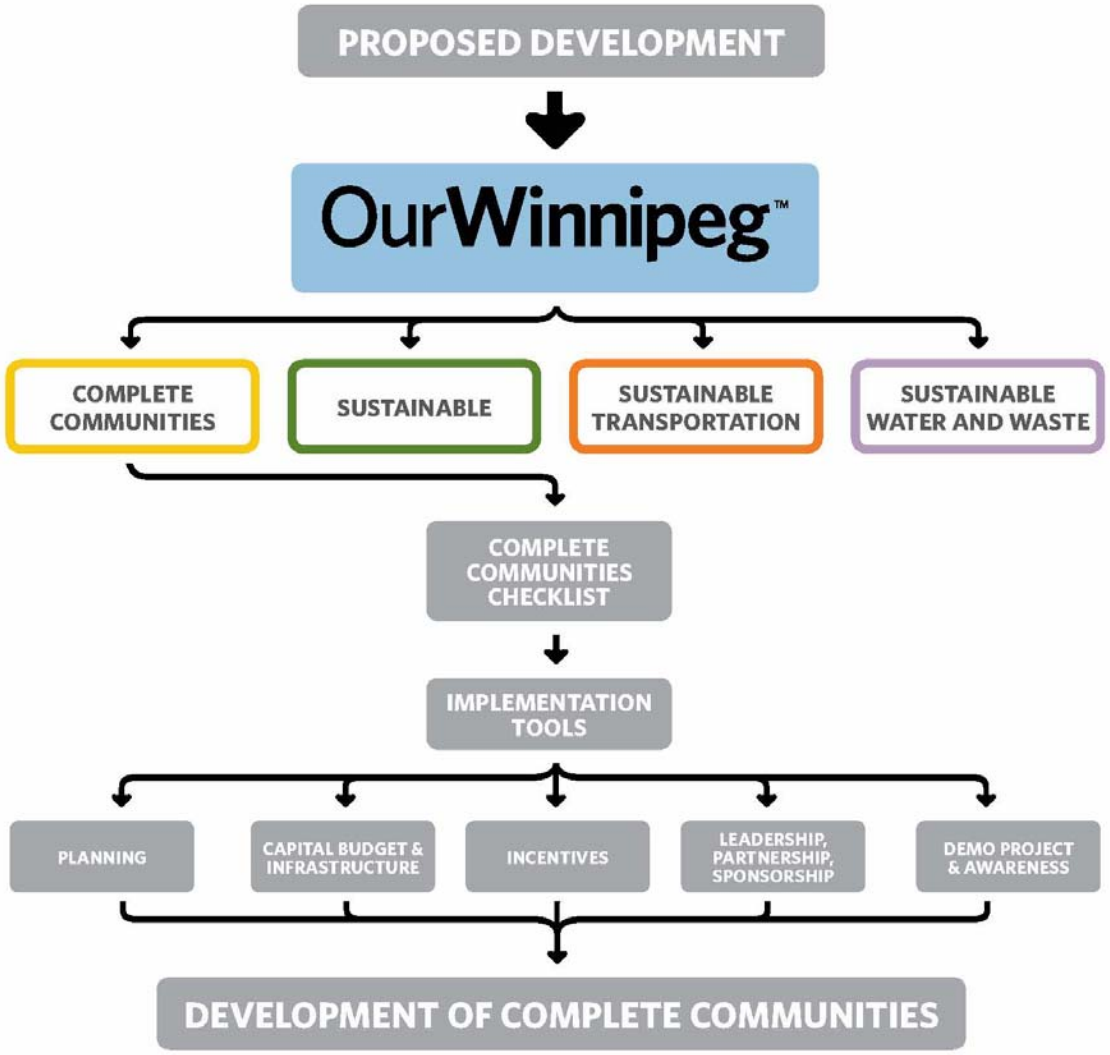

PROPOSED DEVELOPMENT
OurWinnipeg™
COMPLETE COMMUNITIES
SUSTAINABLE
SUSTAINABLE TRANSPORTATION
SUSTAINABLE WATER AND WASTE
COMPLETE COMMUNITIES CHECKLIST
IMPLEMENTATION TOOLS
PLANNING
CAPITAL BUDGET & INFRASTRUCTURE
INCENTIVES
LEADERSHIP, PARTNERSHIP, SPONSORSHIP
DEMO PROJECT & AWARENESS
DEVELOPMENT OF COMPLETE COMMUNITIES
DEVELOPMENT PLAN
DIRECTION STRATEGIES
PROCESS

figure 14a

GLOSSARY

ACCESSIBILITY (see **'Universal Design'**)

ACTIVE MOBILITY (see **'Active Transportation'**)

ACTIVE TRANSPORTATION
Active transportation refers to any human-powered mode of transportation, such as cycling, walking, skiing or skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

The City of Winnipeg's Active Transportation Action Plan is available online at:
http://www.winnipeg.ca/publicworks/MajorProjects/ActiveTransportation/ATActionPlan-2008WEB.pdf

ADAPTIVE REUSE
Adaptive Reuse is the change in use (and often structure) of a building whose original use is no longer needed. This is typically done with old industrial and warehouse buildings, but also happens with more modern buildings.

ADDITIONAL ZONE
A designated area adjacent to the boundary of the City that the City of Winnipeg had planning jurisdiction over between 1968 and 1991. The Additional Zone was regarded by some affected municipalities as unfair and has often been attributed to the lack of movement towards a regional plan.

ADOPTED PLAN
A plan adopted by a governing body that is incorporated as a by-law.

AIRPORT VICINITY DEVELOPMENT PLAN (AVDP)
The AVDP is a secondary plan by-law adopted by City Council for the Winnipeg airport area.

AIRPORT VICINITY PROTECTION AREA PLANNED DEVELOPMENT OVERLAY
A PDO that is intended to minimize exposure of residential and other sensitive land uses to aircraft and their potential impacts. In addition, the District is intended to ensure that the 24-hour operation of Winnipeg's airport continues to contribute to the economic vitality of the city and the region by avoiding or mitigating potential land use conflicts.

ALTERNATIVE TRANSPORTATION
Modes of transportation that are alternatives to travel by a single occupancy vehicle, including riding transit, walking, cycling, and carpooling.

AMENITY INFRASTRUCTURE
Amenity Infrastructure are all the elements and structures placed or installed in parks to enhance, give character to and facilitate use and enjoyment of the site. Things like site furnishings (benches, tables, bike racks) lighting, signage, sport field components, fencing and buildings are all examples of Amenity Infrastructure.

ANIMAL UNITS
An animal unit equals the number of animals required to excrete a total of 73 kilograms of nitrogen in a 12 month period.

AREA STRUCTURE PLAN
(See also **'Secondary Plan'** and **'Local Area Plan'**)
An Area Structure Plan is a 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.

AUTO-ORIENTED DEVELOPMENT
Auto-oriented Development is designed to primarily accommodate automobiles.

BROWNFIELD
Abandoned, idled or underused industrial and commercial sites, where expansion or redevelopment is complicated by real or perceived environmental contamination.

More information is available online at the Canadian Brownfields Network:
http://www.canadianbrownfieldsnetwork.ca/

BUSINESS IMPROVEMENT ZONE (BIZ)
Business improvement zones are public-private partnerships in specific geographic areas. Businesses pay an additional tax for the purpose of funding improvements within the zone that would support bringing more users to the area and to the businesses.

CALL TO ACTION FOR OURWINNIPEG
The first report of the **OurWinnipeg** initiative, released in draft form in November 2009. The Call to Action for **OurWinnipeg** summarizes what the City of Winnipeg has heard from April 2009 to October 2009 through SpeakUpWinnipeg and proposes a series of short-term actions the City will take to get started on priorities identified through community input.

CAPITAL REGION/MANITOBA'S CAPITAL REGION
Refers to the City of Winnipeg and a number of surrounding municipalities – the City of Selkirk, the Town of Stonewall, and the Rural Municipalities of Cartier, East St. Paul, Headingley, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. Francois Xavier, Springfield, Tache, and West St. Paul.

More information is available online through Manitoba Intergovernmental Affairs:
http://www.gov.mb.ca/ia/capreg/

CARRIAGE HOUSE
A structure located to the rear of a residential or other building lot, adjacent to a lane. Most carriages houses are two-storey.

CENTRE / NODE
Centres are areas of concentrated activity, often located at the convergence of significant transportation routes.

CENTREPLAN

CentrePlan is the sub-set of Plan Winnipeg 2020. It builds upon the foundation of the "Downtown" section of the plan.

CENTREPORT

CentrePort is an inland port being developed around Winnipeg's James Armstrong Richardson International Airport. It will serve as an intermodal goods handling facility that is connected by road, rail and air to the marine ports of Vancouver, Prince Rupert, Churchill and Thunder Bay. Through Winnipeg's strategic location on the International Mid-Continent Trade and Transportation Corridor, it will function as a centre for the transshipment of cargo to other inland destinations.

CentrePort will also include provision for Foreign Trade Zones (FTZs) which will provide unique customs procedures for businesses engaged in international trade-related activities, such as duty-free treatment or deferment of duty payments. This helps to offset customs advantages available to overseas producers who compete with domestic industry. There will also be the opportunity for United States customs border pre-clearance activities, where goods undergo inspections before being sent out by aircraft, ship, train or truck. The process is intended to streamline border procedures and reduce congestion at ports of entry.

COMMERCIAL (SEE ALSO 'RETAIL')

Commercial and/or retail includes: grocery & food (e.g. grocery stores, restaurants), general merchandise (e.g. recreation, departments stores, financial services, personal services) and transportation (e.g. car show rooms, gas stations).

COMMUNITY

A group of people with similar or shared culture, concerns or geography.

COMPACT GROWTH / COMPACT DEVELOPMENT / COMPACTLY / COMPACT URBAN FORM

(see also **"High Density"**)
A term used to describe efficient development that minimizes the spatial use of land.

COMPLETE STREETS

Complete streets aim to provide a range of transportation options, including private automobiles, transit, cyclists and pedestrians in a safe and efficient manner. Complete streets are context sensitive and generally incorporate road treatments that address the unique issues of each corridor.

More information is available online through the National Complete Streets Coalition:
http://www.completestreets.org/

CONCEPT PLAN

A Concept Plan is similar to an Area Structure Plan/ Secondary Plan/Local Area Plan, but is not a statutory document and may not have the same level of detail as any of these other types of plans.

CORRIDOR STUDY

A Corridor Study can be an Area Structure Plan/Secondary Plan/Local Area Plan/ or Concept Plan, for a specific length of a corridor normally set for redevelopment.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

CPTED (pronounced "sep-ted") is a crime prevention strategy surmising that the incidence and fear of crime can be reduced through better design. For example, windows facing the sidewalk will make the sidewalk safer than if it were a brick wall, since they provide more "eyes on the street."

More information is available online through CPTED Ontario:
http://www.cptedontario.ca/ptedontario.ca/

DENSITY/DENSIFICATION

In a planning context, density usually refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

DENSITY BONUS

A Density Bonus is an incentive tool allowing developers to increase the density of their development, normally in exchange for building or contributing to a community based project.

DEVELOPMENT PLAN

A development plan sets out the goals, policies and guidelines intended to direct all physical, social, environmental and economic development in a city now and into the future. All other plans and council decisions must conform to it. In Manitoba, the Planning Act requires all municipalities to prepare a development plan. Development plans are also known as official plans, comprehensive plans or general plans.

DISTRICT

An area of the city defined by particular geography, character or other factors.

DOWNTOWN
The central area of the city. (See figure 2a, Urban Structure Map)

DOWNTOWN RETAIL STRATEGY
The Downtown Retail Strategy was an undertaking of the Downtown BIZ to support existing retailers and attract new ones in an effort to add to a more vibrant downtown.

EAST RAPID TRANSIT CORRIDOR (PROPOSED)
A proposed rapid transit corridor connecting the downtown to Transcona.

ENTITLEMENT FIRST NATIONS
(See **'Treaty Land Entitlement'**)

EXTENDED HOUR ACTIVITY
Extended hour activity refers to having activities, including shopping, entertainment and restaurants available past regular working hours, generally in the downtown area.

EYES ON THE STREET
Coined by Jane Jacobs, "Eyes on the Street" is a concept where the more you design communities and neighbourhoods to give streets as much exposure to surrounding people the more safe they will be.

FAVOURABLE ZONING/ PROACTIVE ZONING
Zoning that is clear about development objectives and requirements up front, thereby allowing developers to avoid lengthy approval processes, if their proposals align with the City's land use, form and urban design objectives for an area. Examples include, but are not limited to, mixed-use zoning, form-based zoning and Planned Development Overlays (PDOs).

FORM-BASED ZONING
Rather than concentrating on land use, as in traditional zoning practice, form based zoning primarily regulates development based on form and scale

FRINGE AREAS
Land areas that straddle a shared border.

FULL RANGE OF MUNICIPAL SERVICES
OurWinnipeg defines a full range of municpal services as piped water, piped wastewater, piped land drainage and an urban standard roadway.

GREEN HOUSE GAS (GHG) EMISSIONS
GHG Emissions are gases (e.g. carbon dioxide, methane, nitrous oxide) that are released into the atmosphere from several man-made and natural occurrences. These gasses trap heat from the sun within the atmosphere, causing a greenhouse effect.

GREENFIELD / GREENFIELD DEVELOPMENT
Large, undeveloped tracts of land that are not currently serviced by a full range of municipal services.

GREEN INFRASTRUCTURE
Green Infrastructure refers to all the living matter found within parks and open space (grass, flowers, shrubs + trees) both natural and managed.

GREYFIELD/GREYFIELD DEVELOPMENT
A term used to describe declining / underutilized shopping or institutional centres that often pose significant redevelopment potential. Many of these properties are being redeveloped into mixed use transit oriented centres.

GREY INFRASTRUCTURE
Grey Infrastructure is use to describes all the 'hard' surface (gravel, asphalt, concrete, etc) areas within parks such as court surfaces, walkways, roadways, and parking lots and buildings.

GROUND ORIENTED HOUSING
Ground oriented housing includes single family homes, duplexes, townhouses and other dwellings that have direct access to the ground.

HERITAGE CONSERVATION MANAGEMENT PLAN
A City of Winnipeg plan, developed through consultation with the public, that is intended to maximize the potential of Winnipeg's community heritage assets.

IMPLEMENTATION TOOLS
Specific tools designed to assist in the implementation of **Complete Communities**. Examples are zoning, partnerships and incentives.

INFILL/INFILL DEVELOPMENT
In contrast to greenfield development (see Greenfield), it is the development of land in otherwise built-up areas.

INTENSIFICATION
A term that refers to the development of a site at higher densities than what currently exists. This includes the development of a vacant/underutilized site (including greyfields and brownfields) or the expansion/conversion of an existing building.

LARGE FORMAT RETAIL

Commonly known as "big box," large-format retail is a term applied to large floor plate, one story retail outlets that locate on individual sites or that cluster on a large site, sometimes adjacent to each other.

LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

Introduced in 1998, the LEED Green Building Rating System is a set of standards used to measure the extent of green building and development practices in environmentally sustainable construction. Certification is based on a total point score achieved and awards four different levels: LEED certified, silver, gold, and platinum.

More informtaion is available online through the Canada Green Building Council:
http://www.cagbc.org/leed/what/index.php

LOCAL AREA PLANNING

A spectrum of tools that guide the development of a site or area, including issue or area-specific design guidelines, high-level policy 'handbooks,' Planned Development Overlays (PDOs), Local Area Plans and others.

LOCAL EMPLOYMENT

Generally refers to the City's ability to provide local employment opportunities through a stable and sound economy. As a part of complete communities, local employment refers to the means that you are able to live, work and play all within the same neighbourhood.

LOT SPLITS

The subdivision of a parcel of land into two lots, building sites, or other divisions for the purpose of sale or building development.

MAJOR REDEVELOPMENT SITES

Large, functionally obsolete or underutilized lands, such as former industrial areas.

They are often located adjacent to existing communities along rail lines, major corridors or rapid transit corridors. Although existing infrastructure is often insufficient for immediate redevelopment, these areas present opportunities for strategic mixed use infill and intensification in existing urban areas.

MASTER PLAN

A Master Plan incorporates all the relevant and necessary strategies needed to implement a plan on many different levels.

MATURE COMMUNITIES

Winnipeg's early suburbs, mostly developed before the 1950s. Key features are a grid road network with back lanes and sidewalks, low to moderate densities, and a fine grained mix of land uses along commercial streets. Many of these communities have a full range of municipal services.

MIXED-USE DEVELOPMENT / MIX OF USES
The development of a piece of land, building or structure that includes two or more different land uses, including residential, office, retail or light industrial.

MOBILITY
Mobility refers to the efficient movement of people and goods in the urban environment.

MULTIPLE FAMILY DEVELOPMENT
Development that includes a number of separate housing units in one residential or mixed use building.

MULTIPLE FAMILY INFILL DESIGN GUIDELINES
A document intended to guide the development of infill housing in predominantly single-family neighbourhoods and promote new development that is consistent with the form and character of existing neighbourhoods.

MULTI-MODAL
(See also **'Complete Streets'**)
A multi-modal street is one where more than one mode of transportation (e.g. vehicle, bicycle, transit, etc) can be accommodated at one time.

NEW COMMUNITY
New Communities are large, unserviced land areas identified for future urban development. These areas are not currently served by a full range of municipal services. Many of these lands were previously designated as Rural Policy Area in Plan Winnipeg 2020.

NODE/CENTRE
Nodes are centres of activity which are often located at the convergence of significant transportation routes.

ON-STREET PARKING
Parking available on the street.

OURWINNIPEG
OurWinnipeg will replace **Plan Winnipeg** as the city's development plan (see Development Plan) once it is adopted by council in 2010.

PLACEMAKING
The process of creating public spaces in the city that are unique, attractive and well-designed to promote social interaction and positive urban experiences.

PLANNED DEVELOPMENT OVERLAY (PDO)
The purpose of a PDO is to provide a means to alter or specify allowed uses and/or development standards in otherwise appropriate zones in unique or special circumstances to achieve local planning objectives in specially designated areas (see Winnipeg Zoning By-Law 200/2006).

PLAN WINNIPEG 2020 VISION

Plan Winnipeg 2020 Vision is the City of Winnipeg's current long-range development plan (see Development Plan). Adopted in 2001, it was intended to guide all development in the city henceforth for the next twenty years. **OurWinnipeg** (see OurWinnipeg) replaces **Plan Winnipeg** as the city's development plan.

PRECINCTS / PLANNING PRECINCTS

Planning Precincts divide New Communities into logical fractions in order to ensure that planning for New Communities is comprehensive, orderly and complete.

PROACTIVE ZONING/FAVOURABLE ZONING

Zoning that is clear about development objectives and requirements up front, thereby allowing developers to avoid lengthy approval processes, if their proposals align with the City's land use, form and urban design objectives for an area. Examples include, but are not limited to, mixed-use zoning, form-based zoning and Planned Development Overlays (PDOs).

PROVINCIAL LAND USE POLICIES

Policies enacted by the Province to guide the use of land and resources and to encourage sustainable development. The policies provide direction for a comprehensive, integrated and coordinated approach to land use planning for all local authorities.

PUBLIC ART

Artworks created for, or located in part of a public space and/or accessible to the public. Public art can be permanent or temporary and can be created in any medium.

PUBLIC REALM

The public realm is the shared component of the built environment that the public has free access to, such as sidewalks, streets, plazas, waterfronts, parks and open spaces.

RAPID TRANSIT

A form of urban public transportation with higher than normal capacity and higher than average speed, sometimes separated from other traffic in underground tunnels, above-ground bridges or separate rights-of-way. Rapid transit vehicles can include buses, light rail vehicles, and trains.

RECENT COMMUNITIES

Recent Communities are areas of the city that were planned between the 1950s and the late 1990s. They are primarily low and medium density residential with some retail. The road network is a blend of modified grid and curvilinear, often without sidewalks or back lanes. These are typically stable residential communities with limited redevelopment potential over the next 30 years.

REINVESTMENT AREA

Reinvestment Areas are parts of the city that may have a desirable character, but show signs of disinvestment and decline and would benefit from modest infill, redevelopment and/or other projects. **OurWinnipeg** does not identify specific Reinvestment Areas but supports the development of criteria to classify them.

REGIONAL PLANNING FRAMEWORK

A non-statutory action plan that develops a shared vision for the future of the region and sets realistic goals for achieving it. The framework contains principles and goals that have been developed collaboratively and through a consensus building process.

RETAIL (SEE ALSO 'COMMERCIAL')

Commercial and/or retail includes: grocery & food (e.g. grocery stores, restaurants), general merchandise (e.g. recreation, departments stores, financial services, personal services) and transportation (e.g. car show rooms, gas stations).

RIPARIAN

Riparian refers to the area or zone at the interface between land and water (rivers, creeks, lakes and wetlands). Riparian zones make a major contribution to the health of the entire ecosystem. In turn, vegetation such as grasslands, wetlands and forests play an important part in the health of these riparian zones. They are significant from ecological, environmental management, economic and civil engineering perspectives because of their importance to biodiversity, riverbank stability, erosion control, water quality and associated aquatic ecosystems

RURAL POLICY AREA

Areas primarily devoted to agricultural uses and related support functions within Winnipeg's previous development plan, Plan Winnipeg 2020 Vision.

SECONDARY PLAN

A term that has been used to describe a detailed statutory plan which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city. Some examples include, the Osborne Village Neighbourhood Plan and the Waverley West Area Structure Plan.

SECONDARY SUITES

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.

SENSE OF PLACE
When a set of characteristics make an area feel special or unique

SOUTHWEST RAPID TRANSIT CORRIDOR
The Southwest Rapid Transit Corridor is the first leg of the city's rapid transit system. When complete, the Southwest Rapid Transit Corridor will connect the downtown to the University of Manitoba.

SPEAKUPWINNIPEG
The City of Winnipeg Charter requires the City, when reviewing its development plan (see Development Plan), to seek input from the public. SpeakUpWinnipeg refers to the public involvement process used for OurWinnipeg. The process encompassed varied possibilities for participation, from online discussions to focus groups and dialogue surrounding drafts and strategies.

SPECIAL DISTRICT
A special district is one where specific regulations differ exceptionally from other districts or where regulations are not governed by the City (e.g. Airport Area).

STATUTORY PLAN
A plan adopted as a by-law.

STREETSCAPING
Streetscaping is the planning and construction of various elements of a street. Lighting, plantings and sidewalk design are examples of street design elements.

SUBDIVISION
VERB. The act of dividing a tract of land into 2 or more lots

NOUN. A tract of land that has been divided into 2 or more lots.

SURFACE PARKING
Parking provided on an undeveloped/underdeveloped lot of land.

SUSTAINABLE/SUSTAINABILITY
According to the 1983 United Nations Brundtland Commission, the preeminent standard in the definition of sustainable development, it is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." While the term is most associated with its environmental implications, it also has economic and social implications as well.

UN 1983 Report of the World Commission on Environment and Development, aka the Brundtland Commission:
http://www.un-documents.net/wced-ocf.htm

SUSTAINABILITY INDICATORS
Measurement tools that help the City of Winnipeg clarify progress in its attainment of social/cultural, economic and environmental sustainability. Sustainability indicators must be relevant, easy to understand, reliable and based on accessible data.

TAX ABATEMENT
Full or partial reduction in taxes granted by the city for a specific period of time to encourage certain activities, such as the development or redevelopment of a property.

TAX INCREMENT FINANCING
A form of government incentive that uses the increase in taxes anticipated from a particular development or redevelopment to help subsidize the cost of the project.

TRANSFORMATIVE AREAS
Specific areas within the city that provide the best opportunity to accommodate significant growth and change. These areas include Downtown, Mixed Use Centres, Mixed Use Corridors, Major Redevelopment Sites and New Communities.

TRANSIT ORIENTED DEVELOPMENT
Moderate to higher density compact mixed-use development, located within an easy five to ten minute (approximately 400m to 800m) walk of a major transit stop. TOD involves high quality urban development with a mix of residential, employment and shopping opportunities, designed in a pedestrian-oriented manner without excluding the automobile. TOD can be new construction or redevelopment of one or more buildings whose design and orientation facilitate the use of public transit and Active Transportation modes.

TRANSIT ORIENTED DEVELOPMENT HANDBOOK
The Transit Oriented Development Handbook is intended to facilitate development along high quality and high frequency transit routes within the City.

UNIVERSAL DESIGN
A term coined by architect Ron Mace of the University of North Carolina to encompass seven basic principles of good design: equitable use, flexible use, simple and intuitive use, perceptible information, tolerance for error, low physical effort and size and space for approach and use. It can be applied to a place, service or product. The principles are key ingredients to accessibility within a complete community and social sustainability within an urban environment. Universal Design characteristics maximize accessibility for a wide range of people from infancy to older ages with a variety of physical, sensory or cognitive abilities.

URBAN DESIGN
Urban Design is the complete arrangement, look and functionality of any area(s) within a town, city or village.

URBAN FORM
The physical layout and design of the city.

URBAN STRUCTURE
The arrangement of land use in urban areas.

WALKABILITY/WALKABLE

Walkability is a measurement of how conducive a place is to walking. This includes the physical nature of a place and other factors, such as safety and perceived enjoyment. Walkability is influenced by several factors including proximity to one's destination (for example work or school), the quality of pedestrian facilities, availability of parks and public spaces, urban density, mixture of uses and the presence of a defined urban centre.

Find out how your neighbourhood ranks:
http://www.walkscore.com/

WAYFINDING SIGNAGE

A network of signs that help orient people to places in the city.

ZONING

Zoning classifies of a city's land into specific "zones" that regulate the use, size, height, density and location of buildings and activities permitted in them. These zones are set out in zoning by-laws, as required in Winnipeg, by the City of Winnipeg Charter Act (see City of Winnipeg Charter).

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