

WINNIPEG 2020 VISION

Winnipeg



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This document reproducing Plan Winnipeg 2020 Vision (By-law No. 7630/2000) has been printed by authority of the Council of The City of Winnipeg. Under subsection 125 (3) of The City of Winnipeg Act this document is prima facie evidence of the enactment and content of that By-law and Plan.



INTRODUCTION

Plan Winnipeg is City Council's long range policy plan. It is intended to guide Winnipeg into the twenty-first century by addressing the broad physical, social, economic, and environmental conditions in the city. In that sense, Plan Winnipeg is the most important document prepared by The City of Winnipeg because it provides the foundation for all civic activity. It is intended that all other City documents, budgets, public works, programs, or developments be consistent with this Plan.

Using Plan Winnipeg as a guide, Council can set priorities, make decisions, and manage our City with greater consistency, clarity, and predictability. Most importantly, the Plan explains how Council and the Winnipeg community can work together to achieve Winnipeg's potential.

Plan Winnipeg 2020 Vision replaces the previous version of the Plan which was adopted in 1993 as Plan Winnipeg … toward 2010. The new Plan draws on the insights and input of hundreds of Winnipeggers, from all walks of life. It sets out a new vision for a new millennium in Manitoba's capital city.

This Plan sets out explanatory text and a series of numbered statements within five chapters. Collectively, this represents policy direction for the City of Winnipeg. The numbered statements include a blending of plans, policies, and proposed initiatives which, for the sake of interpretation, are proposals as referred to in section 583 of The City of Winnipeg Act.

Section 583 of the Act states that "The passing of a Plan Winnipeg by-law does not require council or any person, association, organization or department or agency of the Crown to undertake a proposal contained in the by-law, but no public work, undertaking or development shall be inconsistent with a Plan Winnipeg by-law."

Where two or more statements in this Plan conflict or may conflict in their application, the Council of the City, the Committees of Council, and the officers of the City having jurisdiction shall apply their judgement regarding the best balance between or among those plans and policies.

Over the years, Winnipeggers have said they value the quality of life available here. Through annual surveys, we know that Winnipeggers appreciate the size and pace of the city and find it easy to get around. They feel a strong sense of community, surrounded by friendly, caring people. They cherish the city's amenities, recognizing that there is a rich variety of things to do. They are strongly attached to their neighbourhoods. They feel that with a relatively low cost of living, Winnipeg is a good place to raise a family. Many experience Winnipeg as a cosmopolitan city with a healthy environment, a diverse economy, world class artistic and cultural facilities, and a rich heritage.

The following vision statement, developed through public consultation, sums up Winnipeggers' vision for their city:

"To be a vibrant and healthy city which places its highest priority on quality of life for all its citizens."

Through a series of workshops, Winnipeggers were asked to articulate, in greater detail, their views regarding the quality of life in Winnipeg. According to Winnipeg residents, their quality of life is dependent upon:

- a vibrant downtown and safe, healthy neighbourhoods;
- good municipal government that makes sound, principled decisions;
- economic prosperity shared by all Winnipeggers;
- development that is well planned and orderly;
- convenient access and mobility to all parts of the city;
- supportive and well maintained urban infrastructure;
- safety and security in the home, in neighbourhoods, and downtown;
- knowledge and good health for all citizens;
- environmental quality in both the natural and built environments; and
- a city with vitality, as seen in its people and the activities it offers.

It is Council's intent, through the policy direction provided in this Plan, to shape the future of Winnipeg in a manner that reflects these aspirations. But first, it is necessary to assess where we are today.

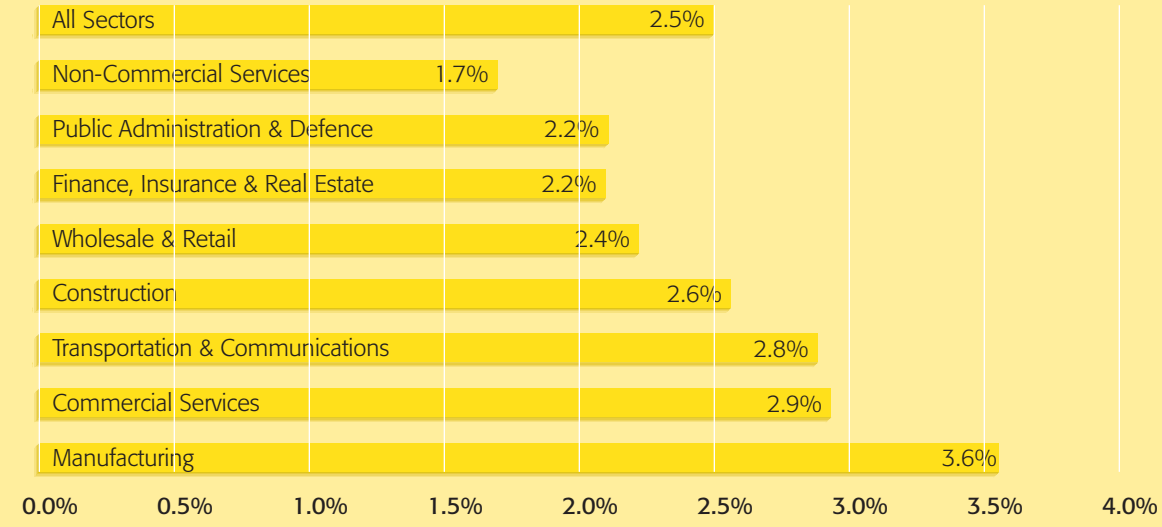
Economic Growth

Winnipeg is characterized as having the most diverse economy in Canada. The Conference Board of Canada rates Winnipeg at 0.96 out of 1.00, with the average of Canadian cities at 0.89. As a result, the city has avoided large economic upswings or downturns while generating modest yet sustained growth. The Conference Board of Canada, in a study commissioned by The City of Winnipeg, predicts that Winnipeg will continue in this general pattern through the next two decades, with somewhat better overall performance than in recent past.

Sustainable economic growth results from serving demand external to the local economy, that is, from companies producing traded or exported goods and services. Historically, the primary (resource-based) and manufacturing sectors have been seen as providing this economic base because they create export-based employment. Increasingly, however, economists have come to recognize that major portions of other sectors – wholesale and retail trade sector, the financial sector, and the commercial sector including food and accommodation – also supply markets beyond the metropolitan area boundaries and therefore contribute to export-based employment. In Winnipeg, these sectors are relatively strong.

Figure 1 shows that the forecasted growth in the economy over the next five years will be led by the manufacturing sector, with an expected yearly real GDP (Gross Domestic Product) increase of 3.6%. Overall, the economy is expected to grow at an average annual rate of 2.5% over the next five years, a rate consistent with its healthy performance over the last few years.

Figure 1: Real GDP* Growth for Winnipeg – 1999 to 2004 Average Annual Forecast

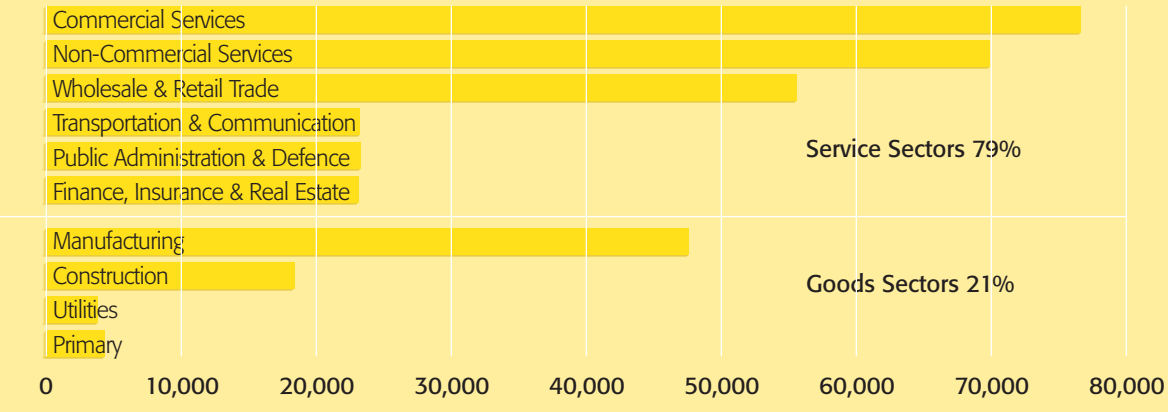


Source: Conference Board of Canada, Metropolitan Outlook Data, released June 2000 * Gross Domestic Product

Employment

As shown in Figure 2, Winnipeg's top four employment sectors are commercial services with 76,000 employees, non-commercial services with 70,000, wholesale and retail trade with 56,000, followed by the manufacturing sector with 48,000.

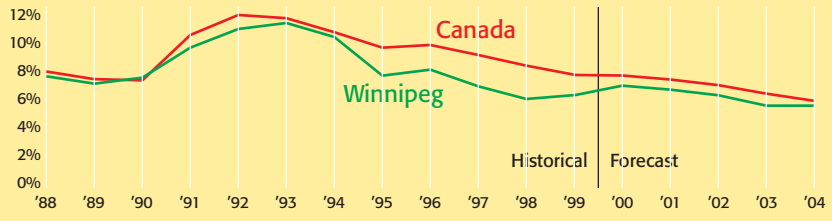
Figure 2: Winnipeg Employment 1999 – Number of Employees by Sector



Source: Conference Board of Canada, Metropolitan Outlook Data, released June 2000

The Conference Board of Canada forecasts that employment growth over the next five years will total 22,000 additional jobs in the service sectors, an 8.1% increase, and 8,000 additional jobs in the goods sectors, a 10.7% increase. Looking further down the road, the number of export-based jobs in Winnipeg could grow significantly between now and 2020, reflecting the continuation of a trend in recent years toward export-based employment growth. While export-based employment in Winnipeg was hit hard during the early 1990s, falling from 79,000 in 1989 to 64,000 at the height of the recession, these jobs have been growing quickly since 1994 and now total more than 85,000. Over that period, job growth was filled from among those who were unemployed. As a result, Winnipeg's unemployment rate has fallen from 11.0% in 1993 to 5.8% at the end of 1999. As shown in Figure 3, economists predict that, with continued economic growth forecasted for the future, the unemployment rate will continue to decline to just above 5% over the next several years.

Figure 3: Unemployment Rate for Winnipeg – Projected to 2004



Source: Conference Board of Canada, Metropolitan Outlook Data, released June 2000

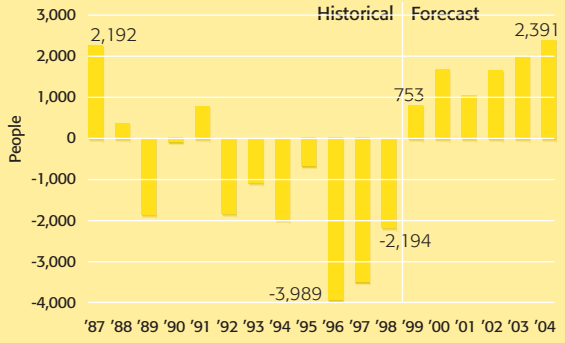
However, as a rule, the unemployment rate can rarely be expected to drop much below 5%. Therefore, Winnipeg will soon be in a position of having excess jobs and high employment needs. There are indications in the community today that this trend is already emerging with labour force shortages in the transportation and technology sectors, among others.

Population Change

With high employment needs in Winnipeg, companies will be better able to retain Winnipeggers who might have considered leaving in the past and even begin to draw people from other regions of Canada. As shown in Figure 4, the Conference Board data supports this by projecting positive net migration for Winnipeg, something that has not happened for some time. This positive net migration will soon have an impact on Winnipeg's population growth, which is presently flat.

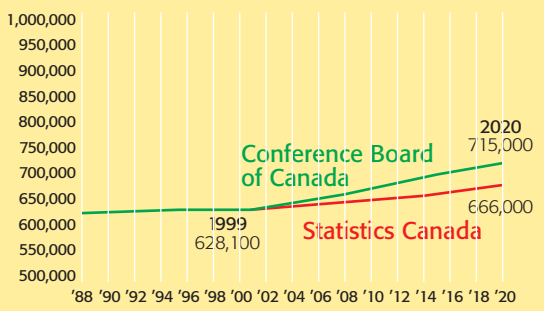
Assuming that positive migration occurs in response to high employment needs, future economic growth will trigger population growth. The question is, to what degree? Despite a well-performing economy, it is generally accepted that not all of the excess jobs that could potentially be created will be filled by migrants.

Figure 4: Net Migration for Winnipeg CMA*
Projected to 2004



Source: Conference Board of Canada, Metropolitan Outlook Data, released June 2000
*Census Metropolitan Area (includes surrounding municipalities)

Figure 5: Population Growth for City of Winnipeg
Projected to 2020



Source: Conference Board of Canada, January 2000 (derived from Winnipeg CMA data); Statistics Canada, December 1999

As shown in Figure 5, the Conference Board of Canada, estimates a population increase for Winnipeg of 87,000 to (715,000) people by the year 2020, a 14% increase. There is an assumption that migrants will not be drawn to the city in sufficient numbers to meet demand. The result will be a slowdown in labour force growth. Nonetheless, the Conference Board of Canada expects immigration to average 3600 per year over that time period.

A reverse scenario is offered by the Manitoba Bureau of Statistics. Based on the growth pattern from 1991 to 1996, the Bureau predicts continued negative migration over the projected time frame. This results in a net population loss of 26,000 (to 602,300) or -4.1% by the year 2020. Following a similar methodology but using more recent data, Statistics Canada projects slow growth over the next twenty years with a population increase of 38,000 (to 666,000) or 6.0%, as shown in Figure 5.

The policies in this Plan support a scenario of modest population growth falling between the Conference Board and Statistics Canada projections. The Plan recognizes that with modest growth, the principles of containment and inner city revitalization, which formed the basis of the original Plan Winnipeg of 1981, remain sound and, therefore, continue to provide the foundation for the policies through a commitment to sustainable practices and compact urban form. A projection of modest growth also means that the vision articulated in the 1993 version of Plan Winnipeg which focuses on maintaining and enhancing the quality of life that Winnipeggers have come to enjoy, similarly remains sound.

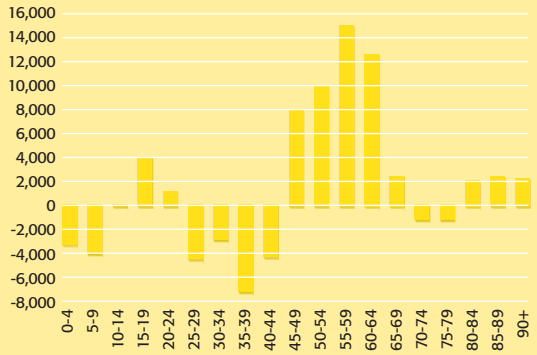
Population Change (continued)

Both projections depicted in Figure 5 acknowledge that the natural increase in population over the twenty year time frame will be minimal. The difference between the two projections is primarily the result of variations in projections of migration (intraprovincial, interprovincial, and international). The Plan recognizes that migration can be influenced. Therefore, the policies articulated in this Plan, particularly those related to economic development, are intended to shape the future toward the higher end of these predictions. Modest but steady growth is seen as necessary to support an environment within which the quality of life of Winnipeggers can be enhanced.

While the city overall is expected to experience modest growth, certain segments of the population will be growing at faster rates than others. Over the next ten years, the aging "Baby Boomers" will continue to influence the greatest changes in demographics, resulting in a large increase of Winnipeggers between the ages of 45 and 65, as shown in Figure 6. While there is not expected to be a significant increase in the number of seniors over that time period, that will change quite dramatically in the following decade. There will also be a significant increase in people in the 10 to 22 year old range, the "Echo" of Baby Boomers. Meanwhile the reduction in the number of people between the ages of 25 and 45 will only exacerbate the labour force shortages referred to earlier.

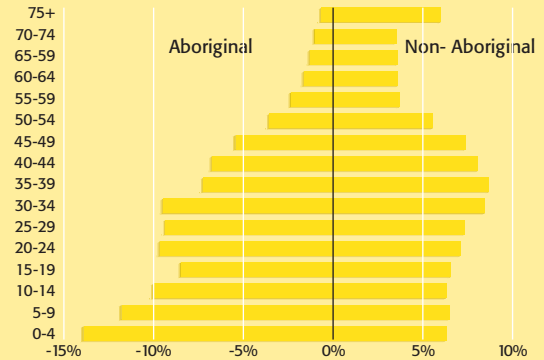
With over 43,000 people of First Nations, Inuit, and Metis descent, according to the 1996 Census, Winnipeg is home to urban Canada's largest Aboriginal population. Over the coming years, this segment of the population is expected to continue growing at a rate of about four times that of the non-Aboriginal population. As shown in Figure 7, the Aboriginal population in Winnipeg currently exhibits a much younger profile than the rest of the population. As a result, within the next two decades, it is expected that 1 in 5 toddlers will be of Aboriginal descent as will be 1 in 4 young people entering the work force.

Figure 6: Population Change for Winnipeg
By Age Group, for 2009 as Compared to 1999



Source: Conference Board of Canada, January 2000 (derived from Winnipeg CMA data)

Figure 7: Aboriginal & Non-Aboriginal Population In Winnipeg

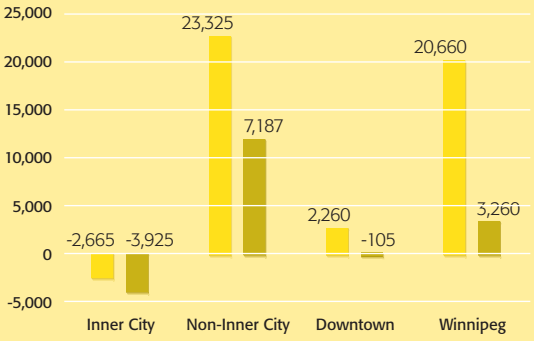


Source: Statistics Canada, 1996 Census, Aboriginal persons based on identity

In terms of population distribution, Figure 8 shows that there is a continued trend toward a depopulation of the inner city. Statistics Canada figures indicate that in the ten-year period from 1986 to 1996, the inner city population dropped by over 6500 people while the rest of the city grew by over 30,000 people. Statistics regarding mobility indicate that, in the inner city, 1 in 4 people move within a year, a rate nearly double that of the rest of the city. Focusing on the downtown, there are signs that the momentum gained through a population increase of over 2200 people in the five year period from 1986 to 1991, may be lost as the most recent five years, from 1991 to 1996, shows a population loss of 105 people.

Figure 8: Population Change for Winnipeg

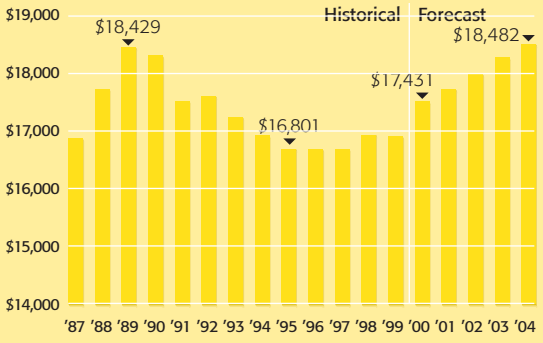
Ten Year Period 1986-1991 1991-1996



Source: Statistics Canada, 1996 Census

Figure 9: Real Disposable Income for Winnipeg

Per Capita in Constant 1992 Dollars, Projected to 2004



Source: Conference Board of Canada, Metropolitan Outlook Data, released June 2000

Implications

Since migrants tend to be young, often with children, there is expected to be some growth in this segment of the population in the years ahead. To some degree, this will offset the current trend of a declining population of young children. As well, an increase in children and teenagers could put pressure on both the educational facilities and recreational facilities such as community centres, while also creating greater demand for transit since teenagers are one of the primary users of this service. Also, it can be expected that certain crimes such as arson, theft, break and enter, sexual assaults, and homicides, perpetuated largely by young males, could rise correspondingly. As well, with an aging population, greater attention will be needed to such things as universal design to accommodate people with disabilities.

With continued evidence of a declining inner city, on-going efforts will be needed to stimulate downtown and neighbourhood revitalization. Incentives to encourage home ownership and stimulate the development of new and rehabilitated housing will likely be necessary.

Over the next decade there will be modest housing demand as more young families move into the housing market while early retirees will be looking for alternative accommodations, such as condominiums, which may be more appropriate to their needs. Longer term, as the echo generation moves into the housing market, demand will increase significantly. This will lead, eventually, to increased revenues for The City of Winnipeg as the assessment base grows through additional house construction.

In the shorter term, the Conference Board of Canada is projecting that for Winnipeg, real disposable income per capita will increase by 11% over the next five years, as shown in Figure 9. This is based on federal and provincial income tax cuts already announced, higher wages (even higher in the manufacturing sector), continued low inflation, and strong exports. Although the average salary per employee is low when compared to other Western Canadian cities, significant cost of living items, such as housing, are also low. This means that the commercial sector, together with recreation and leisure, should remain healthy in the short to medium term.

Council is intent on shaping the future of Winnipeg by addressing the challenges we face in order to capitalize upon the opportunities. But, in doing so, it will adhere to certain principles, each of which has helped shape the policies found in this Plan, and each of which is integral to the vision that Winnipeggers hold for their city.

1. Sustainability – making certain that the choices available for future generations are not impaired by decisions made today. For example, this means committing to the reduction of greenhouse gas emissions, making decisions that do not compromise the environment, and recognizing that long term goals are more important than short term gains.
2. Social consciousness – ensuring that all Winnipeggers are treated with dignity and respect. This means committing to concepts of social equity, tolerance, diversity, and universal access, among others, and addressing issues such as child poverty.
3. Thoughtful development – evaluating the costs and benefits of development proposals. The intent is to take maximum advantage of existing infrastructure through increased densities and compact form, to commit to inner city revitalization and heritage conservation, and to provide integrated transportation options.
4. Partnership and collaboration – working cooperatively with people, other governments, the not-for-profit sector, and the private sector. The intent is to leverage resources to maximum advantage and to provide the most effective and efficient services to citizens and businesses.
5. Healthy living – promoting healthy lifestyles. In the broadest interpretation of the term this includes the provision of safe environments, education, recreation, arts, and culture to assist citizens in developing to their fullest potential.
6. Local empowerment – encouraging citizens to shape decisions that affect their lives. This requires sharing decision-making processes through citizen engagement, promoting local ownership and control, fostering a strong local economy, and facilitating ongoing participation in local government.

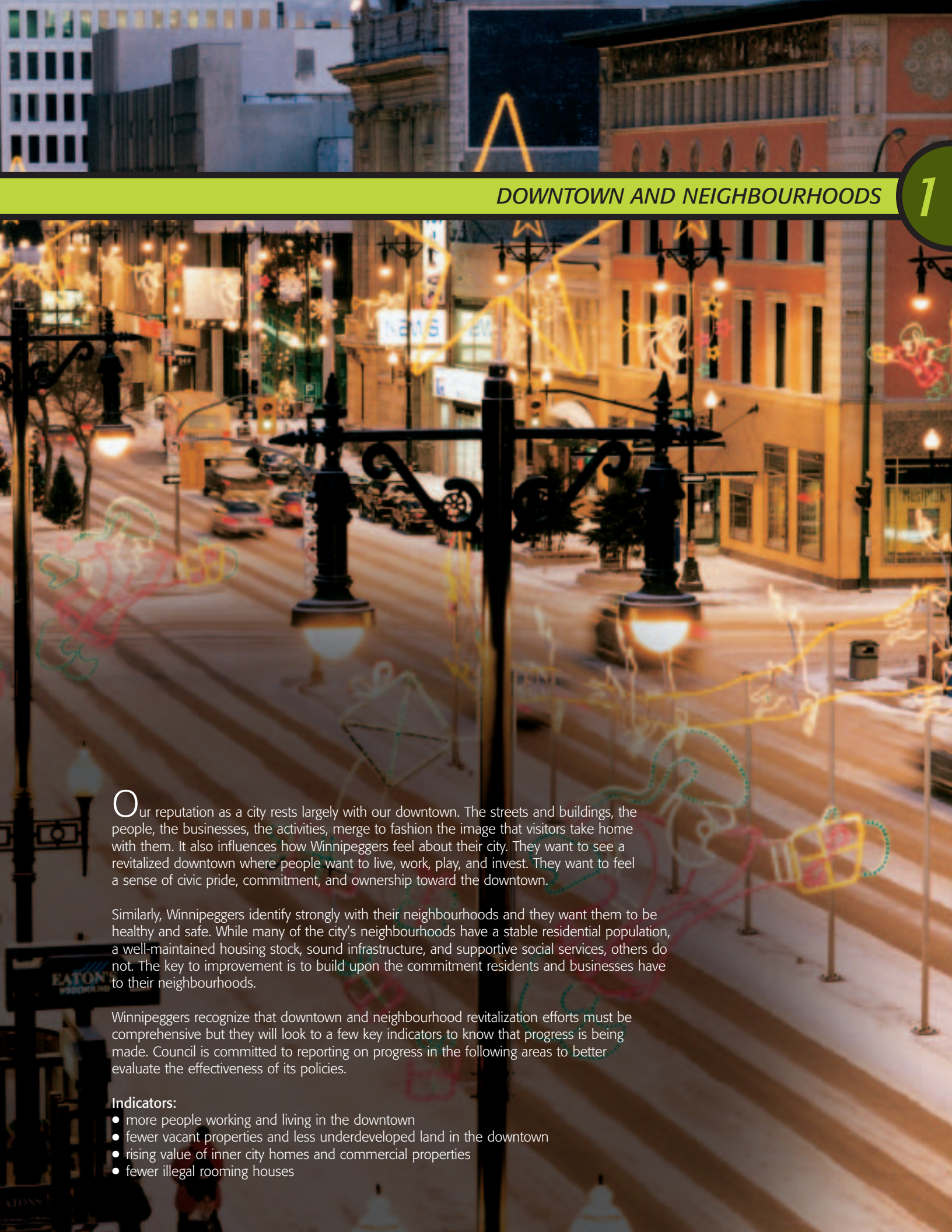
These principles will guide Council as it fulfills its mandate, which includes:

- community leadership, representation, and advocacy;
- regulatory authority to safeguard the public good;
- the provision of infrastructure like roads, sewer, and water; and
- the provision of services like public safety, transportation, and recreation.

In fulfilling that mandate, Council is committed to acting in a number of capacities including:

- as advocate, representing the interests of the community to other organizations;
- as facilitator, assisting with the provision of facilities and services;
- as regulator, controlling activity in an area to safeguard public interest;
- as funder, offering financial assistance for the provision of a service or facility; and
- as provider, delivering programs and services and undertaking projects.

The hundred or so policy statements that are outlined in the following five chapters were built upon this foundation.



Our reputation as a city rests largely with our downtown. The streets and buildings, the people, the businesses, the activities, merge to fashion the image that visitors take home with them. It also influences how Winnipeggers feel about their city. They want to see a revitalized downtown where people want to live, work, play, and invest. They want to feel a sense of civic pride, commitment, and ownership toward the downtown.

Similarly, Winnipeggers identify strongly with their neighbourhoods and they want them to be healthy and safe. While many of the city's neighbourhoods have a stable residential population, a well-maintained housing stock, sound infrastructure, and supportive social services, others do not. The key to improvement is to build upon the commitment residents and businesses have to their neighbourhoods.

Winnipeggers recognize that downtown and neighbourhood revitalization efforts must be comprehensive but they will look to a few key indicators to know that progress is being made. Council is committed to reporting on progress in the following areas to better evaluate the effectiveness of its policies.

Indicators:

- more people working and living in the downtown
- fewer vacant properties and less underdeveloped land in the downtown
- rising value of inner city homes and commercial properties
- fewer illegal rooming houses

Putting Downtown First

1A-01 Promote Downtown Development



The City shall promote downtown development to stimulate revitalization and capitalize on existing infrastructure by:

i) implementing a visionary downtown plan (CentrePlan) through an action-oriented development corporation (CentreVenture) to provide clear direction, coordination of planning and implementation, and strong leadership for the downtown;
ii) encouraging the retention, recruitment, development, and incubation of unique and important businesses in the downtown, with particular emphasis on the creation of a downtown digital economy;
iii) encouraging and supporting the adaptive reuse of heritage buildings and the location of government offices and staff in the downtown;
iv) ensuring its zoning and building by-laws and its administrative procedures support the concepts of mixed land use and compact urban form in the downtown; and
v) considering the effects on the downtown in the evaluation of new developments, commercial/retail policies, staff and budget resource allocations, and transportation priorities.

1A-02 Encourage Downtown Living

The City shall encourage downtown living in existing downtown residential neighbourhoods and elsewhere in the downtown by:

i) supporting, through neighbourhood development programs, the stability of existing downtown neighbourhoods;
ii) providing incentives such as heritage tax credit programs, building code equivalences for heritage buildings, and mixed-use zoning that encourage the provision of housing including warehouse conversions and new construction throughout the downtown;
iii) encouraging mixed-use residential development that integrates retail, service businesses, and institutions needed by downtown residents; and
iv) supporting the creation of a pedestrian-friendly downtown environment.

1A-03 Promote a Safe Downtown

The City shall promote a safe downtown by:

i) encouraging more pedestrian activity on downtown streets through support for mixed land use developments and pedestrian-focused transportation planning;
ii) encouraging compliance with design principles that promote safety and security in all public and private development projects;
iii) supporting community-based safety initiatives such as the Downtown Watch and other efforts that build strategic and cooperative relationships with neighbourhood groups and business associations; and
iv) maintaining a street level police presence in the downtown and giving priority to the downtown for police efforts, including graffiti control.

1A-04 Promote the Excitement of Downtown

The City shall promote the excitement of downtown as a destination for residents and visitors alike by:

i) working in cooperation with other agencies such as Tourism Winnipeg to provide comprehensive information to Winnipeggers and tourists regarding the many unique and interesting opportunities which the downtown provides;
ii) supporting and encouraging affordable activities in the downtown that foster a spirit of celebration and festivity and that promote the participation of all residents and visitors; and
iii) acting to ensure the downtown is the location of choice for major arts, culture, and entertainment amenities.

1A-05 Celebrate the Downtown's Special Features and Heritage

The City shall celebrate the downtown's special features and heritage by:

i) promoting the uniqueness of its character areas such as Chinatown, Broadway, and the central business district of Portage and Main;
ii) enhancing the value of the Exchange District as a National Historic Site by encouraging the development of a mixed-use cultural district;
iii) recognizing and supporting the rich and unique Aboriginal cultural presence in and around the Neeginan Development and supporting the revitalization of Main Street; and
iv) promoting the Forks as a premiere attraction and gathering place for residents and visitors.



1A-06 Encourage Accessibility To and Within the Downtown



The City shall encourage accessibility to and within the downtown by:

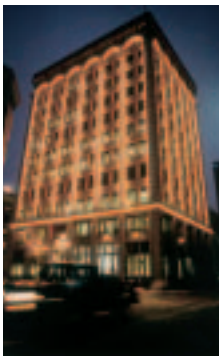
i) supporting universal access and proper maintenance of outdoor routes and indoor public walkways for people of all ages and abilities;
ii) linking adjacent neighbourhoods to the downtown with attractive transportation routes and access points with an emphasis on pedestrian connections;
iii) using streets and sidewalks, river corridors, pathways, and green spaces as an interconnected network to integrate the downtown and connect it with the whole city;
iv) supporting cycling and other alternative modes of transportation to and within the downtown;
v) supporting public transit to move people to and within the downtown, including the implementation of measures that reduce travel times between suburban areas and the city centre, the upgrading of waiting areas at major transit stops, and the operation of a downtown shuttle service;
vi) maintaining with operational, custodial, and security services a weather-protected pedestrian walkway system linked to public transit;
vii) supporting the provision of short-term downtown parking, both on-street and off-street, to promote convenient access to downtown businesses; and
viii) managing the provision of long-term parking in the downtown in a way which encourages the use of alternative modes of transportation and the reduction of automobile congestion.

1A-07 Integrate Rivers, Parks, and Green Spaces in the Downtown

The City shall integrate rivers, parks, and green spaces in the downtown by:

i) enhancing year-round access to the Riverwalk system and to the rivers themselves through the provision of boat launches, docks, the winter Rivertrail system, and other conveniences;
ii) protecting, preserving, and enhancing the natural amenities and linking them where feasible; and
iii) encouraging the private sector to incorporate open space, landscaping, and pedestrian amenities into development projects in the downtown.

1A-08 Promote High Standards of Urban Design in the Downtown



The City shall promote high standards of urban design in the downtown by:

i) ensuring that all projects for which it is responsible reflect exemplary urban design and maintenance;
ii) encouraging private developments to meet similar high standards of design and maintenance; and
iii) encouraging the integration of public art and aesthetics into the downtown landscape.

Creating Healthy Neighbourhoods

1B-01 Support Neighbourhood Revitalization

The City shall support neighbourhood revitalization through efforts that address the physical, social, and economic needs of neighbourhoods giving first priority to Major Improvement Neighbourhoods identified on Policy Plate D and second priority to Rehabilitation Neighbourhoods identified on Policy Plate D by:

i) coordinating the delivery of services and programs such as recreation, leadership, life-skills, and employment through community-based facilities to ensure maximum benefit and convenience to local residents and business interests;
ii) engaging the community, including residents, businesses, organizations, and schools in the identification and management of neighbourhood issues and in the preparation of improvement strategies (including the development of secondary plans where warranted);
iii) providing leadership in the development of multi-level government programs and the facilitation of effective inter-agency communication networks to support community-based strategies; and
iv) encouraging targeted private sector investment in neighbourhoods including the provision of infill housing and local services.

1B-02 Promote Neighbourhood Safety



The City shall promote neighbourhood safety by:

i) supporting the continuation of community-based policing;
ii) working in partnership with other levels of government, schools, and community agencies to develop innovative, community-based programs focused on local participation, information sharing, and education and awareness of safety issues; and
iii) promoting the application of principles of crime prevention through environmental design in public and private neighbourhood developments.

1B-03 Manage Neighbourhood Traffic

The City shall manage neighbourhood traffic to support the primary function of local streets in providing access to local residents by:

i) encouraging the minimization of through-traffic and working to reduce the impact of non-local traffic in neighbourhoods;
ii) consulting with neighbourhood residents regarding any proposed change in the status of local streets; and
iii) ensuring that pedestrian comfort and safety are given paramount consideration in the transportation networks of neighbourhoods.

1B-04 Support Protection and Creation of Character Areas

The City shall support the protection and creation of character areas that distinguish and strengthen individual neighbourhoods by:

i) developing appropriate guidelines to identify and designate character areas within neighbourhoods;
ii) encouraging and supporting the formation of local representative neighbourhood associations in maintaining or developing their character areas;
iii) promoting a high quality of design and maintenance within designated character areas; and
iv) encouraging partnerships with other levels of government and private organizations for the development of special amenities and programming activities within character areas.



Addressing Housing Needs

1C-01 Facilitate Provision of Safe and Affordable Housing



The City shall facilitate the provision of safe and affordable housing giving first priority to Major Improvement Neighbourhoods identified on Policy Plate D and second priority to Rehabilitation Neighbourhoods identified on Policy Plate D by:

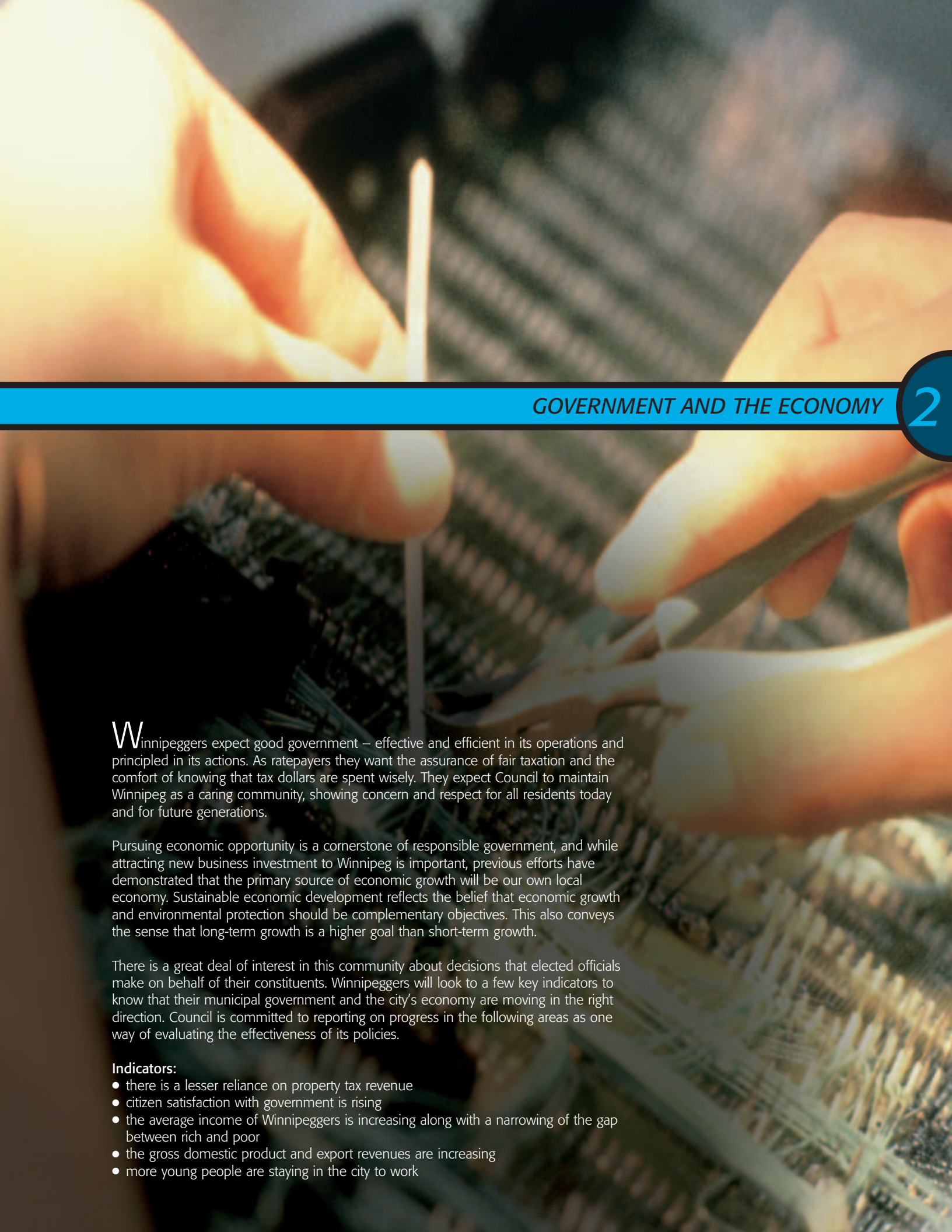
i) working with the housing industry, financial institutions, volunteer and non-profit organizations, and other levels of government to develop long-term funding strategies;
ii) promoting increased home ownership among low income residents;
iii) proposing tax increment financing and tax credit programs to facilitate affordable infill development and improve housing stock in older neighbourhoods;
iv) encouraging landlords and homeowners to maintain safe housing through information, inspections and, where necessary, by-law enforcement;
v) supporting, in partnership with not-for-profit community housing groups, the acquisition and redevelopment of vacated houses; and
vi) promoting timely demolition when rehabilitation is not feasible and adopting a strategy for the temporary or long-term re-use of vacant land when houses are demolished.

1C-02 Support Integration of Special Needs Housing

The City shall support the integration of special needs housing within residential neighbourhoods by:

i) seeking, through consultation, an acceptable balance between neighbourhood interests and the needs of rehabilitation, care, and group homes;
ii) addressing the needs of the homeless with the encouragement of adequate, safe, and affordable shelter together with the necessary support services; and
iii) working with relevant stakeholders in the areas of local empowerment, long-term rehabilitation, family support, and skill-building.





GOVERNMENT AND THE ECONOMY 2

Winnipeggers expect good government – effective and efficient in its operations and principled in its actions. As ratepayers they want the assurance of fair taxation and the comfort of knowing that tax dollars are spent wisely. They expect Council to maintain Winnipeg as a caring community, showing concern and respect for all residents today and for future generations.

Pursuing economic opportunity is a cornerstone of responsible government, and while attracting new business investment to Winnipeg is important, previous efforts have demonstrated that the primary source of economic growth will be our own local economy. Sustainable economic development reflects the belief that economic growth and environmental protection should be complementary objectives. This also conveys the sense that long-term growth is a higher goal than short-term growth.

There is a great deal of interest in this community about decisions that elected officials make on behalf of their constituents. Winnipeggers will look to a few key indicators to know that their municipal government and the city's economy are moving in the right direction. Council is committed to reporting on progress in the following areas as one way of evaluating the effectiveness of its policies.

Indicators:

- there is a lesser reliance on property tax revenue
- citizen satisfaction with government is rising
- the average income of Winnipeggers is increasing along with a narrowing of the gap between rich and poor
- the gross domestic product and export revenues are increasing
- more young people are staying in the city to work

Supporting an Inclusive Community

2A-01 Commit to Citizen Engagement

The City shall commit to citizen engagement in political decision-making processes by:

i) facilitating access to information in a responsive, comprehensive, and transparent manner, consistent with the Freedom of Information and Protection of Privacy Acts;
ii) disseminating timely information regarding City programs, services, and initiatives, and fostering better public understanding and awareness of civic functions, responsibilities, priorities, and overall direction; and
iii) actively soliciting citizen input into policy formulation, political decision-making, and program development processes through meaningful public consultation.

2A-02 Promote Equitable Access to Facilities and Services

The City shall promote equitable access to facilities and services by:

i) eliminating physical barriers to municipal structures and facilities and promoting universal design in works undertaken by other public agencies and the private sector;
ii) ensuring all citizens have access to essential community services and facilities and facilitating access to financial support where there is an inability to pay;
iii) providing services which recognize and, to the greatest extent possible, accommodate the unique needs of the city's various cultural groups;
iv) providing French language services in areas where the French speaking population is concentrated and elsewhere to the greatest extent possible; and
v) utilizing technology where appropriate to facilitate access to municipal services and overcome accessibility barriers.

2A-03 Promote Self-Reliant Aboriginal Communities



The City shall promote self-reliant Aboriginal communities by:

i) supporting the creation of links between The City of Winnipeg and Aboriginal communities to ensure appropriateness of services and to increase Aboriginal participation in City affairs;
ii) identifying and pursuing joint ventures between the City and the private sector or non-governmental organizations that increase or enhance job opportunities and economic development for Aboriginal people in Winnipeg; and
iii) increasing awareness among Winnipeggers and visitors about the richness of the city's Aboriginal cultural communities.

2A-04 Address the Needs of New Winnipeggers

The City shall address the needs of new Winnipeggers by working cooperatively with established agencies and organizations which provide service to recent immigrants and by providing direct service where appropriate.

2A-05 Provide Leadership in Addressing Social Concerns

The City shall provide leadership in addressing social concerns by:

i) striving to eliminate all forms of discrimination;
ii) addressing illiteracy through public library services and encouraging literacy programs in partnership with other stakeholders; and
iii) encouraging initiatives aimed at eliminating child poverty including working with the senior levels of government.



Ensuring Responsible Government

2B-01 Commit to Sustainability



The City shall commit to sustainability by:

i) establishing and adhering to a set of guiding principles for sustainability against which policy decisions and actions can be evaluated;
ii) monitoring and reporting on quality of life indicators which assess the balance between social, environmental, and economic goals for The City of Winnipeg; and
iii) providing opportunities for full public information and meaningful public participation regarding the City's quality of life indicators and guiding principles for sustainability.

2B-02 Commit to the Reduction of Greenhouse Gas Emissions

The City shall commit to the reduction of greenhouse gas emissions by:

i) reducing the need for motorized transport through integrated planning and the promotion of compact urban form and mixed land use;
ii) providing realistic alternatives to single occupant auto use;
iii) encouraging energy efficiency in subdivisions design, land use planning, home retrofitting, and building code requirements; and
iv) proposing positive incentives to encourage energy efficiency.

2B-03 Commit to Responsive Government

The City shall commit to responsive government by:

i) monitoring and responding to demographic, social, economic, and environmental trends both locally and globally;
ii) working cooperatively with other jurisdictions to ensure that services desired and required by its residents are delivered in a coordinated manner to maximize convenience to the public, minimize duplication, and promote fairness and competitiveness with other municipalities;
iii) leveraging financial resources through cost-sharing agreements with other levels of government and the private sector while maintaining consistency with civic goals;
iv) exploring solutions to municipal taxation issues in partnership with the Province;
v) evaluating all civic services to determine which are fundamental to the City's mandate, thereby assisting in the determination of funding sources and levels of service;
vi) exploring and implementing innovative approaches to funding and alternative service delivery options to provide quality services at an affordable cost;
vii) working with the other levels of government to secure long-term funding commitments and develop alternative revenue streams that serve to lessen the City's reliance on property taxes; and
viii) evaluating City policy decisions, core programs and services, budget allocations, and new development applications against a set of quality of life principles, including consideration of long-term economic benefits and costs.

2B-04 Provide Sound Municipal Management

The City shall provide sound municipal management by:

i) preparing, implementing, reporting on, and periodically reviewing a financial management plan which provides strategies for reducing property tax supported debt, reducing dependency on property and business tax revenue, reducing expenditures and seeking alternative revenue sources, and building investment capacity;
ii) implementing life-cycle costing for capital projects considering all relevant financing options;
iii) implementing alternative service delivery options with appropriate financial controls during implementation;
iv) supporting a competent, productive, and healthy workforce through strategic human resource planning that promotes flexible human resource systems, invests in human resource development, and is based on values of equity, diversity, innovation, and accountability;
v) providing a predictable property and business assessment process which is efficient, effective, and equitable;
vi) managing investments in physical assets including infrastructure, fleet, and facilities to ensure effective procurement, maintenance, replacement, and disposal;
vii) managing facilities to achieve strategic fit, flexibility, and affordability in support of the physical consolidation of civic departments and the promotion of cross dependencies and innovative workplace strategies;
viii) ensuring the safety and security of vacant city-owned properties;
ix) investing strategically in technology based on sound business decisions and promoting, where appropriate, integration and data-sharing; and
x) ensuring exemplary environmental practices in all aspects of civic operations.

2B-05 Meet High Standards of Service Delivery



The City shall meet high standards of service delivery by:

i) evaluating the needs of citizens in the delivery of services and monitoring performance against those needs including comparisons with other municipalities and the private sector;
ii) striving to continuously improve service delivery processes; and
iii) making services and service delivery processes transparent to citizens.

Providing Economic Direction and Support

2C-01 Develop and Implement a Long-Term Economic Development Strategy

The City shall develop and implement a long-term economic development strategy by:

i) focusing primarily on the concepts of local economic development and export enhancement which simultaneously support social, environmental, and economic needs;
ii) developing strong partnerships with existing Winnipeg businesses and other governments;
iii) building Winnipeg's image as a centre of business excellence;
iv) developing a long-term strategy for the information technology sector to advance the concept of Winnipeg as a "smart" city;
v) participating in strategic trade initiatives and undertaking other support efforts to capitalize upon identified export growth opportunities; and
vi) seeking strategic opportunities to improve access to international markets.

2C-02 Facilitate Opportunities for Business Growth in Winnipeg



The City shall facilitate opportunities for business growth in Winnipeg by:

i) implementing a support system which acknowledges the special needs of new, small, existing, and growing businesses;
ii) assisting business in meeting government requirements associated with new development and expansion, including streamlining procedures and regulations within the civic administration;
iii) working with representative business associations through ongoing consultation and support to fulfill complementary objectives; and
iv) supporting retention and recruitment programs including the creation of industry incubators which assist new businesses in their early developmental stages.

2C-03 Capitalize on Comparative Advantages

The City shall capitalize on the comparative advantages Winnipeg has over other urban centres for attracting new business to Winnipeg by promoting the city's:

i) stable, skilled, diverse, well-educated, and committed workforce;
ii) cosmopolitan artistic and cultural community;
iii) strong, stable economy; and
iv) central geographic location and time zone.

2C-04 Implement Industrial Land Planning Strategy

The City shall implement an industrial land planning strategy by:

i) determining the best strategic sites for industrial property developments while ensuring compatibility with environmental regulations, existing industrial developments, residential areas, and available infrastructure;
ii) designating and marketing industrial land in strategic areas of the city;
iii) encouraging the establishment of privately developed industrial sites and parks within strategically determined areas; and
iv) encouraging the development of industrial park subdivisions in accordance with cost-effective infrastructure supply and private sector demand.

2C-05 Support Provision of Information Technology Infrastructure

The City shall support the provision of information technology infrastructure to improve access to information, build community ties, and create employment opportunities by:

i) identifying future needs and market demands for expanded data networks;
ii) exploring innovative approaches for constructing fibre optic infrastructure and facilitating its use;
iii) considering appropriate locations for high technology facilities, information corridors, and areas of central technological concentration; and
iv) working closely with industry and other levels of government to secure required funding and to coordinate investment.

2C-06 Support Inter-Modal Transportation Strategy



The City shall support an inter-modal transportation strategy in cooperation with local business, the Province, and other jurisdictions by:

i) identifying opportunities associated with the Mid-Continent Trade Corridor for air, rail, and truck transport industry development which are consistent with the City's economic development strategy; and
ii) participating in the development of a business plan and budget for inter-modal transportation and required infrastructure; securing adequate funding from the private sector and all levels of government; and determining evaluation criteria for project success.

2C-07 Partner with Winnipeg Airports Authority

The City shall partner with the Winnipeg Airports Authority on initiatives which capitalize upon the airport's capacity to generate strategic economic development by:

i) participating in the development of inter-modal transportation linkages to the airport, including supporting the construction of a new East-West linkage to the West Perimeter Highway as noted in Policy Plate B, subsequent to a business case analysis;
ii) improving street connections, urban design, and signage along a designated route between the airport and the downtown; and
iii) working with major industrial users of airport facilities and area landowners to identify their future needs in support of strategic economic development.

2C-08 Support Twenty-Four Hour Status of Airport Operations

The City shall support the twenty-four hour status of airport operations and vicinity interests working with all stakeholders by:

i) adhering to its Airport Vicinity Development Plan (AVDP) and periodically reviewing the plan in cooperation with the other levels of government, business interests, and the Rural Municipality of Rosser to maintain its currency;
ii) regulating land use and building regulations through an Airport Vicinity Protection Area (AVPA) for all those neighbourhoods or portions thereof significantly affected by airport related noise in order to maintain compatible land use relationships;
iii) severely limiting residential development where noise exposure is greatest, designated as Area I on Policy Plate A;
iv) restricting the density of residential development where noise exposure is moderate, designated as Area II on Policy Plate A; and
v) requiring acoustic insulation in new residential construction and major residential rehabilitations to mitigate the impact of noise exposure in Areas I and II on Policy Plate A.



2C-09 Support Established and Emerging Sectors of Economic Growth

The City shall support established and emerging sectors of economic growth by promoting intergovernmental cooperation and public/private partnerships to identify and act upon opportunities associated with:

i) the development of the aerospace, bus, trucking, and new-fuel/energy technology industries in terms of design, equipment services, planning, and production development;
ii) the development of the life sciences industry with regard to agricultural production, processing, food safety, bio-technology, and health care;
iii) the development of arts and cultural industries associated with film and video production, sound recording, radio and television broadcasting, book and magazine publishing, new media, and architecture and design;
iv) the development of environmentally-compatible practices with respect to the reduction of greenhouse gas emissions, flood damage avoidance, reduction, and mitigation; park and tree cover management planning;
v) the application of sustainable development practices; and
vi) the development of information technology corridors and centres needed by knowledge-based industries.

2C-10 Encourage Activities Beneficial to the Winnipeg Economy



The City shall encourage activities beneficial to the Winnipeg economy in areas of culture, tourism, sport, entertainment, and conventions by:

i) actively promoting the city overall as a venue for national and international events and the downtown as a tourism destination in particular;
ii) encouraging collaborative ventures between the private and not-for-profit sectors and the City's various agencies;
iii) enhancing the unique assets, amenities, and attractions owned by the City through high-quality design and maintenance; and
iv) recognizing the importance of volunteers and key volunteer organizations in hosting special events.

Building the Workforce

2D-01 Promote Higher Educated Workforce

The City shall promote a higher educated workforce for Winnipeg employers by participating with other levels of government, industry, the not-for-profit sector, Aboriginal communities, and the small business community in:

i) providing employment opportunities that help to retain recent graduates;
ii) identifying anticipated gaps in training and employment needs, and developing and implementing strategies aimed at filling those gaps;
iii) encouraging the incorporation of the concept of lifelong learning into workforce education; and
iv) encouraging the use of technology to facilitate education support for the workforce.

2D-02 Promote Coordinated Delivery of Job Training Programs

The City shall promote the coordinated delivery of job training programs to enhance employment opportunities and career prospects for all Winnipeg residents by:

i) building stronger relationships with the Federal and Provincial governments in support of joint initiatives;
ii) fostering closer relationships with local school divisions, universities, community colleges, and the not-for-profit sector to support the needs of the business community; and
iii) participating in cooperative research ventures, apprenticeship, and internship programs where appropriate.





PLANNED DEVELOPMENT, TRANSPORTATION, AND INFRASTRUCTURE 3

Urban areas exist to serve the economic and social needs of residents. Transportation systems and infrastructure are essential to meet those needs because they are integral to well planned urban development. Given the challenge of municipal government to deliver livable cities with an increasing quality of life in the face of shrinking resources, it becomes clear that new approaches to land use, urban development, transportation planning, and financing are in order. In doing so, maintenance of existing infrastructure must be recognized as more important than building new.

During the past few decades, the number of trips made by automobile in Winnipeg has grown much faster than the rate at which the population has grown. However, continued growth in the proportion of urban trips made by the automobile is not sustainable financially or environmentally. While the automobile will continue to be the mode of choice for a majority of residents, future direction must be toward the provision of positive incentives to reduce the reliance on automobiles and encourage alternative modes of travel. With that must come policies that promote a more compact urban form with increased densities and mixed land uses.

Winnipeggers acknowledge that fundamental change takes time, but they will be encouraged when certain key indicators demonstrate that progress is being made. Council is committed to reporting on progress in the following areas as one way of evaluating the effectiveness of its policies.

Indicators:

- transit ridership and bicycle usage is increasing
- the amount of infill development is rising
- capital expenditures on alternative transportation is rising relative to expenditures on new road construction
- the maintenance of residential streets is improving

Planning for Growth and Change

3A-01 Promote Orderly Development

The City shall promote orderly development through land use designations on Policy Plate A by:

i) considering the Downtown designation to signify a unique multi-functional area, the centre of business and service-oriented activity, government and other institutional operations, major arts and cultural attractions, and some specialty retail and regional recreation, with a large and diverse mix of residential uses and transportation options;
ii) considering the Neighbourhood designation to signify areas of local identity with mutually supportive uses generally including a residential mix together with a variety of educational, recreational, institutional, commercial, and possibly industrial uses, at a scale and density compatible with each other;
iii) considering the Industrial designation to signify areas of concentrated industrial uses and supportive infrastructure with the possible inclusion of compatible commercial uses;
iv) considering the Rural designation to signify areas primarily devoted to agricultural uses and related support functions until such time that these lands are required to be redesignated for future development;
v) considering the identification of areas of Regional Commercial and Mixed-Use Concentration to signify the general desired locations for large scale commercial development attracting customers city-wide and beyond, with the intent to direct future development of that nature to those general locations;
vi) considering the Major Open Space designation to signify distinctive areas of city-wide importance that provide opportunities for passive nature-oriented activities and/or a variety of active recreational facilities; and
vii) identifying those areas of the city that are governed by secondary plans, and promoting the use of secondary plans, where warranted, to provide greater clarity in the interpretation of policy designations.

3A-02 Promote Compact Urban Form

The City shall promote compact urban form in support of sustainability by:

i) approving new residential, commercial, and industrial subdivisions only 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;
ii) evaluating residential, commercial, and industrial development proposals using benefit-cost analysis to measure long-term revenues, expenditures, and impacts on existing developments within a life-cycle costing framework;
iii) meeting transportation demand in ways which reduce reliance on the automobile, improve integration of transportation modes, and improve effectiveness of the existing transportation system;
iv) encouraging infilling of vacant lands and the revitalization of existing neighbourhoods to maximize the use of existing infrastructure; and
v) supporting new development which is adjacent to, and compatible with, existing development and which is designed to minimize the spatial use of land.

3A-03 Integrate Land Use, Urban Design, and Transportation Planning



The City shall integrate land use, urban design, and transportation planning in a manner consistent with its commitment to compact urban form by:

i) encouraging mixed-use development to minimize travel distances for basic needs;
ii) ensuring that all residential development supports the provision of efficient, attractive, and cost-effective transit service through appropriate design considerations;
iii) continuing the development of the weather-protected pedestrian system in the downtown and integrating the entry points to the system with the downtown transit network;
iv) considering urban design initiatives, aesthetics, and mitigation of traffic noise to be important elements in the planning and design of urban transportation facilities;
v) integrating the needs of pedestrians and cyclists into the planning and design of urban transportation facilities for both work trip and recreational use; and
vi) ensuring the provision of natural buffers where necessary to provide visual screening, sound attenuation, and separation of conflicting land uses.

3A-04 Protect Traffic Flows from Significant Increases

The City shall protect traffic flows from significant increases in volume as a result of new developments by:

i) requiring major developments be sited in such a manner that public investment in adjacent regional transportation facilities is protected;
ii) directing new development with high intensity uses to locations that are supported by transit operations; and
iii) having developers provide special access facilities or participate in remedial measures to ensure that the transportation system does not suffer from unreasonable traffic increases directly related to the development.

3A-05 Promote Regional Consistency in Planning and Development

The City shall promote regional consistency in planning and development by:

i) seeking acceptance of Winnipeg's central role as the capital city in the Capital Region and the importance of its health to the health of the region overall;
ii) consulting with neighbouring municipalities and the Province to promote the integration of Plan Winnipeg with the development plans of adjacent municipalities and monitoring compliance with these plans;
iii) encouraging the Provincial government to establish an ongoing forum for dialogue, discussion, and potential partnerships between Winnipeg, the Province, and neighbouring municipalities with regard to issues such as economic development, land use planning, service provision, and governance;
iv) contributing to the development and maintenance of a comprehensive information base for the Capital Region coordinated by the Province;
v) working with the Province to coordinate Municipal and Provincial transportation policy in matters such as roadway capacity, standards and load restrictions, and links between the City's street system and the Provincial highway system; and
vi) controlling development adjacent to the city's major highway approach and bypass system in support of the Province of Manitoba's limited access concept.

Guiding Land Use

3B-01 Promote Vibrant Neighbourhoods

The City shall promote vibrant neighbourhoods by encouraging and accommodating within new and existing developments a variety of compatible mixed uses including:

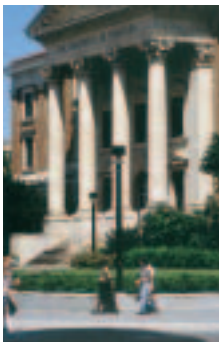
i) low-intensity residential uses;
ii) low-intensity ancillary uses such as local commercial, educational, recreational, religious, and institutional uses at a scale and density compatible with, and necessary to support, low-intensity residential development, and in recognition of traffic flows related to these uses;
iii) high-intensity residential development and ancillary uses on sites adjacent to major traffic or transit corridors; and
iv) light industrial development at industrial park standards as a buffer, where appropriate, between residential development, major traffic arteries or railways, or other incompatible uses.

3B-02 Guide the Development of New and Existing Residential Areas

The City shall guide the development of new and existing residential areas designated as Neighbourhood on Policy Plate A by:

i) requiring developments to provide a full range of municipal infrastructure in an environmentally-sound, economical, and timely manner;
ii) preparing detailed secondary plans for future neighbourhoods in consultation with residents and business interests to ensure the coordination of local and regional services and the compatibility of land uses and other objectives;
iii) ensuring that existing neighbourhoods are protected and adopting secondary plans to govern development in existing neighbourhoods where warranted (those neighbourhoods currently governed by secondary plans are identified on Policy Plate A);
iv) evaluating new residential development proposals according to appropriateness of location and assessing their long-term impact within an evaluation framework established in consultation with the development industry; and
v) encouraging the abatement or relocation of livestock operations and other incompatible uses before adjacent new development is permitted.

3B-03 Support Major Institutions



The City shall support its major institutions such as universities, colleges, and hospitals by recognizing and allowing within these institutions a mix of land uses that are complementary to their operations.

3B-04 Accommodate Commercial and Retail Development



Photo: Terrance Klassen

The City shall accommodate commercial and retail development by:

i) recognizing and supporting the importance of a strong downtown as the preferred location for concentrating specialty retail, tourist-oriented commercial uses, and office development;
ii) supporting the maintenance and development of neighbourhood main streets that provide a wide range of local services, that enhance neighbourhood character, and that provide for the incremental expansion of commercial uses consistent with the general character of the adjacent neighbourhood;
iii) supporting the maintenance and development of community commercial centres that provide convenient local shopping opportunities and services while minimizing the need for travel beyond the community; and
iv) identifying, generally, the areas of regional commercial and mixed-use concentration on Policy Plate A, to accommodate large scale retail and service space, entertainment space, and suburban office employment of a regional nature.

3B-05 Promote Commercial Densification

The City shall promote commercial densification in a manner consistent with its commitment to compact urban form by:

i) encouraging the redevelopment, infill, and expansion of existing commercial areas as the preferred method of accommodating new commercial development;
ii) approving new locations for commercial development only 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;
iii) ensuring that areas of regional commercial and mixed-use concentration be designed and built as focal points for public transit; and
iv) giving primary recognition to maintaining and supporting street-level retail in the expansion or redevelopment of the downtown's weather-protected pedestrian walkway system.

3B-06 Accommodate New Industrial Areas



The City shall accommodate new industrial areas within locations designated as Industrial on Policy Plate A by:

i) requiring developments to provide a full range of municipal infrastructure in an environmentally-sound, economical, and timely manner;
ii) evaluating new industrial development proposals to ensure that existing neighbourhoods are protected;
iii) restricting land uses in industrial areas, where warranted, to industrial land uses only, in order to promote stability and predictability;
iv) allowing the possible introduction of commercial uses in industrial areas to act as a buffer between the industrial uses and adjacent uses or to service the needs of the local industrial population; and
v) establishing open space standards for new industrial areas that encourage environmental preservation, high-quality urban design, and possible public access.

3B-07 Provide Ongoing Stewardship of Industrial Areas

The City shall provide ongoing stewardship of industrial areas to promote their long-term viability and minimize land use conflicts by:

i) evaluating new residential development proposals to ensure that existing industrial operations in the vicinity are protected;
ii) requiring abatement of pollution where warranted and facilitating the relocation of premises if necessary; and
iii) encouraging the reuse of obsolete industrial areas where the long-term viability of such areas cannot be supported, provided that potentially contaminated sites have been evaluated and have met remediation standards established by the Canadian Council of Ministers of the Environment.

3B-08 Regulate Land Uses in Rural Areas

The City shall regulate land uses within locations designated as Rural on Policy Plate A by:

i) designating agriculture and related support functions as the principal use in rural areas through the requirement of a minimum site area of 16 ha (40 acres) or such other minimum size as would be allowed under an applicable secondary plan and subject to minimal variances;
ii) allowing the subdivision of land into parcels less than 16 ha (40 acres) only through the preparation and adoption of a secondary plan;
iii) allowing the redesignation of Rural land to Neighbourhood or Industrial only where there is a demonstrated need for additional land to satisfy projected demand and where a full range of municipal infrastructure can be provided in an environmentally-sound, economical, and timely manner;
iv) preparing secondary plans for unserviced residential areas to delineate boundaries of those areas, to establish minimum parcel sizes, and to establish appropriate servicing criteria (those Rural Areas currently governed by secondary plans are identified on Policy Plate A);
v) allowing the possible subdivision or conversion of land in unserviced residential areas to new residential use giving priority to property having frontage on an existing improved right-of-way other than a highway and requiring the proposed development be consistent with immediately prevailing densities;
vi) ensuring the protection of ground water quality and quantity in unserviced residential development areas by regulating development and sewage disposal; and
vii) considering the South St. Vital Action Area Plan to be an unserviced residential area secondary plan as provided for under item ii) above, notwithstanding item v) above.

3B-09 Preserve Major Open Spaces



The City shall retain those areas designated as Major Open Space on Policy Plate A for recreational uses and the preservation of natural habitats.

Integrating Transportation

3C-01 Provide Integrated Transportation Network

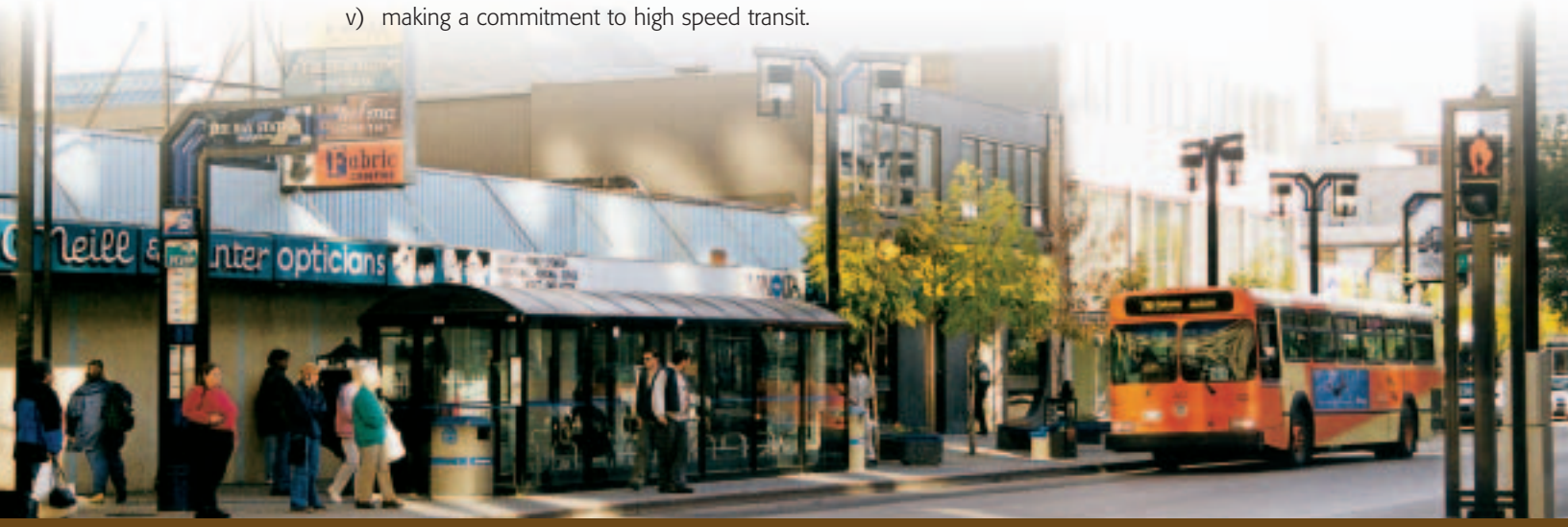
The City shall provide an integrated transportation network that supports its commitment to sustainability, compact urban form, and the reduction of greenhouse gas emissions by:

i) designing public rights-of-way to encourage pedestrian use through adequate lighting for safety and security, aesthetics, and comfort;
ii) minimizing walking distances to transit in the planning of new developments and making transit connections quick, easy, and weather-protected;
iii) improving cyclist comfort on the arterial street system through the expansion of curb lanes and the establishment of cycle lanes where feasible;
iv) establishing a city-wide bicycle and pedestrian pathway system which is segregated where practical and feasible from motorized traffic and which creates links between open space and major destinations;
v) promoting alternative modes of transportation through the inclusion of transit routes and bicycle paths in transportation plans and in the design of new developments;
vi) providing and maintaining a street network to service both regional and local needs;
vii) designating truck routes that ensure the safe and efficient movement of goods and the protection of existing neighbourhoods through standardized speed, capacity, access, traffic signal synchronization, and weight limits harmonized with Provincial and Federal regulations;
viii) improving the truck route between the airport and the downtown, the perimeter, and inter-modal access points;
ix) requiring loading facilities for all new and existing developments and accommodating on-street loading areas where appropriate; and
x) working with the private sector to better accommodate the need for taxi stands and courier facilities.

3C-02 Commit to Transit Improvements

The City shall commit to transit improvements to increase ridership by:

i) making ongoing improvements to service;
ii) making transit service easier to use;
iii) making transit service more affordable;
iv) making transit service more productive; and
v) making a commitment to high speed transit.



3C-03 Commit to Traffic Operations Improvements

The City shall commit to traffic operations improvement to increase roadway efficiency by:

i) upgrading the traffic signal control system through more extensive use of traffic-attenuated signals and other technology improvements;
ii) tailoring traffic flow through speed limits, on-street parking, loading, and turning restrictions to protect adjacent commercial frontage or residential neighbourhoods;
iii) assessing the compatibility of new development and access controls with the intended function of the adjacent arterial street system; and
iv) consulting with neighbourhood groups to consider the implementation of traffic calming measures in circumstances where traffic congestion becomes problematic on neighbourhoods streets.

3C-04 Promote Mobility Through Principles of Universal Access



The City shall promote mobility through principles of universal access by:

i) ensuring that universal design principles are applied in the planning and design of urban transportation facilities through consultation with those who have special needs;
ii) providing greater integration of transportation service for people with disabilities with those transportation services offered to the community as a whole;
iii) providing a transportation service that functions in parallel with the regular public transit system for persons who cannot use the regular public transit system because of their physical disabilities;
iv) providing audible traffic signals and/or improved signage and traffic signals to assist people with visual or hearing impairments;
v) providing suitable sidewalk and curb design which meets the needs of all people who use sidewalks; and
vi) facilitating year-round access to regular and special needs transit through effective snow removal and ice control at access points.

Investing in Infrastructure

3D-01 Commit Foremost to the Maintenance and Renewal of Existing Infrastructure



The City shall commit foremost to the maintenance and renewal of existing infrastructure by:

i) implementing a program of assessment and timely replacement of infrastructure in order to maintain the capacity of existing roadways, sidewalks, bike paths, underpasses, bridges, public transit systems, water supply system, and wastewater collection and treatment system;
ii) minimizing deferred maintenance and taking into account the impact on the infrastructure life expectancy and life cycle when making deferred maintenance decisions; and
iii) applying advanced techniques, new technology, best practices, better materials, and innovative products in all infrastructure renewal, rehabilitation, construction, and preventive maintenance programs to maximize return on infrastructure investment.

3D-02 Invest Strategically in New Infrastructure

The City shall invest strategically in new infrastructure by:

i) recognizing that investment in transit improvements, facilities that encourage cycling and other alternative modes, and measures to reduce the reliance on the use of automobiles is most consistent with its commitment to sustainability, compact urban form, and the reduction of greenhouse gas emissions;
ii) recognizing that investments in arterial street system improvements and additions may be necessary in support of economic development goals and the desire to improve access and mobility; and
iii) demonstrating that any proposed investment in new infrastructure will result in a positive return for the city when the long-term economic, social, and environmental benefits to the community are weighed against the long-term costs.

3D-03 Direct Transit System Investment

The City shall direct transit system investment by:

i) focusing on those areas where the potential to attract new ridership is greatest, namely, to, from, and within the downtown; along the major radial travel corridors of the city; and to and from major centres of employment, education, health care and shopping; and
ii) initiating a program of on-street transit improvements and rapid transit corridor development as illustrated on Policy Plate B, to significantly improve the speed of transit travel and to support the revitalization of downtown.

3D-04 Direct Arterial Street System Investment

The City shall direct arterial street system investment by:

i) focusing primarily on those areas where the automobile is deemed to be the most effective mode of travel, namely, along major cross-town and circumferential regional streets;
ii) focusing secondarily on extensions or improvements to the radial street system; and
iii) addressing extensions or additions to the existing cross-town and circumferential street system and extensions to the radial regional street system as illustrated on Policy Plate B, to improve traffic capacity.

3D-05 Protect and Manage Potable Water Supply and Source

The City shall protect and manage its potable water supply and source to serve the needs of residents and businesses by:

i) maintaining and supplementing the infrastructure necessary to sustain water supply, storage, pumping, and distribution with funding generated through the distribution of costs to users in the rate structure;
ii) requesting stakeholders and other jurisdictions to prepare, implement, and periodically review, in consultation with all parties concerned, a watershed management plan to protect the Shoal Lake catchment area including the provision of a thorough environmental assessment;
iii) taking appropriate measures to protect desirable alternative drinking water sources including potential ground water sources;
iv) monitoring and protecting the quality of finished water to ensure it meets or exceeds the Canadian Drinking Water Quality Guidelines including, but not limited to, maintaining and upgrading if necessary the water treatment works; and
v) adopting demand management and efficiency measures, such as water conservation, to keep consumption levels within the capacity of the aqueduct.

3D-06 Provide Wastewater Management

The City shall provide wastewater management to regulate, collect, treat, and dispose of the water-carried waste of the community by:

i) maintaining the wastewater collection system and adding to it as necessary with funding generated through the distribution of costs to users in the rate structure;
ii) providing wastewater treatment to maintain river water quality at the highest practical and cost-effective level consistent with the natural characteristics of our rivers and in accordance with water quality objectives established for the Red and Assiniboine Rivers;
iii) controlling water pollution through the implementation of a combined sewer overflow management plan, the implementation of effluent disinfection, and the provision of a cost-effective and environmentally-acceptable method of sludge handling and disposal; and
iv) studying, in cooperation with the other levels of government and academic institutions, the effects of its treated effluent discharges on the aquatic life of the rivers.

3D-07 Manage Hydro-Electric Utility



The City shall manage its hydro-electric utility to provide reliable service at reasonable cost to residents and businesses while maximizing revenue within its service area by:

i) operating two stations on the Winnipeg River (Slave Falls and Pointe du Bois) for the generation of hydro-electricity;
ii) participating in successive "Power Agreements" with the Manitoba Hydro-Electric Board (Manitoba Hydro) for the development of new generation capacity, pooled costs for generation and transmission, maintenance of the interconnected Manitoba Power System, and extraprovincial power sales;
iii) maintaining a transmission system (power lines and substations) for the efficient transmission of hydro-electricity to its Winnipeg customers; and
iv) maintaining a distribution system within its Winnipeg service area to ensure the efficient provision of reliable power supply to residential, commercial, and industrial customers.



3D-08 Provide Land Drainage and Flood Protection

The City shall provide land drainage and flood protection to properties within its boundaries by:

i) ensuring that building codes and development practices take into full account protection against major storms and regional flooding;
ii) preserving natural streams and constructed drainage systems in the urban area;
iii) causing or requiring the development of storm water retention ponds within residential communities as cost-effective alternatives to pipe-only systems with an emphasis on aesthetics and public accessibility;
iv) minimizing basement flooding at the one in five-year level or better if economically feasible through the continued construction of relief sewers; and
v) maximizing regional flood protection for Winnipeg by cooperating and actively pursuing with the other levels of government, agreements for technical, administration, and financial assistance.





PUBLIC SAFETY, HEALTH, AND EDUCATION 4

The City of Winnipeg is committed to being a healthy community. A healthy community is one which provides the proper environment for its citizens to live, learn, play, interact, work, and grow older. In doing so, the City acknowledges that Winnipeggers want to see a high degree of respect toward people and their property. They want to feel safe and be safe at work, in their homes, in their neighbourhoods, and in the downtown, day and night. And, they want the comfort of knowing that their community offers a nurturing environment that promotes education, life-long learning, and healthy lifestyles.

Winnipeggers recognize that the City may not play as big a role in health and education as it does in public safety, nevertheless, they will be looking to certain key indicators to see if positive change is occurring. The City is committed to monitoring progress in the following areas as one means of evaluating the general effectiveness of its policies.

Indicators:

- violent crimes are decreasing
- the amount of graffiti is diminishing
- the general perception among residents of Winnipeg as a safe city is on the rise
- the amount of indoor environmental tobacco smoke is decreasing
- enrolment in continuing education programs is rising

Making Our Communities Safer

4A-01 Engage Communities in Building Safe Neighbourhoods

The City shall engage communities in building safe neighbourhoods by:

i) establishing and supporting meaningful public participation through advisory and consultative committees of Council, such as the Winnipeg Committee For Safety and the Access Advisory Committee;
ii) facilitating the sharing of experiences and expectations of neighbourhood groups and organizations along with the civic administration in community forums and focus groups;
iii) working with the community to identify safety issues and lines of responsibility through a community planning and development process;
iv) promoting education and awareness of personal safety and security to the general public, home owners, businesses, developers, and designers through the use of Safety Audit Kits, Crime Prevention Through Environmental Design training, and Community Audits;
v) working in partnership with other levels of government, schools, and community agencies to develop innovative, community-based programs, such as gang prevention programs, and reconciliation processes which build community capacity and develop social capital; and
vi) responding in a cooperative and timely manner to community requests for neighbourhood maintenance and services, such as garbage pickups and general cleanliness in streets and laneways, demolition of abandoned housing, and sanding at intersections in order to maintain a community sense of well-being and safety.

4A-02 Support Concept of Community Policing

The City shall support the concept of community policing as a means of ensuring greater safety and security by:

i) encouraging the development of positive working relationships between the Winnipeg Police Service, other neighbourhood-based city services, and the broad community;
ii) establishing highly visible neighbourhood police offices that expand the police presence throughout the city; and
iii) providing a variety of means such as neighbourhood police foot patrols, bicycle patrols, and police on horseback in order to provide specialized coverage in targeted areas of the city.

4A-03 Expand Capacity to Address Safety

The City shall expand its capacity to address safety by:

i) integrating community-based safety initiatives into existing and emerging community development and revitalization initiatives to the greatest extent possible;
ii) incorporating safety responsibilities broadly within all City operations such as providing emergency response training to transit drivers, and coordinating safety-related services and initiatives across City departments; and
iii) working in partnership with private security firms to develop integrated security networks.

4A-04 Address Emerging Problems of Safety and Security

The City shall address emerging problems of safety and security through preventative measures and, if necessary, assertive action in areas such as reducing street gang and unlawful motorcycle gang activity, eliminating graffiti, reducing incidents of arson, and addressing issues of home safety and security.

4A-05 Provide Support for People at Risk

The City shall provide support for people at risk by developing and implementing support programs on its own or working in partnership with other levels of government, schools, and community agencies, with specific efforts targeted toward:

i) providing positive role models and recreation alternatives for at-risk youth;
ii) supporting the provision of safe refuges for victims of domestic violence and abuse; and
iii) encouraging the implementation of effective community-based and family-based methods of drug rehabilitation.

4A-06 Provide Emergency Response Services



The City shall provide emergency response services by:

i) providing fire suppression services in conjunction with fire prevention initiatives, including public education, to assist in the prevention, detection, or extinguishing of fires;
ii) mitigating the danger of hazardous materials and catastrophic incidents;
iii) providing specialized rescue services including waterway emergencies; and
iv) providing pre-hospital emergency paramedical care of the sick and injured.

4A-07 Prepare for Disasters and Emergencies

The City shall prepare for disasters and emergencies by:

i) establishing and maintaining an Emergency Preparedness Control Centre;
ii) ensuring the adequate training of staff; and
iii) maintaining its capacity to respond to health and other issues related to disasters and community crises.

Promoting Safety through Design

4B-01 Integrate Safety into Overall Planning and Urban Development

The City shall integrate safety into its overall planning and urban development process by:

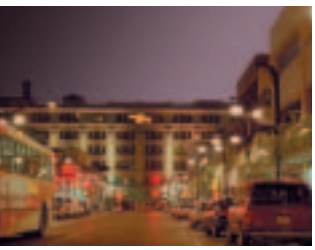
i) evaluating, in consultation with appropriate organizations, all new developments and major redevelopments in terms of design safety requirements such as universal access, lighting, sightlines, building security, landscaping, and parking facilities;
ii) working cooperatively with the public to establish mechanisms which ensure the ongoing promotion and use of safety audits and to determine which measures are to be adopted for those areas deemed unsafe;
iii) improving the safety of city-owned facilities, parks, and open spaces through personal safety evaluations, safety audits and compliance with safety codes and standards; and
iv) ensuring the security of vacant lands and buildings over which it has managerial responsibility, to minimize hazard to the public.

4B-02 Promote Safety in Buildings

The City shall promote safety in buildings by:

i) ensuring that construction projects meet the intent of standards set in national and local building codes, while recognizing advances in construction and development-related technologies; and
ii) ensuring that all buildings are in compliance with adopted fire and health by-laws.

4B-03 Promote Safety on Streets and Sidewalks



The City shall promote safety on streets and sidewalks by:

i) implementing traffic control measures to minimize traffic accidents and maximize pedestrian safety;
ii) facilitating safety and accessibility on streets and sidewalks in winter conditions through snow clearing and ice control;
iii) ensuring provision of a street and lane lighting system to promote safe vehicle operation and pedestrian safety;
iv) incorporating safety measures into transit operations such as allowing riders to exit between stops after dark; and
v) creating pedestrian-oriented streetscapes on neighbourhood main streets and those streets where a high level of transit service operates.

Supporting Public Health

4C-01 Support Effective Public Health Services

The City shall support effective public health services by:

i) developing partnerships with regional health authorities, other levels of government, and other stakeholders in areas where the City can facilitate the delivery of high quality health care to Winnipeg residents;
ii) sharing information, subject to the Personal Health Information Act, across jurisdictions to assist in the planning and delivery of quality services including the use of common boundaries for data collection; and
iii) working proactively with the community to enhance education and awareness of public health issues.

4C-02 Provide Preventive Health Care Support

The City shall provide preventive health care support by:

i) minimizing the spread of contagious disease in the personal service industry;
ii) ensuring safe food handling to minimize the risk of food-borne illness;
iii) reducing the number of households with unsanitary living conditions;
iv) encouraging smoke-free indoor environments; and
v) providing animal control services.



Supporting Education

4D-01 Support Education Initiatives

The City shall support education initiatives that lead to a better educated adult population and the enhancement of the cultural, economic, and intellectual vitality of the community by:

i) working cooperatively with educational stakeholders to address issues related to student migrancy, jurisdictional boundaries, the sharing of demographic research, and the sharing of multi-use and recreational facilities, and
ii) developing collaborative partnerships with local school divisions, universities, community colleges, and other levels of government in the delivery of high-quality education to Winnipeg residents, the encouragement of life-long learning, and the coordination of support service delivery.

4D-02 Provide High-Quality Library Services

The City shall provide high-quality library services which foster the individual pursuit of knowledge by:

i) acquiring a wide variety of library materials to meet the needs of the community;
ii) expanding the introduction of technological resources and electronic access to information;
iii) providing literacy programs tailored to the specific needs of targeted population groups; and
iv) improving access to library services by exploring partnership opportunities, introducing new technologies, and regularly reviewing current facilities and hours in consultation with the community.





Maintaining a high quality environment requires all of us to accept responsibility as its stewards. For an urban centre like Winnipeg this must include consideration of both the natural and built environments. Winnipeggers want a well-designed city that thrives in all four seasons with high-quality buildings, streetscapes, parks, and neighbourhoods. They want to enjoy the city's waterways and have access to an abundance of green spaces and natural areas throughout the city. They want to ensure that the past is reflected in the future through thoughtful consideration of the city's heritage resources. They want their city to be recognized as a thriving, diverse, multicultural community. And, they want to have access to a wide range of opportunities in arts, entertainment, recreation, and leisure.

Winnipeggers know that the degree to which the collective commitment of individuals and communities is harnessed will determine long-term success. They will look to certain key indicators to know that progress is being made. Council is committed to reporting on progress in the following areas as one means of evaluating the general effectiveness of its policies.

Indicators:

- the amount of greenhouse gas emissions is decreasing
- the number of heritage buildings being adapted for reuse is increasing
- tourism is on the rise
- attendance is growing at cultural events
- the amount of park space is increasing

Committing to Environmental Stewardship

5A-01 Promote Environmentally-Responsible Decision-Making

The City shall promote environmentally-responsible decision-making within the broad community and within its own operations by:

i) implementing a code of practices to encourage environmentally-responsible methods, applications, and procedures in its operations;
ii) coordinating environment-related activities within the civic administration;
iii) implementing a civic environmental impact review and monitoring process which is compatible with the Manitoba Environment Act; and
iv) seeking and monitoring the evaluation of the environmental impact of new development projects in areas adjacent to Winnipeg.

5A-02 Provide Solid Waste Management



The City shall provide solid waste management by:

i) ensuring effective and efficient collection and disposal of solid wastes in the community through an appropriate combination of service provision and regulatory enforcement;
ii) minimizing waste generation and disposal through the implementation of integrated solid waste management principles designed to reduce residential, commercial, and industrial waste generation and through the determination of appropriate targets for solid waste reduction;
iii) continuing disposal in environmentally-sound sanitary landfills and recovering energy and material resources from solid waste if proven to be cost-effective and sustainable;
iv) monitoring current and decommissioned disposal sites and undertaking measures necessary to mitigate the harmful by-products of waste decomposition; and
v) restoring decommissioned disposal sites to a natural condition or reclaiming such sites for recreational or other appropriate uses.

5A-03 Address the Danger of Hazardous Wastes

The City shall address the danger of hazardous wastes generated in the city from domestic, industrial, and commercial sources by:

i) designating transportation routes for hazardous waste and dangerous goods transfer in consultation with the Province;
ii) employing and encouraging measures to minimize the introduction of toxic substances into the environment;
iii) cooperating with local institutions and the Province of Manitoba in developing and implementing a strategy for the disposal of bio-medical waste; and
iv) supporting programs initiated by the Province of Manitoba to identify, clean up, and reclaim contaminated sites for alternative uses.

5A-04 Encourage Energy Efficiency

The City shall encourage energy efficiency by:

i) promoting education and awareness through customer information programs and other communication methods;
ii) implementing an energy management plan to improve energy efficiency, lower utility operating costs, and decrease emissions from civic buildings, structures, and City-operated vehicles;
iii) encouraging energy efficient design in the planning of future residential, commercial, and industrial subdivisions;
iv) encouraging energy efficiency in new construction and the retrofitting of existing homes as a requirement in neighbourhood revitalization initiatives; and
v) reducing the reliance of the urban transportation system on non-renewable energy sources by providing realistic alternatives to single occupant auto use, by integrating land use and transportation planning, and by promoting compact urban form and mixed land use.

5A-05 Address Water, Air, and Noise Pollution

The City shall address water, air, and noise pollution by:

i) maintaining the highest practical and cost-effective level of river water quality consistent with the natural characteristics of local waterways and in accordance with water quality objectives established for the Red and Assiniboine Rivers;
ii) cooperating with other levels of government and industry in adopting and enforcing regulations to reduce emissions of greenhouse gases, to limit harmful or toxic substances, and to control odours, including measures regarding its own practices;
iii) protecting residential developments from the adverse impacts of air pollution sources, including stubble and other burning; and
iv) evaluating noise impacts and promoting noise reduction measures consistent with its Motor Vehicles Noise Guidelines in the design and planning of new developments.



Photo: Dave Reede

5A-06 Provide Safe and Effective Pest and Weed Control



The City shall provide safe and effective pest and weed control by:

i) ensuring rigorous training and certification of all pesticide application personnel in the safe and effective use of control products;
ii) adopting clear guidelines for the timing of pesticide application decisions and adopting measures to restrict pesticide use in accordance with the expressed concerns of residents;
iii) implementing new and innovative integrated pest management methods aimed at reducing pesticide use and increasing safety and effectiveness; and
iv) participating in research to identify the sources and environmental pathways of pesticides used within Winnipeg.

5A-07 Minimize Impact of Odour from Wastewater Treatment

The City shall minimize the impact of odour from wastewater treatment by:

i) regulating all development within the development control lines around wastewater treatment plants and facilities as shown on Policy Plate A through the development approval process and land use controls;
ii) implementing odour mitigation processes for the major existing odour sources at wastewater treatment facilities to comply with the proposed future regulatory requirements for odour emissions; and
iii) ensuring that whenever a wastewater treatment facility requires expansion or modification, the appropriate odour mitigation processes are included in the expansion design and implemented with the project.

Conserving Heritage Assets

5B-01 Commit to Heritage Conservation

The City shall commit to heritage conservation by:

i) promoting the long-term conservation of heritage assets through the use of incentives, protective designation, and enforcement of regulations;
ii) integrating heritage conservation into the broader context of community planning and decision-making; and
iii) supporting the implementation of heritage resource education programming in partnership with key stakeholders.

5B-02 Protect Heritage Resources

The City shall protect its heritage resources by:

i) establishing and maintaining a buildings conservation list under which significant heritage buildings or structures are protected from demolition;
ii) establishing heritage conservation areas including heritage landscapes and streetscapes in order to promote the restoration, revitalization, and protection of these environments;
iii) establishing and maintaining an inventory of archaeological resources and guidelines for the excavation and protection of these resources; and
iv) developing an ongoing, city-wide management system which secures existing archives and identifies and retains essential contemporary documents and databases for future reference and research.

5B-03 Develop and Implement Heritage Conservation Plans

The City shall develop and implement heritage conservation plans by:
i) seeking comprehensive solutions to heritage conservation in consultation with other levels of government, the heritage community, and the private sector; and
ii) proposing and implementing measures for acquiring, financing, reusing, and maintaining heritage resources.

5B-04 Promote the Adaptive Reuse of Heritage Buildings



The City shall promote the adaptive reuse of heritage buildings by:

i) ensuring that vacant heritage buildings are protected from destruction through neglect;
ii) cooperating with other levels of government and the private sector to pursue options for incentives; and
iii) pursuing the civic use of listed heritage buildings for the accommodation of City departments, provided such buildings are suitably renovated to health, safety, and accessibility standards and remain affordable.

Managing Parks, Open Space, and Waterways

5C-01 Maintain and Expand the System of Public Parks

The City shall maintain and expand the system of public parks by:

i) developing a strategic parks and open space management plan through public participation to meet emerging community needs;
ii) maintaining existing parks within established communities and neighbourhoods and acquiring and developing additional park lands in accordance with community and neighbourhood requirements;
iii) developing new parks within new communities and neighbourhoods, and, where possible, developing them in association with schools;
iv) developing a linear parkway system, and enhancing the system through the acquisition of riverbank lands and rail and hydro rights-of-way;
v) linking the linear parkway to central parks and open space to form a comprehensive, integrated park system; and
vi) working in cooperation with other levels of government to encourage urban fringe parks outside city boundaries with pedestrian, bicycle, and riverbank links to the city park system.

5C-02 Promote the Use of Rivers and Riverbanks



The City shall promote the use of its rivers and riverbanks by facilitating public access to rivers and riverbank lands and encouraging the use of Winnipeg rivers for transportation and recreation through the provision of boat launches, docks, and other accessibility improvements.

5C-03 Support Waterway Management

The City shall support waterway management by:

i) cooperating with other levels of government, area municipalities, and private landowners to ensure common objectives for the use of waterways;
ii) regulating waterway use subject to federal and provincial statutes; and
iii) protecting and prolonging river access and recreation opportunities during the ice-free season.

5C-04 Protect Environmentally-Sensitive Lands

The City shall protect environmentally-sensitive lands that contain important pockets of natural flora and fauna or that are susceptible to damage from flooding or erosion by:

i) evaluating proposed developments that affect high-quality natural areas and encouraging the protection and preservation of such lands to the greatest extent possible;
ii) developing a lands plan which designates natural areas that are environmentally-sensitive and/or significant and provides measures for the possible acquisition, preservation, protection, and maintenance of such lands;
iii) protecting flood plains and unstable riverbank slopes by identifying susceptible areas and employing protective and preventive measures, including the possible acquisition of such lands, to reduce the risk of property damage where appropriate; and
iv) encouraging private landowner participation in support of riverbank management.

Promoting Vitality and Culture

5D-01 Promote Active Living



The City shall promote active living by:

i) establishing strategic priorities in meeting the leisure needs of its citizens and visitors to the city;
ii) providing easily accessible recreation services with an emphasis on year-round participation;
iii) encouraging community leadership for active living through training and support of volunteers in collaboration with key stakeholders;
iv) supporting targeted recreation services for the multicultural community in partnership with key stakeholders; and
v) encouraging cycling as a feasible form of commuting to work.

5D-02 Provide Leisure Facilities

The City shall provide leisure facilities for the use of residents and visitors by:

i) developing community centres with public, not-for-profit, and private partners as the primary vehicle to deliver community and neighbourhood-based recreation services;
ii) developing a system of regional sports fields in accordance with recognized needs for the highest levels of play and competition;
iii) developing a strategic leisure facilities master plan with public participation to maximize the use of existing facilities including converting or consolidating leisure facilities to meet emerging community needs and minimize operating costs; and
iv) supporting the development, upgrading, and management of sport facilities in partnership with volunteer organizations.

5D-03 Support Unique Attractions



The City shall support unique attractions as important contributors to the leisure interests of citizens and tourists by:

i) establishing master plans for unique City-owned attractions such as the Assiniboine Park Zoo, and managing these attractions in accordance with long-range plans; and
ii) working in partnership with other organizations such as the Red River Exhibition Association, to promote their facilities as unique attractions.

5D-04 Recognize Importance of Arts, Entertainment, and Culture

The City shall recognize the importance of arts, entertainment, and culture to its urban image, quality of life, and economic development by:

i) promoting awareness of the richness of its arts, entertainment, and culture both within and outside Winnipeg;
ii) providing and supporting a wide range of arts, entertainment, and cultural facilities to meet the needs of its citizens;
iii) providing effective municipal planning, policy development, and procedures for the cultural sector, while focusing civic expertise on cultural development, and dealing with cultural concerns in a coordinated fashion;
iv) establishing an independent arts council with the responsibility for allocating cultural grants, providing timely advice to City Council on cultural matters, and taking a leadership role on behalf of The City of Winnipeg; and
v) taking a lead role at the political and staff levels in facilitating, coordinating, and augmenting intergovernmental funding support for the arts, entertainment, and cultural communities.



Creating a Beautiful City

5E-01 Promote High-Quality Urban Design

The City shall promote high-quality urban design throughout the city by:

i) establishing design guidelines in consultation with the private sector and implementing design review processes for private developments and for public works;
ii) including aesthetics as a factor in the review of public works;
iii) encouraging private landowners to incorporate public spaces and landscaping of high visual and functional quality into new developments; and
iv) establishing urban design standards for public and private signage, with particular attention to areas of regional commercial concentration and neighbourhood character areas.

5E-02 Designate and Enhance Image Routes and Scenic Drives



The City shall designate and enhance image routes and scenic drives by:

i) enhancing major entry points into the city through signage and landscaping;
ii) providing a higher standard of design, maintenance, and cleanliness on image routes and scenic drives; and
iii) augmenting image routes with tourist information, seasonal decorations, commemorative flags and banners, and attractive streetscaping.

5E-03 Protect and Enhance Urban Forest

The City shall protect and enhance its urban forest by:

i) increasing the stock of trees through its tree planting programs and encouraging tree planting by others;
ii) adopting high standards of tree maintenance, replacement, and protection during construction and requiring developers to retain existing trees in new developments wherever possible;
iii) replacing trees affected by disease, in particular, Dutch Elm Disease, and diversifying the variety of new trees; and
iv) encouraging the participation of other levels of government in programs to protect and enhance the city's urban forest.

5E-04 Promote Cleanliness and Beautification

The City shall promote cleanliness and beautification throughout the city by:

i) providing litter control and street cleanliness on all paved streets, alleys, sidewalks, and City-owned properties;
ii) working in partnership with citizens and businesses to undertake programs to maintain streets, alleys, sidewalks, and private properties clean and litter-free; and
iii) planting flowers in public spaces throughout the city and encouraging citizens, businesses, and community organizations to assist and enhance these efforts.

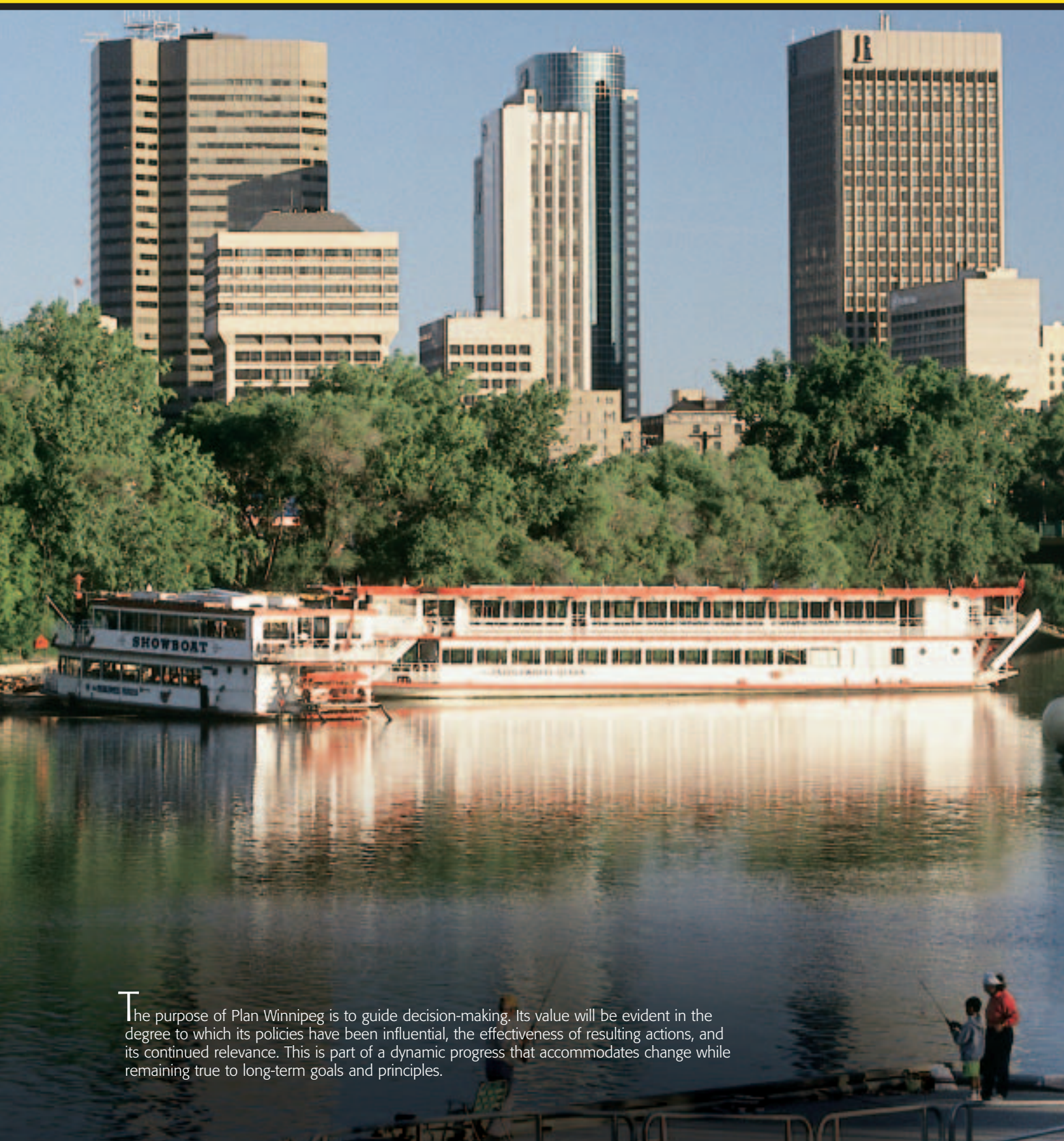
5E-05 Implement Public Art Strategy

The City shall implement a public art strategy to promote and facilitate the incorporation of art into existing public spaces and within appropriate new developments by:

i) establishing requirements for public art, drawing on artistic expertise and community involvement, and introducing a funding mechanism to meet these requirements;
ii) committing to the incorporation of public art in major public work initiatives; and
iii) developing programs to exhibit temporary art in existing public spaces.



OUR IMPLEMENTATION STRATEGY



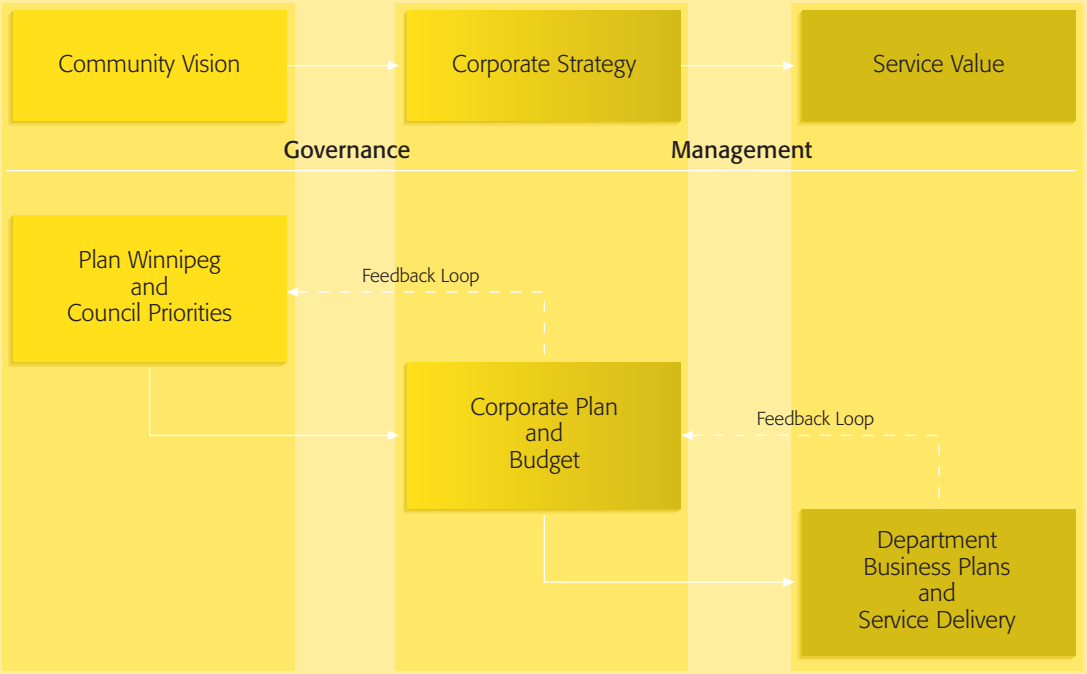
The purpose of Plan Winnipeg is to guide decision-making. Its value will be evident in the degree to which its policies have been influential, the effectiveness of resulting actions, and its continued relevance. This is part of a dynamic progress that accommodates change while remaining true to long-term goals and principles.

Guiding Decisions

Council Commitment: To integrate Plan Winnipeg into the major decision-making processes of the City.

While the policies of Plan Winnipeg are long-term in nature, Council operates on the basis of a four-year term. To be most effective, Council will establish a clear agenda, one that identifies a set of priorities from within this Plan and directs the civic administration to develop strategies and budget proposals around those priorities. When adopted by Council, these strategies and budgets will provide clear direction to the civic departments in the preparation of their business plans and service delivery decisions. This system of decision-making is represented in Figure 10. It is founded on the identification of discrete services, the development of policy in support of those services, and the ability to generate service-based budgets and plans.

Figure 10: Decision-Making Processes for The City of Winnipeg



Source: City of Winnipeg, Corporate Planning, 2000

Monitoring Progress

Council Commitment: To monitor activities undertaken in support of the Plan through progress reports.

There are approximately 100 policy statements in this Plan. As the Plan is used to guide decision-making, each of these statements, over time, will influence the manner in which specific activity is undertaken within the City of Winnipeg. That activity will be monitored, recorded, and published on an annual basis as part of a Plan Winnipeg Progress Report. This will answer the question "What progress has been made in support of the policies of Plan Winnipeg?"

Council Commitment: To monitor the effectiveness of the Plan by measuring progress against the indicators.

At the beginning of this document a vision for the city is described. That vision is founded in the quality of life that Winnipeggers have come to appreciate and hope to see enhanced. A few key indicators of success in these areas are explained in the introductions to each chapter. These indicators will form the basis for an annual Quality of Life Report. Intended to complement the Plan Winnipeg Progress Report which outlines what actions have been taken in support of the policies, the Quality of Life Report will provide insight into whether or not those policies and actions are making a difference in the community.



Keeping the Plan Current

Council Commitment: To monitor socio-economic and demographic trends and update the Plan as needed.

Council's role in policy development is ongoing. For Plan Winnipeg to be most effective it must continually guide this work, recognizing that as the city's needs change, so too must it change. To ensure that Council is guided by accurate and relevant information in support of the long-term direction provided by the Plan, public consultation, surveys, and research will be carried out on a regular basis with the results summarized and distributed through periodic reports, including recommendations for policy changes if necessary.

Council Commitment: To review and re-adopt Plan Winnipeg with each new term of Council, following public consultation.

Plan Winnipeg is a by-law of The City of Winnipeg. By legislation outlined in The City of Winnipeg Act, the Plan Winnipeg by-law must be re-adopted by Council at intervals not exceeding five years. Given that Council is now elected to four-year terms, and given the importance of each new Council committing to the policies of Plan Winnipeg, the Plan will be reviewed and re-adopted on a four-year basis within the first year of each new term of Council. The process of review will be lead politically and will include a commitment to broad consultation in the Winnipeg community.



Plan Winnipeg 2020 Vision Maps

Policy Plate "A" LAND USE

Policy Plate "B" TRANSPORTATION TO 2020

Policy Plate "C" TRANSPORTATION CONCEPT PLAN to 2020 and BEYOND

Policy Plate "D" TARGETED NEIGHBOURHOODS

Glossary

Aboriginal:
a term that encompasses First Nations, Metis, and Inuit people.

Airport Vicinity Development Plan (AVDP):
a plan for the lands surrounding the airport, adopted by City Council, that can be viewed as a sub-set of Plan Winnipeg, bringing greater clarity and detail to the airport protection policies of this Plan, including the identification of an Airport Vicinity Protection Area (AVPA) as shown on Policy Plate A.

Alternative Service Delivery (ASD):
includes a variety of options to provide municipal services in non-traditional ways in order to reduce costs and/or improve the level and quality of the service.

Benefit/Cost Analysis:
used in the evaluation of programs and projects where the immediate and long-term benefits, both direct and indirect, are compared against all relevant and measurable financial, economic, social, and environmental costs, both direct and indirect and short and long-term.

Capital Region:
Manitoba's Capital Region includes the City of Winnipeg (the province's capital), the City of Selkirk, the Town of Stonewall and thirteen rural municipalities: Cartier, East St. Paul, Headingly, Macdonald, Ritchot, Rockwood, Rosser, St. Andrews, St. Clements, St. François-Xavier, Springfield, Taché, and West St. Paul. It is called a region because of the shared interests of the municipalities in the sustainable future of its communities, economy, environment and natural and human resources.

CentrePlan:
a downtown plan, adopted by City Council, that can be viewed as a sub-set of Plan Winnipeg, bringing greater clarity and detail to the policies set out in the "Downtown" section of this Plan.

CentreVenture:
the development corporation established by The City of Winnipeg to achieve the economic, physical, social revitalization of downtown Winnipeg in accordance with the vision of CentrePlan.

Character Area:
an area with special physical, social, or cultural characteristics that set it apart from its surroundings and contribute to its individuality.

City:
when it appears in lower case, city refers to Winnipeg, including all that is contained within the geographic boundaries of Winnipeg; when capitalized, the word City refers to The City of Winnipeg corporation, that is, the municipal level of government including the elected council and the entire civic administration.

Crime Prevention Through Environmental Design (CPTED):
a planning approach that recognizes that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and an improvement in quality of life.

Downtown:
the downtown is defined by specific boundaries including the Red River to the east, the Assiniboine River to the south, the Legislative Building, Central Park, Exchange District, and Chinatown to the west, and the CPR main-line at Higgins to the north (see Policy Plate A).

Environmentally-sensitive Lands:
areas so designated include wetlands, steep slopes, waterways, underground water recharge areas, riverbanks, natural plant and animal habitats, flood plains, and other land forms that are easily disturbed by development.

Gross Domestic Product (GDP):
refers to the total value of goods and services produced; in this case, in the city.

Image Routes:
the primary transportation corridors leading from the outer limits of the city to the downtown, including Pembina Highway/Donald Street South; Main Street North; Portage Avenue West; Highway #1 East/Fermor Avenue/Osborne Street; Henderson Highway; Wellington Avenue/St. James Street.

Life-cycle costing:
the total cumulative costs of a product or facility through all stages of its production, manufacture, distribution, consumption, reuse, maintenance, and eventual disposal.

Long-range:
refers to a 10 to 20 year planning time-frame; the 20 year time-frame selected for Plan Winnipeg is intended to represent approximately one generation.

Mixed-use:
areas where various uses, such as office, commercial, institutional, and residential, are combined, sometimes within a single building, or within an area as part of an integrated development.

New Winnipegger:
refers to a person arriving in the city as an immigrant from another country or other parts of this country.

Neighbourhood Boundary:
for planning purposes, the entire city is divided into 224 geographic areas in order to define specific neighbourhoods, industrial areas, and rural areas (see Policy Plates A and D).

Policy Plate A Designations:

Downtown:
a unique multi-functional area, the centre of business and service oriented activity, government and other institutional operations, major arts and cultural attractions, and some specialty retail and regional recreation, with a large and diverse mix of residential uses and transportation options.

Neighbourhood:
areas including a residential mix together with a variety of educational, recreational, institutional, commercial and possibly industrial uses, at a scale and density compatible with each other.

Policy Plate A Designations (continued):

Industrial:
areas of concentrated industrial uses and supportive infrastructure with the possible inclusion of compatible commercial uses.

Rural:
areas primarily devoted to agricultural uses and related support functions until such time that these lands are required to be redesignated for future development.

Major Open Space:
distinctive areas of city-wide importance that provide opportunities for passive nature-oriented activities and/or a variety of active recreational facilities.

Regional Commercial Concentration:
the general desired locations for large scale commercial development attracting customers city-wide and beyond, with the intent to direct future development of that nature to those general locations.

Secondary Plan:
a more detailed plan having the status of a by-law which includes a statement of the City's policies and proposals for the development, redevelopment or improvement of a specific area of the city.

Service-based Budgeting:
an initiative for the management of service delivery and budgets where all the resources required to deliver a specific service are identified and accounted for in order to ascertain the true cost of providing that service.

Smart City:
a city with high-technology capability, one that uses information and communication technologies in new and innovative ways to empower residents, businesses, and institutions.

Sustainability/Sustainable Development:
refers to the management of development in a manner that meets the needs of the present without compromising the ability of future generations to meet their own needs; in practice, it results in development that maintains or enhances economic opportunity and community well-being while protecting and restoring the natural environment upon which people and economies depend.

Tax Increment Financing (TIF):
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.



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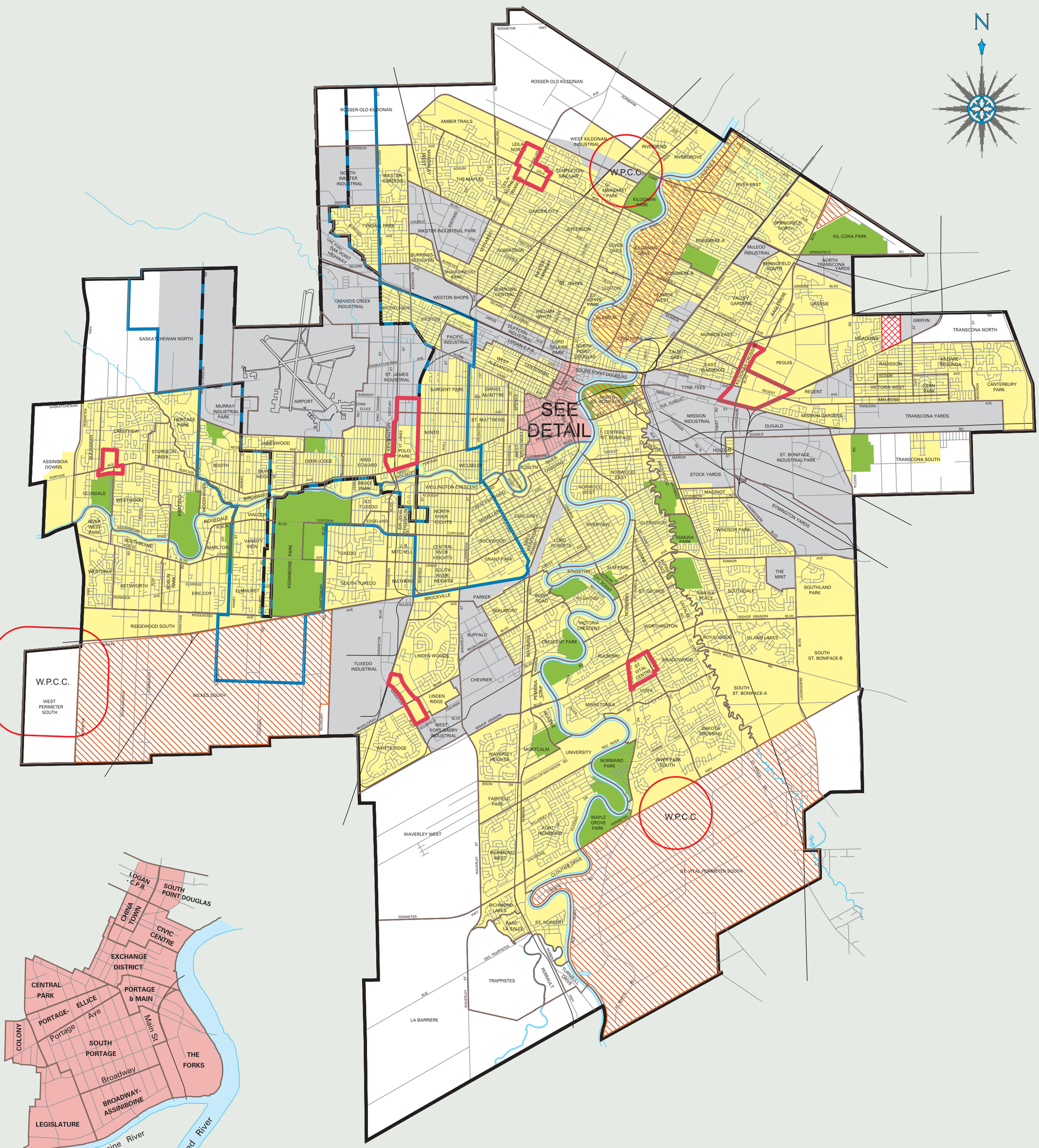
Policy Plate A

LAND USE

PLAN WINNIPEG 2020 VISION

Winnipeg



DOWNTOWN

- DOWNTOWN
- NEIGHBOURHOOD
- RURAL
- INDUSTRIAL
- AREAS OF REGIONAL COMMERCIAL AND MIXED-USE CONCENTRATION
- MAJOR OPEN SPACE
- NEIGHBOURHOOD BOUNDARY
- CITY OF WINNIPEG BOUNDARY
- FORMER DOMTAR WOOD PRESERVATION PLANT

  Development of this site subject to the management of environmental concerns to the satisfaction of The City of Winnipeg and the Province of Manitoba.
- W.P.C.C. WATER POLLUTION CONTROL CENTRE

  Development within 1 km. of water pollution control centres is subject to Policy No. 5A-07.
- AREAS COVERED BY SECONDARY PLAN

  Policy No. 3B-02, 3B-08
  - North Henderson Highway
  - Henderson Highway Corridor
  - Kilcona Park
  - North St. Boniface
  - Wilkes South
  - St. Vital Perimeter South
- AIRPORT VICINITY PROTECTION AREA 1

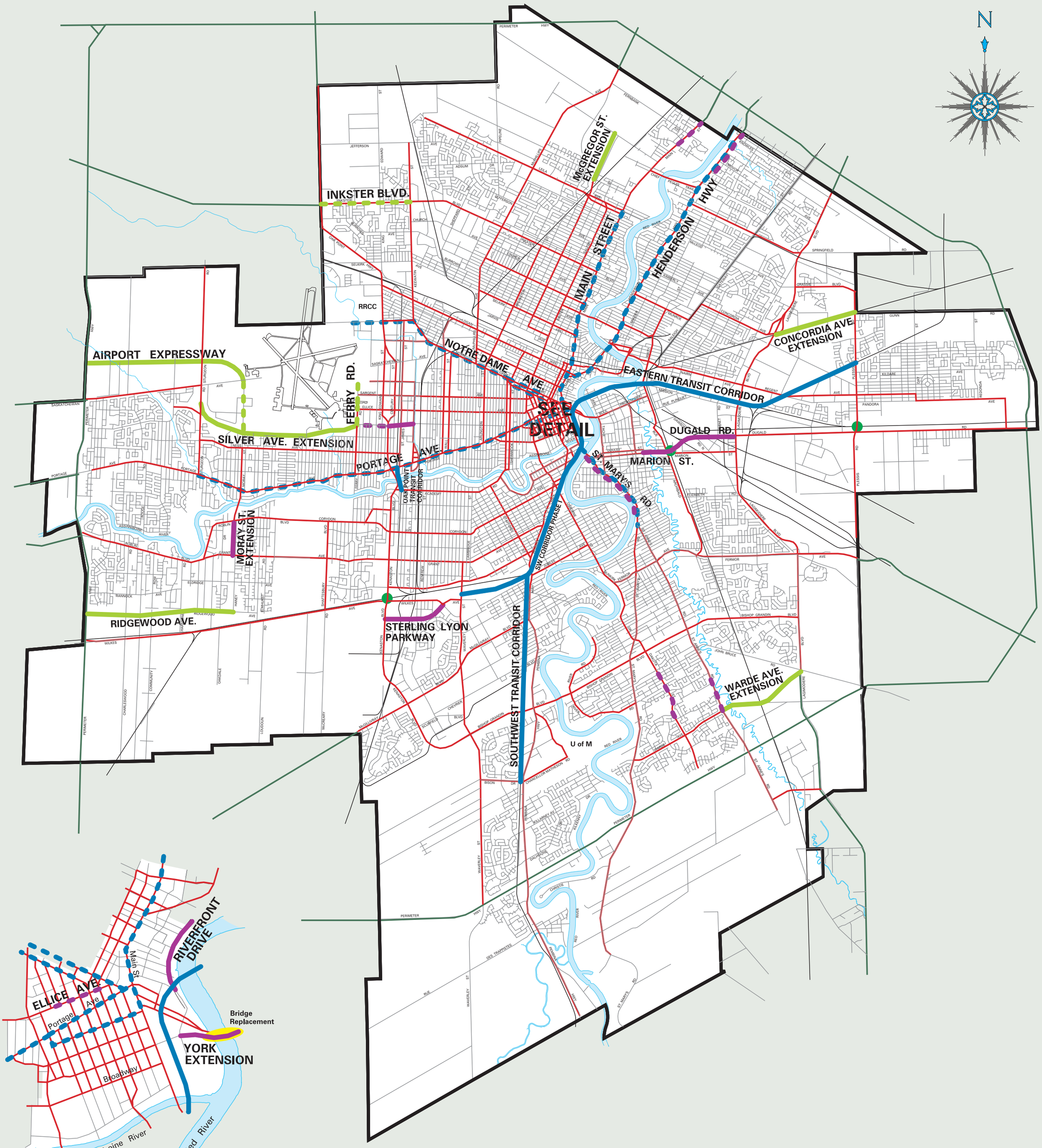
  Policy No. 2C-08
- AIRPORT VICINITY PROTECTION AREA 2

  Policy No. 2C-08

EFFECTIVE DATE: December 12, 2001

This map is intended for information only.
Its interpretation should be confirmed
by contacting The City of Winnipeg
Planning, Property and Development Department
at: (204) 986-7731.

LAND INFORMATION SYSTEMS



Policy Plate B

TRANSPORTATION

PLAN WINNIPEG 2020 VISION

Winnipeg

Policy No. 3D-03, 3D-04

- EXISTING REGIONAL STREETS (for information only, not Designated by this Plan)
- RAPID TRANSIT WORKS TO 2020 Busway (Bus-Only Roadway in a Dedicated Right-of-Way)
- ON-STREET TRANSIT WORKS TO 2020 Transit Priority Measures (e.g. Diamond Lanes, Transit Priority Signals)
- MAJOR STREET ADDITIONS TO 2020
- MAJOR STREET WIDENINGS TO 2020
- RAILWAY GRADE SEPARATIONS
- DEVELOPMENT-RELATED STREET ADDITIONS (Time frame indefinite)
- DEVELOPMENT-RELATED STREET WIDENINGS (Time frame indefinite)
- EXISTING HIGHWAYS (Under Provincial Jurisdiction)
- CITY OF WINNIPEG BOUNDARY

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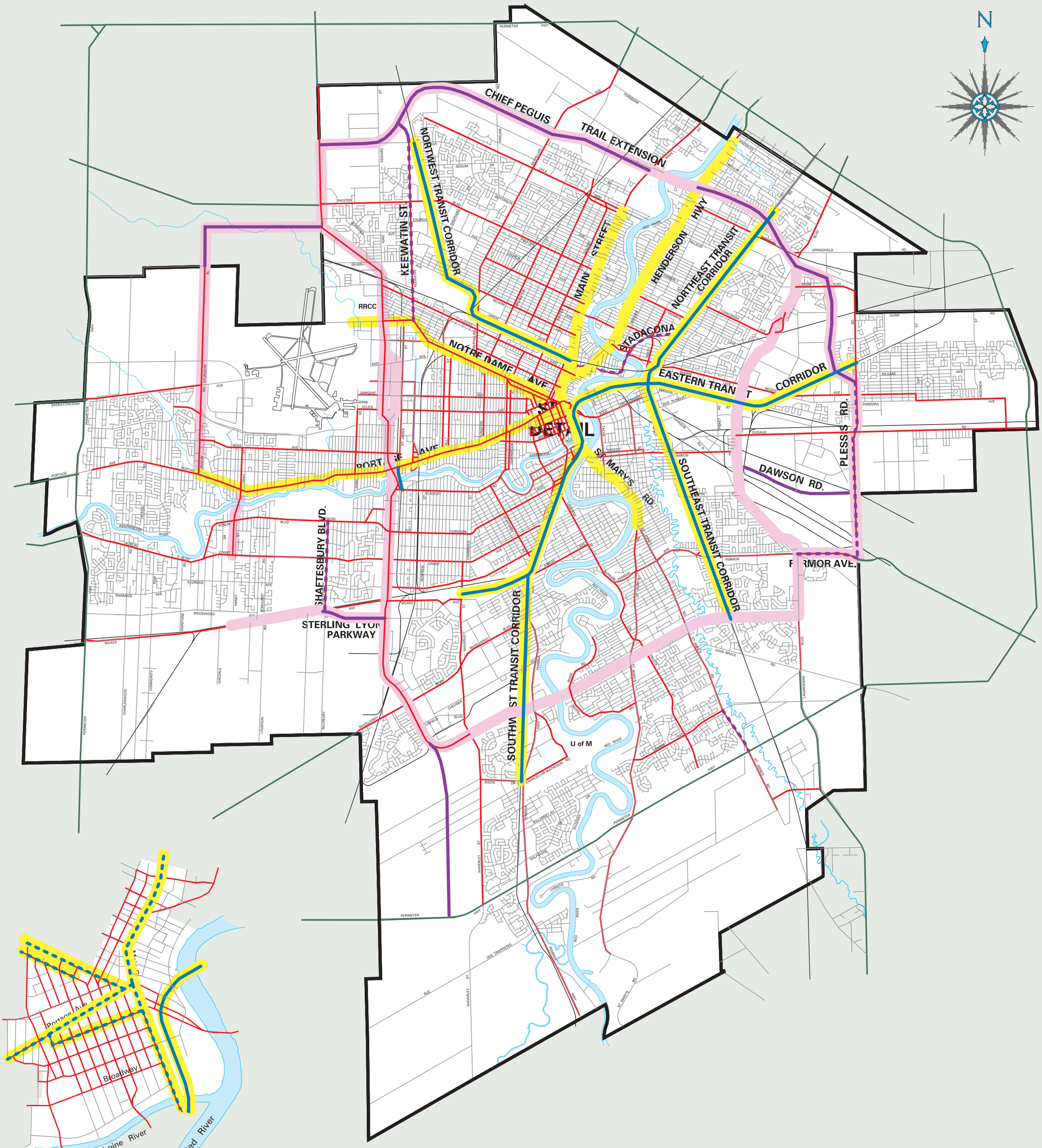

DOWNTOWN

Policy Plate C

TRANSPORTATION CONCEPT PLAN
TO 2020 AND BEYOND

PLAN WINNIPEG 2020 VISION

Winnipeg

- REGIONAL STREET NETWORK (for information only, not designated by this Plan)
- HIGH SPEED TRANSIT NETWORK
- Busway (Bus-Only Roadway in a Dedicated Right-of-Way)
- On-Street Transit Priority Measures (e.g. Diamond Lanes, Transit Priority Signals)
- INNER RING / LOOP ROUTES (West & East)
- Major Street Additions For Consideration Beyond 2020
- Major Street Widenings For Consideration Beyond 2020
- HIGHWAY NETWORK (Under Provincial Jurisdiction)
- CITY OF WINNIPEG BOUNDARY

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LAND INFORMATION SYSTEMS

Policy Plate D

TARGETED NEIGHBOURHOODS

PLAN WINNIPEG 2020 VISION

Winnipeg

Policy No. 1B-01, 1C-01

- MAJOR IMPROVEMENT NEIGHBOURHOODS
- REHABILITATION NEIGHBOURHOODS
- CITY OF WINNIPEG BOUNDARY

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LAND INFORMATION SYSTEMS